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I. Introduction

Washington State’s 2021-2024 Statewide Transportation Improvement Program (STIP) is a four-year, fiscally constrained prioritized multimodal transportation program of state, local, tribal, and public transportation (transit) projects, which includes highways, streets, roads, rail roads, transit-hubs, park-and-ride lots, bridges, sidewalks, bike lanes, ferry terminals, trails and safety projects funded with federal, state, tribal and local sources. The STIP is a calendar year document and is developed on an annual basis with monthly updates from January through October.

The STIP is developed from local, metropolitan planning organizations (MPOs), and regional transportation planning organizations (RTPOs) transportation improvement programs (TIPs). Projects are identified through state, metropolitan, regional, tribal, and local planning processes. An environment of community engagement is woven into each stage of the planning process merging public dialogue forums with practical solutions to deliver transportation projects that “fit” into the communities and augment their transportation needs.

Projects programmed in the STIP are the highest priority for the available funding, to preserve and improve the state's transportation network and achieving the national goals established in the Moving Ahead for Progress in the 21st Century Act (MAP-21) and continued in the Fixing America’s Surface Transportation Act (FAST) and it’s one year extension.

Only those projects programmed in the STIP can be authorized by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) to utilize federal funds. Once projects are approved in the STIP, agencies may request federal fund authorization of the project.

II. Organization of the STIP

Projects in the STIP are organized in alphabetical order by MPO/RTPO and lead agency and are shown in a standardized format (*Appendix E: STIP Format & Project Listing*). Project information such as project phases including planning activities only (PL), design/preliminary engineering including environmental (PE), right of way (RW) and construction (CN).

III. Financial Plan and Resource

The STIP is required to be a financially constrained program of projects for implementation during a four-year period (23 CFR 450.218(m)). To demonstrate the STIP is fiscally constrained, by the funding identified, the federal terminology of committed, available and/or reasonably available funds is used. The STIP is designed to document the total amount of funds (federal, state, tribal, local, etc.) programmed for each project by phase. In addition, the STIP includes a project and the identified phase(s) of a project, only if full funding is anticipated to be reasonably available within the time period contemplated for completion and as documented in the Metropolitan Transportation Plan (MTP), etc. Accordingly, an investment level approach has been used for the second, third and fourth years of the STIP. The investment level is based upon the anticipated amount of funding available for the various sources.

Local agencies work through their metropolitan planning (MPO) or regional transportation planning organizations (RTPO) and county leads, as appropriate, to include projects into their TIPs and for inclusion in the STIP. Tribes work either with their MPO/RTPOs or directly with Washington State Department of Transportation (WSDOT) to include their projects in the STIP. Robust community engagement is a key bridge between the limited transportation resources and increasing transportation needs to achieve maximum benefits for the statewide system.

To ensure federal compliance of a four-year program of projects, WSDOT collaborated with the MPOs to shift the way pavement preservation projects are programmed in the STIP. WSDOT is providing a program of prioritized pavement preservation projects expected in each of the MPO and RTPO areas for the next six years. This shift to programmatic projects in the STIP provides greater clarity to the public of WSDOT's expected pavement preservation projects in the pipeline. In addition, it provides opportunities for local communities to leverage and coordinate their nearby improvements. This approach also provides WSDOT the maximum flexibility to use available federal funding to expedite project delivery and quickly respond to emergent preservation and safety needs statewide.

It is difficult to completely accomplish a four year financially constrained program of projects in Washington, since WSDOT is limited by statute to a two-year capital construction program and local agency capital programs are adopted annually through their commissions and councils. Financial constraint of the STIP is summarized in *Appendix B: Financial Feasibility Table*, to demonstrate the projects to be implemented are using current and/or reasonably available revenues, while facilities are being adequately operated and maintained.

Financing

State/Local

State & Local Revenues (dollars in millions)	2021	2022	2023	2024
State	\$ 2,812	\$ 2,999	\$ 3,084	\$ 3,126
Cities/Counties	\$ 2,776	\$ 2,817	\$ 2,859	\$ 2,901
Transit	\$ 3,033	\$ 3,095	\$ 3,159	\$ 3,159
Sub-total	\$ 8,621	\$ 8,911	\$ 9,102	\$ 9,186
Total State/Local Revenue (excluding bonds)	\$ 8,621	\$ 8,911	\$ 9,102	\$ 9,186

State revenue is from numerous taxes, fees, permits, tolls, and other revenues. Washington's fuel taxes (gasoline, diesel, biodiesel, etc.) comprise the largest share of state transportation revenue. Licenses, permits and fee revenues comprise the second largest share of state transportation revenues.

The Washington State Legislature must enact a statute authorizing the sale of bonds for a specific purpose. This statute requires a 60% legislative majority vote or approval by the voters in a statewide referendum (e.g., Referendum 49). Before bond proceeds may be delivered, the Legislature must first appropriate expenditure authority and a request for the sale must be made to the State Finance Committee.

In Washington, bond proceeds are only used for capital purposes and are primarily issued as "double-barrel" bonds. They are general obligation bonds, meaning they are secured by the full faith and credit of the state and are secured by motor fuel taxes. Debt service on motor fuel tax general obligation bonds is paid from gas taxes. Debt service on toll-backed bonds is first payable from tolls, then motor fuel taxes. Rating agencies look at the state's financial health when assigning credit ratings to the motor fuel tax bonds.

In addition, to the state revenues, local entities receive transportation funding as shown in the above table. Funding is primarily from the property tax for roadway type projects and the sales tax for transit projects. Other sources of revenue for local transportation projects may include local vehicle registration fees, street use permits, mitigation fees, impact fees, local improvement districts (LID), and transportation benefit district (TBD).

Federal

Federal Revenue based on Apportionment (dollars in millions)	2021	2022	2023	2024
Highway	\$ 780.45	\$ 797.98	815.924	824.564
Transit	\$ 20.08	\$ 20.54	21.014	21.244
Other (BIA, CDBG, etc.)	\$ -	\$ -	\$ -	\$ -
Total	\$ 800.5	\$ 818.5	\$ 836.9	\$ 845.8

The federal revenue table above identifies the programmatic funds distributed to Washington State by FHWA and FTA based on Fixing America's Surface Transportation (FAST) Act, which

has been extended through September 2021. Federal funds reported in this forecast are based on federal fiscal year (FFY) 2021 that began on October 1, 2020.

FHWA and FTA distribute funds to Washington State through federal apportionment. This distribution of funds uses a formula provided in law.

Forecast and additional details can be found on the Office of Financial Management's (OFMs) web site at <https://www.ofm.wa.gov/budget/budget-instructions/transportation-revenue-information>.

Toll Credit

Section 120(j) of Title 23 permits states to substitute certain previous toll-financed investments for state matching funds on current Federal-aid projects. It permits the non-Federal share of a project's cost to be met through a "soft match" of toll credits. The amount of toll credits earned by Washington State is based on the amount of toll revenues expended by its toll authorities for capital outlays to build or improve highways, bridges, or tunnels that serve interstate commerce. The Washington State Ferry System qualifies as a toll authority, and the ferry fare box revenues qualify for eligible toll credits, up to the amount of capital expenditures on Washington State Ferries in the respective year. Also, the expenditures on the Tacoma Narrows Bridge project qualify as eligible toll credit since the toll revenues will be used to pay the debt service for bonds issued for this project.

GARVEE

Grant Anticipation Revenue Vehicles (GARVEEs) enable the state to pay debt service and other bond-related expenses with future federal highway funds. The GARVEE financing mechanism generates up-front capital for major highway projects at generally tax-exempt rates and enables Washington State to construct a project earlier than if using traditional pay-as-you go federal funds. With projects in place sooner, costs are lower due to inflation savings, and the public realizes safety and economic benefits. By paying with future federal highway funds, the cost of the facility is spread over its useful life, rather than just the construction period.

The Washington State Legislature has authorized WSDOT to sell GARVEE bonds. Reimbursement for GARVEEs comes from a pledge of future Title 23 Federal-aid funding.

For more on information on GARVEEs see the web site at https://www.fhwa.dot.gov/ipd/finance/tools_programs/federal_debt_financing/garvees/

Advance Construction

The AC approach allows agencies to request and receive approval to construct a project in advance of the apportionment of federal-aid funds. This allows agencies to begin a project before accumulating all the obligation authority needed to cover the federal share of the project. Using advanced construction, FHWA is asked to authorize the project without obligating federal funds. An agency will provide the up-front financing for the project and then at a later date "convert" the AC project to a regular federal-aid project by obligating the full federal share of the project costs when sufficient obligation authority is available. At the time of conversion, an agency can be reimbursed for the federal share of costs incurred up to the point of conversion. Partial conversion of AC is where the agency converts, obligates, and receives reimbursement for only a portion of its funding in a given year. This removes any requirement to wait until the full amount of obligation authority for the project is available. An agency can obligate varying

amounts for the project's eligible cost in each year; depending on how much of the state's obligation authority is available. For GARVEE and TIFIA debt-financing instruments that will utilize advanced construction, the project description of the STIP will identify taking advantage of advanced construction.

A similar process is used for FTA projects called a 'Letter of No Prejudice'. This technique allows transit agencies to start their projects prior to receipt of funds.

TIFIA

The Transportation Infrastructure Finance and Innovation Act (TIFIA) program provides Federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit to finance surface transportation projects of national and regional significance. TIFIA credit assistance provides improved access to capital markets, flexible repayment terms, and potentially more favorable interest rates than can be found in private capital markets for similar instruments. TIFIA can help advance qualified, large-scale projects that otherwise might be delayed or deferred because of size, complexity, or uncertainty over the timing of revenues. Many surface transportation projects - highway, transit, railroad, intermodal freight, and port access - are eligible for assistance.

For more information on the TIFIA program see the web site at <https://www.transportation.gov/buildamerica/programs-services/tifia>

IV. Operations and Maintenance

Operations and maintenance are those expenses of labor, goods, and services necessary for the provision of safe and responsive transportation facilities and services, but does not include special bonding, etc. for exceptionally large projects, such as, Sound Transit's match funding.

The statewide budget for operations and maintenance for each fiscal year in the 2021-2024 STIP is estimated as follows: 1) state highway system - \$1.014 billion; 2) cities and counties local transportation system - \$1.5 billion; and 3) governmental transit systems - \$1.6 billion which also includes contracted services, administration, and planning.

V. Consistency with Long-Range Statewide & Metropolitan Transportation Plans

The projects in the STIP are consistent with the Washington Transportation Plan (WTP) Phase 2 – Implementation 2017-2040 and the twelve Washington State MPO metropolitan transportation plans (MTPs) as required in 23 CFR 450.218 (k).

The Washington Transportation Plan (WTP) Phase 2 – Implementation 2017-2040 is a blueprint for transportation investment in Washington State. The plan is built around the state transportation policy goals listed in RCW 47.04.280 (Economic Vitality, Preservation, Safety, Mobility, Environment, and Stewardship). The plan also addresses the planning factors spelled out in federal rule, 23 CFR 450.206. The Statewide Long-range Transportation Plan is guided by a Steering Committee composed of WSDOT, the Washington State Transportation Commission, and a representative from the MPOs.

WSDOT adopted the Statewide Long-Range Transportation Plan April 30, 2018. This is an umbrella plan that will recommend policy-level actions for big, unresolved policy issues that

rise to the statewide level. These issues are identified through public and stakeholder involvement, particularly through numerous consultations with the WTP Steering Committee, WTP Advisory Group, and WSDOT staff.

VI. Performance Measures

The Federal Transportation Acts established performance measures to better align funding priorities with system performance and monitor and manage capital assets used for providing public transportation. FHWA and FTA continue to work with WSDOT to establish and report on these measures.

Performance management provides a means to the most efficient investment of federal transportation funds by (1) focusing on national transportation goals, and (2) improving project decision making through performance-based planning and programming (23 USC 150).

Since MAP-21 was passed in 2012, WSDOT, MPOs, and providers of public transportation have developed a robust and collaborative approach to implementing Transportation Performance Management (TPM). Some of the major accomplishments we've achieved together are:

Target Setting Framework

In Washington, significant effort went into developing a strong, collaborative TPM target setting framework process, whereby target setting development and reporting follow a pre-determined and thorough process. In addition, WSDOT and its partners are continually working to improve coordination and collaboration in the framework process. The TPM Target Setting Framework structure facilitates the collaborative process through two groups with specific functions and responsibilities:

Target Setting Framework Group

The Target Setting Framework Group is the major decision-making group, composed of WSDOT representatives and MPO Directors. This group meets to address issues using three types of decision points:

- **Process decisions:** The group decides how early and often WSDOT, the MPOs, and providers of public transportation (as appropriate) will engage each other, and the types of engagement that are best for all parties.
- **Data decisions:** The group addresses the types of data used, roles and responsibilities for data collection and analysis, and the process by which MPOs will adopt the state targets or report their own separate or additional targets. This is also an opportunity for the group to discuss performance progress and achievements.
- **Target setting decisions:** The group is responsible for making advisory target setting decisions.

Final recommendations are forwarded to the MPOs as well as WSDOT's Executive Leadership Team and the Secretary of Transportation. The MPOs may choose to support the state in meeting its statewide targets or set their own regional targets. For the measures related to FHWA requirements, the majority of Washington's MPOs have chosen to support the state in

meeting its targets. For measures related to FTA requirements, MPOs must set their own quantifiable targets. Prior to the adoption of the final targets, the Secretary may consult with the Governor's office to ensure alignment with the Governor's strategic directions.

Target Setting Technical Teams

The Target Setting Technical Teams are comprised of WSDOT and MPO subject matter experts actively engaged in conducting analysis associated with the federal performance management rules. These participants review the TPM rules and performance measures to ensure methodology, data, and performance and reporting requirements are fully understood by all target setting participants.

Separate Target Setting Technical Teams are formed around each of the TPM performance target areas (i.e., safety, pavement/bridge, system performance/freight/CMAQ, and emissions). For state targets, WSDOT technical team members provide initial target recommendations for the entire technical team to further vet and assess feasibility, fiscal and resource impacts, and data needs. In addition, respective MPO data is provided directly to the MPOs for analysis and review prior to adopting targets that align and support the state adopted targets. Technical Team meetings continue to be held based on each respective target area's need for collaboration, typically between one and three times per year.

Outcomes from Target Setting Technical Team meetings are reported to the Framework Group for further deliberation and consensus. As part of technical team logistics, participants report to their respective MPO or WSDOT office, as well as work with local governments and other partners/stakeholders to conduct analysis work. This important collaborative process at the Technical Team level allows each MPO or transit provider to use their expertise and perspective regarding methodology, data requirements, and analysis and it facilitates direct communication with WSDOT TPM technical leads.

Transportation Performance Management (TPM) Folios

To support the collaborative effort between the state, MPOs, and providers of public transportation on all of the work related to TPM performance measures and target setting, WSDOT maintains TPM folios, which are summaries of the federal rules and associated state targets, timelines, and reporting requirements. These folios are updated regularly and have been used on a national scale and throughout Washington. The folios serve as educational tools for policy boards, technical advisory committees, and other groups who need key information in an easy-to-read document. These folios are available online at www.wsdot.wa.gov/accountability/map-21.

Regional Integrated Transportation Information System (RITIS)

In addition to the folio summaries, WSDOT purchased access to the Regional Integrated Transportation Information System (RITIS) data tool, procured by the American Association of State Highway and Transportation Officials (AASHTO) TPM Pool Fund contract TPF-5(326). Since targets must continue to be monitored, analyzed, and reported for future years, this data tool allows WSDOT and MPOs to have valuable data for PM3 travel time based measures on the front end, which can be used to analyze NPMRDS data and monitor the performance trends of PM3 measures, and support the target setting process. This tool is also used by WSDOT to extract PM3 travel time data for HPMS reporting, which FHWA uses to compute performance measures for biennial determination of significant progress towards achieving targets. WSDOT has ensured that the RITIS tool is gathering data based on each metropolitan planning area

boundary so that each MPO has data specific to their organization. WSDOT will consider recommendations to adjust the level of investment in this or other tools to serve the needs of its MPO partners more effectively.

Performance Measure 1 - Safety

The stated goal for safety: *to achieve a significant reduction in traffic fatalities and serious injuries on all public roads*. Pursuant to these national goals, State Departments of Transportation (DOTs) are required by the federal Highway Safety Improvement Program (HSIP) regulations under 23 CFR 924 to set five performance targets. These five required performance targets use five year rolling averages for (1) number of fatalities, (2) rate of fatalities per 100 million Vehicle Miles Traveled (VMT), (3) number of serious injuries, (4) rate of serious injuries per 100 million VMT, and (5) number of non-motorized fatalities and non-motorized serious injuries. These targets are required for all public roads regardless of ownership or functional class.

Washington State's *Target Zero* Strategic Highway Safety Plan (SHSP) is the basis for setting safety targets in Washington State. *Target Zero* (2019) sets the goal of zero fatalities and serious injuries by 2030.

Metropolitan Planning Organizations (MPOs) are also required to establish the same five targets with the state DOT for all public roads within 180 days of submittal of the state established targets. An MPO can agree to either support the State DOT targets or establish separate MPO numerical targets specific to the metropolitan planning area boundary.

WSDOT HSIP Methodology

WSDOT prioritizes and programs state projects based upon the Strategic Highway Safety plan approved by the Governor in 2006 and updated in 2019.

Local HSIP Methodology

Federal safety funds from the HSIP are split between state highways and local roads in a data-driven process following *Target Zero*. The funds are split according to the proportion of fatal and serious injury crashes in Priority One infrastructure areas (Lane Departure and Intersection crashes, as of the 2019 *Target Zero*). Per the most recent 5-year period, the funds are split 30% for state highways and 70% for local roads.

The funding is divided into two programs, the County Safety Program, and the City Safety Program, per guidance received from both cities and counties on a local agency safety program review panel (2009). All safety projects must address fatal or serious injury crashes per HSIP funding requirements.

County Safety Program

The County Safety Program methodology has remained consistent since 2010. That methodology requires counties to apply only for systemic safety projects. Systemic safety involves a data-driven, prioritized approach to address crash risk (typically lower-cost and widespread improvements). With the widely dispersed nature of fatal and serious injury crashes across a vast county road network (over 39,000 centerline miles), this has been the preferred approach to try to achieve results to support *Target Zero*. From 2014 forward, counties have also been required to submit a Local Road Safety Plan (LRSP) as part of their application to be

eligible for HSIP funds. This plan describes the data-driven prioritization process for the county, including identification of risk factors.

Once counties submit their funding applications and LRSP, WSDOT Local Programs identify projects for funding based on fatal and serious injury crash history, risk factors associated with fatal and serious injury crashes, cost effectiveness of the countermeasures proposed, and agency delivery record based upon prior project selections. The County Safety Program has a call for projects every two years.

City Safety Program

The City Safety Program methodology has remained consistent since 2012. That methodology requires cities to apply for spot location projects or systemic safety projects. Since 2012, about half of the City Safety Program funds have been awarded to spot location projects and about half to systemic safety projects. In 2018, cities were required to submit a LRSP as part of their application to be eligible to apply for the systemic safety part of the program. Starting in 2020, all cities were required to submit a LRSP as part of their application to be eligible for HSIP funds.

Once cities submit their funding applications and LRSP, WSDOT Local Programs identify projects for funding. For systemic safety projects, funding is based on fatal and serious injury crash history, risk factors associated with fatal and serious injury crashes, cost effectiveness of the countermeasures proposed, and agency delivery record based upon prior project selections. For spot location projects, funding is based on the benefit/cost ratio of the project and agency delivery record based upon prior project selections. The City Safety Program has a call for projects every two years.

Summary

Washington MPOs and WSDOT have agreed to plan and program projects to work towards and to achieve Washington safety targets that are reported to FHWA as part of WSDOT's HSIP annual submittal.

Performance Measure 2 - Pavement and Bridges

WSDOT's Highway System Plan and RCW 47.05 set the direction for management of infrastructure condition in Washington State, which is to preserve pavements and bridges at lowest life cycle cost. The lowest life cycle strategy for any pavement or bridge is the strategy that maintains acceptable condition at the lowest annualized cost over the life of the asset. WSDOT has demonstrated this by taking a preservation first approach to pavement and bridge management over several decades.

Preservation - State Facilities - Pavements

Washington State Transportation budget funding levels for preservation needs are critically low for the next ten years. The course of action detailed here recognizes these funding levels. The approach recognizes there will be widespread failures at these critically low investment levels.

For the last 15 years, WSDOT has taken an approach to extend the condition of pavements as much as possible, such as doing more low-cost fixes (such as chip seal). This was a short-term strategy and is not sustainable to preserve the entire state highway system.

Below are the 2-year and 10-year funding deficits in current year dollars:

Program	19-21 Budget	19-21 Needs	Gap
Pavement	\$282 million	\$568 million	\$286 million

Program	19-21 Thru 27-29 Budget	19-21 Thru 27-29 Needs	Gap
Pavement	\$1,533 million	\$2,840 million	\$1,307 million

Pavements have had stable annual average needs numbers; however, any delay in preservation should be accompanied by multiplying the funding gap by approximately three to five. If pavement preservation is underfunded by \$600 million over the next six years, the approximate cost to restore the assets is \$1.8 billion, in current year dollars.

WSDOT has identified the following approach to pavement preservation, to maximize the benefits to the statewide system with the limited funding currently available:

Priority Projects

- Interstate Mainline
- Non-Interstate T-1 Freight Routes (T-1 routes have more than 10 million tons/year moved)
- T-2 Freight Routes that are also Freeways (T-2 routes have between 4 and 10 million tons/year moved)
- Some T-2 Freight Routes that are not Freeways*

Backlog of Unfunded Projects

- Some T-2 Freight Routes that are not Freeways*
- T-3 and Lower Freight Routes
- Sections of Routes that have speed limits lower than 45 MPH
- Ramps
- Activities that require more capital in the near term, such as reconstruction and chip seal conversion, that lowers long-term life cycle costs
- Shoulder preservation unless deemed necessary for safety reasons

* After available funding was designated for preservation projects on T-1 freight routes and T-2 freeway freight routes, the Priority and Unfunded non-freeway routes were determined based on best per dollar-per truck mile travelled.

Consequences

For the routes where there are unfunded projects, the consequences are:

- Closures will result in portions of routes taken out of service; while detour routes may be available, the increased traffic on detour routes will adversely affect the flow of freight and people; the economic and societal impacts associated with closures will be in the tens, possibly hundreds, of millions of dollars per year

- These unfunded routes and projects are not receiving normal maintenance and preservation necessary to achieve the least life-cycle cost of ownership; the cost to open closed infrastructure will be three to five times the amount that would have been spent to properly preserve them now.

Network Conditions

Following an investment approach based on the Priority/Backlog of Unfunded projects defined above results in approximately 30% of the state highway system in Poor condition and 20% of the non-Interstate NHS in Poor condition. Interstate pavement in Poor condition will be less than 5% under these priorities. These condition projections reflect 10-year needs.

Preservation - Local - Pavements

Local agencies manage approximately 31% of the non-Interstate NHS in Washington State. Using the [Target Setting Framework](#), WSDOT worked with MPOs to establish performance measures and communicate its pavement and bridge management practices, as well as what these practices mean in the context of the National Highway System (NHS). WSDOT has also communicated the annual average state facility needs for pavements and bridges within each MPO boundary. Further supporting asset performance and investments on the NHS; WSDOT Local Programs issues a call for projects specifically focused on asset management practices, for pavements on NHS roadways.

Preservation - State Facilities - Bridges

Washington State Transportation budget funding levels for preservation needs are critically low for the next ten years. The course of action detailed here recognizes these funding levels. The approach recognizes there will be widespread failures at these critically low investment levels.

For the last 15 years, WSDOT has taken an approach to extend the condition of bridges as much as possible, but this strategy is not sustainable due to current law funding levels insufficient for preserving structures.

Below are the 2-year and 10-year funding deficits in current year dollars:

Program	19-21 Budget	19-21 Needs	Gap
Bridge	\$313 million	\$1,414 million	\$1,101 million

Program	19-21 Thru 27-29 Budget	19-21 Thru 27-29 Needs	Gap
Bridge	\$1,582 million	\$3,300 - \$3,865 million	\$1,718 - \$2,284 million

The bridge preservation costs in the first table are based on current condition. This work must occur now, or additional cost will accrue before the work happens. The cost in the second table reflects age-based need. Additionally, the numbers in these tables do not include seismic retrofit investment. Seismic retrofit is prioritized based primarily on resilience during a catastrophic event and should be considered separately. High-cost bridge projects, like the I-5 Interstate Bridge over the Columbia River between Oregon and Washington and the US 2 Trestle, have operational considerations in addition to preservation. These high-cost projects are typically

reported as separate line items among unfunded needs; to not double count, these needs are omitted from statewide needs summaries.

WSDOT has identified the following approach to bridge preservation, to maximize the benefits to the statewide system with the limited funding currently available:

Priority Projects

- Border bridge preservation
- Moveable Bridge Repair
- Scour Repairs
- Floating Bridge Needs
- Interstate
- Many bridges on T-1 Freight Routes (T-1 routes have more than 10 million tons/year moved)

Backlog of Unfunded Projects

- Some T-1 bridges (with current law funding, current T-1 bridge needs will take more than a decade to address)
- Bridges on all other routes (T-2 designation and lower – T-2 routes have between 4 and 10 million tons/year moved)

Consequences

For the routes where there are unfunded projects, the consequences are:

- Closures will result in portions of routes taken out of service; while detour routes may be available, the increased traffic on detour routes will adversely affect the flow of freight and people; the economic and societal impacts associated with closures will be in the tens, possibly hundreds, of millions of dollars per year
- These unfunded routes and projects are not receiving normal maintenance and preservation necessary to achieve the least life-cycle cost of ownership; the cost to open closed infrastructure will be three to five times the amount that would have been spent to properly preserve them now.

Network Conditions

Network Conditions are planning-level forecasts of condition based on how much preservation is possible under current law funding. Following an investment approach based on Priority/Unfunded results in approximately 10% of the state highway system in Poor condition. The majority of bridge deck area is on the National Highway System (NHS), and this approach also results in approximately 10% of bridges on the NHS in Poor condition at the end of the 10-year period.

It is indeterminate at this time how many of the bridges in the “Backlog of Unfunded Projects” classification would be load posted, load restricted, or closed.

Preservation - Local - Bridges

WSDOT Local Programs also funds and administers the Local Bridge Program, which provides federal funding to local agencies to preserve and improve the conditions of city and county bridges that are physically deteriorated or in generally poor condition. Grants from this program

may fund bridge replacements or bridge rehabilitation and preservation projects such as scour repair, steel bridge painting, seismic retrofit, and deck repair overlays. Local agency bridges on NHS routes are given preference to meet the MAP-21 target of no more than 10% of bridges by deck area in poor condition.

Summary

Washington MPOs and WSDOT have agreed to plan and program projects to work towards and achieve Washington pavement and bridge condition targets for infrastructure condition under 23 CFR 490. As required under 23 CFR 515, the specific strategies for pavement and bridge preservation are documented in WSDOT's [Transportation Asset Management Plan](#), certified by FHWA in July 2019.

Performance Measure 3 - System Performance, Freight, and CMAQ

In 2018, WSDOT, in collaboration with MPOs developed, adopted, and reported statewide targets to FHWA for the Highway System Performance, Freight, and Congestion Mitigation and Air Quality performance measures.

In Washington State, many of the projects selected to address mobility are prioritized through the legislative process. Therefore, WSDOT does not have direct control over many of the project funding decisions reflected in the STIP. However, WSDOT, in coordination with the MPOs, is working to develop the Highway System Plan and the Multimodal Investment Strategy that will identify transportation priorities that contribute towards performance targets and can be the basis for future legislative packages. Likewise, in Washington State, CMAQ funding is passed through to the MPOs, who select projects for funding; thus, WSDOT does not play a direct role in selecting these projects.

WSDOT and its partners are assessing performance of the Transportation Performance Management Performance Measure 3 targets through the Regional Integrated Transportation Information System (RITIS) data tool. The state's financial participation makes this tool available for WSDOT and MPOs to use in evaluating regional targets and to assist in other decision-making processes.

To guide freight investments and improve freight system performance in Washington, WSDOT developed the 2017 Washington State Freight System Plan including a freight investment plan. Throughout the plan development, WSDOT engaged freight partners and stakeholders, including MPOs and RTPOs, to identify a list of freight projects and determine how those priorities would be funded through National Highway Freight Program (NHFP) for federal fiscal years 2016-2021. Minor amendment was made to the investment plan in August 2019 and approved by FHWA. These NHFP investments have been incorporated into STIP and TIPs and will contribute to improving statewide freight performance on National Highway Freight Network.

For more information on the Freight Investment Plan, please visit

https://wsdot.wa.gov/sites/default/files/2014/09/22/FreightInvestmentPlan_Appendix_A_9_11_19_v2.pdf

For more information on the performance measures, please visit *WSDOT's MAP-21 performance management* web site at <https://www.wsdot.wa.gov/accountability/map-21>

(see Appendix H for the table of performance measures and targets for the state).

Transit Asset Management

The Federal Transit Administration (FTA) and Washington State Legislature delegated to WSDOT's Public Transportation Division (PTD) the duties for ensuring compliance with Transit Asset Management (TAM) plan required by State RCW 36.57A.191 and FTA 49 CFR 625.

Since the passage of MAP-21, WSDOT PTD, transit agencies and respective MPOs developed a strong and collaborative process in the development and implementation of TAM performance management.

WSDOT PTD, continues working with the Washington State Transit Association to coordinate and reevaluate TAM State of Good Repair (SGR) criteria and performance measures for each transit asset class based on SGR goals and performance targets.

Transit agencies submitted 2019 annual inventory report to WSDOT PTD, as required by RCW 35.58.2796. WSDOT PTD use the annual inventory report data to conduct statewide transit asset performance analysis based on SGR criteria, and establish investment prioritization list. WSDOT PTD will use this list to prioritize and strategic capital investment through PTD Consolidated Grant Program. The projects selected and programmed in the STIP are the highest priority for working towards and achieving the targets.

WSDOT PTD and transit agencies continue to coordinate with and share TAM performance data to the respective MPOs so that transit agencies performance data can be included in MPOs performance targets and measurements.

For more information regarding transit asset management, please visit *WSDOT's Asset Management* web site <http://www.wsdot.wa.gov/Transit/Grants/Plan.htm>.

VII. Consultation & Selection Process

FAST emphasizes consultation during statewide, metropolitan, and non-metropolitan planning. There are 12 Metropolitan Planning Organizations (MPOs) in Washington. Each provides a forum for local decision-making on metropolitan transportation issues.

Metropolitan planning, including metropolitan transportation improvement programs are coordinated with statewide planning and local land-use and economic development planning. MPOs annually self-certify that they meet all the federal metropolitan transportation planning requirements. Additionally, FHWA and FTA are required to formally review and verify the plans of the four Transportation Management Areas (TMAs) at least every four years.

The TMAs in Washington each select projects in consultation with WSDOT. In non-TMA MPOs and in Regional Transportation Planning Organizations (RTPOs) projects are selected in cooperation with WSDOT. In addition, it is the practice in Washington State to provide federal funds to rural counties to prioritize and select transportation projects in their respective area in cooperation with WSDOT. The transportation needs of the rural counties are often much different from the needs of metropolitan areas. Rural counties frequently partner with the smaller local jurisdictions to meet the broader needs of the countywide transportation system.

WSDOT sub-allocates Surface Transportation Block Grant (STBG), Congestion Mitigation and Air Quality (CMAQ) and Transportation Alternatives (TA) funds annually to MPOs, RTPOs and county lead agencies. Projects are prioritized and selected in cooperation with WSDOT and member jurisdictions. This cooperative transportation decision-making process follows the respective public involvement plan to provide a forum for member jurisdictions and the public to discuss regional transportation issues to plan and program transportation improvements. For specific details of the regional transportation planning organizations selection and programming process, please visit their specific web site (*Appendix D: MPO/RTPO/WSDOT Directory*).

For Bridge, National Highway Performance Program and Highway Safety Improvement Program funds, projects are selected by WSDOT based on asset performance condition (pavement and bridge) and Target Zero (zero deaths and fatal crashes by 2030) priorities in combination with the performance and economic improvement created by the project (by using life cycle cost and/or benefit/cost analysis).

MPOs coordinate with WSDOT in developing transportation plans, and programs for the urbanized areas consistent with the long-range statewide transportation plan (Washington Transportation Plan (WTP) Phase 2 – Implementation 2017-2040). In addition to the requirement for MPOs to address the federal planning factors, future transportation plans will need to address the national performance goals. All transportation plans in Washington must also address the six transportation system policy goals in RCW 47.04.280.

FAST requires a project selection process that "selects" the projects for implementation from the STIP. All projects in the STIP are deemed selected for implementation. WSDOT is responsible for the statewide coordination of the STIP. Once local agency projects are programmed, WSDOT manages the local portion of the federal highway funds based on priorities set by the MPO, RTPO, and county lead selections on a first-come, first-serve basis as applicable. WSDOT manages their portion of the federal highway funds based on a biennial program of projects. This assures that all federal funds are utilized in a timely manner. For example, if a local agency project in Year One cannot be built according to schedule because of right-of-way problems, then a second or third year project could move forward.

MPOs are responsible for the management of their Metropolitan Transportation Improvement Programs (MTIPs) (i.e., their regional portion of the STIP). The regional procedures allow any federal project included in the STIP to be advanced or delayed without a STIP amendment contingent upon the financial balance being maintained for each fiscal year. With the uncertainty at the federal level and multiple fiscal controls at the state level, it is imperative that WSDOT have the flexibility to deliver the federal program in the most effective and efficient manner.

Tribal Nations

The cooperative effort extends to Tribal Nations both through the WTP and through the regional process. In addition, WSDOT consults with Tribes on statewide planning through the Washington Indian Transportation Policy Advisory Committee (WITPAC). WITPAC is a forum for government-to-government consultation on policy and statewide issues of concern to Tribes. WSDOT also participates in meetings of the Tribal Transportation Planning Organization (TTPO). TTPO is a forum for tribes to take an active role in statewide transportation planning to discuss and participate in tribal transportation system needs and opportunities.

Tribal Transportation Improvement Programs (TTIPs) projects may be listed in the STIP separately. TTIPs are available separately from the STIP web page at: <https://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/STIP.htm> .

Western Federal Lands

WSDOT further coordinates with Western Federal Lands (WFL) Highway Division as a participant on the Program Decision Committee. The committee also includes the County Road Administration Board (CRAB) and FHWA. The committee is responsible for selecting projects for the Federal Lands Access Program.

The WFL Transportation Improvement Program is an essential component of the Federal Lands Planning Program. It is developed cooperatively between Federal Lands Highway Division offices and the Federal Land Management Agencies (FLMA), and provides a list of transportation improvements for a four-year period among the primary programs administered by the Office of Federal Lands Highway, the Federal Lands Transportation Program and the Federal Lands Access Program. FLH has responsibility for approval of the TIP.

Projects may be listed separately in the STIP. WFL TIP is available separately from the STIP web page at: <https://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/STIP.htm>

VIII. Community Engagement

Community engagement is an integral part of the planning process at all levels. WSDOT encourages community engagement throughout the entire STIP process and is continuously looking for additional opportunities and innovative ways to engage the public.

Local agencies are required to develop and adopt six-year transportation programs. All local agencies are required to hold at least one public hearing during the development of the six-year transportation program. Local agencies work through their metropolitan planning or regional transportation planning organizations and county lead agency as appropriate to include projects into their Transportation Improvement Programs (TIPs) and the STIP. Agencies submitting projects to the TIPs for project selection conduct public involvement. In addition, the Governor's Office and the state legislature seek public involvement during all phases of the biennial budget development and approval process.

Tribal Nations are required by federal law to develop a Long Range Transportation Plan and TTIP. The BIA or the Tribal Nation, under locally acceptable practices must solicit public involvement in the development of the long-range plan and the TTIP.

In metropolitan areas, each MPO develops a federally required Metropolitan Transportation Plan (MTP) and a Metropolitan Transportation Improvement Program (MTIP). Before a project is included in the MTIP, projects are presented publicly, and the community is provided opportunity to participate as per the MPO's public participation process.

RTPOs also develop a regional transportation plan (RTP) and a six-year transportation improvement program (RTIP). Based upon agreed procedures, county lead agencies, rural cities, tribes, transit providers and the state can submit federally funded and regionally significant projects directly to WSDOT for inclusion in the STIP or to the RTPOs. Before a project is included in a RTIP, projects are presented publicly, and the community is provided opportunity to participate as per the RTPO's public participation process.

The public involvement process for the STIP is as follows:

- Each local agency holds a public hearing on their six-year transportation program.
- Each MPO/RTPO holds a public meeting and/or public forum in August or September of each year. This provides the public with an opportunity to review and comment on the transportation improvement program within the region. The meetings are coordinated with all the member jurisdictions within the region. For additional information, contact your respective planning organization.
- The Governor's Office and the state legislature seek public involvement during all phases of the biennial and supplemental budget development and approval process.
- WFL seeks public involvement during the development of the WFL TIP.
- Tribal Nations or BIA seeks public involvement during the development of the TTIPs.
- A "draft" STIP is available for public review and comment on WSDOT's website in November. As comments are provided during the 30-day STIP public review and comment period, WSDOT works with the MPOs, RTPOs, county lead agencies and rural cities to support and clarify any concerns and ensure the public participation processes at the local, regional and state level are followed and issues addressed. Requests for materials in alternative formats are considered as received and are provided where reasonable and appropriate, consistent with WSDOT's Title VI and limited English proficiency plans. Written comments will be accepted at any time during the comment period and may be submitted in person, by fax, by mail or by e-mail. WSDOT provides a log of comments received and the actions taken as part of the STIP submittal to FHWA and FTA in December.
- After approval by FHWA and FTA, a searchable database of the STIP is created and posted on WSDOT's website. In addition, a copy of the approved STIP is available at the state library.

See also WSDOT's Community Engagement Plan at <https://www.wsdot.wa.gov/planning/> and Chapter 12 of the Local Agency Guidelines (LAG) at <https://www.wsdot.wa.gov/localprograms/>.

IX. STIP Amendments & Administrative Modifications

The STIP is a dynamic document in Washington due to the various budget cycles for the corresponding lead agencies and the selection cycles of the various state and regional transportation agencies. After FHWA and FTA initially approve the STIP in January, there is often a need to make changes to the STIP to ensure project delivery of the federal program.

When a change to the STIP is necessary, the MPO and WSDOT determine if the change is classified as either an amendment or administrative modification (23 CFR 450.104). WSDOT establishes a STIP amendment schedule annually that identifies the monthly deadline for submitting changes to the STIP. This schedule allows the various entities to work through their internal processes and approvals required for amending the STIP. The amendment schedule is available on the web site at <https://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/STIP.htm>

An amendment is a major revision to a project included in the STIP, such as adding or deleting a project to the STIP, major change in project scope, any change requiring a new regional air quality conformity finding etc.

An administrative modification is a minor revision to a project included in the STIP, such as minor changes to project/project phase initiation dates, minor change in project scope, lead agency change, etc., which do not require federal approval. Therefore, administrative modifications are posted to the web site after processing by WSDOT and provided to FHWA and FTA as informational twice a year.

Approval of a STIP amendment at the state and federal level is dependent upon public involvement and continued financial constraint of the STIP. After review and concurrence by WSDOT, the amendment is submitted to FHWA and FTA for approval and is available for public review and comment on WSDOT's website concurrently for 10 calendar days. WSDOT notifies MPOs, RTPOs and others on the status of STIP amendments and are available on the web site after approval at <https://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/STIP.htm> . For more information, see *Appendix C: STIP Administration*.