

Draft CTR Planning Guidance for Cities and Counties

This guidance is provided for implementers from cities and counties, who are required to update their Commute Trip Reduction plans. This document provides:

- [Section 1](#): Outline for CTR plan development
- [Section 2](#): CTR plan content requirements
- [Appendices](#)

These sections outline what will be included in CTR 4-year plans for cities and counties. More information will be released soon, describing how to develop your plans. For now, this information is to help you draft your CTR administrative work plan. This material should also help you start thinking about how to develop your CTR 4-year plan.

Section 1: Background for CTR plan development

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General – Why CTR plans?

- Purpose
- Legislative Authority and Rules
- Multiple sources of planning requirements and rules (state, regional, local)

Planning Milestones to reflect in your CTR Administrative Workplan

June to October 2023:

- Develop performance measurements

November 2023 – December 2024

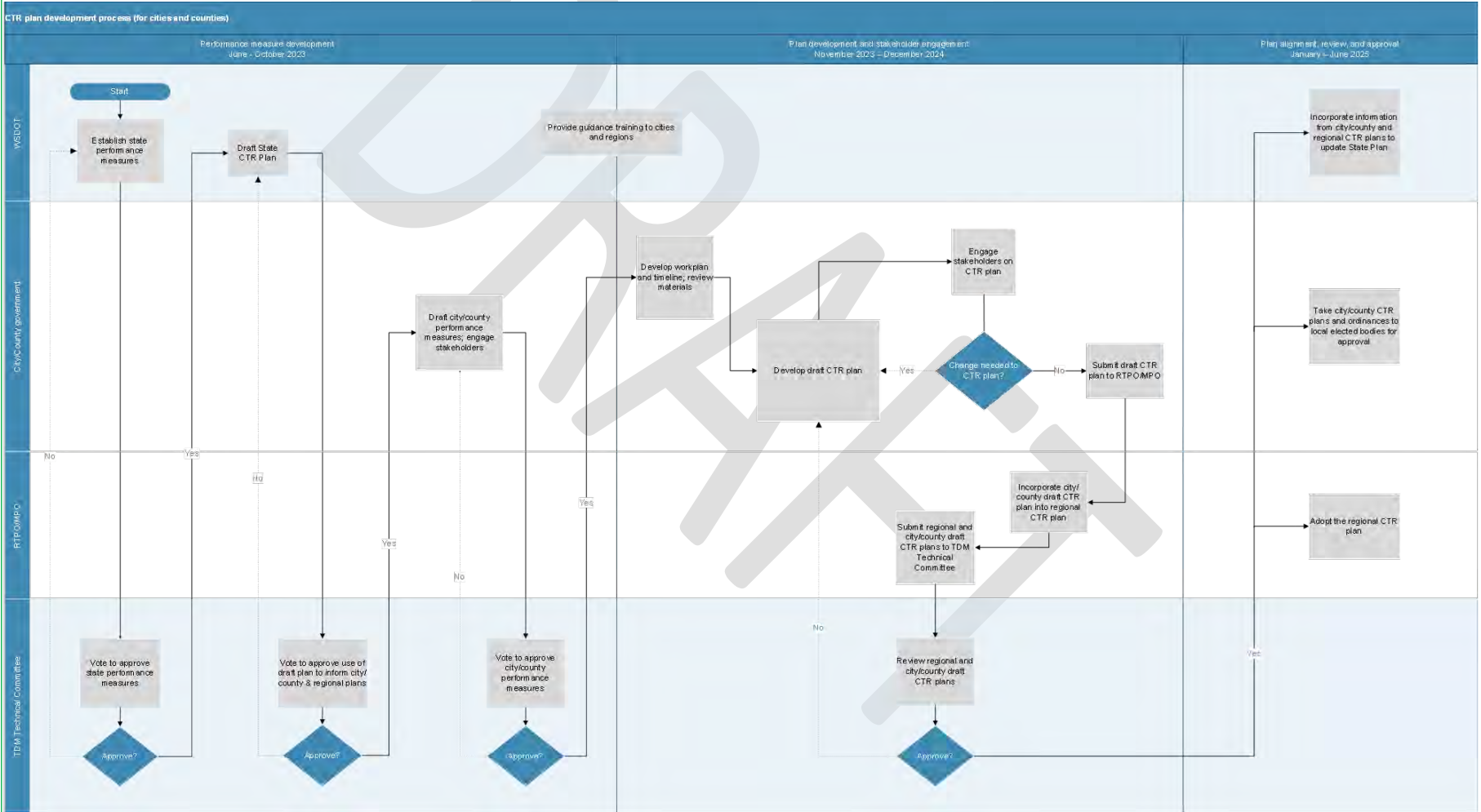
- Develop a workplan and timeline
 - Engage the public and stakeholders
- Identify and review resources
- Develop plan content and draft plan
 - Engage the public and stakeholders
- Integrate with regional 4-year plan
- Obtain TDM Technical Committee approval

January – June 2025

- Obtain city or county approval

City / County Plan Process Flow

Please Zoom in, to read!



City / County Commute Trip Reduction Plan

Which cities and counties need to develop a plan?

- WSDOT will notify CTR Affected cities and counties
- Option for voluntary city and county plans, no state funding

What is the scope of the plan?

- July 2025 – June 2029
- Required focus on CTR-designated worksites
- Criteria for CTR-designated worksites
- Can supplement with other TDM activities if you meet program requirements for CTR-designated worksites.
 - Example: Worksites, residents and employees who are not CTR-affected

What, generally, is the planning process?

- Process flow chart showing major milestones that incorporate review and approval requirements and indicate timelines
- Review previous city / county CTR plan
- Local, regional, and state coordination
 - Consistency with other plans
 - Interjurisdictional cooperation
 - Where is the region going with its plan?
 - Where is state going with its plan? ([See plan here](#)). Request most recent version.
- Approvals
 - Local
 - Regional
 - State: TDM Technical Committee

What are some of the key process requirements?

- Use our template or use our headings and numbering
 - You must use our headings and numbering to enable plan review and discussion. Use of the provided template is optional.
- Engagement
 - Policymakers
 - Stakeholders, including CTR-affected employers
 - Public, including vulnerable populations
- Title VI and ADA considerations
 - multiple languages
- Must review transit, comprehensive and regional plans
 - Must be consistent with contents in these plans
 - Ideas for CTR-related improvements to these plans should be submitted to the agency that owns the plan for consideration during the next plan update cycle
- CTR Ordinance
 - Needed updates to the ordinance can be pursued immediately or included as an action in the 2025-2029 plan
- Cities, counties, and employer plans

- Review initial employer plans
- Good faith effort
- Review employer plans every two years
- Work collaboratively
- Civil penalties allowed
- Modifications or exemptions
- Record keeping related to the plan and your planning process
 - Records retention

What content must be in your plan?

Benefits of CTR

1. Describe the local land use and transportation context and objectives.
2. Describe how the CTR program will help achieve the jurisdiction's land use and transportation objectives.
3. Describe how the CTR program will help achieve regional and state objectives.

Performance Targets

4. List your jurisdiction's CTR performance target(s).
5. List the base value you will use for each performance target.
6. Describe the method you used to determine the base value for each target.
7. Describe how you will measure progress toward each target.
8. Describe whether voluntary worksites will be counted in the jurisdiction's performance calculation and, if so, how.
9. List your jurisdiction's CTR-affected worksites.
10. List a performance target for each CTR-affected worksite.
11. List the base value you will use for each site.

Services and strategies

12. Describe the services and strategies your jurisdiction will use to achieve CTR targets.
13. Describe how jurisdiction services and strategies will support CTR-affected employers.
14. Describe barriers your jurisdiction must address to achieve CTR targets.
15. Describe the transportation demand management technologies your jurisdiction plans to use to deliver CTR services and strategies.
16. Transcribe your local CTR ordinance.
17. Describe your financial plan.
18. Describe your implementation structure.
19. List your implementation schedule.
20. Describe the CTR plan for jurisdiction employees.
21. Describe how the CTR plan for jurisdiction employees contributes to the success of the overall plan.

Alignment with plans

22. List the transit agencies that provide service in your jurisdiction.
23. List the transit plans you reviewed while developing this plan.
24. Describe how this CTR plan complements the transit plans.
25. Describe any comprehensive plan updates that are needed and when they will be made.

Engagement

26. Describe stakeholder engagement.
27. Describe vulnerable populations considered.
28. List employers' suggestions to make CTR more effective.
29. Describe results of engagement focused on vulnerable populations that will be provided for use in comprehensive plan and transit plan updates.

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Section 2: CTR City/County plans -- content requirements

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Jump to plan categories:

- [Benefits of CTR](#)
- [Performance Targets](#)
- [Services and strategies](#)
- [Alignment with plans](#)
- [Engagement](#)

Benefits of CTR

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1. Describe the local land use and transportation context and objectives.

- Describe the setting in the jurisdiction as it is today or will be in the near future.
- Describe features of land use and transportation facilities and services that affect commuters.
 - Focus on what exists now or will exist by 2029.
 - Draw on analysis in the Comprehensive Plan and other jurisdiction and regional plans addressing land use/transportation.
- Describe whether and how commuting patterns have changed in the past few years.
 - What are the implications for CTR?
- List the most important land use and transportation objectives from your city or county's plans that commute trip reduction most directly affects.
- Describe critical aspects of land use and transportation that should be sustained and key changes that should be considered to improve commute trip reduction's contribution to the land use and transportation objectives you reference.
 - Evaluate the adequacy of the land use, transportation facilities, and transportation services to support commute trip reduction.

Useful sources of information

- Comprehensive Plan, Capital Improvement Plan, Economic Development Plan
- Transit Development Plan, Transit Long Range Plan
- Regional Comprehensive/Land Use Plan, Regional Transportation Plan
- US Census American Community Survey
- Previous Commute Trip Reduction Plan, CTR Survey Results

RCW / WAC

The plan shall highlight the existing and future land use and transportation conditions and characteristics considered most critical by the jurisdiction and evaluate the degree to which existing local services, policies, regulations, and programs, as well as any documented future investments, will complement the trip reduction efforts of CTR employers. (WAC 468-63-040(2)(a))

The state intends for local jurisdictions to use information in existing plans and programs, such as the local comprehensive plan, unified development codes, the transportation improvement program, economic development plans, and others, as much as possible in order to develop the local CTR plan. (WAC 468-63-040(2))

2. Describe how the CTR program will help achieve the jurisdiction's land use and transportation objectives.

- a. Describe how and to what extent your CTR program will help your city or county achieve the land use and transportation objectives referenced in question 1.

Useful sources of information

- 2025-2029 CTR Performance Targets
- Previous Commute Trip Reduction Plan
- CTR Survey Results

RCW / WAC

The local CTR plan shall describe how the CTR program will help achieve the jurisdiction's broader land use and transportation goals. (WAC 468-63-040(2)(a))

3. Describe how the CTR program will help achieve the jurisdiction's environmental objectives.

- a. Describe how the jurisdiction will reduce greenhouse gas emissions through the commute trip reduction program
- b. If your jurisdiction does not measure greenhouse gas emissions, then describe your environmental objectives and how your CTR program will help meet them.

RCW / WAC

The legislature also finds that increasing automotive transportation is a major factor in increasing consumption of gasoline and, thereby, increasing reliance on imported sources of petroleum. Moderating the growth in automotive travel is essential to stabilizing and reducing dependence on imported petroleum and improving the nation's energy security (...). The intent of this chapter is to require local governments in those counties experiencing the greatest automobile-related air pollution and traffic congestion to develop and implement plans to reduce single-occupant vehicle commute trips. (RCW 70A.15.4000)

4. Describe how your CTR program will help achieve regional and state objectives.

- a. Summarize the local, regional, and state benefits that would be gained if you achieve your targets.
- b. List adjacent CTR affected cities and counties.
- c. Describe the top few cross-border and regional transportation issues that affect your jurisdiction.
- d. Describe the strategies you, adjacent cities and counties, and your region have agreed to use to address the top issues described in the previous bullet.

RCW / WAC

In their local CTR plans, local jurisdictions shall communicate what local, regional and state benefits would be gained if the established targets were achieved. Benefits may include but are not limited to:

- *projected changes in transportation system performance,*
- *projected reductions in emissions of pollutants,*
- *projected reductions in energy consumption, and*
- *projected benefits for economic development.*

Regional transportation planning organizations (RTPOs) and WSDOT shall provide applicable data, if available, to assist this analysis. (WAC 468-63-030(3)(c))

The plan shall also discuss cross-boundary issues, such as passthrough commute patterns or larger regional issues, and how these affect the local CTR plan. (WAC 468-63-040(2)(a))

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Performance Targets

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5. List your jurisdiction's CTR performance target(s).

- a. List numeric performance targets for your city or county reflecting only CTR-affected worksites (e.g. 60% drive alone rate).
- b. List any additional numeric performance targets.

Useful sources of information

- [Appendix A](#): Establishing performance targets.

RCW / WAC

RCW/WAC Language

The plan shall establish the jurisdiction's CTR goals and targets. (WAC 468-63-040(2))

6. List the base value you will use for each performance target.

- a. Provide the number you will use as the starting point for each performance target. You will measure the difference between this number and your target, to report performance.
 - For any performance targets tied to the CTR survey, indicate that you will establish a base value during the 2023-2025 survey cycle and measure progress using 2025-2027 survey results. **Do not use CTR survey results from 2021-2023 or earlier** as a source for the base value. Past survey results will not be comparable to survey results in the 2023-2025 survey cycle, due to changes in questions and calculation methods.

RCW / WAC

The plan's measurement methodology shall be consistent with the measurement guidelines established by WSDOT and posted on the agency's website. (WAC 468-63-040(2)(c))

7. Describe the method you used to determine the base value for each target.

- a. Provide the source for each base value listed.
 - For any performance targets tied to the CTR survey, indicate that you will establish a base value during the 2023-2025 survey cycle and measure progress using 2025-2027 survey results.

8. Describe how you will measure progress toward each target.

- a. List the method you will use to measure progress for each target. In many cases, this will be the CTR survey.

9. Describe whether voluntary worksites will be counted in the jurisdiction's performance calculation and, if so, how.

RCW / WAC

In the local CTR plan, local jurisdictions shall indicate whether voluntary employer worksites that agree to measure will be counted in the calculation of the jurisdiction's progress toward its established targets. Regardless of whether the local jurisdiction chooses to count voluntary employer worksite measurements toward the area goal, jurisdictions shall continue to track results for those employer worksites that agree to measure. (WAC 468-63-030(5))

10. List your jurisdiction's CTR-affected worksites.

- a. List all of your CTR-affected sites.

RCW / WAC

The plan shall also identify the major employer worksites, including affected state agency locations, within the jurisdiction's affected urban growth area and any major employment installations. (WAC 468-63-040(2)(e))

11. List a performance target for each CTR-affected worksite.

- a. For any performance targets tied to the CTR survey, indicate that you will establish performance targets during the 2023-2025 survey cycle.

RCW / WAC

The plan shall describe the base year values and numerical targets for each major employer worksite required to participate in the CTR program. (WAC 468-63-040(2)(b))

12. List the base value you will use for each site.

- a. For any performance targets tied to the CTR survey, indicate that you will establish a base value during the 2023-2025 survey cycle.

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Services and strategies

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13. Describe the services and strategies your jurisdiction will use to achieve CTR targets.

- a. Strategies may include, but are not limited to:
 - Modifications of local policies and regulations
 - Investments in services and facilities (filling in gaps in infrastructure identified in #3))
 - Marketing and incentives

RCW / WAC

The plan shall describe what local services and strategies will be implemented to achieve the plan's goals and targets, and how these services and strategies will support the CTR programs of major employers. Strategies may include, but are not limited to:

(i) Modifications of local policies and regulations, including the transportation concurrency system, street design standards, parking, and zoning;

(ii) Investments in services and facilities, including transit services, nonmotorized facilities and amenities; and (RCW 70.94.527(5)).

(iii) Marketing and incentives. Transit agencies shall work with counties, cities and towns as a part of their six-year transit development plan established in RCW 35.58.2795 to take into account the location of major employer worksites when planning and prioritizing transit service changes or the expansion of public transportation services, including rideshare services (RCW 70.94.527(5)).

14. Describe how jurisdiction services and strategies will support CTR-affected employers.

RCW / WAC

The plan shall describe ...how these services and strategies will support the CTR programs of major employers. (WAC 468-63-040(2)(d))

15. Describe barriers your jurisdiction must address to achieve CTR targets.

- a. Describe how will you address these barriers.
 - These could be physical, bureaucratic, funding, social norms, other.

RCW / WAC

The plan shall evaluate the existing barriers to the success of the CTR program and identify how the jurisdiction and its partners can overcome these barriers. (WAC 468-63-040(2)(a))

16. Describe the transportation demand management technologies your jurisdiction plans to use to deliver CTR services and strategies.

17. Transcribe your local CTR ordinance.

RCW / WAC

The plan shall describe the requirements for major employers that will be outlined in the local ordinance. (WAC 468-63-040(2)(e))

18. Describe your financial plan.

- a. Describe the costs of your plan.
- b. Describe likely funding sources, public and private, to implement your plan.

RCW / WAC

The plan shall describe the funding revenues from public and private sources that are reasonably expected to be available, as well as the expected costs, to implement the plan and achieve its goals and targets. (WAC 468-63-040(2)(g))

19. Describe your implementation structure.

- a. Describe who will conduct the activities listed in your plan.
Possibilities include the city, county, transportation management association, contractors, or others.
- b. Indicate who will monitor progress on your plan. List job title, department, and name.

RCW / WAC

The plan shall describe how the various strategies identified in the CTR plan will be implemented, either by the local jurisdiction, its partners, or its contracting partners.... (WAC 468-63-040(2)(h))

20. List your implementation schedule.

- a. Provide the timeline for anticipated projects.

RCW / WAC

The plan shall describe ...when the elements of the plan are expected to be implemented. (WAC 468-63-040(2)(h))

21. Describe the CTR plan for jurisdiction employees.

- a. Describe the services, programs, information, and other actions your city or county put in place to help its employees reduce their drive alone commute trips.

RCW / WAC

The plan shall also describe the program that the local jurisdiction will offer to its employees. (WAC 468-63-040(2)(e))

22. Describe how the CTR plan for jurisdiction employees contributes to the success of the overall plan.

- a. Describe how the plan for jurisdiction employees reinforces the success of the jurisdiction plan?

RCW / WAC

The plan shall also describe the program that the local jurisdiction will offer to its employees and how this contributes to the success of the overall plan. (WAC 468-63-040(2)(e))

Alignment with plans

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23. List the transit agencies that provide service in your jurisdiction.

24. List the transit plans you reviewed while developing this plan.

- Review the Six Year Transit Development Plan, if available, of your local transit agency to determine if the additional service you envision in your plan is included there. If not, discuss with the transit agency. The transit agency must agree to fund the service or it is not an eligible new service.

25. Describe how this CTR plan complements the transit plans.

26. Describe any comprehensive plan updates that are needed and when they will be made.

RCW / WAC

The local jurisdiction shall review the local comprehensive plan to ensure that it is consistent with the local CTR plan. If the local jurisdiction determines that the local comprehensive plan needs to be updated or amended to be consistent with the local CTR plan, the local jurisdiction shall identify in the local CTR plan what changes may be needed and when the changes will be made. (WAC 468-63-040(1)(c))

Engagement

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27. Describe stakeholder engagement.

- a. Provide answers to the following questions:
 - Who did you talk to?
 - When did you talk to them?
 - What did they have to say?
 - How did what they said influence the plan?
 - Include all local stakeholder individuals and groups appropriate to your jurisdiction in your engagement for development of your plan.
 - Possibilities, as appropriate for you, include representatives of major employers, local transit agencies, the applicable RTPO, business associations and economic development organizations, nonprofit transportation and land use advocacy organizations, pedestrian and bicycle advocacy organizations, public health agencies, tribal governments, and residents, employees and businesses that will be affected by your CTR plan.
 - The state intends for the invited partners to work collaboratively with the local jurisdiction by providing data and plans and discussing opportunities, including new and reprioritized investments and policy changes, to reduce drive-alone commute trips in the jurisdiction and increase transportation access to affected major employer worksites.

RCW / WAC

The plan shall be developed in consultation with local transit agencies, the applicable regional transportation planning organization, major employers, and other interested parties. (RCW 70A.15.4020(4))

The local jurisdiction shall invite, as appropriate, representatives of major employers, local transit agencies, the applicable RTPO, business associations and economic development organizations, nonprofit transportation and land use advocacy organizations, pedestrian and bicycle advocacy organizations, public health agencies, tribal governments, and residents, employees and businesses that will be affected by the CTR plan to participate in the development of the local CTR plan.

The state intends for the invited partners to work collaboratively with the local jurisdiction by providing data and plans and discussing opportunities, including new and reprioritized investments and policy changes, to reduce drive-alone commute trips in the jurisdiction and increase transportation access to affected major employer worksites. (WAC 468-63-040(1)(b)(i))

The plan shall include documentation from the local jurisdiction that verifies consultation with employers, transit agencies and others to develop the plan. (WAC 468-63-040(2)(f))

28. Describe vulnerable populations considered.

29. Describe engagement focused on vulnerable populations.

- a. Provide answers to the following questions:
 - Who did you talk to?
 - When did you talk to them?
 - What did they have to say?

- How did what they said influence the plan?

30. List employers' suggestions to make CTR more effective.

RCW / WAC

The state intends for the plan to be a mechanism through which employers can describe what policy changes, services and support they need to make their CTR programs more effective. (WAC 468-63-040(2)(a))

31. Describe results of engagement focused on vulnerable populations that will be provided for use in comprehensive plan and transit plan updates.

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APPENDICES

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[Appendix A](#): Establishing Performance Targets

Appendix B: Local Plan Template(s)

[Appendix C](#): List of Affected Counties and Cities

Appendix D: Sample Local Plan

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Appendix A *Establishing performance targets*

Performance targets for commute trip reduction plans

Jurisdictions may choose the following performance target options for local and regional plans:

- Option 1.** Weighted average drive-alone rate (DAR) of 60 percent or less for CTR affected worksites at the jurisdictional level.
- Option 2.** Weighted average DAR of 15.5 percent below, or less, of the jurisdiction's census performance in 2019 for CTR affected worksites at the jurisdictional level (see table below).
- Option 3.** Weighted average DAR of a locally specific percent for CTR affected worksites at the jurisdictional level.
- Option 4.** Other performance target and measure related to CTR.

Jurisdictions that choose Option 2 must use the table below for setting state-equivalent local or county targets.

Jurisdictions that choose the options 3 or 4 must obtain approval from the TDM Technical Committee before completing their CTR plan.

WSDOT has selected a measure of DAR and a statewide target of 60 percent.

Note: CDP stands for census designated place.

County	Jurisdiction	DAR performance target
King	Auburn	67%
King	Bellevue	58%
King	Bothell	67%
King	Bothell East CDP	33%
King	Bothell West CDP	41%
King	Burien	62%
King	Des Moines	62%
King	East Renton Highlands CDP	54%
King	Federal Way	63%
King	Issaquah	65%
King	Kent	69%
King	Kirkland	62%
King	Mercer Island	57%
King	Redmond	62%
King	Renton	66%
King	SeaTac	64%
King	Seattle	39%
King	Shoreline	59%
King	Tukwila	69%
King	Woodinville	69%

County	Jurisdiction	DAR performance target
Clark	Camas	64%
Clark	Vancouver	68%
Clark	Washougal	57%
Snohomish		
Snohomish	Arlington	70%
Snohomish	Arlington Heights CDP	Not available
Snohomish	Edmonds	62%
Snohomish	Everett	70%
Snohomish	Lynnwood	67%
Snohomish	North Lynnwood CDP	63%
Snohomish	Marysville	68%
Snohomish	North Marysville CDP	Not available
Snohomish	Monroe	66%
Snohomish	Monroe North CDP	60%
Snohomish	Mountlake Terrace	63%
Snohomish	Mukilteo	62%
Snohomish	Bothell	67%
Kitsap		
Kitsap	Bainbridge Island	57%
Kitsap	Bremerton	58%
Kitsap	Port Orchard	65%
Kitsap	East Port Orchard CDP	Not available
Kitsap	Poulsbo	71%
Pierce		
Pierce	Dupont	71%
Pierce	Fife	73%
Pierce	Fife Heights CDP	Not available
Pierce	Gig Harbor	73%
Pierce	Lakewood	71%
Pierce	Puyallup	73%
Pierce	North Puyallup CDP	Not available
Pierce	Steilacoom	65%
Pierce	Sumner	73%
Pierce	Tacoma	68%
Pierce	University Place	65%
Spokane		
Spokane	Airway Heights	74%
Spokane	Cheney	53%
Spokane	Liberty Lake	65%
Spokane	Medical Lake	74%
Spokane	Spokane	66%
Spokane	Spokane Valley	65%

County	Jurisdiction	DAR performance target
Thurston	Lacey	69%
Thurston	Olympia	68%
Thurston	Tumwater	68%
Whatcom	Bellingham	64%
Yakima	Moxee	64%
Yakima	Selah	69%
Yakima	Toppenish	68%
Yakima	Union Gap	72%
Yakima	Yakima	73%

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Appendix B:

- **Local Plan Template – Simple**
- **Local Plan Template – Annotated**

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Appendix C: List of Affected Counties and Cities

- **Clark County**
 - Unincorporated
 - Camas
 - Vancouver
 - Washougal

- **King County**
 - Unincorporated
 - Bothell – See Snohomish County
 - Auburn
 - Bellevue
 - Burien
 - Des Moines
 - Federal Way
 - Issaquah
 - Kent
 - Kirkland
 - Redmond
 - SeaTac
 - Seattle
 - Shoreline
 - Tukwila
 - Woodinville

- **Kitsap County**
 - Unincorporated
 - Bainbridge Island
 - Bremerton
 - Port Orchard
 - Poulsbo

- **Pierce County**
 - Unincorporated
 - DuPont
 - Fife
 - Gig Harbor
 - Lakewood
 - Puyallup
 - Sumner
 - Tacoma
 - University Place

- **Snohomish County**
 - Unincorporated
 - Arlington
 - Bothell
 - Edmonds
 - Everett
 - Lynnwood
 - Marysville
 - Monroe
 - Mountlake Terrace
 - Mukilteo

- **Spokane County**
 - Unincorporated
 - Airway Heights
 - Cheney
 - Liberty Lake
 - Medical Lake
 - Spokane
 - Spokane Valley

- **Thurston County**
 - Unincorporated
 - Lacey
 - Olympia
 - Tumwater

- **Whatcom County**
 - Bellingham

- **Yakima County**
 - Unincorporated
 - Moxee
 - Selah
 - Toppenish
 - Union Gap
 - Yakima

Appendix D: Sample Local Plan

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