August 11, 2021

**M E M O R A N D U M**

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| **To:** | Transportation and Utilities Committee |
| **From:** | Calvin Chow, Analyst |
| **Subject:** | Resolution 32016 - Husky Stadium Transportation Management Plan Update |

On August 18, 2021, the Transportation and Utilities Committee will consider and possibly vote on Resolution 32016 to approve an updated transportation management plan (TMP) for the University of Washington's (UW's) Husky Stadium. If adopted, the updated TMP would replace the TMP that was previously approved by Council in 1986. The updated TMP would establish new mode-split performance goals for Husky Stadium attendees, re-establish the Technical Advisory Group to oversee implementation, and require annual reporting of performance.

**Background**

In 1986, the Council adopted Resolution 27435 approving the Husky Stadium TMP as part of the UW's expansion of seating capacity at Husky Stadium. Prior to the Husky Stadium seating expansion, 76 percent of game-day attendees arrived by automobile. The 1986 TMP established a goal of 71 percent of game-day attendees arriving by automobile. To achieve this goal, the 1986 TMP identified several strategies including a transit script program (free bus ride included in the game ticket), expanded transit service ("Husky Special" charter buses), a discount carpool program, ride-matching, marketing, traffic enforcement, and parking management.

Resolution 27435 also established a Technical Advisory Committee process to review implementation of the plan on an annual basis.[1] The Technical Advisory Committee is empowered to make temporary modifications of the TMP, but Resolution 27435 requires that any permanent substantive changes be approved by the Council.

Over time, the surrounding conditions and options for accessing Husky Stadium have changed, and the 1986 TMP is now out of date. In 2019, 48 percent of game-day attendees arrived by automobile, reflecting the availability of new transportation options such as increased availability of King County Metro (Metro) bus service, the adjacent Sound Transit light rail station, micro-mobility bikes and scooters, and ride-hailing services. The UW regularly exceeds the automobile mode-split goal of the 1986 TMP, and the 1986 TMP no longer provides meaningful guidance on transportation management activities for Husky Stadium.

Since Council's approval of the Husky Stadium TMP in 1986, requirements for TMPs have become part of the City's codified development regulations. Typically, the need for a TMP is identified during State Environmental Policy Act (SEPA) review of proposed development and is

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[1] The Technical Advisory Committee includes representatives from City departments, UW, Washington State Department of Transportation (WSDOT), Metro, and the City/University Community Advisory Committee (CUCAC).

required as a Master Use Permit (MUP) condition. TMPs are also required as part of major institution master plans. While there is no proposed development action for Husky Stadium, the Seattle Department of Transportation (SDOT) and UW have submitted legislation to adopt an updated TMP for Council's consideration.

**Proposed Updated TMP**

Recognizing that current transportation conditions and operations around Husky Stadium no longer fit within the context of the 1986 TMP, the UW began developing an updated TMP proposal in 2017 and completed an [Environmental Impact Statement](#) (EIS) in 2018. The UW conducted public outreach through the City/University Community Advisory Committee (CUCAC) and to surrounding neighborhood and community organizations.

The updated TMP establishes two primary performance goals and re-establishes a Technical Advisory Group to monitor implementation of the TMP and to approve an annual operations plan for Husky Stadium. The updated TMP also acknowledges that costs directly related to game day operations are the responsibility of the UW. Capital improvements which also benefit the broader transportation network during non-game days may be cost shared with the City on a case-by-case basis, but there are no specific City obligations identified in the TMP.

Goal 1 of the updated TMP is to reduce automobile usage by event attendees. The updated TMP includes separate non-automotive mode-split goals for football events and for non-football events, as shown below. The updated TMP identifies the 2019 baseline mode-split and establishes progressively higher performance goals corresponding to the expansion of the Sound Transit light rail system. For weekend football games, the 2019 baseline was a 52 percent non-automobile mode-split. The proposed performance goals are 54 percent one-year after opening of Northgate Link service, 58 percent after Lynnwood Link service, and 62 percent after Everett Link service.

## GOAL 1. Reduce Auto Usage by Event Attendee

Table 2a: TDM Goals for Non-Auto Modes of Travel - Football Events

| Target Year | | | | | | | |
|---|---|---|---|---|---|---|---|
| 2019 | | 1-yr following opening of Northgate Link (estimated at 2021) | | 1-yr following opening of Lynnwood Link (estimated at 2024) | | 1-yr following opening of Everett Link service (estimated at 2035) | |
| Weekday | Weekend | Weekday | Weekend | Weekday | Weekend | Weekday | Weekend |
| 61% | 52% | 63% | 54% | 65% | 58% | 67% | 62% |

Table 2b: TDM Goals for Non-Auto Modes of Travel - Non-Football UW Events & Non-UW Events

| Attendance Level | Target Year | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | 2019 | | 1-yr following opening of Northgate Link (estimated at 2021) | | 1-yr following opening of Lynnwood Link (estimated at 2024) | | 1-yr following opening of Everett Link service (estimated at 2035) | |
| | Weekday | Weekend | Weekday | Weekend | Weekday | Weekend | Weekday | Weekend |
| 15,000 - 24,000 | 35% | 30% | 37% | 32% | 39% | 34% | 41% | 36% |
| 24,000 - 42,000 | 47% | 36% | 49% | 38% | 51% | 40% | 53% | 42% |
| 42,000+ [1] | 61% | 52% | 63% | 54% | 65% | 58% | 67% | 62% |

Goal 2 is to reduce the duration of event-related mobility disruptions in the surrounding subarea. The updated TMP establishes a preliminary target of returning traffic to non-event conditions within 60-75 minutes after an event for a subarea defined by Interstate 5, NE 55th Street, 40th Avenue NE, and State Route 520.

Specific performance measures to manage event-related mobility disruptions (such as pedestrian clearing times at transit stops, clearance times of transit vehicles, length of ride-hailing vehicle queues, and post-event traffic operations) would be established by the Technical Advisory Group. The updated TMP acknowledges that additional data collection is necessary to establish the baseline traffic conditions within the subarea, and that the preliminary target will be reassessed once the baseline is established.

To meet the two primary performance goals, the updated TMP identifies potential strategies for transit, pedestrians, bicycles/micro-mobility management, general purpose vehicles, ride-hail transportation, parking, boats, and outreach/education. The UW would develop an annual operations plan identifying specific implementation measures, which would be submitted to the Technical Advisory Group for approval.

**Proposed Legislation**

The proposed legislation before Council would:

- Approve the updated TMP document to replace the 1986 TMP.

- Re-establish the Technical Advisory Group to include representatives from SDOT, Seattle Department of Construction and Inspections (SDCI), Seattle Police Department (SPD), WSDOT, UW, Metro, Sound Transit, and CUCAC. The Technical Advisory Group would meet at least twice a year to review performance for the past year and approve the operations plan (consistent with the approved TMP) for the upcoming year.

- Require an annual report of the past year's performance measures, including the results of a travel mode survey of attendees for at least one Pac-12 Conference weekend game and at least one weekday game (if one occurs). The report must include operations feedback from agency partners and feedback from surrounding neighborhoods via outreach to community groups.

- Require that UW submit an operations plan to the Technical Advisory Group for approval. The operations plan would describe the strategies and tactics for reducing single occupancy vehicle trips to meet the TMP's performance goals.

- Affirm that costs associated with the operations plan and transportation management activities related to stadium events are the responsibility of UW.

**Policy Considerations**

The proposed updated Husky Stadium TMP conforms with the structure of other TMPs for stadiums and major institutions that have been established as part of development actions or major institution master plans. These TMPs generally seek to establish mode-split goals, identify strategies to meet those goals, and provide for on-going monitoring and reporting on performance. The use of a Resolution as the legislative tool to authorize approval of the updated Husky Stadium TMP is unusual, but it follows the direction of the previous 1986 Council action. The existing TMP Technical Advisory Committee has been engaged in developing the proposal and recommends approval of the updated TMP.

If the updated TMP is approved, the UW intends to fund $400,000 of signal upgrades and traffic cameras to provide more tools to manage game day operations and gather baseline data on traffic conditions.[2] This funding agreement is not specifically identified in the updated TMP or in the proposed legislation but was a recommendation from the existing TMP Technical Advisory Committee to support the updated TMP. Other funding items may be identified by the Technical Advisory Group in the future.

The proposed legislation provides an opportunity for Council to emphasize or highlight specific elements of the TMP, if desired. The proposed TMP's final performance goal would be

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[2] SDOT would seek reimbursable budget authority for these capital contributions through separate legislation.

established one year after the opening of Everett Link light rail service (estimated to be 2035). As conditions and expectations will continue to change over time, Council may wish to consider adding a provision to reassess the TMP by a future date. Central Staff is available to assist in developing any potential amendments to the legislation.

Please contact me if you have any questions or concerns.


cc:     Dan Eder, Interim Director
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