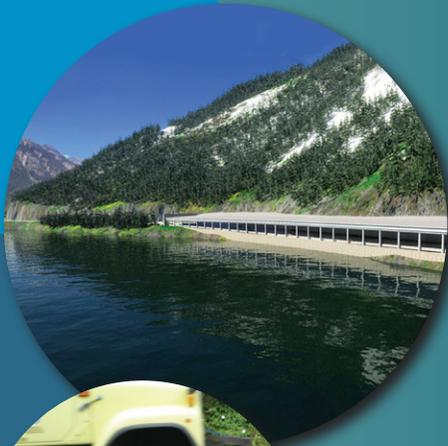


2018 Reflections and Recommendations



The Good



the Bad



and the Ugly



Message from the Chair: The Good, the Bad, and the Ugly



As an independent, citizen body tasked with proposing transportation policy and finance recommendations to the Governor and Legislature, the Transportation Commission conducts extensive outreach statewide to understand local and regional transportation needs and challenges, and to gather public input on state transportation policy. During 2018, with travels that took us from Seattle to Port Angeles to Walla Walla, we saw excellent collaboration and resourcefulness from state and local transportation agencies, and mutually beneficial partnerships between the public and private sector.

The pictures on the cover help to tell the story. The Good News is that the state's economy is booming and many transportation improvements at the local and state level are complete or underway. To cite but a few, the state made Snoqualmie Pass wider and safer; cities are leveraging funding sources to repave roads, build sidewalks, and construct bike paths; and transit systems as small as Clallam Transit and as large as King County Metro are meeting community needs by innovating and changing service delivery.

The Bad News is that the significant investments of the last 15 years in highways, public transportation, and local streets and roads, has followed inadequate investment in the 20 years before that. For example, the I-5 corridor only now is catching up with the impacts of suburban growth of the 1980s and 1990s. In addition, funding for the big state projects coming on line has come in part at the expense of maintaining highways and ferries, and in part by borrowing billions of dollars against future gas tax and vehicle fee revenue. Compounding this challenge, population and employment have continued to grow quickly in significant portions of the I-5 corridor, contributing to overwhelming traffic in the fastest growing parts of the state.

The growing number of deaths and serious injuries from motor vehicle crashes is the Ugly Truth we must face. After declining steadily until 2013, traffic fatalities increased each year afterward from 436 in 2013 to 565 in 2017. Pedestrian fatalities more than doubled in the same time frame, from 50 to 109. Though driving while impaired and speeding remain the primary causes of traffic fatalities, distracted driving is increasingly a cause. Distracted driving is the cause of 30% of fatalities and 23% of serious injuries in crashes in our state.

We must do better – and we can. Preventing the loss of precious lives and maintaining our transportation infrastructure must be our top priorities for 2019.

Sincerely,

A handwritten signature in blue ink that reads "Gerald R. Smith". The signature is fluid and cursive, with a long, sweeping underline.

Table of Contents

Recommendations	2
• Transportation Finance	3
• Preservation	4
• Infrastructure needs	4
• Best practices	5
• Efficiencies	5
• Improved planning and coordination	6
• Technology	7
Overview of 2018 Work and Activities	8
• Tolling and Ferry Fare Actions	8
• Road Usage Charge Assessment	11
• Washington Transportation Plan 2040 and Beyond	12
• Autonomous Vehicle Work Group	13
• Ferry Riders' Opinion Group	15
• Performance Measurement Review	16
• Joint Work with California and Oregon	16
• Naming Transportation Facilities	16
Partners in Transportation	17
• Oak Harbor	18
• Port Angeles	19
• Seattle	20
• Walla Walla	21
• Yakima	22
Commission Facts	23
Commissioners	24

Recommendations



The Transportation Commission proposes policies to the Governor and Legislature to further a comprehensive and balanced statewide transportation system for our state. RCW 47.01.071 directs the Commission to provide policy guidance to the Governor and the Legislature in key issue areas:

- ***Transportation finance;***
- ***Preserving, maintaining, and operating the statewide transportation system;***
- ***Transportation infrastructure needs;***
- ***Best practices for adoption and use by transportation related agencies and programs;***
- ***Efficiencies that will improve service delivery and/or coordination;***
- ***Improved planning and coordination among transportation agencies and providers; and***
- ***Use of intelligent transportation systems and other technology-based solutions.***

Before offering specific recommendations, it is our observation that the statewide transportation network continues to work well, except where growth has outpaced the capacity of roads and public transportation. At the local level, streets and roads are in improved condition in the majority of cities and counties we have visited and non-motorized transportation options are growing in nearly every community.

As in the past, our major concern is insufficient investment in basic preservation and maintenance. The continuing mechanical breakdowns in the state ferry fleet and the growing awareness of the need to prepare and respond to natural disasters emphasize the importance of maintaining and strengthening existing transportation assets.

In this section of the 2018 Reflections and Recommendations, the Commission addresses the statutory directive to provide the Governor and Legislature policy guidance and recommendations. Most of the following recommendations also are included as near-term recommendations in the Washington Transportation Plan.

Transportation Finance

Address the growing backlog of maintenance and preservation at state and local levels, prioritizing investments in the existing system before allocating funds to make it larger. More investment dedicated to maintaining and preserving the existing transportation system is needed to keep life cycle costs as low as possible and avoid much costlier reconstruction or replacement projects. It is irresponsible to fund projects that add system capacity at the expense of needed maintenance and preservation of the existing system.

Establish alternative, sustainable revenues to meet statewide transportation needs, based on results of on-going research into road usage charging and other approaches. As vehicles become more fuel-efficient, Washington cannot continue to rely as it has on the gas tax as a viable long-term funding source for transportation. The Road Usage Charge pilot project will provide useful insights as to the suitability of a user-fee based system to support ongoing system funding needs. Continued progress on identifying and implementing a reasonable, sustainable alternative revenue source underpins the rest of Washington's transportation objectives.

Direct substantial revenue from a carbon tax or fee, if enacted, to transportation needs, with a first priority on funding programs and projects that reduce or mitigate carbon emissions. Much of a carbon tax or fee ultimately would be paid by those who either purchase carbon-based vehicle fuels, or who benefit from services provided by vehicles powered by carbon-based fuels. As a result, a significant share of that revenue should benefit the transportation sector, with a top priority being placed on investments that result in a reduction in emissions. This revenue would help address a critical problem – over 40% of the state's carbon pollution comes from cars, trucks and other transportation sources.

Support efforts to diversify grant funding sources for cities and counties to reduce additional costs due to federal funds. When federal funds are used on some city and county projects, the effectiveness of this funding is constrained by administrative and reporting requirements that may increase costs disproportionate to the overall project cost. Because of the added administrative demands that come with federal dollars,

many local agencies in Washington forego or delay the project because they lack the resources and expertise available to effectively manage their own federally funded projects, though they regularly manage their own local and state funded projects. The state should explore ways to diversify the revenue stream available to grant applicants, and reduce the challenges posed by federal funds, to help stretch limited resources and get city and county projects delivered more efficiently and cost-effectively.

Remove the ten-year sunset clause associated with the voter-approved local option sales tax authorized for

Transportation Benefit Districts (TBD). Local jurisdictions have two mechanisms for generating revenue using a TBD. One is a \$20 - \$40 vehicle license fee; this does not require voter approval and remains in effect indefinitely. The other is a 2/10 percent retail sales tax, which does require voter approval and is subject to a ten-year term limit. This puts more restrictions on the voter-approved tax than the fee that is not subject to voter approval. Local jurisdictions should have

the authority to establish the duration of a TBD sales tax for transportation and let the voters decide.

Identify a dedicated source of revenues for improvements that increase system resilience. The capacity for Washington to effectively respond and recover after a disaster will depend in large measure on how well our transportation system withstands the shock. The answer to that is going to depend on how we fund that system. Revenues dedicated to resiliency planning and implementation will support those response and recovery efforts that are in our future.

Provide additional resources for Regional Transportation Planning Organizations (RTPOs) and Metropolitan Planning Organizations (MPOs) to support local-regional-state collaboration and coordination. RTPOs and MPOs are at the forefront of local-regional-state collaboration and coordination, but the resources available for that work are stretched thin and have not increased over the years in the same way that their responsibilities have increased. Additional coordination is needed to understand and manage the uncertainties and pace of change facing every region. Regional agencies will require additional resources to take on this additional work.



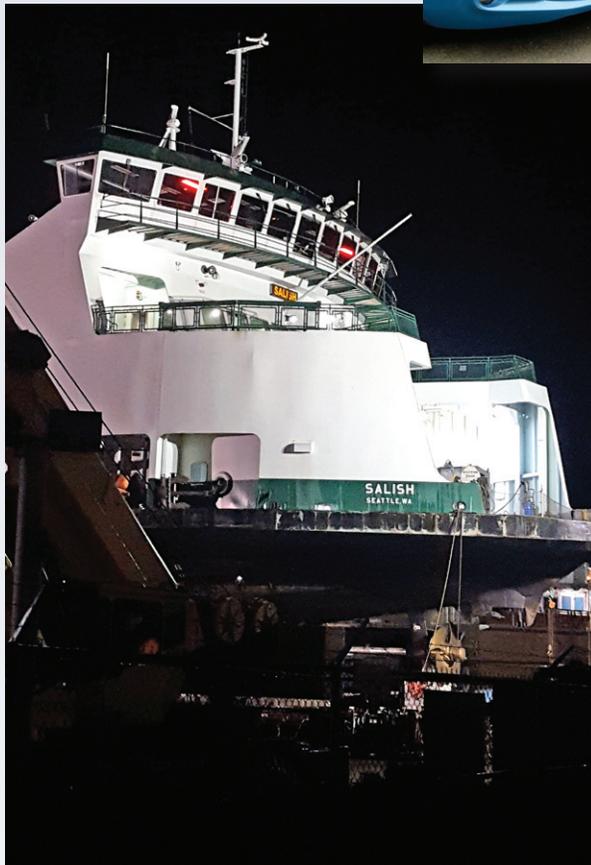
The 90-year old US 101 Bridge over the Elwha River is scheduled for replacement beginning in 2019. Since removal of the Elwha Dam, the river course and flow has changed dramatically, resulting in significant erosion around the bridge foundations. The new bridge will open for traffic in fall 2020.

Preservation

Increase revenues dedicated to all aspects of maintenance and preservation of the transportation system statewide. Agencies responsible for operating and maintaining the transportation system struggle to find the resources to keep life cycle costs low through effective system maintenance and preservation. Deferred maintenance means that ferries don't last sixty years as planned, and buses have increased breakdowns. It can mean spending eight times as much to reconstruct roadways as it would have cost to perform optimal pavement management.

WSDOT's highway system, which makes up 11 percent of total lane miles in the state, receives only 55% of the annual revenue it needs for preservation. Multiply that across the remaining 89% of roadways, along with transit, ferries, and non-motorized facilities, and the preservation deficit is unaffordable, in terms of costs or system disruptions.

Prohibit the legal use of studded snow tires on public roadways within five years. Studded tires are estimated to cause an estimated \$20 to \$29 million in damage to Washington's highways annually, and that does not include damage to local streets and roads. Tires with metal studs have been banned in more than a dozen states. Studies show all weather tires perform better than studded tires in the vast majority of winter driving conditions because they have better contact with the road surface, except when driving on solid ice. The studded tire fee of \$5, implemented in 2016 on the sale of every studded tire in Washington, covers only a small fraction of the cost of damages they cause to public roads and highways.



Infrastructure Needs

Provide guidance to cities, counties, and transit agencies on business models and funding mechanisms that can enable them to plan for and stimulate an expansion of electric vehicle charging stations across Washington. In Washington, where over 90% of our energy comes from renewable sources, supporting the growing interest in electric vehicles is a benefit to the environment. Many local jurisdictions would like to reap the potential benefits associated with EV, including boosts to their tourist economy, reducing greenhouse gas emissions, and increasing energy independence, but most do not want to be in the business of owning and operating the necessary infrastructure. Implementation guidance can help to successfully expand Washington's EV network.



Encourage more consultation between the legislature and RTPOs and MPOs to review legislative funding recommendations for consistency with established regional priorities. As required by law, RTPOs and MPOs convene local and state transportation agencies across the state in an ongoing collaborative planning process to understand and address near-term and long-term mobility issues. Regional processes prioritize projects and programs in a consistent and coordinated fashion. Active consultation with RTPOs and MPOs as a part of statewide funding initiatives can ensure state investments align with established regional priorities.

The Salish in dry dock in Anacortes for emergency repairs.

Best Practices

Increase revenues dedicated to transportation system safety education and enforcement activities.

Communities across Washington have committed to eliminating fatal and serious injury crashes by 2030, as recommended by Target Zero, Washington's strategic highway safety plan. The Traffic Safety Commission identifies factors like distracted driving, speeding, and impairment as the overwhelming contributors to serious crashes. Education and enforcement are effective counter-measures. Yet transportation safety funding is directed primarily at engineering and construction, not education or enforcement.

Develop a Transportation Equity Analysis toolkit for use in evaluating the benefits and impacts of transportation policies and investments on historically marginalized populations in Washington.

Most planners and policy makers are sincerely interested in achieving equity objectives but are unsure of where to begin. Uncertainty as to which impacts matter the most, how to measure them, and what populations are affected by different impacts can make it easy to avoid taking any steps. A toolkit that reflects the diversity of Washington's people, communities, and transportation system needs can help local, regional, and state transportation agencies better understand disparities so that meaningful progress can be made in addressing them.

Identify and dedicate sufficient resources necessary to remove critical fish barriers from transportation facilities.

The ability of salmon and steelhead to swim upstream to their spawning grounds is vital to their recovery across Washington. In the past, transportation facilities were built without adequate attention to fish passage. Increased funding in recent years has enabled removal of hundreds of fish passage barriers from state highways and opened up over 1,000 miles of upstream habitat for fish resources, but the need dwarfs this effort. It is estimated that more than \$2 billion is needed to fully comply with a federal court injunction and timeline to address fish barriers.



Whether commercial or recreational, maritime transportation is a major industry and benefit to our state.



WSDOT operates six regional transportation management centers, which gather real-time information and data 24 hours a day, 7 days a week from many sources including traffic detectors, CCTV cameras, ramp meters and through communications with WSP, road crews, WSDOT's incident response teams and media traffic reporters.

Efficiencies

Reduce unnecessary permitting delays, especially on preservation and maintenance projects where the potential for environmental impact is minimal.

Permitting basic preservation and maintenance of existing facilities, as well as in-kind replacement in some cases, should not take years. Guidance on programmatic Categorical Exclusions—what qualifies for Categorical Exclusion and how to document the process to ensure a streamlined process—help reduce the time for environmental permitting on low-risk projects. This makes them more cost-efficient and allows for faster implementation. It also frees up resource agency capacity to focus on more impactful or complex environmental reviews.

Ensure management of transportation system operations is a front-line strategy for highway and roadway system improvements, ranging from passive operations strategies in less congested corridors to more active strategies for managing demand and operations in constrained urban corridors.

WSDOT's Practical Solutions approach promotes the use of Transportation System Management and Operations (TSMO) to improve operating efficiency and safety before considering strategic system expansion. Practical solutions support the right investment in the right location at the right time. Beyond TSMO, other important strategies include adequate park-and-ride facilities that support seamless intermodal connections, and an array of Travel Demand Management measures that reduce overall need for single-occupancy vehicle travel.

Catalogue the various transportation performance measures currently monitored by local, regional, and state agencies to determine what gaps

and duplication, if any, exist in monitoring system performance. Performance measures help us understand if our investments are making progress in the desired direction. Dozens of performance measures are being collected and evaluated across all levels of government, some in response to state or federal mandates and others to meet local or regional objectives. A better understanding of those measures currently being monitored is important to determine what gaps and duplication, if any, exist.

Improved Planning and Coordination

Revise statutory policies linking transportation and land use as they relate to urban congestion, informed by findings of the William D. Ruckelshaus Center’s “Roadmap to Washington’s Future” project and augmented with additional research where necessary.

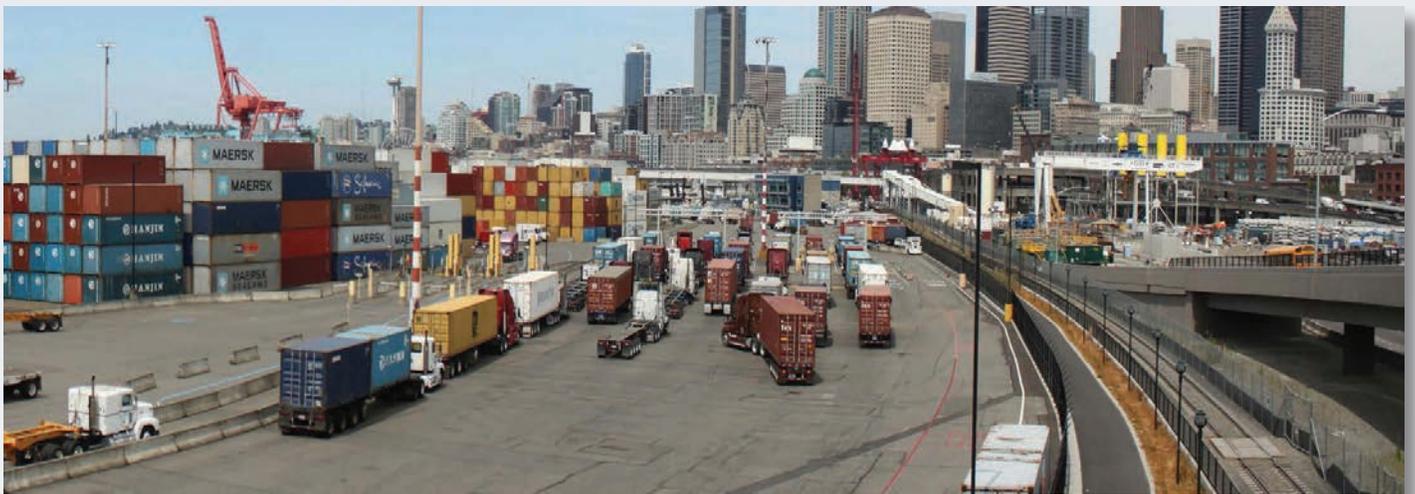
At its passage in 1990 and with later revisions, the Growth Management Act included provisions to ensure that appropriate infrastructure and services will be provided concurrent with new development. Over the last 25 years our thinking has evolved about how system performance is measured and in turn, what that means for integrated transportation-land use decision making. Intractable congestion on some of Washington’s most urban corridors raises questions as to whether concurrency, as defined in Chapter 36.70A RCW, can be applied more effectively to manage growth. This may include more multimodal mechanisms in some areas, strategies to redistribute growth to other areas with sufficient capacity to accommodate it, or other measures.

The Ruckelshaus “Roadmap to Washington’s Future” project is expected to identify additions, revisions, or clarifications to the GMA framework of laws, institutions, and policies needed to support a local jurisdiction’s ability to manage growth. A refresh of earlier research can fill in analysis gaps in the Ruckelshaus work. In the meantime, cities, counties, RTPOs, and WSDOT should continue to engage in efforts to identify innovative practices that make concurrency an effective growth management tool for the 21st century.

Ensure local land use policies prevent encroachment on Essential Public Facilities that support freight mobility. A quarter of Washington’s GDP is dependent on international trade. Incompatible development has the potential to threaten the viability of Washington’s ports and the critical freight infrastructure on which they depend.

RCW 47.06.140 defines transportation facilities of statewide significance and states that these also are Essential Public Facilities subject to the requirements of RCW 36.70A.200. Freight corridors that serve marine terminals engaged in interstate and international trade are specifically identified as transportation facilities of statewide significance and as such, are Essential Public Facilities. Although cities and counties planning under the GMA must specify the process for identifying and siting Essential Public Facilities, they are not required to protect those facilities from encroachment by incompatible land uses.

Ensure Washington’s freight transportation system is responsive to the technologies and market forces that are reshaping freight mobility, supply chain logistics, and commercial vehicle operations, and can support the state’s economic vitality and public interests under a range of plausible future conditions. The importance of trade in the state’s economy compels us to anticipate and prepare as best as possible for the likely implications of these changes for freight mobility and the transportation system on which it relies, including Washington’s marine ports, intermodal freight facilities, strategic waterways, international border crossings, air cargo facilities, highways, streets, and roads, as well as its trade-based economic sectors. The public sector also must prepare for those new technologies so that public and private interests are served and that decisions and investments made today meet the state’s future freight mobility needs and support a strong economy.



Rain or shine, the Northwest Seaport Alliance is always moving cargo.

Adequately plan for and provide first- and last-mile access as a part of regional and statewide mobility strategies to support transit and freight transport. A robust transit system or intermodal freight system can deliver people and goods efficiently—assuming people and goods can get to or from those systems. The notion of first- and last-mile access refers to the first and last legs of these transit and freight trips. A complete trip—from origin to destination—typically involves one or more connections at either end in addition to what may be the longest trip segment in the middle. Emerging technologies are creating new ways for shippers, transit agencies, and planners to think about and accommodate these connections efficiently and reliably.

Ensure those involved in the siting of schools and other public facilities explicitly include transit, walk, and bike access in their decision-making process. Many of the people who visit public buildings do not own personal vehicles, whether they are children, seniors, people with disabilities, or low-income community members. With that in mind, it is important that public agencies strive to maximize safe and convenient multimodal access whenever public funds are involved.

Explore ways for transit and state agencies to collaborate more effectively with land developers to create efficient mixed-use centers in the vicinity of multimodal transportation hubs. Park-and-ride lots and multimodal transportation hubs are places with great potential to support more mixed-use development that in turn generates demand for efficient transit, non-motorized, and rideshare travel. Housing located on-site supports affordability objectives since parking requirements can be reduced for the developer, and travel costs are reduced for individuals. This also eliminates some of the first-mile/last-mile dilemma facing many transit riders. State law allows transit agencies to pursue appropriate development but few agencies have experience with this. Several projects have been completed that can provide insights for more transit agencies to partner for transportation-efficient development.



New mixed-use development is blossoming at Link Light Rail stops throughout the system.

The Legislature should direct development of a strategic tolling policy plan setting a systemic path forward on tolling into the future. A strategic tolling policy plan would be forward looking and at a minimum:

- establish a high-level roadmap for development of future toll facilities;
- identify policies to integrate current and future toll facilities and enhance overall transportation system performance; and
- evaluate the cumulative impacts of tolling on specific regions or populations.

With tolling on the SR 99 tunnel beginning in 2019, and an additional three tolling projects in the planning stages, this is an optimum time to develop a strategic tolling policy plan. It would build upon recent WSDOT and Commission efforts in support of system-wide coordination for tolling policies and operations, including the Transportation

Commission's adoption of consistent toll policies across all facilities, and a strategic operations plan for tolling completed by WSDOT in recent years.

Technology

Promote development of a seamless, statewide mobility system with interoperability between public transit, ferry systems, and mobility services providers across the state. Figuring out what transportation options exist and how much they cost or how to pay for transit when transferring between systems can be confusing and act as a deterrent to wider use of transit. New cloud-based, open-source platforms provide an opportunity to extend the ORCA universal pass concept in an affordable way to include more transportation alternatives, from hiring a ride to transit connections.

Overview of 2018 Work and Activities



Tolling and Ferry Fare Actions

Tolling and Ferry Fare Actions

Tolls and ferry fares are projected to generate nearly \$785 million during the 2017 – 19 biennium. This is a significant and growing portion of the state’s transportation budget, raising revenue for major capital improvements and system operations, and improving traffic flow on key corridors. Ferry fares generate just over 75% of the operating costs for the ferry system.

When revising or establishing toll rates and ferry fares, the Commission carefully reviews traffic and revenue projections and listens to affected members of impacted communities. Tolls and fares are set at rates that will meet the fiscal and mobility needs of the transportation system and minimize the financial impact on those residents and businesses who regularly use toll facilities and ferries. The Commission is committed to help the public understand how tolls and fares help build and operate the transportation system, and it strives to ensure that customers are treated fairly.

This section of the Annual Report summarizes the Commission’s toll setting and ferry fare activities in 2018. It also provides the annual report to the Legislature on changes in toll rates required by RCW 47.56.855.

SR 520 Floating Bridge

The current SR 520 Floating Bridge opened for traffic in 2016, replacing the four-lane bridge that opened in 1967. Tolls contribute \$1.2 billion toward the construction cost of the new bridge and also help manage congestion and improve traffic flow. Rates vary by day of week and time of day to maximize revenue and vehicle throughput, and minimize diversion to other routes.

To lower overall project costs, tolls were reinstated on the old bridge in December 2011 while construction began on the new bridge. In May 2016, after extensive review and analysis, and following public input meetings, the Commission enacted new toll rates for the new bridge, which took effect in two steps: July 1, 2016 and July 1, 2017 (FY 2017 and FY 2018).

The Commission reviewed traffic and revenue data early in 2018 to determine if the toll rates that took effect in July 2017 adequately met the revenue needs and maintained traffic flow. Finding that traffic and income from tolling met expectations, the Commission took no action on toll rates in 2018. The Commission will continue to monitor SR 520 traffic and revenue each year. No toll rate increase for the SR 520 floating bridge is anticipated in 2019.

I-405 Express Toll Lanes

The I-405 Express Toll Lanes (ETL) between Lynnwood and Bellevue opened in September 2015. The ETL project converted an existing High Occupancy Vehicle (HOV) lane to an ETL with dynamic pricing, and added a second ETL in each direction between SR 522 and downtown Bellevue. In “dynamic tolling” projects, tolls vary automatically depending on traffic volumes and speeds. Toll rates are displayed on overhead electronic signs. The Transportation Commission has set a minimum toll rate of \$0.75 and a maximum rate of \$10.00. As of June 2018, the toll rate averaged \$3.82 during peak periods.

Before the ETLs opened, this corridor experienced some of the state’s worst traffic. The HOV lanes were often as congested as the general purpose lanes, and failed to operate reliably. For example, in the previous HOV lane, traffic moved at 45 mph only 62% of the time during peak periods (January – June 2015). Now, overall, traffic moves at 45 mph 80% of the time. Though a significant improvement, this remains short of the legislative performance measure of maintaining speeds of 45 mph or faster 90% of the time during peak periods. While the dual lane ETL sections exceed this performance measure, the single-lane ETL sections between Bothell and Lynnwood, with their limited capacity, are significantly less reliable and have held back performance of the full 17-mile ETL system.

The ETLs also have demonstrated value for users of the general purpose lanes and transit. Through spring 2018, general purpose lane traffic speeds during peak periods had increased from 2-9 mph, depending on the section of the corridor. In addition, transit routes using the corridor have experienced time savings of up to 11 minutes through June 2018, contributing to up to a 9% ridership increase during that time.

In their first three years, the express toll lanes have generated \$74.9 million in gross revenue. Of that, \$49.9 million has or will be invested on I-405 improvements. WSDOT has made operational adjustments throughout the first two years. This has included using toll revenue to fund a northbound peak use shoulder lane between SR 527 and I-5 in Lynnwood to reduce congestion. Additional adjustments include changes to striping, access points and signage, and refining of the dynamic toll rate algorithm.



The I-405 Express Toll Lanes provide valuable time savings for transit, carpools, and those who choose to pay.

The Commission has continuously monitored ETL performance and rates. In March 2016, upon legislative request, and after consultation with WSDOT and gathering public input, the Commission modified the hours of operation for the I-405 ETLs, limiting tolling to 5am - 7pm on weekdays only and opening the lanes to all vehicles on evenings, weekends, and major federal holidays. This maintained faster and more reliable trips for transit, carpoolers, and toll-paying customers during the busiest time of the work week, while balancing traffic across all lanes on evenings and weekends when traffic volumes are much lower.

SR 16 Tacoma Narrows Bridge

Scheduled increases in debt service payments require the Commission to regularly review traffic volumes and revenue collection on the Tacoma Narrows Bridge (TNB). This review ensures tolls generate adequate revenue for debt service payments, and to maintain and operate the facility. Based on this review, the Commission did not change toll rates on the TNB in 2018.

The Commission maintains a policy to ensure a sufficient minimum balance in the Tacoma Narrows Bridge (TNB) account. After 10 years of monitoring traffic and revenue on the bridge, in 2018 the Commission revised its policy to establish the sufficient minimum balance at \$10 million, based on a rolling three month average of the fund balance. This amount provides

coverage for the TNB insurance deductible and also covers about 40 days of average monthly toll revenues at current rates.

In spring 2018, the Legislature passed legislation stating its intent to provide up to \$85 million in loans to keep toll rates at current levels for the remaining life of the debt service, except for a \$0.25 rate increase in FY 2022. The 2018 legislation directed the Commission to provide the Legislature with an annual update on the loan amounts needed to meet the bill’s intent.

The 2018 legislation followed recommendations and analysis developed by a TNB Work Group convened in 2017 by the Commission at the direction of the Legislature. The legislators and local TNB stakeholders who comprised the TNB Work Group recommended funding alternatives to provide relief from increasing toll rates.

SR 167 High Occupancy Toll Lanes

Since 2008, a pilot project has allowed drivers of single occupancy vehicles equipped with a transponder to “buy into” the SR 167 HOV lanes between Renton and the Pierce County line. (20 miles southbound and 16 miles northbound). The toll rate, which varies based on traffic flow, is posted on overhead electronic signs. The Commission has maintained the original minimum and maximum toll rates of \$0.50 and \$9.00.

SR 167 High Occupancy Toll (HOT) lane use continues to increase and the Legislature has continued this project each biennium. The Commission supports continued operation of these lanes to reduce congestion and to provide a reliable travel option in the corridor.

SR 99 Tunnel

In October 2018 the Commission adopted toll rates for the SR 99 tunnel facility. The Legislature directed the Commission to enact tolls that will generate \$200 million toward tunnel construction costs.

The Commission engaged in a five-month long public input process before finalizing toll rates. It considered over 1,900 written public comments during this time, and held three public meetings in Seattle during June 2018.

The adopted toll rates will range from \$1 to \$2.25 for drivers with a Good To Go! pass, depending on time of day. Drivers without a Good To Go! account will pay an extra \$2 per toll. Toll rates also will be higher for vehicles with more than two axles. After a period of free access, tolling is expected to begin on the SR 99 Tunnel as early as summer of 2019.

On weekdays, tolls will be \$1.50 during the morning peak commute (7 a.m. to 9 a.m.), \$2.25 during the evening peak commute (3 p.m. to 6 p.m.), and \$1.25 during non-peak hours between 6 a.m. and 11 p.m. Overnight (11 p.m. to 6 a.m.) and weekend tolls will be \$1.00. Toll rates will increase by 3 percent every three years beginning in July 2022, subject to annual review by the Transportation Commission.

Adopted toll rates were set based on current traffic and revenue projections, and are designed to encourage tunnel use, both to generate the required revenue and to minimize impacts of diversion to city streets. Analysis of diversion impacts recognized traffic patterns change with opening of the SR 99 tunnel. For example, the tunnel will not include the four entrances and exits to Seattle’s downtown core that exist with the viaduct, but it is designed to work together with a new Alaskan Way surface street that will be built in the footprint of the viaduct. This road will be a direct route to many parts of downtown, and will improve the connection between the waterfront and downtown.

Toll rate exemptions for the SR 99 tunnel will be consistent with non-HOV system wide exemptions adopted by the Transportation Commission in July 2018 for public transit, emergency responders, highway maintenance vehicles, school buses and qualified private buses, which serve the public or commuters.

Exemption Policies

System-wide tolling exemptions apply to the following vehicles:



Buses



Rideshare Vans



Emergency Vehicles



Incident Response & Maintenance Vehicles



In July 2018, after input from the public and stakeholders, the Transportation Commission revised its policies on which vehicles are exempt from tolls. The policy is now consistent across all of the state’s tolled facilities.

These changes simplify use of all tolled facilities, reduce administrative efforts with streamlined regulations, support parity between communities with tolled facilities, and further align tolling policies with state transportation system goals. None of these changes are expected to result in the need for a toll rate increase. Changes are scheduled to take effect in June 2019.

Ferry Fares

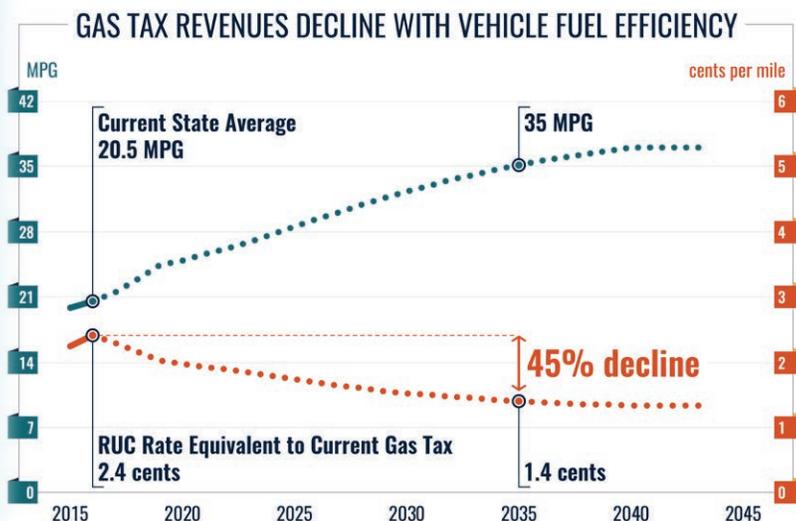
Fares generate just over 75% of the operating costs for Washington State Ferries (WSF), the largest ferry system in the country. Each biennium, the Transportation Commission sets fares to meet the revenue target and policy objectives set by the Legislature. The process begins nearly a year before new fares and policies take effect, beginning with extensive discussions involving WSF, the Commission, and the Ferry Advisory Committee on Tariffs (FAC-T), representing citizens and interested parties who use each ferry route, including transit, freight and tourism.

In July 2017, the Commission adopted fares for the 2017-2019 biennium. Adopted fares included vehicle fare increases of 2.9% in October 2017 and 2.5% in October 2018, and passenger fare increases of 2.1% in October 2017 and 2.1% in October 2018. It also included adjustments to several fare categories and policies.

Expected Toll and Fare-Setting Activity in 2019

- SR 16 Tacoma Narrows Bridge: No rate setting is expected if the Legislature follows through with its intent to provide loans necessary to avert a rate increase. If no loan or other revenue is provided, the Commission would need to take action on increasing toll rates for FY 2020 (July 1, 2019).
- SR 520 Bridge: No rate setting is expected, with certification from the State Treasurer that projected toll revenues are sufficient at current toll rates.
- SR 99 Tunnel: No rate setting is expected. The tunnel is scheduled to open with no tolls in February 2019. Toll rates adopted in October 2018 are expected to take effect as early as the summer of 2019.

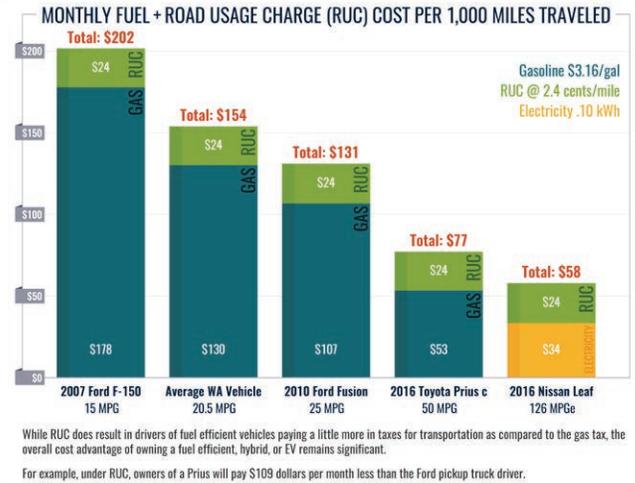
The Commission works with WSDOT on planning for proposed toll facilities, including the Gateway Program projects and the extension of I-405 ETLs from Bellevue to Renton.



The state gas tax increased in 2015-2016.

Road Usage Charge Pilot Project

Since 2012, the Washington Transportation Commission has been actively engaged in researching and testing new transportation funding methods that are more financially sustainable than the gas tax. As the cars and trucks we drive are evolving to become cleaner, more fuel-efficient, and increasingly automated, our method of paying for roads must evolve as well.



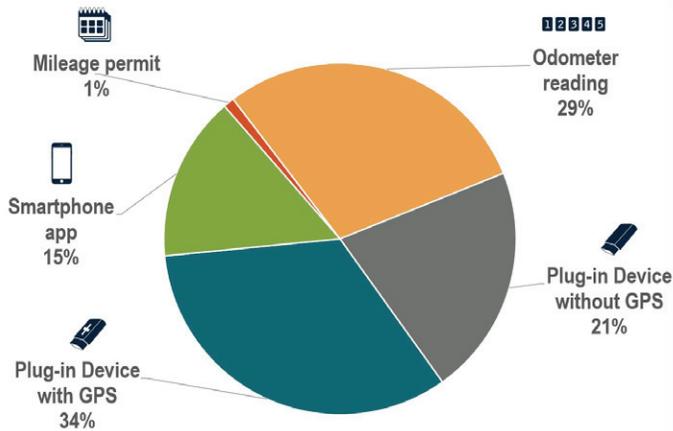
In 2012 the Legislature directed the Transportation Commission to conduct a full assessment of road usage charging (RUC), which is a pay-by-the-mile fee that could eventually replace the state's gas tax. This usage-based system has been studied and tested in several states and was recommended by a national transportation commission as a more financially sustainable and equitable approach.

Oregon is the only state in the country with a RUC program in law. Up to 5,000 Oregonians can choose to pay per mile rather than by the gallon of gas. And Utah is now implementing RUC as a new way for electric vehicles and other highly fuel-efficient vehicles to contribute their proportionate share of roadway funding, since these types of vehicles pay very little (or no) gas tax.

The Transportation Commission has completed several critical research milestones specifically for Washington, including determining the technical feasibility of a per-mile fee system; measuring the financial implications of RUC compared to the state's gas tax; and identifying and analyzing many policy issues related to switching over from the gas tax to RUC.

The most important remaining issue is measuring and understanding public reaction to a RUC system. Rather than relying solely on telephone or online opinion polling, the Commission designed a statewide, comprehensive public demonstration of a RUC system and invited over 2,000 Washingtonians to participate in a year-long “test drive” of RUC. The purpose of this public demonstration (or pilot project) is to let drivers directly experience a mileage reporting system and to report back to the research team on their reactions: what they liked, disliked, and what would have to change in order for RUC to be an acceptable way to pay for public roadways. The pool of test drivers reflect the geographic and demographic diversity of Washington. Since driving needs and habits can vary by region, the Commission placed great importance on ensuring less-urbanized and rural areas were proportionately represented in the pilot.

In carrying out the WA RUC pilot project, test drivers were provided with several choices for how to report their vehicle mileage, ranging from high tech, automated mileage reporting using GPS-enabled plug-in devices, to low (or no) tech methods where local vehicle licensing offices verify a driver’s vehicle mileage and help submit mileage reports. The graphic below shows what mileage reporting methods Washington drivers chose when given options:



The live test drive began on January 31, 2018 and will conclude on February 1, 2019. Throughout this year-long pilot test of a Washington-designed RUC system, the research team is administering detailed surveys of drivers to measure their reactions to various aspects of the RUC system. A total of three surveys will have been provided to over 2,000 drivers: a survey at the beginning of the driving period; a mid-pilot survey; and in late February 2019, a comprehensive post-pilot survey. In addition, focus group sessions are exploring issues in greater detail than is possible through surveys.

After collecting all driving data, and after having gathered direct and detailed feedback from the test drivers, the team will analyze and present the information to the WA RUC Steering Committee, the 26-member stakeholder group that the Commission appointed to help guide research and testing. The Steering Committee will then make formal findings, which will be forwarded to the Commission in late fall 2019. After considering the results of the pilot test and findings of the Steering Committee, the Commission will issue a final report and recommendations, which will be sent to the Governor and Legislature for their consideration during the start of the 2020 legislative session.

For more information about the WA RUC pilot project and the ongoing assessment of RUC, visit: www.waroadusagecharge.org

Washington Transportation Plan 2040 and Beyond

Washington’s transportation system safely connects people and communities —fostering commerce and economic opportunity for all, operating seamlessly across boundaries, and providing travel options to achieve an environmentally and financially sustainable system.

This vision statement guided development of the updated Washington Transportation Plan (WTP), Washington’s 20-year statewide transportation policy plan. Adopted by the Commission in December 2018, *WTP 2040 and Beyond* is a comprehensive and balanced statewide transportation plan that is consistent with the state’s growth management goals and based on the six transportation policy goals established in RCW 47.04.280:

- Economic vitality
- Preservation
- Safety
- Mobility
- Environment
- Stewardship



The plan reflects close collaboration and coordination of the Commission with the Washington State Department of Transportation and the state’s Regional Transportation Planning Organizations, as well as with many constituency groups, and state and local agencies. More than past statewide transportation plans, *WTP 2040 and Beyond* reflects the diversity and complexity of our communities, regions, economies, and lifestyles from one end of the state to the other. It builds on the work that has gone before and helps ensure that the countless individual decisions and investments made at every level of government continue to advance our statewide aims.

WTP 2040 and Beyond recognizes that the past increasingly is an unreliable predictor of the transportation future. It highlights three policy areas that require attention and flexibility from policymakers: technology, resiliency, and revenue.

- Rapid advances in technology create newly emerging opportunities to improve mobility and access while reducing environmental impacts. At the same time, these technologies can increase the risk of wider economic and equity gaps in the opportunities available to rural and urban communities, and between the affluent and the poor across our state. Policies and actions must accommodate new partners and new ways of thinking about mobility.
- System resiliency needs statewide far exceed the resources available to reinforce the transportation system and ensure rapid recovery and restoration of business continuity and social stability after a major seismic event. The roads, rails, and ferries also are ill-prepared to deal with the inevitable challenges that climate change and increasingly extreme weather events pose, further exacerbating social and economic vulnerabilities.
- Funding for the most basic and cost-effective of measures – preservation and maintenance of the existing transportation system – continues to fall far short of needs across the board, driving those costs ever higher and increasing the risk of avoidable system failures. As vehicles become more fuel efficient, and as travel patterns change due to congestion, housing costs, and an aging population, it also is time to address how we generate transportation revenues for roads and bridges, and for multi-modal options. Funding underlies many of the other transportation challenges we face.

WTP 2040 and Beyond brings these issues into focus and points the way to some promising opportunities. It also makes near-term and long-term recommendations for each of the six transportation policy goals. Each of the near-term recommendations are included in the Recommendations section of this Report.



One of the transportation challenges the state faces over the next 20 years is an aging population. Columbia County is at the forefront of providing innovative, cost-effective public transportation for its aging population.

Finally, this plan identifies some tough topics the state must address between now and 2040, topics that are bigger than any one transportation agency can address. They intersect all six of the transportation goals, and will require significant intergovernmental discussions and decisions over the next several years.

- Facilitating Trade and Travel across the Columbia River
- Limitations on Sea-Tac Airport Capacity
- Improving Inter-City Public Transportation
- Rebuilding and Reinforcing the Marine Highway System

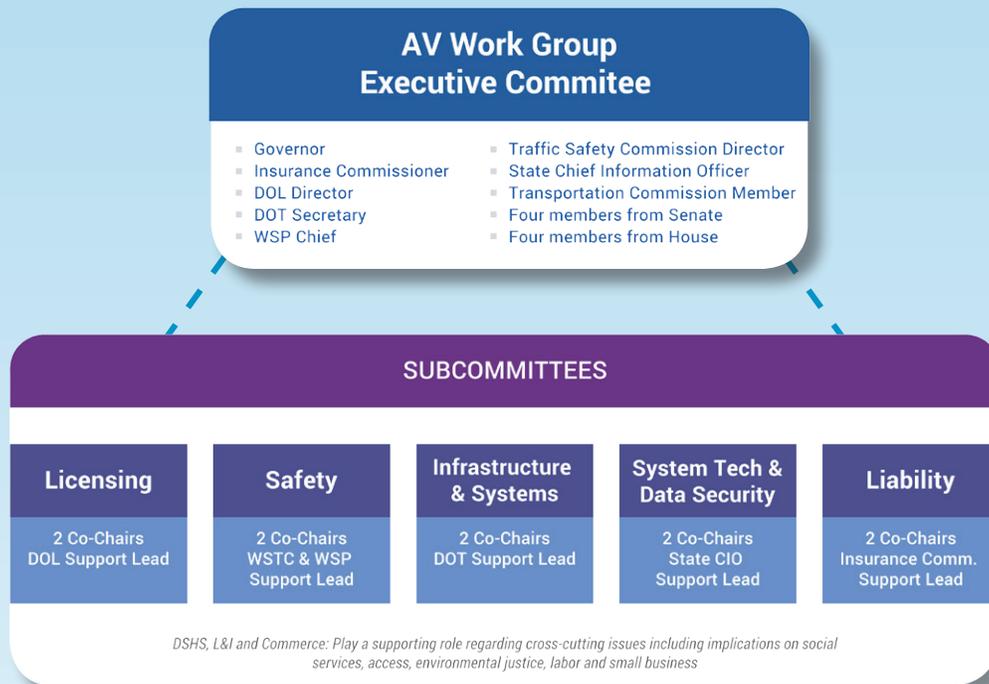
Autonomous Vehicle Work Group

Autonomous vehicles (AV) are operating on Washington’s roadways today. As of late 2018, eight companies had self-certified their ability to safely operate in the state with the Washington Department of Licensing. In an industry that is moving quickly, states across the country are

struggling to prepare for this technology, including ensuring public safety while still encouraging innovation. Further, the longer-term implications of mass deployment of AVs are prompting all levels of government to consider how to best harness the potential benefits of this technology, while avoiding the unintended consequences, similar to those brought by the last major mobility revolution, with the advent of the automobile.

In response to these challenges, the state of Washington enacted legislation in 2018 to create the Washington State Autonomous Vehicle Work Group, convened by the Transportation Commission. The primary purpose of the Work Group is to identify measures, including regulatory, policy, infrastructure and other changes, necessary to enable and ensure the safe operation of AVs on public roadways, and provide recommendations to the Commission. The Commission, in consideration of the Work Group’s recommendations, is required by law to make recommendations to the Legislature and the Governor each year.

The Work Group consists of two legislators from each caucus in the House and Senate, state agencies previously tasked by the Governor to provide initial guidance regarding AV testing and research, the Office of the Insurance Commissioner, and a member of the Commission.



The Work Group will execute its charge through a five-year process of gathering information and making fact-based determinations on actions necessary to support this objective. This collaborative and inclusive process is designed to engage a wide range of public- and private-sector stakeholders in the discussion, employing a committee and membership structure designed to elicit diverse of opinion and insights. The process also is meant to be deliberative, recognizing that while this technology is at our doorstep, the state has time to make policy choices with due consideration.

The Work Group is led by an Executive Committee and organized into five subcommittees, for the purpose of engaging in specific topic areas. Each subcommittee is co-chaired by a state agency and a private sector representative. The subcommittees address:

- Infrastructure and Systems
- Licensing
- Liability
- Safety
- System Technology and Data Security

At the outset of the Work Group, the Executive Committee agreed to advance all recommendations brought forward from the subcommittees to the Commission, which would, in turn, advance these recommendations to the Legislature and Governor, as a matter of maintaining a complete public record of the process and results.



considerations of autonomous vehicles and other emerging transportation technologies.

Autonomous vehicle at the Go-Mentum Station testing grounds in Concord, California.

The subcommittees met several times in 2018, but only the safety subcommittee made policy recommendations as a result of its 2018 deliberations:

- public education on the benefits and risks of automated vehicles; and
- a modified Health Impact Assessment, with an emphasis on identifying impacts of AVs on disadvantaged populations.

The Commission agreed that the recommendation for a Health Impact Assessment is timely and joins in recommending that the Legislature fund that work in 2019.

To supplement the efforts of the Work Group and provide a deeper knowledge of the challenges and opportunities of autonomous vehicle technology, the Commission has had numerous presentations on the topic throughout the year from private sector companies and from the cities of Seattle and Bellevue. Neil Pedersen, Executive Director of the Transportation Review Board, the nation's leading transportation research body, also briefed the Commission on the long-term transportation planning and funding

Ferry Riders' Opinion Group

The Commission conducts surveys each year to provide the Governor, the Legislature, the Commission, and WSDOT customer perspectives on ferry operations by the people and businesses that use the ferry system. The Ferry Riders' Opinion Group (FROG) is an on-line community of Washington State Ferry (WSF) riders who join an ongoing panel to weigh in on ferry issues through surveys and quick polls year-round.

Five FROG surveys were conducted during 2018:

- A winter performance survey, which provides the best data on ferry commuters;
- A summer performance survey, which provides the best data on recreational and tourist use;
- A freight survey, providing data on access, cost, and reliability from the perspective of trucking and business users;
- A reservation survey, assessing the current reservation policy and potential for eventual expansion of the ferry reservation system; and

and

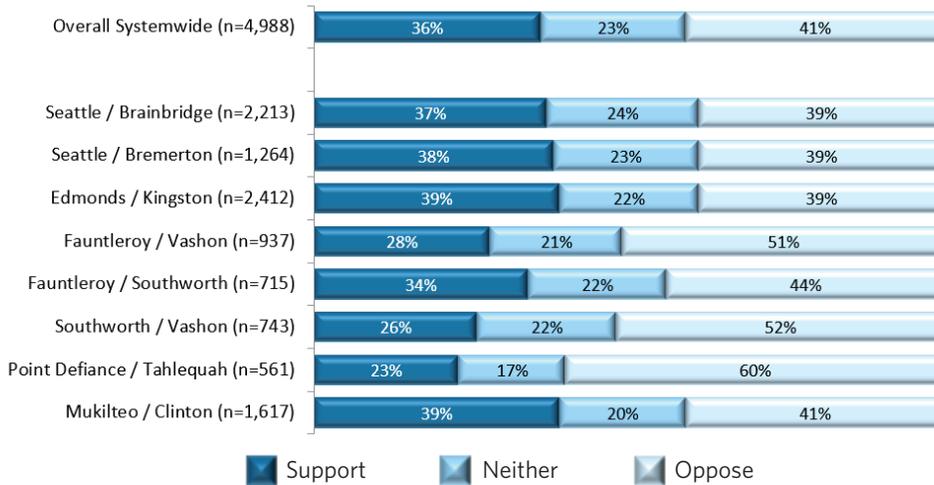
- A general population survey, assessing opinions of the ferry system from a statewide perspective

In addition to these on-line surveys, an on-board survey that takes place on each of the ferry routes captures the perspectives of those ferry riders who are not FROG members.

All of the surveys are online at: <http://www.wstc.wa.gov/StudiesSurveys/2018FROGSurveyReports.htm>

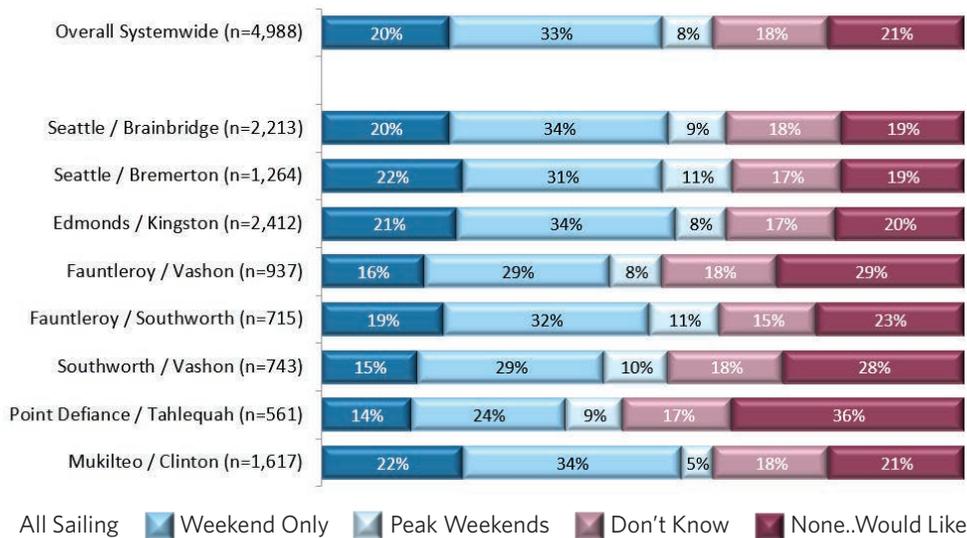
Reservation Expansion - GP Support by Route Users

Support for WSF Developing Central Puget Sound Reservation System



Reservation Expansion - Sailings Desired for Reservation Expansion by Route Users

What Sailings Should Central Sound Reservation Be On?



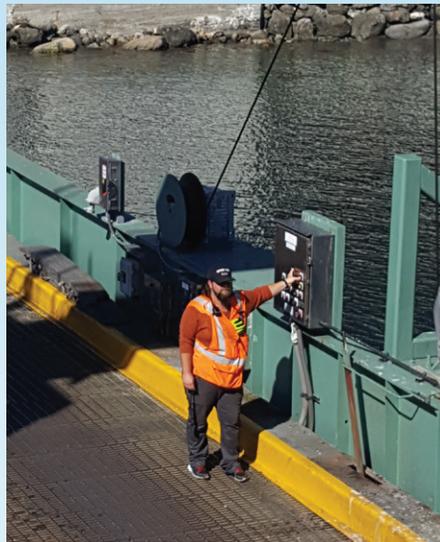
Over four thousand ferry riders participated in the Winter 2018 FROG Survey, which took place from January 7th through March 31st 2018. The Winter Survey revealed that during winter all routes except Coupeville/Pt. Townsend and Anacortes/San Juan Islands are used primarily for commuting. Anacortes/San Juan Islands has a high percentage of “other” trips (shopping, medical appointments, etc.).

Overall satisfaction with WSF service during the recent winter period continues to be strong (76% of all riders are satisfied) and has been constant for five years. Overall dissatisfaction for the 2018 winter period is at 16%, only slightly higher than in winter 2017. Riders on the Fauntleroy/ Vashon/ Southworth routes (30+%), the San Juan Interisland (27%) and Anacortes/San Juan Islands (21%) routes are the most dissatisfied. The vast majority of riders (64%) indicate that WSF is a good value for them.

Over 3,000 riders who have used the WSF reservation system participated in the reservation survey to assess their satisfaction. Similar to 2016 survey results, 79% are satisfied with the reservation system.

Exploring the possibility of expanding the reservation system to Central Puget Sound routes revealed nearly identical support pro and con for the three routes linking Kitsap County to Seattle and Edmonds, and the Clinton-Mukilteo route. There is little support for reservations to and from Vashon Island. If reservations are to be expanded to the Central Puget Sound routes, just over 50% of the respondents support reservations for the weekend sailings, beginning Friday afternoon and extending to Sunday evening.

As in 2016, the greatest opportunities WSF has to improve rider satisfaction system wide are “terminal bathroom cleanliness” and “clear loading crew directions.” One in five vehicle drivers say hand signals are somewhat (14%) or very (6%) inconsistent between crews.



The reservation system has reduced wait times in the San Juan Islands.

Performance Measurement Review

In 2016, the Legislature directed the Office of Financial Management to consult with the Commission on transportation performance measures that ensure progress on the transportation policy goals in RCW 47.04.280. Three new performance criteria recommended by the Commission are included in OFM’s 2018 Transportation Attainment Report. The new measures address:

- All-weather county freight roads.
- Diesel emissions reductions in places with high exposure to diesel emissions and where populations are more socially and economically vulnerable to health impacts.
- The linkage of transportation and housing costs.

Joint Work with California and Oregon

The Washington State Transportation Commission has met every couple of years since 2009 with its colleagues in California and/or Oregon to learn how issues common to the three states are addressed by the others. The three bodies convened in San

Francisco in August with an agenda focused on technology and transportation. They agreed to send a letter to the states’ Congressional delegations urging consideration of advancing Road Usage Charging nationwide to serve as a long-term, sustainable funding source for our nation’s transportation system.

Naming Transportation Facilities

The Commission is authorized to name or rename state highways, bridges, and ferries. In June 2018, the Commission adopted Resolution 735 naming US 395 the Thomas “Tom” Foley Memorial Highway from the Canadian border to the Oregon border. Representative Foley, from the state’s Fifth Congressional District, was Speaker of the House when the last federal gas tax increase was passed. A big believer in transportation, he enthusiastically endorsed the widening of US 395 from Ritzville to Pasco.



In June, the Commission formally named US 395 the Thomas Stephen “Tom” Foley Memorial Highway. From l. to r., Commissioner Young, Commissioner Jennings, Rep. Riccelli, Heather Foley, WSDOT Secretary Millar, Commissioner Litt, and Stacey Cowles, Publisher of the Spokesman-Review.

Partners in Transportation

Each community and region in our state has unique transportation needs, challenges and successes. This section presents key findings from the Commission's 2018 visits to Oak Harbor, Port Angeles,, Seattle, Walla Walla, and Yakima. In each place, local officials, citizens, and businesses emphasized the need to maintain existing transportation systems and to invest in new transportation options.

Five themes that are common throughout the state:

- 1. Partnerships and collaboration** between communities is growing -- with government, private sector, and non-profit partners.
- 2. Pavement preservation** is a priority and challenge in nearly every community. It is especially difficult to fund local street improvements, which often are not eligible for state grants but are subject to same escalating construction prices as arterials.
- 3. Increasing investment in public transportation**, from Seattle to Garfield County. One downside: most transit systems cannot find enough operators to expand service as quickly as demand dictates.
- 4. More and better ways to walk and bike** within and between communities. A multi-use path from Dayton to Waitsburg is a top local priority. Port Angeles counted 200,000 people using the 130-mile Olympic Discovery Trail stretching from Port Townsend to La Push last year. Whether trails, sidewalks, or bicycle paths, investments in active transportation help people get healthy and stay healthy, increase safety, and improve tourism in the local economy.
- 5. At-grade intersection safety improvements**, to minimize road-rail conflicts for both safety and mobility. As rail traffic grows, and trains get longer, police and emergency services, school and commercial traffic need reliable travel routes.

Five more themes are especially key to rural Washington:

- 6. Electric vehicle charging stations** are needed in most areas of the state that attract tourists. The Port of Columbia installed 3 EV charging stations at Blue Mountain Station in Dayton, providing a boost for the growing tourism economy.



The message on this Valley Transit Trolley Bus: Now hiring drivers.

- 7. Access to transit** can be dangerous when the bus stop is on a state highway. At bus stops on US 101 between Sequim and Port Angeles, someone with a wheelchair or a walker could never safely cross the highway.
- 8. Commercial air service** is essential to rural economic development, but global market forces and pilot availability limit flights. Despite full planes, last fall service between Walla Walla and Sea-Tac temporarily dropped from three flights daily to two. In Port Angeles, FedEx flights arrive every day, but the last commercial air service operated in 2014. When one of the local manufacturers located in Port Angeles, there were nine flights a day. It would not locate there today with no air service, 95 miles from Sea-Tac.
- 9. Broadband infrastructure** increases access to medical services and education, reducing the need for trips in places that are distant from doctors and schools.
- 10. Grant programs** are important. Many small cities rely on grants from the Transportation Improvement Board, and medium to large sized cities and counties often leverage a combination of grant and loan funds with local money to build or rebuild infrastructure as varied as Yakima's \$43 million railroad grade separation project to Port Townsend's rehabilitation of downtown sidewalks with FEMA hazard mitigation grants.

And last, but not least, transportation equity is becoming a concern across the state. Income inequality and housing affordability push families farther from jobs, schools, and public transportation. It is no longer adequate to compare only housing costs among jurisdictions; the combined cost of housing and transportation is a better way to measure cost of living.

Oak Harbor



1. Whidbey and Camano Islands make up the Island Regional Transportation Planning Organization (IRTPO), the state's newest RTPO. Each island connects to the mainland by one bridge. Two ferry routes also serve Whidbey Island. With no bridge or ferry directly connecting Whidbey and Camano, travel between them requires a 90 minute drive through two other counties. There is interest in exploring passenger-only ferries to connect the two islands and directly connect Whidbey Island and Everett.
2. The Deception Pass Bridge, which links Whidbey Island to the mainland, is both a tourist attraction and the only way for large loads and fuel to get to Whidbey Island. It is a gateway congested with traffic, parking, and people.
3. State Route 20 is the primary artery for commerce and employment on Whidbey Island. It also is the congested main thoroughfare for Oak Harbor, the island's largest city. WSDOT will construct a series of roundabouts and improvements on SR 20 in the Swantown to Barrington Corridor but this \$30 million project is not scheduled until 2030.

The Town of Coupeville hosts the county seat and hospital. Its population more than doubles during the week. Completely within Ebey's Landing National Historic Reserve, and with the state's largest concentration of historic buildings, Coupeville has built less expensive gravel pathways in place of traditional cement sidewalks.

Langley, the regional retail, dining, and entertainment center for south Whidbey, is a city of 1170 people in one square mile. Its 40,000 annual visitors arrive by auto, bus, bicycle, motorcycle, boat, airplane, seaplane, kayak, and tour boat to enjoy a walkable downtown.

4. Naval Air Station Whidbey Island is the largest employer in Island County. Located near Oak Harbor, reliable service from Washington State Ferries (WSF) is essential for travel from NAS Whidbey to Naval Base Kitsap/Bangor, home of the Regional Headquarters for the US Navy, and to the



Matt Nichols explains how his Whidbey Island shipyard builds and repairs ships for the Navy, small cruise ships, and the passenger ferry behind him.

other naval installations in Puget Sound, with 40,000 personnel from Everett to Bremerton.

5. Camano Island is a bedroom community of 19,000 and distant from the county seat of Coupeville. Those Camano Islanders who depend on the bus cannot arrive on time for jury duty on Whidbey Island. Camano Island residents also lack easy access to medical services, veteran's services, government services, community services, education, and social activities.
6. Commuting is common: 19,000 people leave Island County each day for work. If you work there, you probably live there; but if you live there, you probably don't work there.
7. Island Transit serves Whidbey Island with 10 routes and Camano Island with 5 routes. It works hard to connect with each ferry arrival and departure in Clinton and Coupeville. Some challenges it faces include congestion in Oak Harbor, at the Deception Pass Bridge, and SR 532 on Camano Island; integrating WSF's schedule and Island Transit's schedule for consistency; and expansion of Park & Ride facilities in Clinton.
8. Multi-modal connections are essential to ferry riders' mobility, including transit interface, non-motorized access, mainland connections, and Park & Ride access. On the Mukilteo side of the Clinton ferry route, there is little parking to accommodate those who want to leave a car behind. The Port of South Whidbey and the Tulalip Tribes are collaborating on a 254-car parking lot adjacent to downtown Mukilteo's new multimodal facility. A portion of the stalls will be dedicated to overnight parking for walk-on ferry passenger visitors to Whidbey Island.
9. Island County's Community Health Improvement Plan identified access to care, interpersonal abuse, housing, and mental health as four priorities to pursue. Recognizing that transportation is a barrier or part of a solution for each of these four areas, Island County Public Health sees Human Services Transportation Plans as a powerful tool to align with community health plans.
10. Working collaboratively as the North Sound Transportation Alliance, Island, San Juan, Skagit, Snohomish, and Whatcom counties:
 - Collect travel and system data to identify needs.
 - Improve regional connections and sustain and expand services.
 - Enhance mobility through sustainable, equitable, and innovative transportation solutions.
 - Inform the public about transportation services to enhance awareness of the regional transportation network.

Port Angeles



1. With a tax base of only 9000 households and 37.8% of city land untaxed, Port Angeles has used street reserves for three years to help maintain its 310 miles of streets and make improvements. Port Angeles and Sequim have each created a Transportation Benefit District (TBD), funded by a 0.2% sales tax, which has added about \$700,000 to each city's road budget. By law, this type of TBD is sunset after 10 years and only one renewal is allowed. Sequim suggests the legislature allow this voter-approved tax to be put in place permanently.

Port Townsend, the only city in Jefferson County, is short \$1 million a year for preserving and maintaining its 80 miles of roads. It is considering whether to enact a TBD. A \$20 license fee would generate about \$120,000 a year.

2. People in Clallam and Jefferson Counties rely on US 101 on a daily basis. In Clallam County, US 101 has evolved from a moderate volume to a high volume, limited access highway with improvements such as the Deer Park underpass a \$9 million collaboration between Clallam County and WSDOT.
3. The Federal Lands Access Program (FLAP) has helped both Clallam and Jefferson Counties to fund improvements on county roads that provide access to Olympic National Park. Jefferson County has an MOU with WSDOT, FHWA, and the National Park Service for \$13 million in FLAP investments for bridges and bank protection and \$2 million for pavement, guardrail and safety improvements on the Upper Hoh River Road. That road, covering 18 miles from US 101 to the Hoh Rainforest entrance to Olympic National Park, carries over 300,000 park visitors a year. It also has a new washout every 2 to 3 years and emergency expenditures average \$400,000 per year. The FLAP also helped pay for Race Road improvements in Port Angeles.
4. The Hood Canal Bridge is the most important transportation link from the North Olympic Peninsula to the rest of the state. The Bridge, which initially opened in 1961 to a replace a ferry, now carries 18,000 vehicles on an average day. Delays of over an hour take place when the bridge opens for vessel traffic about 400 times a year. Openings can



Port Angeles installed these protective barriers on its 8th Street Bridges following seven suicides in eight years. Community donations collected \$124,000 and WSDOT contributed \$350,000 in transportation funds to the project.

back up eastbound traffic for 5 miles to the SR 19 turnoff to Port Townsend on summer weekends and block westbound through traffic (and driveways) on SR 3. Commercial truckers report it costs \$110 per hour to wait in line. A Hood Canal Bridge holding lane would solve some of the problems.

5. Jefferson Transit and Clallam Transit operate routes that connect to other Olympic Peninsula transit routes. Since 2017, Clallam Transit's "Strait Shot" has provided direct 2-hour service from Port Angeles to the Bainbridge Island ferry terminal for 1,300 passengers at a \$10.00 fare.

6. Peninsula Regional Transportation Planning Organization (PRTPO) spans four counties and includes nine cities and nine tribes within its territory. Recognizing that tribes have resources to bring to the table, PRTPO is a leader in including tribes and collaborating with them on issues. For instance, the Chicken Coop / Zaccardo Road realignment at US 101 was a \$3 million project designed with WSDOT and funded by the Jamestown S'Klallam Tribe.

7. About half the state's culverts slated for replacement are in WSDOT's Olympic Region. Stream blockages are a local problem, too. Six creeks traverse Port Angeles, including the US 101 Peabody Creek and Lincoln Street Culvert, where work is needed both to prevent the loss of a portion of the highly traveled Lincoln Street corridor and to restore salmon.

8. Marine access will be the only way to reach parts of western Clallam County following a 9.0 quake. WSDOT has identified 125 unstable slopes on SR 112.

9. Olympic National Park has 168 miles of road and 64 trailheads. Safety is a big concern for people driving the US 101 loop around the Peninsula. Local residents are alert to safety points, but international visitors are not.

Within the park, nearly \$45 million of road improvements are complete or scheduled on Lake Crescent, Hurricane Ridge, and Olympic Hot Springs Road. The Olympic Discovery trail has helped to alleviate vehicle-bicycle conflicts.

10. The ferry MV Coho carries 450,000 passengers a year; 80% of the passengers are leisure travelers. The Black Ball Line expects the 60-year old Coho to last another 20 - 30 years.

Seattle



1. Seattle is growing rapidly. Center city households are projected to increase 60% by 2035, and jobs by 23%. Its transportation network is in the midst of a transformational change. In 2017, the Second Avenue protected bike lane opened. In 2018, the transit tunnel closed to buses as the Convention Center construction begins, and in 2019, the SR 99 tunnel will open, followed by demolition of the Alaskan Way Viaduct and reconstruction of Alaskan Way.
2. Jobs in downtown Seattle grew by 60,000 between 2010 and 2017 and the share of commuters who drive-alone is down by 25% over that period. Light rail ridership is up 91% and 64% of residents live near frequent transit. Seattle cannot accommodate more vehicle traffic. Near-term solutions include:
 - Traffic operations, including signal timing changes
 - Bus service restructures for speed and reliability, including 10-minute service in many key corridors
 - Improving the final 50' of the urban goods delivery system.
3. Urban villages and transit options can improve the housing affordability and transportation equation. Seattle, King County Metro (Metro), and Sound Transit are collaborating to expand travel options including a major expansion of light rail and bus rapid transit, and improving walking and bicycling options.
4. To address transportation equity, Seattle has distributed 2680 ORCA cards to low-income high school and middle school students, accounting for 440,000 student trips on Youth ORCA and \$648,000 saved.
5. Sound Transit now offers 13-commuter rail round trips per day on Sounder South to Tacoma and /or Lakewood and 4 round trips on Sounder North to Everett.



Rapid Ride Bus Rapid Transit is helping Metro meet growing demand.

6. Transportation Network Company (TNC) growth is profoundly impacting the transportation system. In spring 2018, over 1.2 million trips a month were made using a TNC. Lyft, Uber, and other cruising TNCs make up 10% of all downtown peak hour trips.

Seattle is committed “to creating the city we want, not the city technology wants.” It is preparing for the next technology jolt by developing a policy framework for the use of autonomous vehicles, including elements of street design and placemaking.
7. Metro has identified a growing demand for transit and projects a shift in mode of access from 78% walk/bike in 2015 to 84% by 2040. Planned operational and capital investments to support this shift include expanding Rapid Ride bus rapid transit to 13 lines, major redesigns of its service network, facility integration with Sound Transit, and additional parking that is more efficient and actively managed. Metro also envisions private sector partnerships with TNCs and car sharing companies, and taking an active role with partners in building and promoting compact development near frequent transit service.
8. King County cannot raise enough money from the county road fund to maintain its 1500 miles of roads. The road network has an annual deficit of \$250 million. County revenue generating tools were established in the 1930s and do not support Growth Management Act goals and today’s infrastructure needs.
9. Seattle’s downtown waterfront is in the midst of major change that includes the rebuild of the Elliott Bay Seawall, new Alaskan Way and Elliott Way surface streets, a pedestrian promenade, a new ferry terminal, and improved connections with central city neighborhoods. Despite changes in the waterfront, mobility on Alaskan Way remains critical for the port’s truck and passenger traffic, including the cruise ships that dock at Pier 91 and downtown.
10. The Northwest Seaport in Seattle and Tacoma is the number one North American gateway for refrigerated exports, moving nearly 20% of the nation’s frozen or chilled products. The Seattle-Tacoma area also is the fourth largest freight distribution center in the nation.

Walla Walla



1. Safety, preservation, quality of life and economic viability drive transportation policy in the Walla Walla region.
2. Decades of deferred maintenance and declining funding had left many Walla Walla streets and related infrastructure in very poor condition. New revenue through a Transportation Benefit District (TBD) created in 2012 and an emphasis on preservation has turned that around. The TBD generates a little more than \$1 million a year.

The City of Dayton also has passed a TBD, which helps generate matching funds.

3. College Place is very successful in getting grant funds for federally classified roads but struggles to maintain local roads. The cost to rebuild its 17 miles of local roads is estimated at \$74.4 million. At current investment levels, that is a 200-year replacement schedule.

4. Walla Walla County has the same challenges as counties around the state. The most important issue is preservation of its 1200 miles of roads and 200 bridges. The County's Transportation Improvement Plan shows needs of \$1 million annually. It has committed to a nine-year cycle of chip sealing, which costs about \$20,000 per mile.

Anytime Walla Walla County is redoing county roads, it tries to widen them to improve bike safety. On Whitman Road, the county is creating a separated multimodal path.

5. Columbia County created Columbia County Public Transportation (CCPT) in 1996 and a transportation authority in 2005. CCPT runs 11- 13 trips a day into Walla Walla and also runs buses for students in Running Start and workers at Walla Walla Community College. Round trip fare from Dayton to Walla Walla is \$7.50.

This public transportation program, which serves a county with 28% of its population 65 and older, is supported by a 0.4% sales tax. There is very little transit connectivity east to Clarkston and none from Clarkston to Pullman and Spokane.



Walla Walla is using TBD funds to repave many streets.

6. Multiple small transit agencies serve the Walla Walla area from Pendleton, Oregon to Pasco. Valley Transit has spearheaded *iTransitNW*, providing real time travel and connection information for intercity public transportation.
7. The Port of Walla Walla manages 2,500 acres of industrial zoned properties and over 540,000 square feet of industrial buildings. All of their tenants rely on transportation, from Boise Cascade to Railex (now *Union Pacific Cold Connect*).

8. Transportation is the heart of the grain growing business. Because margins are very low in commodities, freight costs are important. One barge can move one ton of cargo on one gallon of fuel. Northwest Grain Growers (NWGG) operates seven barge loading and three rail loading terminals. NWGG has 10 full-time trucks making over 10,000-truck transfer trips per year and loads 3,000 rail cars per year.

Today, about 98% of NWGG wheat is shipped by barge. Wheat farmers assert that removal of the Columbia Snake River System dams would be devastating and put more pressure on other transportation systems. NWGG is investing \$10 million in a facility in Endicott to assemble 110-car grain trains. After completion of this facility, only 75% of NWGG wheat will move by water.

9. Columbia Pulp is purchasing wheat, alfalfa and straw bales from regional farmers to process into pulp for paper. The \$150 million project will bring over 90 full-time, living-wage jobs at the plant and another 15 jobs in

Dayton at the offices. The project, along with other expected development nearby, will increase traffic on SR 261, a narrow and dangerous road which also sees increasing tourist traffic after the designation of Palouse Falls as state waterfall.

10. Union Pacific Railroad donated the Columbia-Walla Walla Rail Line to the Port of Columbia in 1996. After operating for over 20 years, it shut down due to needed bridge repairs. The rail line re-opened in October 2017 and is currently shipping rock and Green Giant seed. The cost estimate to bring the rail line up to good standards is \$29 million.

Yakima



1. Agriculture drives what happens in Yakima County, but every community is looking for economic diversity. In the past, companies have not seen the infrastructure needed. Today, the dairy industry is growing with 91,000 cows in the Lower Yakima Valley, which also is the home to the only Wal-Mart Distribution center in the Northwest, and the state's largest petroleum distributor.
2. Economic activity is behind several major transportation projects underway in Yakima County:

- Union Gap Beltway Project
- Moxee SR 24 – Moyer Lane Project
- Zillah Vintage Valley Parkway
- Boise Cascade Mill Site (East-West Corridor) in Yakima

The Boise Cascade mill site is a major brownfields redevelopment. The city, the county, and the state are collaborating on transportation improvements totaling \$165 million which include access to the former mill site, a new bridge over I-82 and the Yakima River, and improved access to and from I-82. Designated as a Local Infrastructure Financing Tool (LIFT) project, redevelopment of the 225 acre site has the potential to create 4500 jobs and generate \$426 million in tax revenue over 30 years.

3. The City of Yakima, with 93,000 residents, has 400 miles of public streets, 44 miles of alleyways, and 111 traffic signals. Yakima has not recovered from the recession and its revenue today is 13% less than 2010. To resurface 120 lane miles, Yakima issued \$18 million in bonds; a new Transportation Benefit District (TBD) will generate \$1.4 million annually.
4. Horizon and Alaska Airlines serve the Yakima Valley. Ridership has increased 35% over the last few years and enplanements are now higher than in 2008. The Yakima Airport is identified as a critical airport for C-130 support assistance to Western Washington for earthquake recovery.
5. Yakima County funds road maintenance and operations first and improvements second. The use of county roads is changing. Every road now carries farm vehicles.



Among Downtown Yakima's transportation challenges are truck and rail freight movements.

6. Yakima Transit, a Division of the Yakima Public Works Department, operates nine fixed routes and paratransit in the City, and vanpools which mainly travel to Hanford. The Yakima-Ellensburg commuter run has about 24,000 riders. It operates about hourly from 6:30 am to 6:30 pm.

The cities of Union Gap and Selah and the Yakama Nation also operate transit systems. Pahto Public Passage, with seven employees and six fixed routes and paratransit service, has been operating for four-and-a-half years as a tribal operation. It averages 30,000 unlinked passenger trips annually.

7. Although no transit agency operates countywide, the nonprofit agency People For People's Community Connector carried over 58,000 passengers in 2017 along the I-82 Corridor from Yakima to Prosser. ADA accessible, the Connector makes designated stops in Yakima, Wapato, Toppenish, Zillah, Granger, Sunnyside, Grandview and Prosser. It also provides a connection between

Yakima Transit and Ben Franklin Transit in Prosser.

People For People (PFP) also has provided special needs transportation in Yakima County since 1982. With funding from WSDOT and the Area Agency on Aging, PFP provides door-to-door transport for special needs clients outside of transit-served areas. About 50% of PFP's funding comes from the state. Another 15% is from local sources and 35% is federal funds.

8. Yakima County is ranked 9th in tourism spending in the state. The vast majority of visitors come to Yakima by personal car. The return of passenger rail travel is a distant dream at best.
9. The Yakima Greenway recently doubled in length to a 20 mile trail with an extension west to Naches. A growing number of commuters are using the paved pathway as a commute option.
10. The Yakima Bicycle Master Plan aims to add 60 miles of on-street improvements and four miles of new trail connections to tie together existing trails and bike routes.

Commission Roles and Responsibilities

Key Facts

The Washington State Transportation Commission is a seven member body of citizens appointed by the Governor for six-year terms. The Secretary of WSDOT and a representative from the Governor's Office are ex officio members.

The Commission provides an open public forum for transportation policy development. It reviews and assesses how the entire transportation system works across the state and issues the state's 20-year Transportation Plan. As the State Tolling Authority, the Commission adopts state highway tolls and sets ferry fares.

Current Responsibilities in Detail

Washington Transportation Plan

Every four years, the Commission recommends to the Legislature a comprehensive and balanced statewide transportation plan, which also addresses local and regional needs. The plan must be consistent with the state's growth management goals and is based upon six statutory transportation policy goals.

Ferry Fares and Highway Toll Responsibilities

The Commission adopts tolls for all state toll facilities including: the SR 520 Bridge, the Tacoma Narrows Bridge, the SR 167 HOT Lanes, the I-405 Express Toll Lanes, and the SR 99 Tunnel. It also monitors traffic and toll revenue, reviews and oversees toll collection processes, costs, and operational policies.

The Commission also adopts fare and pricing policies for Washington State Ferries (WSF), and adjusts fares. It reviews the long-range ferry system capital plan and WSF operational strategies.

Ferry Customer Survey

The Commission conducts surveys of ferry customers at least every two years. Data gathered from the Ferry Riders' Opinion Group (FROG) survey panel helps to inform WSF level of service, operational, pricing, planning, and investment decisions.

Policy Guidance

The Commission offers policy guidance and recommendations to the Governor and the Legislature on issues which include:

- Transportation finance and funding.
- Preserving, maintaining and operating the statewide transportation system.
- Transportation infrastructure needs.

- Transportation efficiencies to improve service delivery and intermodal coordination and connectivity.
- Improved planning and coordination among transportation agencies and providers.
- Use of intelligent transportation systems and other technology based solutions.

Public Involvement and Outreach

The Commission conducts public outreach through meetings held in Olympia and in community meetings throughout the state which focus on local and regional transportation issues and challenges. The Commission also gathers statewide public input via its FROG online survey program.

Transportation Innovative Partnerships (TIP) Program

The Commission receives and may solicit concepts or proposals for eligible public-private partnership (PPP) projects. In consultation with the Governor, it may execute, reject or continue negotiations on proposed PPP projects.

Route Jurisdiction Transfer Program

Cities, counties, or WSDOT may petition the Commission to consider a revision to the state highway system. Once its review is complete, the Commission issues a recommendation and forwards it to the Legislature for final action in law.

Naming State Highways and Bridges

The Commission may name state highways, bridges, and ferry vessels. After receiving a naming request from the Legislature, community organizations, a local government, or individual, the Commission carefully considers community support and consults with WSDOT before acting to name a transportation facility or vessel.

Recent Studies and Projects

The Commission conducts studies related to transportation policy and funding matters. Usually done at the direction of the Legislature, these studies typically result in formal reports and recommendations to the Legislature and Governor.

- The Road Usage Charge Assessment, underway since 2012, is completing a pilot study evaluating a funding alternative to the gas tax. Over 2000 vehicles from across the state have tested different methods of recording and reporting road usage.
- An executive and legislative work group that includes broad-based stakeholder involvement is assisting the Commission in recommending policy options for the operation of autonomous vehicles on public roadways in the state.

Commissioners



Jerry Litt, Chair, Grant County

Jerry brings the Commission 40 years' experience in planning and community development. He served as the Director of Planning and Community Development for the City of Lacey for 13 years and 10 years with Douglas County. He has mid-management experience in Spokane and Chelan Counties and has done private sector consulting throughout

Eastern Washington. His experience includes responsibility for a full-range of Planning and Community Development services, including public participation in Douglas County's award winning GMA public involvement program and the City of Lacey's "Designing Downtown 2000" program. He has also been involved with state-wide issues through the Washington City Planning Director's Association as an executive board member and Transportation Improvement Board member. As past president of the Washington County and Regional Planning Director's Association he has built a long history and awareness of community infrastructure needs and economic development at the forefront. Jerry also was the office principal of a consulting firm in Wenatchee. Jerry was appointed by Governor Gregoire in 2011. He was reappointed by Governor Inslee in 2017. Jerry's second term expires June 30, 2023.



Roy Jennings, Vice Chair, Clark County

Roy brings to the Commission over 30 years of hands on experience in the field of transportation. He served on the Board of Directors for the Clark County Public Transportation Benefit Area (CTRAN), the local transit agency in Clark County for over six years. Roy was the president of the Amalgamated Transit Union Legislative Council of Washington State for 8

years and the Secretary-Treasurer of the Southwest Washington Central Labor Council for 9 years. He also serves as Treasurer of the Southwest Washington Roundtable and was a member of the Executive Board of the Amalgamated Transit Union Local 757 for 11 years. In 1976 Roy enlisted in the United States Marine Corps, and after 20+ years of honorable service he retired as a Staff Non-Commission Officer (SNCO.) In 1997 Roy and his family moved to Southwest Washington (Vancouver) where he has lived over 20 years. He worked full-time as a coach operator for CTRAN. He is a graduate of the Labor Education and Research Center, University of Oregon. Roy was appointed by Governor Inslee in 2014. Term expires June 30, 2019.



Joe Tortorelli, Spokane County

Joe is an economic development consultant with over 30 years of experience working with cities, counties and ports interested in growing their local economy by creating jobs and private sector capital investment. He began his career with Washington Water Power Co., now Avista Corp., after attending Eastern Washington University. He has led numerous

boards on economic development over the years and serves on a variety of local boards such as the Spokane Area Workforce Development Council, the SRTC and the Spokane Area Good Roads Association. Joe has lived in Spokane all of his life and is an avid cyclist and snow skier. Joe was appointed to the Commission by Governor Gregoire in 2011 and reappointed by Governor Inslee in 2014. Term expires June 30, 2020.



Hester Serebrin, King County

Hester is a Policy Director at Transportation Choices Coalition, a statewide organization working to bring Washingtonians more affordable, sustainable, and reliable transportation choices that connect them with jobs, housing, education, and each other. She regularly works with a broad coalition of partner organizations to develop transportation policy recommendations that

focus on improving health and equity outcomes. Hester is a member of the Executive Board of the Puget Sound Regional Council. She received her Bachelor's degree from Reed College in 2004, and has a Master's

Degree in Public Administration from the University of Washington Evans School of Public Policy and Governance. She is a two-time winner of the Women's Transportation Seminar Senator Scott White Memorial Scholarship. Hester was appointed by Governor Inslee in 2015. Term expires June 30, 2021.



Debbie Young, San Juan County

Debbie brings 30 years of management, negotiation and natural resources experience to the Commission. She has served on a number of boards and councils, including being elected to the National Hydropower Association Board, serving as the Chairman of the Nisqually River Council and as a council member for over 15 years, serving on the Tahoma Land

Conservancy, and the Forterra Board of Directors. Served as President of the Association of Power Biologists and is a graduate of the Washington State Agriculture Forestry Leadership program. She has worked in the utility industry for over 20 years, serving as the Natural Resources Manager for Tacoma Power managing the federal licensing process for the City of Tacoma's hydroelectric projects. Early in her career she taught sciences at the community college level, and worked as a field biologist and naturalist. She currently resides on Lopez Island where she and her husband operate a small diversified farm providing meat and specialty food products to customers in the Puget Sound region. Debbie was appointed by Governor Inslee in 2015 for a partial term and reappointed in 2016. Term expires June 30, 2022.



Shiv Batra, King County

Shiv has played a key role in establishing INCA Engineers' unparalleled reputation in the professional Architectural/Engineering (A/E) community. INCA a US based consulting firm that provides civil, structural, hydraulic, mechanical, electrical engineering and surveying services to public and private clients. Shiv has been a prominent advocate

and active member of the US engineering community for more than three decades. He is currently a member of numerous professional organizations that serve the engineering and construction industries. He has also served terms as president, special consultant, committee chair, and board member for these organizations. In these roles, he has been successful in promoting membership, technology transfer, civic, and professional development activities at the local, regional, national, and international levels. He and his wife are very active in many local and international non-profit organizations. Shiv was appointed by Governor Inslee in January 2016. Term expires June 30, 2019.



James "Jim" A. Restucci, Yakima County

Jim brings to the Commission over 30 years of government service, as a soldier in the U.S. Army and Army National Guard from 1984 to 2004, and as a local elected official in the City of Sunnyside, since 2004. He served as mayor of the city from 2010 to 2018 and is currently serving his 4th term on the Sunnyside City Council. Jim is active in transportation policy and

has served as chair of the Yakima Valley Transportation Policy Board for the past 8 years. He serves on numerous Yakima County boards and commissions and served as AWC President in 2016. Jim served on the NARC Board from 2012-2018, representing transportation interests of WA and OR on the national stage. He also served as president of People for People, Inc. Jim attended school for computer science and engineering while on active duty, and Ashford University for political science. In 2002, Jim co-founded, a technology services company, today he oversees the day to day operations of the company. Jim lives in Sunnyside with his wife DeLeesa they have two grown children, Dylan and Alex. Jim was appointed by Governor Inslee in 2018. Term expires June 30, 2024.



The new Main Street Bridge over the Touchet River in Waitsburg improves safety and meets system preservation and environmental objectives.

Transportation Commission's 2019 meeting schedule

January 23-24	Olympia
February 20-21	Olympia
March 19-20	Olympia
April 16-17	Olympia
May 14-15	Okanogan County
June 18-19	Bremerton
July 16-17	Olympia
September 16-17	Stevenson
October 15-16	Olympia
November 19-20	Federal Way
December 17-18	Olympia

Photo Credits

Paul Parker; Carl See; Cece Zenker; City of Port Angeles; FMSIB; WSDOT Photo Library; Yakima Greenway

Graphic Design by Cheri Huber Design, Tenino



Washington State
Transportation Commission

P.O. Box 47308
Olympia, WA 98504-7308
360.705.7070
www.wstc.wa.gov