



CONNECTING COMMUNITIES PILOT PROGRAM

2023-2025 Legislative Report: Program Start-Up and Year One Recommended
Funding

Active Transportation Division
Dec. 1, 2022

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EXECUTIVE SUMMARY

The Connecting Communities Pilot Program (CCPP) was established as a five-year \$50 million program to create safer facilities and connections for people walking, biking, and rolling on and across current and former state highways. Created as part of the Move Ahead Washington transportation revenue package approved by the Legislature and signed into law by Governor Inslee in March 2022 ([ESSB 5974, Sec. 417](#)), the CCPP will repair transportation inequities by directing investments to environmentally overburdened, vulnerable, and underserved communities near current and former state highways. CCPP is intended to improve access to community destinations and services, while also providing contracting opportunities for minority and women-owned businesses (MWBEs) and community-based organizations (CBOs). CCPP funds can be used for any phase of work from planning to construction.

As directed by the Move Ahead Washington package, the Washington Department of Transportation (WSDOT) submits this report to propose a Year One project list for funding in 2023. WSDOT requests legislative approval for \$12 million in funding for 12 CCPP projects.

WSDOT intends to submit an additional list by Dec. 1, 2023, for funding in the second year of the biennium. The Year Two list will be developed with additional community engagement that will be possible after the program is funded and operating. This report describes the process used to develop the proposed Year One list and describes the anticipated approach for future program years.

PROGRAM OVERVIEW

The CCPP emerged from the Legislature’s acknowledgement that active transportation investments have not been equitably distributed throughout the state. Most current and former state highways were designed primarily for vehicle use, and their construction disconnected local street networks and created barriers for people walking, biking, and rolling.

The CCPP was funded as part of the Move Ahead Washington transportation legislative package in March 2022. As described in Section 417 of ESSB 5974, the purpose of the CCPP is to restore safe and continuous active transportation routes where state highways have severed or prevented them, thus mitigating the existing negative impacts to health, safety, and access. The CCPP can fund projects such as walkways, bikeways, trails, crossings, and greenways in any project phase from planning through construction. When selecting projects, WSDOT is instructed to consider:

- Access to transit, community facilities, commercial centers, or community-identified assets
- Contracting opportunities for minority and women-owned business enterprises (MWBEs) and community-based organizations (CBOs) during planning, engagement, design, and construction
- Service to overburdened communities, vulnerable populations, households below 200% of the federal poverty level,¹ and people with disabilities
- Environmental health disparities
- Locations on tribal lands and near essential tribal services

¹ Legislation refers to households “at or below 200% of the federal poverty level.” US Census data cutoff point allows analysis of people below 200% or 200% and above.

- The history of pedestrian and bicyclist-involved crashes
- The needs identified by the community through prior planning.

This is the first of five annual reports WSDOT is required to submit. The CCPP program is scheduled to expire on July 1, 2027.

PROJECTS PROPOSED FOR FUNDING

WSDOT recommends a funding level of \$12 million for this program. This level of funding will support program implementation to build on this initial effort and direct funding to 12 projects on the Year One list. Additional projects will be proposed for the second year of the 2023-25 biennium.

This set of projects represent the wide breadth of needs for active transportation improvements associated with legacy state transportation facilities. Projects span the full lifecycle, including planning, community engagement, design, construction, critical preservation, and match funds for federal funding. Improvements to be funded include complete streets retrofits, speed management, shared use paths and trails on or paralleling state routes, links in disconnected active transportation networks, improved crossing opportunities, and improved access by vulnerable populations to key destinations.

This list does not represent the full list of opportunities. In conversations with WSDOT Regions and partners additional locations were identified that need further development of a cost estimate or that are more suitable for funding in a future year to align with other activities.

YEAR ONE PROJECT LIST

Project	Location	Lead Agency	Estimated Cost
SR 900 Active Transportation Improvements	Skyway	WSDOT	\$1 million
SR 518/SR 99 Ramps Active Transportation Improvements	SeaTac	WSDOT	\$850,000
US 97/SR 22 Heritage Connectivity Trails	Yakima	WSDOT	\$300,000
SR 155 Spur Bridge to East Omak Elementary Active Transportation Connection	Omak, Colville Reservation	WSDOT	\$1.5 million
SR 215/US 97 Omak/Okanogan Vicinity: Active Transportation Planning Study	Omak, Okanogan, Colville Reservation	WSDOT	\$750,000
Former SR 99 - Martin Way Corridor Study	Lacey, Thurston County	TRPC	\$700,000
SR 516 (Willis Street) Road Diet	Kent	City of Kent	\$683,000
SR 507 Complete Street	Centralia	WSDOT	\$200,000
SR 20 (Commercial Ave) Complete Street	Anacortes	City of Anacortes	\$1.5 million
US 2 Active Transportation Improvements	Airway Heights	City of Airway Heights	\$2 million
US 395 Overpass at Sylvester Street - Pedestrian/Bicycle Access	Pasco	City of Pasco	\$343,000
Alternate route for SR 101: Dungeness River Truss – Olympic Discovery Trail	Sequim, Carlsborg	Jamestown S’Klallam	\$250,000
Program management for the biennium	Statewide	WSDOT	\$1,250,000
Contingency for Year One	Statewide	WSDOT	\$674,000
Total			\$12.0 million

Map 1 shows the approximate location of each proposed Year One project. WSDOT intends to build on and refine the initial approach to analysis and extend community engagement to develop Year Two and future lists of recommended projects.

MAP 1: YEAR ONE PROJECT LIST

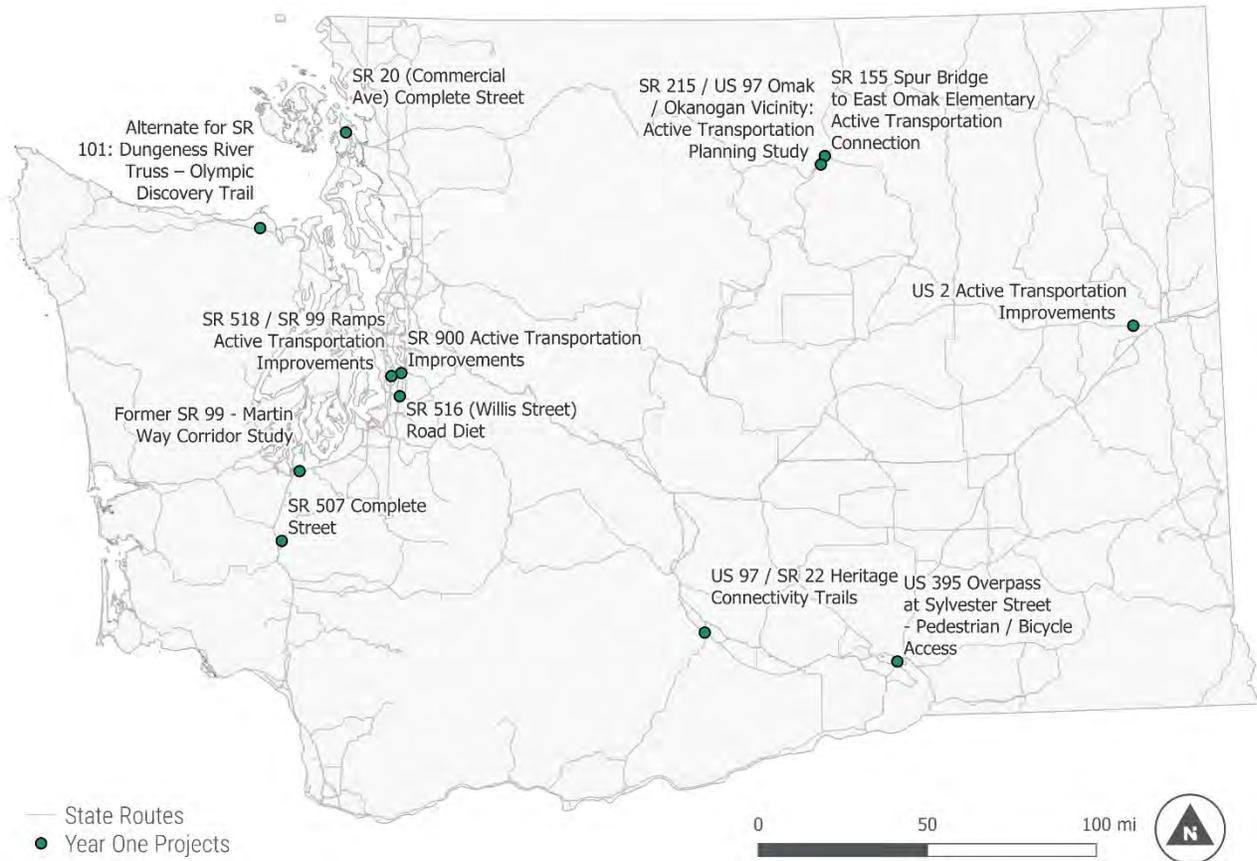
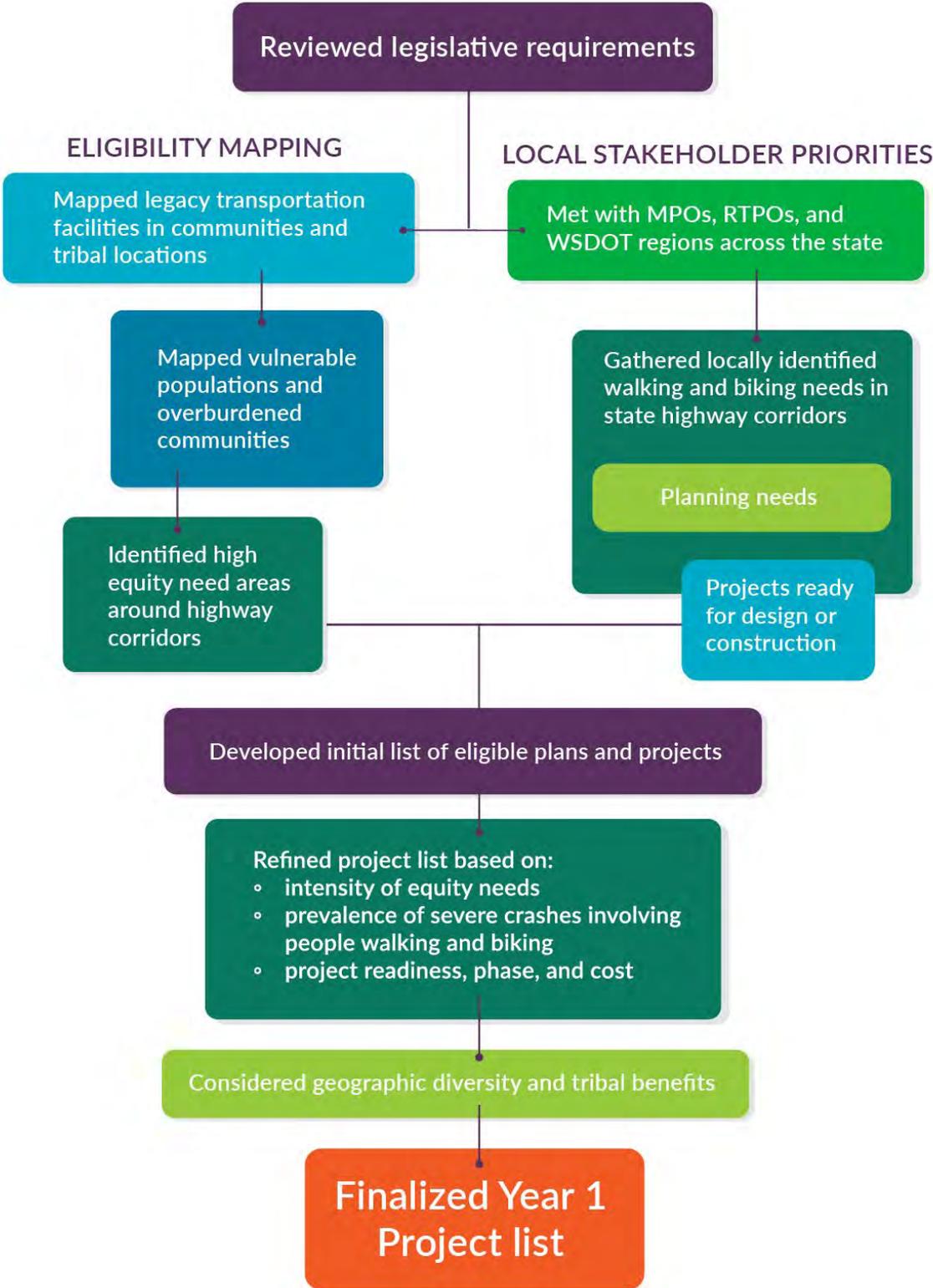


FIGURE 1: PROJECT SELECTION PROCESS FOR YEAR ONE



YEAR ONE PROJECT SELECTION PROCESS

This section describes the process WSDOT used to develop the Year One Project List. The legislative direction in the Move Ahead Washington legislation and related definitions from the Revised Code of Washington provided the foundation for this process. A review of related documents such as the Healthy Environment for All (HEAL) Act, the [Washington State Active Transportation Plan](#) published in 2021, and the RCW Complete Streets directive for WSDOT that was adopted in Move Ahead Washington also informed the Year One selection process.²

ELIGIBILITY MAPPING

WSDOT used publicly available data to map state highways located in communities or tribal areas experiencing high equity needs.

State highways include arterial and limited-access highways that present barriers, travel network gaps, or safety concerns for people walking, bicycling, and rolling.³ To meet legislative intent that CCPP investments provide access to transit and to community destinations, WSDOT mapped where state highways passed through population centers such as cities, towns, or census designated places. These centers encompass a wide range of urban and rural communities, from major cities to small rural centers with less than a thousand residents. WSDOT also mapped where highways passed through tribal lands or within 5 miles of essential tribal service locations such as Indian Health Services sites, tribal colleges, and tribal organizations. Highway corridors outside of population centers or tribal areas were excluded from consideration in this initial analysis.

WSDOT mapped indicators of equity need using a range of data available through the Washington Tracking Network's Environmental Health Disparities Map, American Communities Survey (ACS) data, and US Census data. These indicators allowed for a comparison of population centers and tribal areas of similar size to find locations with high proportions of factors specified in the statute establishing the CCPP ([RCW 47.04.380](#)):

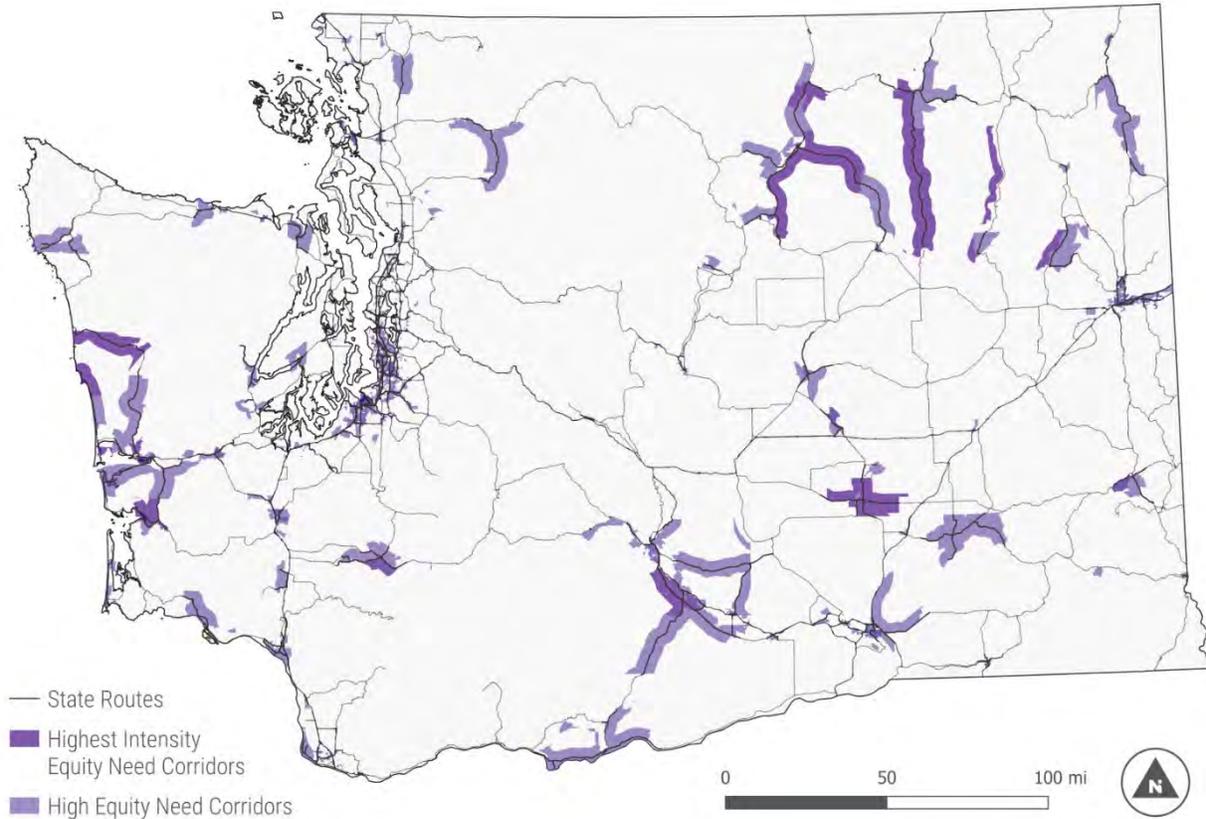
- Overburdened communities, defined as a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts ([RCW 70A.02.010\(11\)](#)), and including but not limited to highly impacted communities ([RCW 19.405.020\(23\)](#)).
- Vulnerable populations, defined as population groups that are more likely to be at higher risk for poor health outcomes in response to environmental harms due to a number of factors identified in statute ([RCW 70A.02.010\(14\)](#)).
- Other socioeconomic groups mentioned in the legislative language establishing CCPP, such as people with disabilities and people living below 200% of the federal poverty line.

² For more information on the policy framework for CCPP and its alignment with state regulations, plans, policies, and reports, refer to Appendix D.

³ Due to project schedule needs and gaps in available data, the Year One eligibility analysis did not include former state transportation facilities that have been jurisdictionally transferred to local jurisdictions in the statewide GIS analysis. Some agencies were able to identify former state highways; where those could be identified as high equity need locations, they were considered for Year One. More such roadways are eligible for CCPP program funding and will be considered in future years as they are identified.

Locations with high proportions of community members who are overburdened, vulnerable, and have reduced access to transportation were defined as having high equity needs.⁴ Map 2 shows where highway corridors pass through population centers or tribal areas with the highest equity needs. For Year One, WSDOT focused on identifying locally supported projects in these high equity need corridors.

MAP 2: HIGH EQUITY NEEDS CORRIDORS ALONG CURRENT STATE TRANSPORTATION FACILITIES



LOCAL STAKEHOLDER ENGAGEMENT

WSDOT recognizes that communities provide a wealth of public input to their local government agencies regarding the active transportation and safety improvements they most want to see. As experts in their own needs, members of the public use local and regional plans and projects as an opportunity to highlight barriers they experience and request solutions they prefer. WSDOT used public input gathered through local planning efforts as a primary source of projects to consider for Year One funding. WSDOT further recognizes that in many communities, proposing changes to a state highway has not been part of past planning efforts and that filling this planning gap is the first step toward improving the roadway. That has particularly been the case in many overburdened communities.

To gather locally identified active transportation needs in state highway corridors, WSDOT interviewed representatives from each of Washington state’s Metropolitan Planning Organizations (MPOs) and Regional Transportation Planning Organizations (RTPOs), as well as key transportation advocacy organizations and agency partners, such as [Disability Rights Washington](#), [Front and Centered](#), and the

⁴ The detailed methodology for identifying high equity need areas can be found in Appendix B.

Washington State Department of Health. These interviews explored local priority projects in need of design and construction funding, as well as discussing highway corridors in need of planning to develop a locally preferred active transportation solution. Interviewees helped identify potential lead agencies, partnerships, and opportunities to leverage other sources of funding. They also provided important insights into the type of engagement that can inform this process in future years.

ENVIRONMENTAL JUSTICE COUNCIL ENGAGEMENT

Per the requirements of ESSB 5974 Sec. 104(3), WSDOT staff engaged with the Environmental Justice Council concerning this work to develop the new Connecting Communities Pilot Program. The Council has a heavy workload and many competing priorities and was not able to provide recommendations before this report was due to the Legislature and the Office of Financial Management. WSDOT staff will continue to engage the Council and will report on any recommendations received as part of its annual report to the Legislature for this program.

REVIEW OF PLANS AND POLICY DOCUMENTS

In tandem with the local stakeholder interviews, WSDOT reviewed state, regional, and local agency plans and project lists to gather candidate projects in eligible CCPP Year 1 investment locations. Where a prior public process had developed a locally preferred solution and identified an active transportation or multimodal project, WSDOT categorized these as *project delivery candidates*. Where local planning and stakeholder interviews highlighted an urgent active transportation need without a locally preferred solution, WSDOT identified these as *planning candidates*. WSDOT collected all available project information, including extent, problem definition, preferred solution, funded project delivery phases, and estimated project costs.

REFINEMENT OF INITIAL YEAR ONE CANDIDATE PROJECT LIST

Once an initial list had been developed, WSDOT worked with agency partners to refine it through consideration of the following factors:

Intensity of need based on equity indicators and locations of crashes involving pedestrians and bicyclists.

Project readiness to begin planning or project delivery in Year One, as well as what phase can feasibly be reached by Year Five. Readiness assessments considered factors such as lead agency, community support, design work completed to date, likely right of way (ROW) and construction staging needs, SEPA determination, and staff capacity to deliver the project if funded.

Funding and leverage opportunities that will enable WSDOT and its partners to meet local needs more rapidly by combining a range of federal, state, and local funding sources. Availability of other funding was not a requirement for Year One projects, but rather an input for determining project phase and recommended level of investment.

Geographic diversity of projects to ensure communities across the state will benefit from CCPP investments beginning in Year One.

Projects on the Year One Project List will ultimately improve active transportation safety, comfort, and access in high equity need highway corridors across the state. These projects reflect local public input gathered by agency partners and will advance locally preferred solutions to improve community

connections. Representing a range of phases, these projects initiate planning efforts and advance designs towards construction.

PROPOSED FIVE YEAR PILOT PROGRAM APPROACH

During development of the Year One Project List, local stakeholders offered valuable suggestions about how WSDOT can choose thoughtful, equitable, and effective CCPP investments through 2027. WSDOT looks forward to building a robust pilot program that responds to the needs and priorities of diverse communities, agency partners, CBOs, advocacy organizations, and MWBE contractors. This section describes ways in which WSDOT intends to build on the approach used for Year One over the next five years.

BEST PRACTICES FOR EQUITABLE ENGAGEMENT

While the Year One Project List relied on public input gathered through previous public process, subsequent years will offer the program and its funding recipients the opportunities to work directly with communities. This will include engaging the public in program-level and project-level decisions, while making it easy, comfortable, and convenient for community members who have been marginalized to participate. WSDOT will develop an engagement strategy and expectations for funding recipients that reflect the following best practices:

- Engage people in familiar and accessible places, at times that are convenient, using the information channels they prefer.
- Use multilingual and culturally responsive strategies and materials, developed to respond to local demographics.
- Invite CBOs, advocacy organizations, and other trusted intermediaries to serve as liaisons, community advocates, and technical experts.
- When asking members of the public and nonprofit partners for their time and expertise, honor their effort by providing resources to support their full participation.
- Respect prior public input by considering locally identified projects and priorities.
- Invite input from people statewide to shape program-level decisions.
- Invite local input to shape project-level decisions.

COMMUNITY BENEFITS STRATEGY

When thoughtfully implemented, active transportation investments can provide community benefits in a range of ways. Along with the direct positive changes they make to the transportation network, they can channel project dollars directly into community organizations and businesses involved in project delivery, and they can also support or catalyze other kinds of public investments or services. To achieve these indirect benefits, WSDOT will consult MWBE contractors and agency partners for recommendations while developing the program approach for Years Two through Five.

Transportation projects offer contracting opportunities at every stage of project development from planning and public engagement through design and construction. While some contracting opportunities require special transportation expertise, many others use contractors or vendors who offer more general services such as translation, printing, or event support. The CCPP legislative language directs WSDOT to consider how the CCPP can use MWBE contractors and CBOs to inform, support, and

deliver projects. WSDOT is evaluating internal processes to improve recruitment of all small businesses. The contracting approach will be developed with the following best practices in mind:

- Include MWBE participation requirements in large contracts for planning, engineering, and construction services.
- Where possible, create opportunities that allow MWBEs, CBOs, and small local businesses to work directly with WSDOT as contractors or vendors. Reduce common barriers to such contracts by simplifying proposal requirements and thoughtfully considering insurance requirements.
- Include local preference as an element in the selection process.
- Collaborate with the Procurement Technical Assistance Center (PTAC) to recruit more contractors. In addition, WSDOT will use pre-RFP virtual open houses to inform MWBEs, CBOs, and small local businesses of the program, and solicit their feedback on how the program can increase their access to contracting opportunities.
- Require funding recipients to take actions that support MWBE, CBO, and small local business access to CCPP-funded contracts.

Broader community benefits can be achieved by coordinating transportation projects with investments and services provided by other public agencies. The planning phase of projects can offer the widest range of partnership opportunities, but potential extends through project delivery. WSDOT will consider how best to engage partners during project selection and development and will seek additional ideas on this topic as the program is implemented. Examples include:

- Making active transportation improvements near current or future affordable housing and social service locations.
- Coordinating project timing with adoption of anti-displacement policies to maintain housing affordability as active transportation facilities are added to a neighborhood.
- Collaborating with transit agencies and industry on transit-oriented development.

PROJECT IDENTIFICATION AND DECISION APPROACH

The Year One project selection process created a methodology that reflects legislative language and intent. The five-year approach will allow WSDOT to build on this foundation and look for opportunities to refine the technical and decision-making process. Potential refinements include:

- Provide more impactful opportunities for stakeholder and public input on overall program approach and selection process.
- Develop a statewide data set of state highways that have been transferred to local jurisdictions to include them as eligible legacy transportation facilities.
- Include additional factors in the technical assessment of intensity of need, readiness, and phase of work (refer to Figure 2).
- Develop a systematic approach to verifying, updating, and refining project cost estimates.
- Strengthen the connection of projects to the state active transportation plan and to legislative goals and directives such as reduction in vehicle miles traveled.

FIGURE 2: FACTORS TO CONSIDER IN CCPP PROJECT SELECTION

ASSESSING INTENSITY OF NEED:

- History of crashes involving people walking, rolling, and bicycling
- Presence of factors associated with crash exposure
- First/last mile transit access needs
- High-stress walkways, bikeways, and crossings
- Distance between crossing opportunities
- Underserved area that has not received investments
- Vulnerable communities
- High environmental burdens
- Prevalence of poor health indicators
- Catalyst investment will begin network-building or close a critical gap

ASSESSING READINESS AND PHASE OF WORK TO FUND:

- Is WSDOT or a partner agency ready to lead this project, if funded?
- Has local public involvement identified the need?
- Is there a locally supported solution?
- Has any design work been completed?
- Will this project require environmental review?
- Is there a need to purchase right-of-way?

FUNDING STRATEGY

The creation of the CCPP offers WSDOT a new way to leverage federal, state, and local funds to advance active transportation improvements toward construction. With eligible uses including the full range of project activities—planning, engagement, design, right-of-way acquisition, and construction—WSDOT can use CCPP funds to augment other more restrictive sources. As a program funded with state dollars, the CCPP can be used as local match funding for federal funds including RAISE grants, Safe Streets for All grants, Reconnecting Communities Pilot grants, and WSDOT-administered federal funding sources such as the Transportation Alternatives Program. It can also be used to bring resources to projects where state agencies such as the Transportation Improvement Board (TIB), regional, or local funding cannot fully meet needs. As the program progresses, WSDOT will determine how best to take advantage of leveraging opportunities, while also addressing active transportation needs in highly underserved corridors where no other funding is available. Appendix E provides a list of selected federal and state funding sources; others may also support construction of facilities.

Another potential synergy involves coordination with Washington State’s new Complete Streets requirement.⁵ As WSDOT constructs complete streets during preservation projects and other state transportation projects, local planning to define the needed walkways, bikeways, and crossing improvements will be highly valuable to identify a preferred solution to achieve the goals of complete streets. CCPP funding can be used to conduct corridor planning and conceptual design work on corridors scheduled for preservation projects, defining the complete streets elements to include in locations prioritized under CCPP.

PROGRAM CONTACT INFORMATION

WSDOT thanks the Legislature for the creation of the CCPP and for its consideration of the Year One Project List. For more information on this program or report, please contact:

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APPENDICES

APPENDIX A: STATUTORY LANGUAGE FOR THE CONNECTING COMMUNITIES PILOT PROGRAM

RCW [47.04.380](#)

Connecting communities program. (*Expires July 1, 2027.*)

(1) The legislature finds that many communities across Washington state have not equitably benefited from investments in the active transportation network. The legislature also finds that legacy state transportation facilities designed primarily for vehicle use caused disconnections in safe routes for people who walk, bike, and roll to work and to carry out other daily activities.

(2) To address these investment gaps, the connecting communities program is established

within the department. The purpose of the program is to improve active transportation connectivity in communities by:

(a) Providing safe, continuous routes for pedestrians, bicyclists, and other nonvehicle users carrying out their daily activities;

(b) Mitigating for the health, safety, and access impacts of transportation infrastructure that bisects communities and creates obstacles in the local active transportation network;

(c) Investing in greenways providing protected routes for a wide variety of nonvehicular users; and

⁵ The 2022 Move Ahead Washington package included a requirement for WSDOT to incorporate complete streets principles that provide “street access with all users in mind, including pedestrians, bicyclists and public transportation users” for “state transportation projects starting design on or after July 1, 2022 and that are \$500,000 or more” (RCW [47.24.060](#)).

(d) Facilitating the planning, development, and implementation of projects and activities that will improve the connectivity and safety of the active transportation network.

(3) The department must select projects to propose to the legislature for funding. In selecting projects, the department must consider, at a minimum, the following criteria:

- (a) Access to a transit facility, community facility, commercial center, or community-identified assets;
- (b) The use of minority and women-owned businesses and community-based organizations in planning, community engagement, design, and construction of the project;
- (c) Whether the project will serve:
 - (i) Overburdened communities as defined in RCW [70A.02.010](#) to mean a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts, and includes, but is not limited to, highly impacted communities as defined in RCW [19.405.020](#);
 - (ii) Vulnerable populations as defined in RCW [70A.02.010](#) to mean population groups that are more likely to be at higher risk for poor health outcomes in response to environmental harms, due to adverse socioeconomic factors, such as unemployment, high housing, and transportation costs relative to income, limited access to nutritious food and adequate health care, linguistic isolation, and other factors that negatively affect health outcomes and increase vulnerability to the effects of environmental harms; and sensitivity factors, such as low birth weight and higher rates of hospitalization.

Vulnerable populations include, but are not limited to: Racial or ethnic minorities, low-income populations, populations disproportionately impacted by environmental harms, and populations of workers experiencing environmental harms;

(iii) Household incomes at or below 200 percent of the federal poverty level;⁶ and

(iv) People with disabilities;

(d) Environmental health disparities, such as those indicated by the diesel pollution burden portion of the Washington environmental health disparities map developed by the department of health, or other similar indicators;

(e) Location on or adjacent to tribal lands or locations providing essential services to tribal members;

(f) Crash experience involving pedestrians and bicyclists; and

(g) Identified need by the community, for example in the state active transportation plan or a regional, county, or community plan.

(4) It is the intent of the legislature that the connecting communities program comply with the requirements of chapter 314, Laws of 2021.

(5) The department shall submit a report to the transportation committees of the legislature by December 1, 2022, and each December 1st thereafter identifying the selected connecting communities projects for funding by the legislature. The report must also include the status of previously funded projects.

(6) This section expires July 1, 2027.

⁶ US Census data cutoff point only allows analysis of people above or below 200% FPL, not precisely at 200%.

APPENDIX B: METHODOLOGY FOR IDENTIFICATION OF PRIORITIZED AREAS

This analysis scores Census Block Groups in Washington based on their degree of equity and environmental justice need for the purpose of identifying and prioritizing investment locations for the Connecting Communities Pilot Program. Each Block Group receives a score based on several factors related to vulnerable populations and environmentally burdened communities, and these scores are added together to create the final score.

As this approach relies on criteria specified in underlying state legislation and the Connecting Communities Pilot Program statute, it does not precisely match other means of identifying overburdened communities, such as the federal Justice40 criteria, EJ Screen, or the Department of Health Environmental Health Disparities Map.

Data Collection and Aggregation

The demographic, health, and environmental data used to calculate the vulnerable populations and overburdened community scores come from two sources, each with several measures, as listed below.

- 1. U.S. Census 2016-2020 American Community Survey (ACS) – Block Group level**
 - a. Population less than 18 years of age
 - b. Population age 65 or older
 - c. Housing cost-burdened households (spending over 30% of income on housing)
 - d. Black, Indigenous, People of color
 - e. Households with 1 or more persons with a disability
 - f. Ability to speak English – less than very well
 - g. Household income below 200% of the federal poverty level⁷
 - h. Zero to one car households
 - i. Unemployment
- 2. Washington Environmental Health Disparities (EHD) Map – Census Tract level**
 - a. Transportation expense (%) for moderate income families
 - b. Limited access to healthy food
 - c. Low birthweight (<2500 grams)
 - d. High rate of hospitalization, based on the maximum rank value from the following variables:
 - i. Death from cardiovascular disease
 - ii. Cancer deaths
 - iii. Lower life expectancy at birth
 - iv. Premature death
 - e. Environmental exposures
 - f. Environmental effects
 - g. Diesel pollution burden

⁷ Legislation refers to households “at or below 200% of the federal poverty level.” US Census data cutoff point allows analysis of people below 200% or 200% and above.

All measures from the U.S. Census and measures (a) through (d) from the EHD map are used in the vulnerable population score, while measures (e) through (g) from the EHD map are used for the overburdened community score.

Data transformations are then applied to the ACS demographic data to normalize each measure, such as calculating the percent of the population that is less than 18 years of age. These normalized values are used in the analysis going forward. Data from the EHD Map are all downloaded in the form of 1-10 rank values that represent relative socioeconomic and environmental risk factors in communities.⁸ For example, a Census Tract with a score of 8 for the Environmental Exposures measure experiences similar relative environmental exposure as all other Washington Census Tracts with a score of 8. Each rank value represents 10% of communities in the state. These ranks are used instead of raw scores as the EHD map cannot show all of the raw data for certain measures, such as low birthweight, given privacy restrictions in publishing health-related data. Additionally, the environment-related EHD Census Tract rankings such as Environmental Effects are best analyzed at the rank level in order to incorporate several underlying raw metrics as one score.

As the EHD map uses 2010 Census Tract boundaries, these data must be imputed to all Block Groups that fall within or overlap with each tract. The Block Group level ACS data uses the latest 2020 Block Group boundaries, so in some cases, Block Groups overlap with multiple 2010 tracts. In these cases, we imputed the weighted-average rank of all tracts that overlap with a given block group, weighted by the amount of overlap between the Block Group and Tract.

Population Center and Tribal Area Assignment

Next, Block Groups are assigned to population centers or tribal areas. Population centers include all cities, towns, and census designated places (CDPs) per the 2020 U.S. Census geographies, downloaded from U.S. Census TIGER. For purposes of CCPP tribal areas include Federal American Indian Reservations, Off-Reservation Trust Lands, as well as areas within five miles of Indian Health Service (IHS) facilities, Washington State Tribal Colleges, and Indian Organizations listed by the Governor's Office of Indian Affairs.

A Block Group that falls within or touches a population center is associated with that population center for the purpose of this analysis, regardless of the amount of overlap. Block Groups that touch multiple population centers are associated with all population centers in which they have any overlap. All Block Groups that do not touch any population center but fall within or touch a tribal area are also included in this analysis. Block Groups that do not touch a population center or tribal area are excluded from further analysis.

Block Group Scoring

Individual scores are calculated for each measure, which then sum up to aggregate scores for vulnerable populations and overburdened communities as well as a combined final score. Block Group scores based on demographic measures from the ACS data are calculated relative to other Block Groups in similarly

⁸ [Washington Environmental Health Disparities Map: Cumulative Impacts of Environmental Health Risk Factors Across Communities of Washington State](#)

sized population centers or in tribal areas. To that end, the following categories are used for all Block Groups:

1. Rural tribal area
2. 1,000 people or less
3. 1,001 – 10,000 people
4. 10,001 – 25,000 people
5. 25,001 – 50,000 people
6. 50,001 – 100,000 people
7. 100,001 – 250,000 people
8. More than 250,000 people

These sizes are selected based on the distribution of population center sizes across Washington, using 2020 U.S. Census population data at the city/town/CDP level. If a Block Group's value for a given demographic measure is at or above the 80th percentile within its population center size category, it is given 2 points for that factor. If its value is at or above the 60th percentile within its population center size category, it is given 1 point. All other Block Groups receive 0 points for that factor.

This analytical decision does not indicate that those locations with 0 points have no vulnerable population; it was selected as a cutoff point to create a prioritized set of locations for development of the Year One list. Block groups that overlap with or touch multiple population centers that have different sizes are assigned the highest possible point value based on all overlapping population centers.

For the health and environmental measures sourced from the EHD map, scores are applied based on the measure's rank value. Block Groups with a rank of 9 or 10 are given 2 points, and Block Groups with a rank of 7 or 8 are given 1 point. This is applied statewide without any scaling within population center sizes, as is performed for the demographic metrics, to ensure that Block Groups with similar environmental or health burdens across the state are scored evenly.

Finally, 1 additional point is given to Block Groups that fall within or touch a tribal area, as previously defined, to give a slight priority to areas serving tribal populations. This score, along with the demographic measures from the ACS as well as the transportation expense, limited access to healthy food, low birthweight, and high rate of hospitalization measures from the EHD Map are summed together to create the total vulnerable population score. The three environmental measures from the EHD Map are summed together to create the total overburdened communities score. These two totals are summed to create the Block Group's final score.

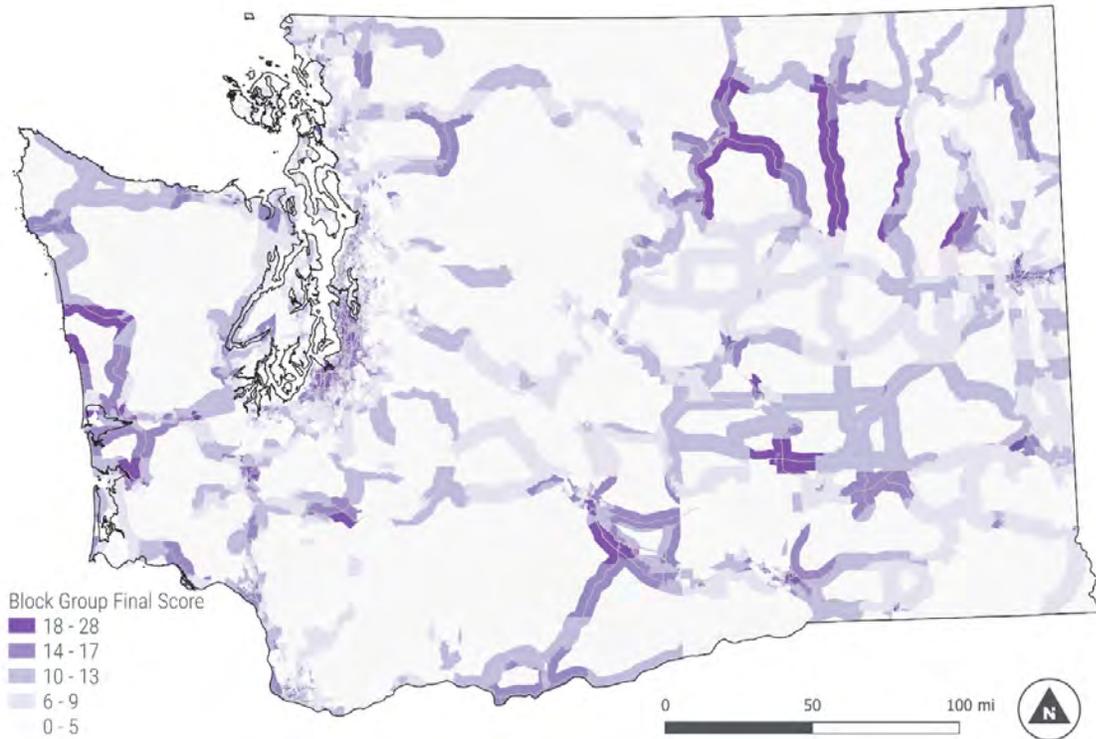
Mapping

Next, some edits are made to the spatial files used in this analysis for visual clarity in mapping. The Block Groups are clipped to just the area within 3 miles of WSDOT state-owned roadways to reduce the size of large rural Block Groups which touch a population center in only a very small part of the Block Group. On the map, Block Groups with a final score of 18 or above are shown as the highest need, while Block Groups with a final score of 14-17 are shown as medium-high need.

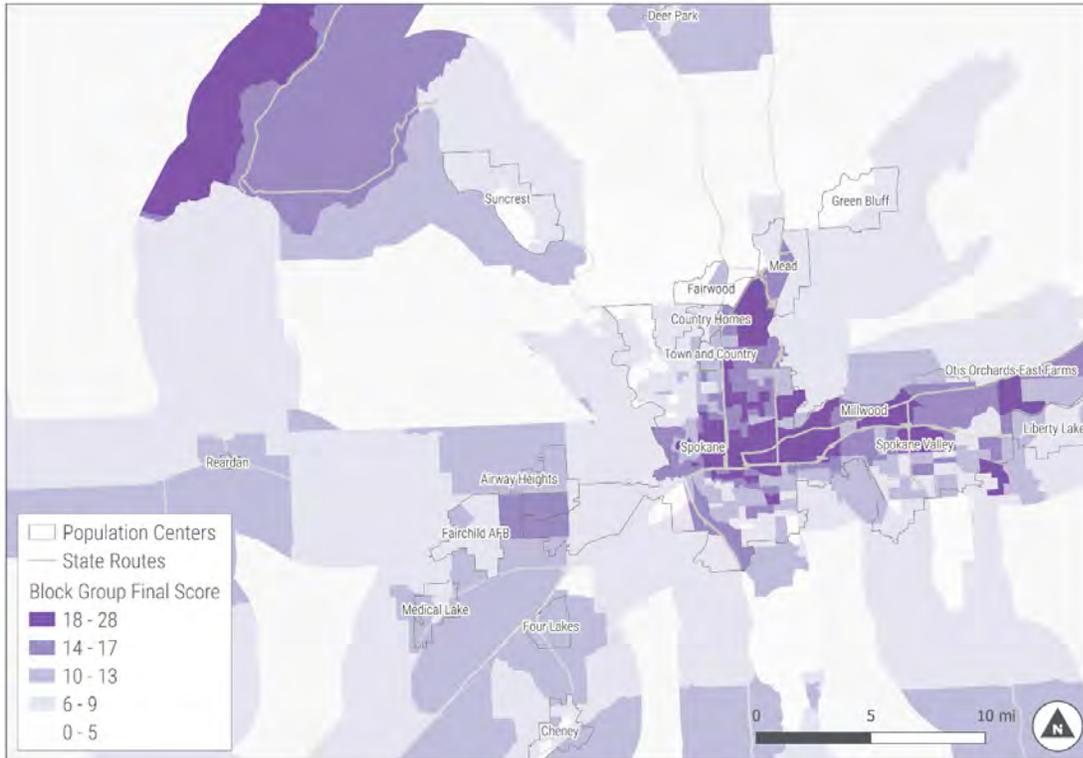
Safety Needs

All pedestrian and bicyclist crashes that happened during the five-year period from 2017 to 2021 were added to the map and reviewed using a simple visual assessment to assist with project selection. Projects near high crash-density areas are given higher priority.

MAP 3: BLOCK GROUP SCORING (ALL EQUITY NEED CATEGORIES)



MAP 4: SPOKANE AREA SCORING AND POPULATION CENTERS



APPENDIX C: LIST OF STAKEHOLDERS ENGAGED

Organization / Agency (Specialty)	Stakeholders
WSDOT (Funded Capital projects)	Tim Rydholm
WSDOT (HEAL Act Implementation)	Alberto Valentin, Charlene Kay
WSDOT Tribal Relations	Megan Cotton, Megan Nicodemus
WA Transportation Improvement Board (TIB)	Ashley Probart, Vaughn Nelson
Disability Rights Washington	Anna Zivarts
Lewis Clark MPO	Shannon Grow
Front and Centered	Paulo Nunes-Ueno
Island County	Connie Bowers
Tri County Economic Development District (TEDD)	Jeff Koffel, Frank Metlow
SW WA Regional Transportation Council	Matt Ransom, Lynda David, Jennifer Campos
Walla Walla Valley MPO	Andy Gomez, Timothy Barrett
Thurston RPC	Marc Daily, Katrina Van Every
Yakima Valley COG	Christina Wickenhagen, Alan Adolf
Chelan Douglas County	Jeff Wilkens, Riley Shewak
Cowlitz Wahkiakum COG	Bill Fashing, Robert Stevens
Puget Sound Regional Council (PSRC)	Kelly McGourty, Paul Inghram
Whatcom COG	Bob Wilson, Ron Cubellis, Hugh Conroy
Spokane RTC	Lois Bollenback, Eve McMenemy
Skagit COG	Kevin Murphy, Mark Hamilton, Grant Johnson
Colville Tribes	Richard Palmer, Brenda Whalawitsa
Benton Franklin COG	Michelle Holt, Erin Braich
Palouse RTPO	Shaun Darveshi
Wheelhouse Community Bike Shop	Francesca Maier
Jamestown S'Klallam Tribe	Wendy Clark-Getzin
WSDOT NW Region, Mount Baker Area	Elizabeth Sjostrom, Todd Carlson
WSDOT Olympic Region	George Mazur, Ashley Carle, Yvette Liufau
WSDOT South Central Region	Paul Gonseth
WSDOT SW Region	Laurie Lebowsky, Kelly Smith
WSDOT Eastern Region	Charlene Kay, Shea Suski
WSDOT North Central Region	Kathy Murray, Jeff Deal, Tyler Stavnes
WSDOT NW Region	April Delchamps
WSDOT Tribal Relations	Megan Cotton
Department of Health	Elise Rasmussen
Mason County / Port Orchard / Peninsula RTPO	Bek Ashby, Randy Neatherlin, Thera Black

APPENDIX D: POLICY REVIEW MATRIX

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
RCW 47.04.380 Connecting Communities Program	2022	This legislative language established the Connecting Communities Pilot Program and specified the need for a yearly report to the legislature due every Dec. 1 until the program end date.	Overburdened communities as defined in RCW 70A.02.010 to mean a geographic area where vulnerable to mean a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts, and includes, but is not limited to, highly impacted communities as defined in RCW 19.405.020	Vulnerable populations as defined in RCW 70A.02.010 to mean population groups that are more likely to mean population groups that are more likely to be at higher risk for poor health outcomes in response to environmental harms, due to adverse socioeconomic factors, such as unemployment, high housing, and transportation costs relative to income, limited access to nutritious food and adequate health care, linguistic isolation, and other factors that negatively affect health outcomes and increase vulnerability to the effects of environmental harms; and sensitivity factors, such as low birth weight and higher rates of hospitalization. Vulnerable populations include, but are not limited to: Racial or ethnic minorities, low-income populations, populations disproportionately impacted by environmental harms, and populations of workers experiencing environmental harms

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
Washington State Active Transportation Plan 2020	2020	<p>This plan assesses the statewide needs of active transportation users who walk or roll by defining the state’s interest in the statewide active transportation network. It identifies how active transportation contributes to the state’s transportation, health, environmental, economic, and land use goals.</p> <p>The plan specifically acknowledges the effects of infrastructure decisions on safety and mobility in places with deeper health and transportation inequities, including redlined neighborhoods, tribal lands, and places where more people rely on active transportation and/or transit access to meet everyday travel needs. Goals include connectivity, safety, opportunity, participation, and partnership. Recommendations include developing implementation plans, prioritizing investment in high-need communities, closing gaps created by state highways, reducing level of traffic stress, aligning actions with state's Target Zero goal, and completing a statewide active transportation network.</p>	Washington State Dept. of Health. Washington Environmental Health Disparities Map.	<p>Figure 1-6: Goals associated with performance measures and equity checks to help determine whether performance is improving, particularly where needs are higher. Some metrics and equity checks will require development of additional information sources. Equity checks will be further refined based on requirements of the Healthy Environment for All (HEAL) Act passed by the legislature in 2021.</p>

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
WSDOT Strategic Plan	Ongoing	The goals of this plan include diversity, equity, inclusion, resilience, and workforce development. The resilience goal is to plan and/or invest resources to improve our ability to mitigate, prepare for, and respond to emergencies, combat climate change, and build a transportation system that provides equitable services, improves multimodal access, and supports Washington's long-term resilience.	Not stated	Not stated
WSDOT Complete Streets Policy	2022	The purpose of this policy is for WSDOT to incorporate "Complete Streets" features for certain specified projects. Complete Streets principles apply on all projects starting design on or after July 1, 2022, that have a cumulative budget for all phases (PE, RW and CN) of \$500,000 or more that are in incorporated cities, or in areas where active transportation network gaps have been identified in WSDOT (or local) plans, or overburdened communities exist, unless there is a compelling reason to not implement, and as approved by the Region Administrator.	As defined in RCW 70A.02.010, an overburdened community is a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts.	The aforesaid RCW further defines vulnerable populations as being groups that are more likely to be at higher risk for poor health outcomes in response to environmental harms and includes but is not limited to: (i) racial or ethnic minorities; (ii) low-income populations; (iii) populations disproportionately impacted by environmental harms; and (iv) populations of workers experiencing environmental harms.
RCW 47.24.060 Street access— Principles of complete streets— Requirements	2022	This legislative language established the Complete Streets principles on projects that provide street access, with all users in mind, including pedestrians, bicyclists, and public transportation users. This is the legislative language for the WSDOT Complete Streets Policy, above.	Not stated	Not stated

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
Washington State Transportation Plan	2019	This plan outlines six statewide transportation goals: economic vitality, preservation, safety, mobility, environment and health, and stewardship. The overall aim of the goals is to make the best use of existing infrastructure, increase safety and efficiency while keeping life cycle costs low, increase travel choices and system reliability, and align transportation policies and investments to support statewide economic, societal, and environmental objectives.	Not stated	Not stated
WSDOT Equity Study	2021	This study examines several questions related to equity within WSDOT. One key question is: What value and benefits do different income and racial groups receive from transportation system investments? The findings of the study indicate that statewide investments are becoming highly car-based which is disadvantageous to low-income individuals. The study notes that active transportation can fill gaps in transportation, however, investment is not always placed equitably for those who use public transportation the most. Equitable transportation planning should involve community and incorporate multiple forms of transit.	Not stated	Not stated
Washington State Strategic	2019	This plan reviews the state's intent to achieve zero traffic related deaths, and the progress	Not stated	Traffic crashes are a serious public health problem, especially in

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
Highway Safety Plan (Target Zero 2019)		toward that goal. The goals of this plan are to view transportation equitably, consider strategies, target investments using data, and support ongoing initiatives. Key findings include: fatalities and serious injuries involving pedestrians and bicyclists increased 41%, from 2015-2017 compared to the previous data set while nationally, pedestrian and bicyclist deaths increased 20% during the same time period.		communities with poverty rates higher than the state average, and were the 11th leading cause of death for Washington residents. Serious injury and fatal crashes are more likely for people living in poverty, which includes an overrepresentation of people of color, the elderly, and people with disabilities. Additional vulnerable populations include young people, people with limited English proficiency, and people living in rural areas.
JTC Statewide Transportation Needs Assessment	2020	In 2019, the Washington State Legislature requested this assessment of statewide transportation needs and priorities over the 10-year timeframe of 2022-2031 across all jurisdiction types and modes. The purpose of this study is to assess statewide transportation needs and priorities and to identify existing and potential transportation funding mechanisms. The assessment includes the WSDOT Active Transportation Plan (ATP) efforts and estimates \$7.95 billion is needed for 10-year funding to achieve the ATP goals.	Not stated	Not stated
Environmental Justice Task Force Report	2020	The goals of this report are improving government accountability to communities; incorporating EJ into government structures,	Communities who experience	Environmental Equity Environmental equity will be achieved when no single group or community

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
		<p>systems, and policies; investing equitably, and improving environmental enforcement. Two sections particularly relate to the CCPP: the goal of investing equitably, and the recommendations for how to use the EHD map to identify overburdened communities.</p>	<p>disproportionate environmental harms and risks due to exposures, greater vulnerability to environmental hazards, or cumulative impacts from multiple stressors.</p>	<p>faces disadvantages in dealing with the effects of the climate crisis, pollution, environmental hazards, or environmental disasters. Health Equity refers to everyone having the opportunity to attain their highest level of health. Sensitive Populations Those who are at greater risk due to biological/intrinsic vulnerability.</p>
<p>WSDOT Human Services Transportation Plan</p>	<p>2022</p>	<p>The goals of this plan include accessibility, safety, and ease of use. The plan strategies include supporting flexibility for use of federal funds, updating grant-selection processes, updating WSDOT planning guidance, and developing methodologies within WSDOT to identify the unmet needs of people with mobility barriers.</p>	<p>Not stated</p>	<p>Not stated</p>
<p>Transportation System Policy Goals</p>		<p>The goals include preservation, safety, stewardship, mobility, economic vitality, and environment. More information on these goals is included in the Washington State Transportation Plan.</p>		
<p>State Energy Strategy</p>	<p>2020</p>	<p>This strategy includes the following relevant goals: improving health outcomes through cleaner transit options, improving accessibility for people without vehicles, establishing accountability measures for transportation emissions, and adoption of a low carbon fuel standard.</p>	<p>EJ Task Force definition</p>	<p>EJ Task Force definition</p>

Policy Document	Year	Summarized Policy Foundation for CCPP	Overburdened Communities Definition	High Equity Needs Definition
HEAL Act	2021	The new law requires state agencies to conduct environmental justice assessments when taking significant action and requires the integration of environmental justice principles in a host of decision processes including budget development, expenditures, and granting or withholding of benefits.	"Overburdened community" means a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts, and includes, but is not limited to, highly impacted communities as defined in RCW 19.405.020.	<p>"Vulnerable populations" means population groups that are more likely to be at higher risk for poor health outcomes in response to environmental harms, due to:</p> <ul style="list-style-type: none"> (i) Adverse socioeconomic factors, such as unemployment, high housing and transportation costs relative to income, limited access to nutritious food and adequate health care, linguistic isolation, and other factors that negatively affect health outcomes and increase vulnerability to the effects of environmental harms; and (ii) sensitivity factors, such as low birth weight and higher rates of hospitalization. <p>"Vulnerable populations" includes, but is not limited to:</p> <ul style="list-style-type: none"> (i) Racial or ethnic minorities; (ii) Low-income populations; (iii) Populations disproportionately impacted by environmental harms; and (iv) Populations of workers experiencing environmental harms.

APPENDIX E: FUNDING SOURCE MATRIX

Name	Description	Eligibility
<u>Pedestrian/ Bicyclist Program</u>	The purpose of the Pedestrian/ Bicyclist Program is to improve the transportation system to enhance safety and mobility for people who choose to walk or bike.	All public agencies and tribes in Washington are eligible to apply.
<u>Safe Routes to School</u>	The purpose of the Safe Routes to School Program is to improve safety and mobility for children by enabling and encouraging them to walk and bicycle to school. Funding from this program is for projects within two miles of primary, middle and high schools (K-12). Funded by both federal and state funds.	All public agencies and tribes in Washington are eligible to apply.
<u>Highway Safety Improvement Program (HSIP)</u>	The federal Highway Safety Improvement Program (HSIP) goal is to reduce fatal and serious injury crashes by implementing the Washington state Strategic Highway Safety Plan (Target Zero). WSDOT’s programs include the City Safety program, the County Safety program, and the Railway- Highway Crossing program. Combined, these programs include a percentage for high risk rural roadways and approximately \$2 million/biennium for the Safe Routes to School program.	All cities and counties with fatal or serious injury collisions are eligible to apply.
<u>Transportation Alternatives Program (TAP)</u>	The Federal Transportation Alternatives Program provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and improved mobility, community improvement activities and environmental remediation; recreational trail program projects; and safe routes to school projects.	Local agencies, metropolitan planning organizations (MPOs), regional transportation authorities, transit agencies, natural resource or public land agencies, school districts, local education agencies or schools, tribal governments, and any other local or regional governmental entity with responsibility for oversight of transportation that the State determines to be eligible.

<p><u>Surface Transportation Block Grant (STBG)</u></p>	<p>The federal Surface Transportation Block Grant program is the most flexible of all the federal transportation programs and provides the most financial support to local agencies. Types of projects eligible include highway and bridge construction and repair; transit capital projects; and bicycle and pedestrian projects.</p>	<p>All public agencies and MPOs that are responsible for eligible transportation facilities.</p>
<p><u>RCO, Land and Water Conservation Fund (LWCF)</u></p>	<p>Overseen by the state Recreation and Conservation Office, the Land and Water Conservation Fund provides grants to buy property for trails and/or develop public recreation trails. Trails funded in LWCF should provide adequate separation from roadways.</p>	<p>Local agencies; special purpose districts such as port, park and recreation, conservation; state agencies; tribal governments.</p>
<p><u>RCO, Washington Wildlife and Recreation Program (WWRP)</u></p>	<p>Overseen by the state Recreation and Conservation Office, the WWRP Trails category provides grants to acquire, develop, or renovate non-motorized public recreation pedestrian or bicycle trails that provide connections to neighborhoods, communities, or regional trails. Trails funded in this category cannot be part of a street or roadway such as a sidewalk, bike lane, or unprotected road shoulder. Trails adjacent to roadways must be separated by space and/or physical barriers.</p>	<p>Local agencies; special purpose districts such as port, park and recreation; state agencies; tribal governments.</p>
<p><u>Community Development Block Grant – General Purpose Program</u></p>	<p>Provides grant funds for electric vehicle charging infrastructure. Eligible projects must accelerate the market transformation of transportation electrification systems in Washington state and deploy charging infrastructure. Priority is given to public fleets, overburdened communities, and innovative solutions to managing power demand from charging infrastructure.</p>	<p>Counties, cities, special purpose districts, Tribes, and retail electric utilities</p>
<p><u>Public Works Board, Pre-Construction Loan Program</u></p>	<p>Provides low-interest loans for pre-construction activities that prepare a specific public infrastructure project for construction. Eligible projects must improve public health and safety, respond to environmental issues, promote economic development, upgrade system performance, or other evaluation criteria.</p>	<p>Counties, cities, special purpose districts, and quasi-municipal organizations that meet certain requirements. Tribes, school and port districts are ineligible for this program.</p>
<p><u>Public Works Board, Construction Loan Program</u></p>	<p>Provides low-interest loans for public infrastructure construction and rehabilitation. Eligible projects must improve public health and safety, respond to environmental issues, promote economic development, upgrade system performance, or other evaluation criteria.</p>	<p>Counties, cities, special purpose districts, and quasi-municipal organizations that meet certain requirements. Tribes, school and port districts are ineligible for this program.</p>

<p>TIB <u>Small City Active Transportation Program (SCATP)</u> RCW 47.26.345</p>	<p>The TIB Small City Active Transportation Program establishes highly connected pedestrian networks in central business districts. The program constructs and replaces sidewalks to improve pedestrian safety, create system continuity, link pedestrian generators, extend the system and complete gaps. The intent of each project must be transportation-related, not recreational.</p>	<p>The Small City Active Transportation Program is for incorporated cities with a population of under 5,000.</p>
<p>TIB <u>Small City Arterial Program (SCAP)</u> RCW 47.26.345</p>	<p>The TIB Small City Arterial Program establishes the integrity of small city street system while minimizing costs. The program rehabilitates TIB classified arterial streets, enhances street physical condition, corrects geometric deficiencies and improves safety. The program also supports the construction of multimodal features consistent with local needs.</p>	<p>The Small City Sidewalk Program is for incorporated cities with a population of under 5,000.</p>
<p>TIB <u>Urban Active Transportation Program (ATP)</u></p>	<p>The TIB Urban Active Transportation Program establishes highly connected pedestrian networks in downtowns and activity centers. The program constructs and replaces sidewalks to improve pedestrian safety, create system continuity, link pedestrian generators, extend the system and complete gaps. The intent of each project must be transportation-related, not recreational, and the project must be on a federally classified route.</p>	<p>The Urban Active Transportation Program is for counties with urban unincorporated areas and cities with a population greater than 5,000.</p>
<p>TIB <u>Urban Arterial Program (UAP)</u> RCW 47.26.010</p>	<p>The TIB Urban Arterial Program funds projects that enhance arterial safety, support growth and development, improve mobility and physical condition. TIB also rates projects on sustainability and constructability. The program requires sidewalk on both sides of the streets and funds bike lanes when consistent with a local transportation plan.</p>	<p>The Urban Arterial Program is for counties with urban unincorporated areas and cities with a population of 5,000 or greater.</p>
<p>TIB <u>Complete Streets Program</u></p>	<p>The TIB Complete Streets Program Award is a funding opportunity for local governments that have an adopted complete streets ordinance. Board approved nominators may nominate an agency for demonstrating the practice of planning and building streets to accommodate all users, including pedestrians, access to transit, cyclists, and motorists of all ages and abilities.</p>	<p>All cities and counties with an adopted complete streets ordinance are eligible.</p>
<p>Federal Lands Access Program (FLAP)</p>	<p>Helps improve access to federal lands. The program focusing on public highways, roads, bridges, trails, and transit systems.</p>	<p>State, county, town, township, tribal, municipal, or local governments are eligible to apply.</p>

County Fuel Tax RCW 82.80.010	For “highway purposes” as defined by the 18th Amendment, including the construction, maintenance, and operation of city streets, county roads, and state highways; operation of ferries; and related activities	County wide (including incorporated areas).
Vehicle License Fee RCW 82.80.100	License fee based upon the age of the vehicle; excludes vehicles such as farm tractors, snowmobiles, and others.	Regional Transportation Investment Districts (RTID) can impose these vehicle license fees.
Transportation Benefit District RCW 36.73	Allows governments singly or jointly to impose taxes and fees to fund off-site transportation infrastructure improvements.	All cities, counties, and towns are eligible.
Regional Transportation Investment District RCW 36.72	Multiple fund sources: vehicle excise tax, vehicle license fee, regional sales and use tax, parking tax, fuel tax, employer excise tax, vehicle tolls.	Limited to counties within the Puget Sound metropolitan region.
Tax Increment Financing HB 1189 (pending new chapter in RCW Chapter 39)	Allows local governments to allocate a portion of property taxes in a designated area to finance the repayment of public improvements. Designated public improvement areas should encourage private development and must sunset after no more than 25 years.	All cities, towns, counties, and port districts are eligible.

Other agencies and programs also provide funding that may be used for active transportation facilities associated with specific types of improvements or services. For example, transit stop improvements may be funded through grants from WSDOT’s Public Transportation Division, and the state Recreation and Conservation Office provides grants for trails that must be separated from roadways. Additional resources on funding:

- [Transportation Efficient Communities](#)—Transportation Funding Resources in Washington State
- [FHWA Pedestrian and Bicycle Funding Opportunities](#)