

WSDOT's Corridor Sketch Initiative is a collaborative planning process with agency partners to identify performance gaps and select high-level strategies to address them on the 304 corridors statewide. This Corridor Sketch Summary acts as an executive summary for one corridor. Please review the User Guide for Corridor Sketch Summaries prior to using information on this corridor:

SR 525/SR 20: Clinton to Sharpes Corner

This 57-mile long corridor includes State Route 525 and SR 20 between the Clinton Ferry Terminal at the southern end of Whidbey Island and Sharpes Corner in south Anacortes on Fidalgo Island. The corridor also includes the Coupeville ferry terminal a few miles west of the SR 20/SR 525 intersection and south of the town of Coupeville on SR 20. The primary land uses on the corridor are agriculture/rural residential and natural areas like Ebey's Landings National Historical Reserve. Other uses range from undeveloped open space, industrial, recreation, suburban and urban residential, military uses like Naval Air Station Whidbey Island, commercial and retail services. It passes through numerous low-density rural communities, like Greenbank, and medium- to high-density suburban and urban population centers, such as Oak Harbor, Freeland, Clinton and Coupeville. Natural vegetation on the corridor includes mixed conifer forests, prairie grasses, hedgerows and wetland plants. The terrain is relatively flat with gently rolling hills except at Deception Pass where the cliffs are visible.



Current Function

SR 525 connects Whidbey Island and the north Seattle metro area and includes the Clinton/Mukilteo ferry. SR 20 connects northern Washington communities between Port Townsend and Newport at the Idaho border and includes the Port Townsend/Coupeville ferry. SR 20 is the northernmost route across the Cascade Mountains in Washington. This corridor links Whidbey and Fidalgo islands, the Olympic Peninsula, and the central Puget Sound region. It is the primary north-south route on the islands and supports commuter, freight, and recreational traffic. Significant employment centers on the corridor include Naval Air Station Whidbey Island and Shell/Tesoro Puget Sound Refineries. The region has a strong tourism industry with many attractions along the Whidbey Scenic Isleway, part of the Cascade Loop Scenic Byway. Traffic increases in summer on state-run ferries and visitors are often on foot or bicycle. The corridor provides a connection to Anacortes and the ferry to the San Juan Islands and British Columbia via the SR 20 spur. Transit on the corridor is chiefly provided by Island Transit with connections to Skagit Transit and Community Transit, as well as Jefferson Transit via ferry.

Future Function

Based on the projected population, land use, and economic trends, the future function of this corridor is expected to remain the same.

Highlights and Performance

SR 525 and SR 20 are both two-lane, undivided highways for most of the corridor with additional lanes to accommodate urban development in the city of Oak Harbor and ferry queues in Clinton. Average daily traffic is highest in Oak Harbor near E Whidbey Avenue and lowest at the Coupeville ferry terminal.

What's working well?

- The Clinton/Mukilteo ferry serves the second highest volume of riders on the Washington State Ferry system.
- The ferry reservation system at the Coupeville Ferry does a good job in addressing ferry capacity issues.
- Transit service from Island Transit and park and rides are well used on the corridor.
- WSDOT's work on channelization and widening shoulders has improved safety and access on the corridor.

What needs to change?

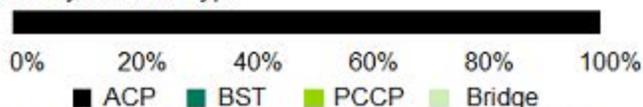
- Roughly 36% of the corridor experiences congestion on a regular basis.
- About 26% of surveyed pavement on the corridor is in poor to very poor condition.
- There are 7 bridge preservation needs including seismic retrofit of the Deception Pass and Canoe Pass Bridges.
- A 12.5-mile section of the corridor has no shoulders, limiting bicycle accessibility.
- Seasonal recreational traffic creates significant congestion, particularly near ferry terminals and bridges.

WSDOT monitors the state system in ongoing efforts to track asset performance. For this corridor, WSDOT finds:

High	Low	
20,575	996	Annual Average Daily Traffic (AADT)
7.6%	4.0%	Bus/Truck Percent
119.16		Number of Lane Miles
20		# of Signalized/Stop Controlled Intersections
\$94,276,000		Corridor Investments (2005-2016)

Preservation

Roadway Surface Type



Roadway Surface Condition (Percent of Surveyed Area)

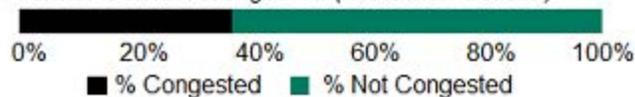


Corridor Bridge Preservation Needs



Mobility

Percent of Corridor Congested (Statewide Screen)



Environment

	Protect	Restore/Enhance/Assess
Fish Barriers	33.3% Passable	66.7% to Do
Noise Walls	0% Built	100% Proposed
Chronic Environmental Deficiencies	0% Resolved	0% Unresolved
Wildlife Connectivity	0 Structures in Place	43 High Priority Miles
Stormwater Treatment	122 BMPs	Retrofit Prioritization in progress
6.3	% of Corridor with high potential for increased Climate Impacts	
6	Wetland Mitigation Locations	
3	Historical Bridges	

1) 2015 data unless otherwise noted. 2) For more information see the User Guide for Corridor Sketch Summaries at <http://bit.ly/WSDOTcorridorsketch>

What we heard from our partners

WSDOT collected feedback from agency. Key themes included:

- Partners expressed concern that uncontrolled intersections along the corridor are causing delays on the local system due to lack of breaks in traffic. This is expected to get worse as traffic increases on the route. Examples include the Banta Road and Fakkemma Road intersections.
- NAS Whidbey is a major employer that generates a significant amount of freight traffic in the area. Partners wanted to ensure continued performance for freight to support their operations as well as providing enhanced access to better serve their growing employment base.
- Island County has a multi-use trail planned along strategic segments of the corridor as well as roadway improvements to expand transit service.

Strategies

WSDOT identified the following strategies and associated actions to keep the corridor working well and address performance gaps. Regional partners collaborated on high-level mobility strategies. The identified strategies are not meant to be all-inclusive, nor an established list of priorities. Further evaluation is needed before any strategy can be recommended as a solution to address performance. Project funding decisions will take place at the programming phase, and are subject to statewide prioritization. For more strategy information, visit the Corridor Sketch Summary User Guide.

Policy Goals / Strategies Description and Near-Term Actions

Economic Vitality

Under Development	<i>WSDOT will continue to work with partners in developing strategies to address economic vitality.</i>
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Environment

Protect and Maintain	<i>Protect and maintain existing assets that provide environmental function (these include WSDOT's mitigation sites, storm water systems, fish passable culverts).</i>
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Enhance or Restore	<i>Enhance or restore natural areas and environmental functions associated with the multimodal transportation system.</i>
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Fish Barrier Retrofit	<i>WSDOT has prioritized the removal of state-owned culverts that block habitat for salmon and steelhead. See interactive map of uncorrected fish barriers at http://www.wsdot.wa.gov/Projects/FishPassage/default.htm.</i>
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Mobility

Assessment	<i>Further information about the proposed strategies can be found attached at the end of this document.</i>
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Preservation

Maintenance	<i>Based on expenditure history, it is expected that the top three activities will continue to be maintenance on snow and ice control, pavement repair, and vegetation control.</i>
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Pavement	<i>WSDOT has identified eight Pavement actions in the next six years encompassing 60% of the corridor.</i>
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Structures	<i>WSDOT has identified three Structures actions in the next six years at specific locations within this corridor.</i>
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Safety

Investment	<i>WSDOT has identified six Safety Investment actions in the next six years encompassing 15% of the corridor.</i>
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Stewardship

Planning	<i>Under Practical Solutions, the Corridor Sketch Initiative identifies corridor performance, and assesses alternative strategies to improve the quality, effectiveness, and efficiency of the transportation system.</i>
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SR 525 is the main north-south connection on Whidbey Island for vehicular traffic. The Clinton/Mukilteo ferry provides access between Snohomish County and Island County. This segment of the highway bisects the Clinton community.

This route supports a large amount of commuter traffic in the morning and evening, as well as recreational users on the weekends and in summer. Traffic demand may exceed ferry capacity during peak use resulting in queues and unpredictable wait times for vehicular traffic.

Mobility Strategies: Operational Improvements

- Route traffic through controlled intersections with signals or roundabouts, to improve operational capability of intersections.
- Add traffic calming measures to improve access for non-motorized traffic.
- Provide information on roadway conditions through intelligent transportation systems to avoid delay.
- Implement access management to address inefficient access locations and turning conflicts.

Demand Management

- Encourage bicycling, walking, ridesharing, vanpooling, and transit use to reduce single occupancy vehicle trips.
- Improve modal access, options, connectivity, and match transit and ferry schedules to encourage transit use and passenger only trips on the ferry.
- Develop modal connections to employment centers in the Puget Sound region to reduce need for single occupancy vehicle trips.

Policy Change

- Identify WSDOT goals and policies for working with our partners for park and ride facility improvement.

Further Study

- Evaluate options to improve park and ride management in Clinton.

Mobility Strategies Continued... Further Study

- Evaluate park and ride capacity and use along SR 525 and develop options for addressing access and congestion at park and ride lots that are at capacity.
- Implement a commuter destination study to better understand modal needs and latent demand.

Corridor Segment Characteristics

- Average daily traffic in 2015 was 8,760 vehicles on this segment. Freight accounted for 5.1% of traffic.
- Ferry ridership on the Clinton-Mukilteo route was 4,073,762 in 2016; serving 2,234,651 vehicles trips. This is the highest crossing in the state on two boats.
- This segment is part of the Whidbey Island/Cascade Loop Scenic Byway.
- Transit service is available on weekdays.
- The segment experiences seasonal peaks in demand.
- Freight for the Island comes through this corridor.

Contributing Factors

- Ferry access has limited availability causing queues to back up on SR 525 as they wait.
- Seasonal peaks as well as commuter demand influences the queues length. (172 of 1116 sailings were full in January, 265 of 1171 in August.)
- Vehicle traffic exceeds capacity during times of heavy commuter and tourist use.
- Lack of local network connections to help circulation forces demand onto the highway.
- Insufficient lighting for pedestrians is limiting non-motorized use.
- Lack of facilities for non-motorized traffic makes crossing the highway difficult.
- Pulses of ferry traffic create platoons of traffic that can reduce accessibility to businesses.
- WSDOT park and ride is full and private lots are at 30% for pay spots increasing vehicles on ferries.
- Transit service does not meet ferry arrival after 7:50 pm or serve weekend users reducing access for transit users and increasing automobile use.
- Bicyclist and pedestrian use of the ferry is heavy in the summer increasing the number of users on the segment.

The Coupeville/Port Townsend Ferry provides access between Jefferson and Island counties.

It is difficult to access the ferry line off of SR 20. Long queues develop from the ferry terminal along the roadway or onto adjacent state park facilities, particularly during seasonal peaks and weekends.

Mobility Strategies

Operational Improvements

- Address left turn access to ferry queue to improve access and prevent unnecessary detours.
- Provide traveler information on roadway conditions including incidents, travel time, and emergency alerts to reduce delays.

Demand Management

- Improve transit/non-motorized access options and connectivity to reduce single occupant vehicle trips on the segment.
- Coordinate ferry-transit schedules to improve access between modes.
- Encourage bicycling, walking, ridesharing, vanpooling, and transit service to reduce single occupancy vehicle trips.
- Designate bicycle facilities adjacent to ferry facility and along roads serving as vehicle storage to reduce single occupancy vehicle trips.

Further Study

- Evaluate options to address high vehicle storage demand at the ferry terminal along S Engle Road.
- Determine ferry rider origins and destinations to inform strategies to reduce vehicle storage demand.



The Coupeville Ferry Terminal in Keystone Harbor off of SR 20.

Corridor Segment Characteristics

- The average daily traffic on the segment was 8,284 vehicles in 2015. Freight accounted for 5.2% of traffic.
- Seasonal peaks, as well as commuter demand influences queue lengths.
- Ferry ridership in 2016 was 819,285 people and 372,130 vehicles.
- Full vehicle sailings was 39 of 299 in January, 131 of 341 in May, and 222 of 472 in August.
- The ferry reservation system in place has improved predictable travel.
- Transit service on the segment is only available on weekdays.

Contributing Factors

- High vehicle and freight traffic demand exceeds capacity during times of heavy tourist use.
- Limited vehicle storage and high walk-on demand results in parking for on the shoulders of S. Engle Road and at the State Park boat launch reducing bicycle and pedestrian access.
- Access to ferry line requires a one-mile detour through the State Park on county roads causing delay, confusion, and longer trips. While making U-turns, trucks have high-centered at S Engle Road.
- West bound traffic approaching the ferry does not always use the signed U-turn causing back ups.
- Farming equipment has problems navigating around ferry traffic queues resulting in traffic conflicts.
- To avoid detour, trucks and vehicles coming from the north use S. Main Street in Coupeville to S Engle Road as direct access to the ferry. Departing ferry traffic also use this route to avoid a difficult left turn at SR 20/Race Road junction. Use of the city and county roads increases traffic by Coupeville schools, as well as by commercial, farming, and residential areas.
- Access to the ferry landing from SR 20 is difficult due to left turn restrictions.
- Ferry capacity for vehicles is limited causing queues to back up on SR 20 or onto adjacent park facilities as they wait.

SR 525/SR 20 is the transportation backbone for Whidbey Island vehicular traffic connecting to local communities and for off-island connections to Skagit County and ferries.

This system is heavily used by commuter traffic in the mornings and evenings, and recreational users on the weekends. The Level of Service on County Roads is forecasted to fall below the acceptable thresholds with anticipated growth.

Mobility Strategies: Operational Improvements

- Improve operational capability of key intersections to improve traffic flow.
- Provide traveler information that indicates roadway conditions including incidents, travel time, and emergency alerts to avoid delays.

Demand Management

- Improve non-motorized access to existing transit routes and park and ride options to reduce single occupancy vehicle trips.
- Improve non-motorized routes between land use activity, travel generators, and new development to increase multimodal options on the segment.
- Encourage bicycling, walking, ridesharing, vanpooling, and transit service to reduce single occupancy vehicle trips.
- Address pedestrian and bicycle access across highway to facilitate access between residential and commercial areas and to transit.

Policy Change

- Evaluate Level of Service measures and standards during peak demand.



Corridor Segment Characteristics

- The average daily traffic was 11,151 vehicles in 2015. Freight accounted for 6.4% of traffic.
- The segment is located just north of the second largest Urban Growth Area on Whidbey Island, after Oak Harbor.
- The segment is part of the Whidbey Scenic Isleway/Cascade Loop Scenic Byway.
- The segment provides main access to SR 525 from rural residential developments.
- Access is limited on the residential side of highway.
- Transit service available only on weekdays.

Contributing Factors

- Lack of facilities linking land uses pose challenges for non-motorized users.
- Some transit stops are located at places without designated crossings.
- Night illumination is very sparse or absent altogether, specifically at SR 525/S Woodard Avenue where people are walking from Nichols Brothers to Trinity park and ride, discouraging pedestrians from using facilities.
- Pulses of traffic from the ferries create backups.
- Challenging grade for northbound trucks which cause slow climbing and southbound where some trucks lose their loads causing delays.
- Increases and decreases in employment at shipyard influence the number of users on the corridor.
- The Freeland unincorporated Urban Growth Area includes growing commercial and residential development that access SR 525. This has resulted in queues/delays during peak periods at the intersection with Bush Point/Honeymoon Bay.



The SR 525/
Bush Point Road/
Honeymoon Bay
intersection

SR 20 is the main north-south connection on Whidbey Island for vehicular traffic. This segment of SR 20 serves Oak Harbor and Naval Air Station Whidbey. There is also significant recreational use on the weekends and in the summer.

This segment of SR 20 has heavy commuter use in the morning and evening. The segment also experiences seasonal peaks in traffic on the weekends and in the summer. There is significant congestion for southbound traffic at Erie Street. This segment of the corridor is forecast to experience intersection delay.

Mobility Strategies:

Operational Improvements

- Implement adaptive signal operations to reduce vehicle delay.
- Provide information on roadway conditions through intelligent transportation systems to avoid delay.

Demand Management

- Improve access to bicycling, walking, ridesharing, vanpooling and transit service to reduce single occupant vehicle trips.

Policy Change

- Tighten access management policies to reduce turning conflicts and improve traffic flow.

Further Study

- Study options for managing demand on the corridor from NAS Whidbey commuters such as transit.
- Work with local agency partners to develop a vision to enhance modal options, community identity, and economic vitality.



SR 20 in Oak Harbor looking north

Corridor Segment Characteristics

- This segment is within Oak Harbor's city limits.
- Average daily traffic on this segment was 20,575 vehicles in 2015. Freight accounted for between 4-5.5% of traffic.
- There are 10 signalized intersections on this segment of SR 20.
- This segment of SR 20 is adjacent to a regional commercial district.
- SR 20 is part of the Whidbey Scenic Isleway/ Cascade Loop Scenic Byway.
- Oak Harbor is expecting population growth that will lead to higher traffic volumes on SR 20.

Contributing Factors

- Lane drops from two to one southbound, approaching the Swantown intersection and northbound just past Goldie and NE Midway Boulevard, contributing to delay.
- Healthy commercial core with vehicle conflicts at access points increase delay.
- There are schools located on either side of SR 20. Many students walk across the highway for afterschool programs and in 2017 a reconfiguration of the middle schools will likely increase the number of students crossing the highway in both directions.
- NAS Whidbey, a major employer in the area, contributes to peak period congestion.
- Trucks struggle to stay at speed limits uphill southbound into Swantown and northbound leaving Oak Harbor causing delays.
- SR 20 and Swantown Road converge creating a bottleneck.
- Signal operations cause backups. Heavy traffic can overwhelm the traffic signals, particularly during heavy tourist use and peak travel.
- Heavy traffic can overwhelm the traffic signals, particularly during heavy tourist use and peak travel.
- High bicycle demand on the segment due to most direct route despite limited facilities results in conflicts between vehicles and bicycles.
- Traffic volumes have changed little since 1999, volumes would need to grow by 40% before intersections fall below LOS E.

This segment of SR 20 has the only land connection between Whidbey Island and the mainland (Skagit County). The segment serves commuters going between Whidbey and the mainland as well as recreational users accessing a busy park and scenic byway area year round. This is designated a Strategic Highway Network because it provides the only highway access to NAS Whidbey.

There is daily recurring congestion approaching and crossing narrow historic bridges during peak commute times. Slowdowns and recurring congestion happen throughout weekends and seasonal peaks from recreational users. Significant non-recurrent congestion can occur during incidents.

Corridor Segment Characteristics

- Average annual daily traffic was 17,500 vehicles in 2015. Freight accounted for 5.5% of traffic.
- The speed limit ranges from 50 to 30 mph.
- Two historic bridges.
- Only land access to Whidbey Island and NAS Whidbey - no alternative routes available.
- Part of the Whidbey Island Scenic Isleway, and Cascade Loop Scenic Byway.
- Bisepts Deception Pass State Park.
- Transit is provided on the route.
- Adventure Cycling route & Pacific Northwest Trail.
- Proposed United States Bike Route.

Contributing Factors

- Deception Pass State Park is the most-visited park in Washington with over 2 million visitors each year. Pedestrian traffic results in slowdowns.
- Significant number of pedestrians on the bridge sidewalks and views create distractions for drivers.
- Heavy recreational and weekend traffic use.
- Only highway access to Whidbey Island.
- Increased traffic volumes forecasted due to NAS Whidbey base expansion.
- Vehicles accessing and leaving the highway to park.
- Very popular bicycle route, with access limited along highway, and no shoulders/narrow lanes on bridge as a result bicycles mix with vehicle traffic.
- Heavy freight to the island and NAS Whidbey use the highway for deliveries.

Mobility Strategies:

Operational Improvements

- Provide traveler information on roadway conditions including delays, incidents, travel time, weather, emergency, and travel alerts to avoid delay.
- Facilitate immediate incident response to minimize impacts to access when incidents occur.
- Provide better ingress and egress from SR 20 to facilitate shift changes at the north gate at NAS Whidbey facility.

Demand Management

- Coordinate with State Parks to implement parking management to relieve congestion.
- Provide alternatives for bike and pedestrian facilities.

Policy Change

- Encouraging bicycling, walking, ridesharing, vanpooling, and transit service to reduce single occupant vehicle trips.
- Work with State Parks to manage access and modal options.



Canoe Pass Bridge from the water, starting at MP 42.04.



SR 20 at MP 41.81 looking north over the Deception Pass Bridge.

SR 20 is the main land connection between Whidbey Island, the San Juan Ferries, and I-5. This segment runs between Campbell Lake Road and the intersection with the SR 20 Spur at Sharpes Corner. This segment of SR 20 is Naval Air Station Whidbey Island's main highway access and is designated as part of the Strategic Highway Network.

This segment of the corridor experiences regular congestion during peak commuter traffic in the morning and evening. Increased commuter demand is expected from the NAS Whidbey base expansion. The segment also serves recreational users year round with seasonal and weekend peaks in traffic.

Corridor Segment Characteristics

- The segment runs within the city limits of Anacortes in Skagit County.
- The Average Daily Traffic on this segment was 32,540 vehicles in 2015. Freight accounted for 6% of traffic.
- The speed limit on the segment is 50-55 mph.
- The segment is adjacent to refineries, and serves as the main land access to Whidbey Island (Including NAS Whidbey), San Juan Ferries, and Anacortes.
- There is transit and a park and a park and ride available on the corridor segment.
- There is limited bicycle access along highway.
- There is a signalized intersection at the SR 20/SR 20 Spur interchange at Sharpes Corner.



The Campbell Lake Road intersection on SR 20 at milepost 46.07

Contributing Factors

- There is heavy recreational and weekend traffic use on the corridor resulting in congestion.
- The segment is the only highway that provides access to Whidbey Island. As a result, the system is susceptible to collision closures.
- Tribal Development is expected to impact need for access to future facility.
- Heavy freight traffic from Anacortes ship yards, refineries, and NAS Whidbey slow other users.
- Lack of pulses in traffic after improvements at Sharpes Corner and Miller-Gibraltar intersections may impede access at Campbell Lake Road.
- Potential increase in road users as a result of adjacent residential demand under the city's new Comprehensive Plan designation.

Mobility Strategies:

Operational Improvements

- Monitor future delays at Campbell Lake Road for adequate access after intersection improvements made at Miller Gibraltar and Sharpes Corner, and as development occurs in this area to reduce delays.
- Implement access management to reduce conflict points and increase throughput.
- Provide traveler information to drivers on roadway conditions such as incidents, travel time, weather, emergency and alternatives to manage delay.

Demand Management

- Improve modal access, options, and connectivity in order to reduce single occupancy vehicle trips.
- Develop bicycle facilities on SR 20 or a parallel route to provide multimodal options.
- Support inter-county transit service for Island County to reduce single occupant vehicle trips.

Policy Change

- Encourage ridesharing, vanpooling, and transit service to reduce single occupant vehicle trips.
- Continue to implement Developer Services reviews to accommodate growth.

Further Study

- Evaluate speed limit to ensure it is appropriate for current and future facility use.

For more information

To find out more information about this corridor or how to get involved, please contact:

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Washington State Department of Transportation's Corridor Sketch Initiative is a set of planning activities that engage our partners to define the context and performance information for all of the state's 304 highway corridors. The Corridor Sketch complements and supports regional planning processes in Washington. It is not intended to duplicate, substitute or compete with other planning efforts; nor is it intended to generate lists of projects.

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