



Washington State Transportation Commission

Regular Meeting Summary July 19 & 20, 2016

COMMISSION BUSINESS

Vice-Chairman Jerry Litt called the meeting to order at 9:00 am. The Commissioners and staff each introduced themselves.

Action: Commissioner Tortorelli moved and Commissioner Jennings seconded the motion approving the May 17, 2016 Tacoma Narrows Bridge Rate Setting Verbatim Meeting Minutes. The motion was approved unanimously.

Action: Commissioner Tortorelli moved and Commissioner Jennings seconded the motion approving May 17, 2016 SR 520 Bridge Rate Setting Verbatim Meeting Minutes. The motion was approved unanimously.

Action: Commissioner Young moved and Commissioner Jennings seconded the motion approving the June 15, 2016 meeting summary. The motion was approved unanimously.

Commissioners reported on their recent Commission activities, including the following:

- Commissioner Batra reported on the meeting of the I-405 Executive Advisory Group.
- Commissioner Serebrin reported on the Puget Sound Regional Council Policy Board.
- Commissioner Tortorelli attended the NEW RTPO meeting in Colville and the Spokane Regional Transportation Council meeting. He has been appointed to the North Spokane Corridor Advisory Committee.
- Commissioners Litt and Serebrin attended the Washington Transportation Plan Advisory Group meeting. At that meeting, WSDOT described how work on its implementation plan will follow the WTP 2035 adopted by the Commission. Advisory group members participated in an exercise to prioritize emphasis areas, and there were no surprises. The WTP Steering Committee is still receiving feedback on the DRAFT outreach plan.
- Commissioner Jennings has attended two meetings of the SW Washington Roundtable.

Paul Parker, Deputy Director, WSTC, presented an outline and proposed a process for developing the 2016 Annual Report. Commissioners Haley, Litt and, Batra agreed to be on the Annual Report Team. Work on the 2016 Annual Report will proceed from the outline presented.

Reema Griffith, Executive Director, WSTC, and Paul Parker also reported on budget preparations for the 2017 – 19 biennium. There are two decision packages under development, with the consent of the Commission:

1. Survey program.

Expand the membership of the current FROG panel:

- Conduct on-board recruiting on all routes during each winter period, and once every two years during the summer period, for a total of three active recruitment periods to add 6,000 - 9,000 new panel members in the 17/19 biennium.
- Conduct required surveys and surveys that support critical programmatic needs.

Expand the membership of the current VOWS panel:

- Conduct Facebook/Twitter advertisements and email voter/citizen recruiting campaign with the goal of adding 15,000 - 20,000 new members to the VOWS panel in the 17/19 biennium.
- Conduct required surveys.

Total FROG/VOWS Program Funding Needs: \$230,000 for required items and \$135,000 for desired items, a total of \$365,000.

2. Washington Transportation Plan Update.

Every four years the Transportation Commission (WSTC) must review and update a vision and long-range plan for the future of the entire statewide transportation network. The next long-range transportation plan, also known as the Washington Transportation Plan (WTP), is due to the Governor and Legislature by December 2018. For a truly collaborative process with all transportation partners, the update must begin no later than summer 2017.

WSTC seeks an appropriation of \$500,000 in the 2017 - 19 Transportation Budget to update the Statewide Transportation Plan as a web-based, interactive framework for transportation decisions. This update will rely on WTP 2035 as its foundation and will leverage work currently underway by WSDOT to complete its implementation plan for WTP 2035 (which also fulfills RCW 47.06.040, requiring a state multimodal plan), and build on topical and modal plans such as the freight plan and the long-range ferries plan. It will assess the existing strategies and recommended actions and revise them as needed, assess and incorporate the impacts of the investments, policy changes and revenue enhancements of Connecting Washington, and integrate the goals and priorities of regional transportation plans adopted by Metropolitan Planning Organizations (MPOs) and Regional Transportation Planning Organizations (RTPOs) since WTP 2035. It also will integrate the performance measurements that devolve to the state from MAP-21 and the new FAST Act, with existing performance measures and state policy goals.

Mr. Parker reported that further work is needed on the WTP budget proposal, including discussions with WSDOT staff. Commissioners Litt, Serebrin, and Jennings agreed to work with staff and develop the final submittal to OFM.

[NOTE: following further work on the budget packages, the submitted budget requests are \$415,000 for the survey program and \$615,000 for the WTP Update.]

Mr. Parker also presented a Draft 2017 Meeting Calendar and suggested locations. After substantial discussion, the Commission decided to hold its 2017 meetings in the following locations:

- Olympia: January, February, March, May, October, December

- Centralia: April
- Leavenworth: June
- Kent: July
- Friday Harbor: September
- Spokane Valley: November

UTILITY RATE REVIEW AND APPROVAL PROCESS IN WASHINGTON

David Danner, Chairman, Utilities and Transportation Commission (UTC), provided an overview of how the UTC reviews and determines utility rates for private utilities. The UTC responsibilities include consumer safety, consumer protection, and economic regulation. The UTC regulates investor-owned utilities because they are monopolies. It regulates the entry of utilities into new fields and approves transfers of property and mergers.

The UTC rate setting regimen limits utility rates to those that are “fair, just and reasonable and sufficient.” The UTC interprets its mandate by ensuring that the rate is fair to the customer and to the company’s owners; just in the sense of being based solely on the record developed in the UTC proceeding; reasonable in light of the range of possible outcomes supported by the evidence; and sufficient to meet the needs of the company to cover its expenses and attract capital on reasonable terms.

In a general rate case, the company bears the burden of proof. The UTC is trying to reduce the burden of rate cases, which for an energy company usually requires 6 - 10 staff and the full 11 months allowed in statute to be resolved.

A rate case has three steps:

- Revenue requirement: How much money does the company need to cover its costs and earn a fair return?
- Cost-of-service study: How should the revenue requirement be divided among the different classes of customers? Cost causation is a key principle for cost of service. The company’s expenses should be recovered only from the customers that caused those expenses to be incurred.
- Rate design: How can rates be set for each class to ensure that it pays for its share of the revenue requirement?

A key principle for rate design is gradualism. Rates should not be subject to wild swings. Rate design also presents an opportunity to use price signals to encourage more efficient usage.

Low-income rates are subsidized by other customers, as is the electric car charging program.

Commissioner Serebrin asked how the low income program works. The program is done in concert with Community Action Agencies (CAA). It is very rare that the UTC sets low-income rates. Rather, the UTC requires the utility set money aside for assistance and the CAA provides the help upon request and eligibility confirmation. The Telephone Assistance Program was funded by a 15 cent charge on landline that provided an eight-dollar reduction on basic service.

Commissioner Batra asked what incentive utility companies have to be lean and mean. Historically, Mr. Danner stated there was little motivation, which is why they have been regulated. The UTC is reducing its regulation of Century Link as its market share has dropped.

Fixed charges will grow as consumption is reduced. But over-reliance on fixed costs may result in additional consumption if usage rates are set too low.

Utility Rate Review and Approval Process in Washington

Action: None

Follow-Up: None at this time

TOLLING AUTHORITIES AND TOLL SETTING ACROSS THE UNITED STATES

Paul Parker discussed how toll authorities in other states set tolls and tolling policy.

Several regional toll authorities operate in California. In revenue collection, the largest is the Bay Area Toll Authority (BATA), an agency under the umbrella of the Metropolitan Transportation Commission (MTC), the transportation planning, financing and coordinating agency for the San Francisco Bay Area. Others include the Golden Gate Toll Authority, Los Angeles County, the Orange County Transportation Authority, and the San Diego Association of Governments.

BATA last raised tolls in January 2010 when it adopted a package of toll hikes for seismic retrofits on all state-owned toll bridges in the Bay Area. BATA held four public hearings in November and December 2009 to gather public input on the toll increase plan. Over 1000 comments helped shape the final toll schedule.

In 2014, the Golden Gate Toll Authority held three open houses and a public hearing on a \$1 toll increase, followed by \$0.25 per year in next four years. It spent \$20,000 on outreach.

Los Angeles County operates a Congestion Reduction Demonstration Program overseen by Metro, Caltrans and other partners. Tolls are set using congestion pricing and can range from \$0.25 per mile to \$1.40 per mile. The Metro Express Lanes Low-Income Assistance Plan provides residents of Los Angeles County with an annual household income of less than double the federal poverty level a discount of a one-time \$25 credit when they set up their account.

In 2003, the Orange County Transportation Authority (OCTA) adopted congestion pricing for the SR 91 Express Lanes. When the hourly traffic volumes are consistently too heavy and there is the potential for traffic congestion, a rate adjustment is made. Once an hourly toll is adjusted, it is frozen for six months. Other tolls are adjusted annually by inflation.

Colorado currently has three toll projects, two public and one private. The Colorado High Performance Transportation Enterprise (HPTE) was created to pursue public-private partnerships and other innovative and efficient means of completing surface transportation infrastructure projects. HPTE operates as a government-owned business within the Colorado DOT. Before tolling a highway segment or highway lanes that previously were toll-free, HPTE also must prepare a local air quality impact statement and a local community traffic safety assessment that takes into account any diversion of vehicular traffic from the highway segment or highway lanes onto other highways, roads, or streets that is expected to result from tolling.

Colorado allows toll revenues to be used on transit-related projects that relate to the maintenance or supervision of the highway segment or highway lanes on which the user fee or toll is imposed.

Florida operates 734 miles of toll roads, bridges and causeways as of June 2013. The longest of these is Florida's Turnpike, being 313 miles. Florida's Turnpike Enterprise, a part of the Florida Department of Transportation (FDOT), owns and operates the Turnpike and many toll roads.

FDOT must publish a proposed change in the toll rate for the use of an existing toll facility, as provided by the Florida Administrative Procedures Act, including public notice and the opportunity for a public hearing before the adoption of the proposed rate change. Tolls are set to provide a fund sufficient with other revenues of the turnpike system to pay the cost of maintaining, improving, repairing, and operating the turnpike system; to pay the principal of and interest on all bonds issued to finance or refinance any portion of the turnpike system as the same become due and payable; and to create reserves for all such purposes. FDOT owned toll roads and bridges index tolls for inflation no more frequently than once a year and no less frequently than once every five years.

A special district agency, the Central Florida Expressway Authority (CFX) is responsible for the construction, maintenance and operation of a 109-mile limited-access expressway system in four Central Florida counties.

The Georgia State Road and Tollway Authority is authorized “to fix, revise, charge, and collect tolls for the use of each project.” OCGA § 32-10-65.

The Maryland Transportation Authority (MDTA) sets tolls for facilities across the state after its staff develops a toll rate proposal, followed by a 60-day public comment period and nine public hearings with the MDTA board.

The Oklahoma Turnpike Authority (OTA) has the authority “to fix and revise from time to time tolls for the use of any turnpike project.” The OTA adopted a toll rate structure for the entire Oklahoma Turnpike System on June 18, 1993, with an effective date of July 7, 1993. The OTA also adopted a plan to increase tolls biennially at rates tied to the Consumer Price Index.

Texas has approximately 25 toll roads, adding up to over 500 miles, the majority of which were constructed in the past 10 years. An additional two dozen toll-road projects are in planning or construction. Toll highways and bridges can be built and operated by Regional Mobility Authorities (RMAs), Regional Toll Authorities (RTAs), and County Toll Authorities. In addition, HOT Lanes are operated by Metropolitan Rapid Transit Authorities, and municipal and private toll bridges.

In setting tolls, fees, fares, or other usage charges, RMAs and RTAs are not subject to supervision or regulation by any agency of this state or another governmental entity. State law allows a Texas toll road entity to offer discounted or free tolls for vehicles with a Disabled Veteran, Purple Heart, or Legion of Valor specialty license plate. Disabled veterans and recipients of the Purple Heart or Legion of Valor may drive free of charge on TXDOT toll roads when in a vehicle actively registered with the State of Texas and displaying a disabled veteran, Purple Heart, or Legion of Valor specialty license plate. On other toll roads in Texas, it is up to the Regional Mobility Authority, Regional Toll Authority, or County Toll Authority whether to provide a veteran discount. The Harris County Toll Road also provides a veteran discount.

The Central Texas Regional Mobility Authority increased tolls by 2% on Highway 183A Toll and Highway 290 Toll effective January 1, 2016. These inflation-based adjustments will add six cents to the cost of a full-length trip on 183A Toll and four cents to the cost of a full-length trip on 290 Toll for customers with a TxTag. The increases are part of a Mobility Authority policy that adjusts rates annually in-line with inflation to avoid larger increases every five years

Action: None

Follow-Up: *Staff will continue to add to and update this information.*

PUGET SOUND REGIONAL COUNCIL 2016 TRAVEL TRENDS UPDATE

Craig Helmann, Program Manager, and Gary Simonson, Associate Planner, Puget Sound Regional Council (PSRC), presented an overview of individual and household travel trends in the Puget Sound region and changes in travel behavior over time.

Population grew regionally by 5.6% from 2010 to 2015. Job growth by almost 3% in 2015. Employment growth is focused on the I-5 corridor and specific centers.

Changes in drive alone driver behavior vary by place. The public transportation mode share to downtown Seattle is 54%. Transit boarding growth is the fastest in the nation and outpaced both population and employment growth between 2006 and 2015. Regionally, the Puget Sound Regional Council is the vanpool capital of the world, with ridership triple that of Los Angeles, the second largest vanpool market.

Washington State Ferries and county-operated services are both seeing ridership increases. More people are traveling in commute times from Kitsap to Seattle.

Despite all the other changes, freeway delay is also growing. Delays increased by 95% between 2010 and 2015.

Of the Seattle workforce, 69% live in King County. An increasing number of Seattle workers – 11% -- are commuting from outside Puget Sound region.

Commissioner Serebrin asked where the job-housing balance exists. PSRC does not yet have that information.

Emerging technologies will change how people travel:

- Autonomous and connected vehicles
- Shared mobility
- Travel information

[Puget Sound Regional Council 2016 Travel Trends Update](#)

Action: None

Follow-Up: None at this time

CELEBRATING THE GRAY NOTEBOOK

The Commission recognized Daniela Bremmer, Director, Strategic Assessment & Performance Analysis, WSDOT, and her employee team for 15 years of The Gray Notebook, WSDOT's award winning quarterly report on performance measurement and analysis.

Ms. Bremmer talked to the Commission about the history of performance measurement and thanked the Commission for its support of The Gray Notebook (GNB) over the years. She was joined by Joe Irwin, Performance Reporting Manager; Yvette Wixson, Senior Performance Analyst; and Erica Bramlet, Transportation Systems Analyst, Strategic Assessment & Performance Analysis, WSDOT.

WSDOT has published its performance report every quarter for 15 years. It is created entirely in-house and informs Washingtonians of how tax dollars are spent. It was created in response to multiple factors, including:

- Addressing a voter-initiated repeal of the MVET tax, a 30% revenue erosion.
- Blue Ribbon Commission and gubernatorial concerns over departmental inefficiency and lack of accountability.
- Media preoccupation with state's "transportation crisis."
- To pave the way for critically needed revenues despite these concerns.

Nationally recognized, GNB isn't just leading by example, but the example that others lead by. Commissioners Litt and Serebrin said that they use GNB in meetings with transportation policy leaders and legislators.

Celebrating the Gray Notebook Gray Notebook Proclamation

Action: None

Follow-Up: None at this time

I-405 EXPRESS TOLL LANES RATE SETTING FINAL HEARING

Carl See, Senior Financial Analyst, briefed the Commission on the implementation of Express Toll Lanes, beginning in September 2015. He indicated that some challenges in I-405 ETL operation spurred a request from the Legislature and the Governor that the Commission reduce the hours of operation on the ETLs and eliminate tolling on evenings and weekends.

The Commission took action on the requests and adopted an emergency rule on March 15, 2016 to reduce hours of operation. Mr. See also summarized the public comments on the emergency rule and the subsequent public comments received.

I-405 ETLs: Adoption of Permanent Rule Recap & Next Steps

Action: None

Follow-Up: None at this time

PUBLIC COMMENT ON THE PROPOSED RULE CHANGE

Victor Bishop, Chair-elect of the Eastside Transportation Association, indicated support for the permanent rule and asked for hard data regarding the number of 3+ carpools using the lanes during peak hours. He recommends that the carpool data be collected now to inform the next phase of I-405 ETLs from Bellevue to Renton. He also would like to see more rigorous evaluation of the traffic flow before and after toll imposition on the weekends. He suggests that the Commission also amend the rule to allow 2+ carpools in the morning northbound and southbound in the afternoon.

Chris Johnson, Bellevue Chamber of Commerce, testified in strong support of the permanent rule. There has been congestion relief across the modes on I-405. He shared results from a Survey Monkey Poll of 10 Chambers of Commerce in East King County. Of the respondents, 49% said their daily commute increased following opening of the ETLs. People who previously carpooled indicate that many are still carpooling or driving alone – in the general purpose lanes.

Commissioner Batra asked whether WSDOT has considered the implications of requiring the exemption apply only to 3+ carpools.

Commissioner Serebrin wants the Commission continue to monitor performance to ensure continued benefit from anticipated Metro/Sound Transit investment in I-405 Bus Rapid Transit.

Action: Commissioner Jennings moved and Commission Tortorelli seconded the adoption of the CR-103 as proposed. The motion was approved unanimously.

TOLLING UPDATE

Patty Rubstello, Assistant Secretary, Toll Division, WSDOT, provided an update on the most recent I-405 Express Toll Lanes performance, the SR 167 HOT Lane extension project, and the toll division's quarterly report to the legislature on the civil penalty process for toll violations, the Customer Service Center procurement, and use of tolling consultants.

I-405 Express Toll Lane (ETL) use continues to increase. In most sections, during peak period commutes I-405 is moving more vehicles at faster speeds across all lanes. The ETLs are meeting the performance requirement of maintaining speeds of 45 mph 90 percent of the time during peak periods. However, more drivers are using the lanes, causing toll rates to reach the \$10 maximum more often and for longer durations. No impacts to traffic volumes on alternative routes have been found. However, northbound through Bothell, the general purpose lanes continue to be more congested than prior to the ETL opening.

More drivers are using the express toll lanes, following an initial drop with the change in hours of operation mid-March. By June, the total trip numbers were back to similar levels prior to the change –even with operating hours reduced by 58 percent. Peak period toll rates averaged \$1.75 in the first three months, \$2.40 in the second, three months, and \$2.72 in the third quarter of operation. The nine-month average was \$2.33.

The initial gross toll revenue estimate was \$3.14 million through May 2016. Actual gross toll revenue was \$10.56 million.

WSDOT updated its revenue forecasts in June to reflect the faster than anticipated ramp-up for express toll lanes. The new forecasts project an increase of about \$20 million in gross toll revenue and fees in each biennium compared to the initial forecast.

Metro Transit ridership increased by 8.2 percent from spring 2015 to spring 2016 and average travel savings of 2.1 minutes in the morning and 5.8 minutes in the evening. Community Transit had peak period transit ridership increase 3 percent.

On June 20 - 22 three agency peers and the Federal Highway Administration (FHWA) provided insights on the implementation of the I-405 express toll lanes, challenges and lessons learned from the experience. Feedback revealed:

- WSDOT has identified and adequately addressed operational challenges.
- Express toll lanes have proven to be desirable and successful.
- Changing occupancy rates and mandatory pass requirements for carpools were major changes and difficult to implement at the same time.
- WSDOT should consider a regional concept of operations for how all “managed” capacity will integrate with each other.

Future I-405 projects under evaluation:

- Northbound auxiliary lane between SR 520 and NE 70th Place.
- General purpose hard shoulder running on northbound I-405 from SR 527 to I-5.
- Address limited capacity in single express toll lane section (SR 522 to I-5).

The Hard Shoulder Running project can be completed sooner than anticipated. Construction is targeted for 2017 at estimated project cost of \$11.5 million.

SR 167 HOT Lane Extension added 3.5 miles of new southbound lane where the current HOT lane ended. It is now open to carpools and transit and will begin operating as a HOT lane in 2017. It also includes ramp meters and two noise walls.

A pilot project since 2008 to improve HOV lane utilization, the SR 167 HOT Lanes have toll rates set by computer every 5 minutes to manage HOT lane volumes within minimum-maximum range set by the Transportation Commission. There are 4,800 tolled trips per weekday, triple the number at opening. During the peak-hour drivers save an average of ten minutes northbound for a \$2.75 toll and five minutes southbound for a \$2.25 toll.

Tolling Proviso Reporting Update

The Notice of Civil Penalty program was directed by the legislature in 2010 (RCW 46.63.160) and implemented in December 2011 on the SR 520 and Tacoma Narrows Bridges. The Customer’s Program for Resolution (CPR) began in July 2015. This program:

- Allows customers with outstanding unpaid civil penalties to contact *Good To Go!* to request a one-time waiver of fees and penalties if they agree to pay all outstanding tolls.
- Includes an educational component, providing customers with information on how to avoid future civil penalties.

In the first nine-months, 49,686 have used CPR. (16% of all calls to the customer service center are CPR related). There has been 123% increase in civil penalty related tolls paid, totaling \$1.8 million. Another \$17.3 million in fees and penalties have been dismissed. Requests for administrative adjudication hearings are down 82% compared to last year and the Department of Licensing vehicle registration holds are down by 113%.

Procurement Overview

The proposed procurement separates the back office system from the operator of the Customer Service Center (CSC) operator. WSDOT has extended the existing CSC vendor contract through June 30, 2018 to bridge the years until a new contract can be executed. The Toll Division has completed CSC 2020 visioning workshops, continued development of project management tools and development of the RFP documents. It also identified system policy decision topics that have implications to requirements and business functionality development.

[I-405 Express Toll Lanes Nine Month Update](#)
[SR 167 HOT Lane Extension](#)
[FY 2013 Q3 Tolling Proviso Reporting Update](#)

Action: None

Follow-Up: *Continue to monitor.*

2016 FERRY RIDERS' OPINION GROUP REPORTS

Bill Young, Research Assurance briefed the Commission on the results from three surveys conducted by WSTC during the first half of 2016: the Washington State Ferries Winter Performance Survey, the General Public Attitude Survey, and the Freight Usage Survey.

Mr. Young reported that ferries serve three different markets:

- Westside of Puget Sound/Islands
- Eastside of Puget Sound
- Everywhere else

The main objectives of the Ferry Riders' Opinion Group research are to understand:

- How the ferry system is utilized by the three distinct groups?
- How important is Washington State Ferries (WSF) contribution to the overall economy and recreation/tourism in the Puget Sound (PS) region?
- What are residents' feelings towards who should pay for WSF operational and capital costs?

A survey conducted between June 3 and June 19, 2016 via the Voice of Washington State (VOWS) online panel included 6,332 online interviews.

Approximately 9 in 10 current state residents have ridden a WSF at some point in their lives. Of those who live in the PS basin, 98% have taken a ferry compared to 89% of non-PS residents. Since 2008, two out of three PS basin residents have used a ferry in the last 12 months.

Residents in Westside Puget Sound basin communities use Bremerton (27%), Bainbridge (26%), Mukilteo (17%) and Port Townsend (7%) more than Eastside PS counterparts (9%, 20%, 12%, 2% respectively). Non-PS basin residents use Anacortes (21%) more often than their PS counterparts (16% Eastside, 1% Westside). Westside PS riders use the ferries for work (18%) and personal business/activities (19%) more so than Eastside PS (2%, 12%) or Non-PS (1%, 11%) riders. Among the 14% statewide who ride less often, the two most frequently mentioned reasons are: “change in life style” (26%) and “ferry fares are too high” (14%).

About nine in ten citizens statewide perceive WSF to be important to the general Puget Sound economy and growth (88%) and Puget Sound tourism (92%).

About the same percent of Puget Sound riders in 2016 (72%) as in 2014 (70%) feel that daily operations should be paid for by a mix of rider’s fares and gas taxes.

- Non- Puget Sound residents in 2016 are more likely (39%) to say “riders only” should pay the daily operation costs than their Puget Sound counterparts (21%).
- Statewide, about seven in ten (67%) say daily operations should be paid for by a mix (riders and everyone) and the rider portion of costs should be 61.2%.

The average perception of how much fares cover has changed little between 2010 and 2016 within the Puget Sound basin.

An Online Survey of Washington State Ferry Riders Opinion Group (FROG) was conducted March 18th –April 4th, 2016 involving 3,134 respondents’ personal experience riding Washington State Ferries during the recent winter travel period (December 27, 2015 to March 19, 2016). Data was weighted by route and boarding method based on the last trip taken.

Compared to 2015, there is little difference in the routes people rode. Seattle/Bainbridge (41%) and Edmonds/Kingston (32%) continue to top the list. Overall satisfaction with WSF service is strong (37% Satisfied/36% Extremely Satisfied). Dissatisfaction increased slightly, but the intensity of dissatisfaction remains very low. Riders on the Fauntleroy/Vashon (39%) and San Juan Interisland (35%) routes are more dissatisfied than those on other routes, and dissatisfaction has increased compared to winter 2015. There has also been a large jump (25%; +11) in dissatisfaction among riders on the Pt. Defiance/Tahlequah route.

Dissatisfaction on all attributes is largely unchanged compared to 2015 with the exception of “adequate parking near terminals.” Overall importance is highest for “vessel crew is helpful” (97%) and “efficiently processes vehicles” (96%).

Terminal bathroom cleanliness and clear loading crew directions are the key opportunity areas. While a low priority to riders, parking access near terminals is underperforming.

The Freight study shows that there is room to charge more for freight. While the shippers will pass higher costs on to their customers, Commissioner Young pointed out that at some point an island resident will buy goods on the mainland, rather than on the island.

Commissioner Batra asked if it is true that ferry construction costs are twice as high in Washington as ferries built in other places.

- [2016 Ferry Naming Quick Poll](#)
- [2016 Freight Shippers Survey using WSF](#)
- [2016 General Market Assessment on WSF](#)
- [2016 WSF Winter Performance](#)

Action: None

Follow-Up: None at this time

WASHINGTON STATE DEPARTMENT OF TRANSPORTATION AVIATION PLAN

Robert Hodgman, Senior Aviation Planner, Aviation Division, WSDOT, presented the final draft of the State Aviation Plan. It is a building block for the Washington Transportation Plan update.

RCW 47.68 authorizes WSDOT Aviation to develop a statewide system of airports in cooperation with municipalities, federal authorities and others engaged in aeronautics and civil aviation. The Federal Aviation Administration encourages states to update aviation system plans every five to seven years. Washington's first Aviation System Plan was adopted in 1973 and updated in 1993, 1998, 2001 and 2009. The Aviation System Plan improves the system by understanding the needs of the users and recommends policies to support the future system. The plan builds upon previous efforts and recommendations examined:

- Emerging issues affecting aviation in Washington state
- Aviation user requirements
- Current airport usage levels and based aircraft
- Capacity to meet current and future demand

The number of public use airports in the system has declined from 141 airports at the beginning of the 2008 Long-term Air Transportation Study to 136 airports currently in the system. Passenger commercial service has been lost at Grant County International and Port Angeles and has been approved at Paine Field. SeaTac and Bellingham have seen significant passenger increases. During the economic downturn in 2008-09 world air cargo dropped 13%

In addition to the statewide system goals of safety, economic vitality, mobility, and stewardship, the aviation system goals include the following:

- Education, outreach, and community engagement;
- Infrastructure improvement, preservation and capacity;
- Aviation innovation; and
- Sustainability

Washington has developed a new airport classification system to fit our state needs and to better measure performance. The classification factors are:

- Critical aircraft
 - Airport capability
 - Size of aircraft
- Primary aviation activities
- Community demand
 - Population
 - Based aircraft
 - Unpaved runway surface

The plan will measure support for emergency response. WSDOT Aviation was very engaged in Cascadia Rising. Last year, WSDOT Aviation participated in the Evergreen Tremor exercise. Cascadia Rising provided a better understanding of which airports can handle which types of aircraft. They are now determining what kind of security is needed for emergency response. Shelton's Sanderson Field has been identified as likely to be usable after a major seismic event.

Washington State Department of Transportation Aviation Plan

Action: None

Follow-Up: None at this time

SEA-TAC AIRPORT EXPANSION

Elizabeth Leavitt, Senior Director of Environment & Sustainability, Port of Seattle reported that Sea-Tac International Airport was the fastest-growing major airport in the country in 2015. An expansion plan is under development to increase capacity including more gates and terminal space, and restructuring passenger pick-up and drop-off.

Airports don't plan for normal days, but for peak demand. In 2014, Sea-Tac had 37.5 million passengers, a 7.7% increase and 340,000 flight operations, a 7.3% increase. In 2015, Sea-Tac had 42.3 million passengers, a 12.9% increase and 381,000 flight operations, a 12% increase.

Major current projects include the North Satellite Expansion, the International Arrivals Facility, reconstruction of the center runway, and baggage system reconstruction. What more is needed?

Airfield - Increase 88 operations per hour to 120 without adding runways. Move more planes faster with more gates and aircraft

Terminal - Adding 8 gates now to the existing 92 gates. Still need 35 more gates. Add hold rooms and security processing for 43 new gates while handling existing passenger traffic. Potentially build a second terminal to serve most of the new gates.

Landside - Remove bottlenecks and chokepoints on roadways and drives. Plan for roadway network to serve potential second terminal.

Environmental, airspace, and land use constraints limit expansion options. The Port is now engaged in alternatives analysis and the plan is to bring a preferred alternative to the Port Commission this fall. The environmental review process should be complete by fall 2017.

Sea-Tac also is integrating sustainability into the Airport Master Plan. It is reducing the environmental impact of airport operations working with airline partners and fleet vehicles. It is reviewing facilities and impacts on aquatic resources. Sea-Tac has required Transportation Network Companies (Uber, Lyft) to meet green requirements.

Next planning steps:

Airfield - Continue assessing impacts of runway/taxiway separation. Assess constructability and estimate cost of south end-around taxiway.

Gates - Refine gate layouts & phasing plan.

Terminal - Continued analysis of one vs two terminal concepts.

Landside - On-going capacity analysis through modeling. Develop roadway layouts and assess challenges. Support Airport Operations in mid-term strategy and spin-off projects.

Support facilities - Incorporate support facilities into overall development plan
Determine land uses for South Aviation Support Area & timing of development.
Continued robust community engagement.

Chairman Haley suggested that the airport use the VOWS survey to assess attitudes toward expansion questions.

[Sea-Tac Airport Expansion](#)

Action: None

Follow-Up: None at this time

WSDOT EMPLOYEE SAFETY

Roger Millar, Acting Secretary, WSDOT and Kris Rietmann, Communications Deputy Director, WSDOT, spoke to the Commission about employee safety in work zones.

WSDOT is re-emphasizing public awareness of unsafe driving practices and encouraging changes to these behaviors.

- Increasing public awareness of work zone safety practices.
- Reducing poor driving behaviors (distracted driving, speeding, tailgating, etc.)
- Partnering with other agencies to determine future opportunities for coordination.
- Regularly communicating how unsafe driving practices impact the agency for a constant and consistent message.
- Utilizing video, Facebook, Twitter, blogs, Periscope and other resources

Social Strategies include:

- Using humor where appropriate to promote awareness and good driver behaviors
- Sharing personal stories to make our employees more real to the constituents they serve
- Sharing visuals to promote awareness and engage in conversation

As a result, WSDOT reached 250,855 people and won first place in the Governor's Social Media Golden Post Awards for best use of humor in social media.

Commissioner Batra said he has observed less attention to safety when work is contracted out than when the state administers a project. Mr. Millar said that the safety requirements and enforcement is the same.

[Washington State Department of Transportation Employee Safety](#)

Action: None

Follow-Up: None at this time

STATE ROUTE 99 ALASKAN WAY VIADUCT REPLACEMENT PROJECT UPDATE

Patty Rubstello, Assistant Secretary, Toll Division, WSDOT, provided background information for future toll-setting work on the SR 99 Alaskan Way Viaduct Replacement Project. The Commission reviewed the SR 99 tolling model currently under development, the assumptions for that model, and the context for those assumptions, including a description of the project; how the project will function compared with the existing SR 99; prior and current tolling analysis on the project; and next steps on SR 99 tolling scenarios.

Traffic patterns will change with the new SR 99 tunnel:

- Full access at tunnel portals to northbound and southbound SR 99 and ramps to downtown city streets.
- Removal of viaduct's Columbia and Seneca and Elliott and Western ramps.

The Federal Highway Administration issued Record of Decision for the project directed formation of an Advisory Committee on Tolling and Traffic Management (ACTT). Established through a Memorandum of Agreement between the Seattle Department of Transportation and WSDOT, the committee was made up of 15 members, five members selected each by the mayor, the Seattle City Council, and WSDOT and met during 2011 – 2014. It made advisory recommendations for:

- Minimizing traffic diversion from the tunnel due to tolling.
- Tolling the SR 99 tunnel.
- Mitigating traffic diversion effects on city streets and I-5.

WSDOT Toll Division is currently developing the Investment Grade Traffic and Revenue Study to support rate setting and future bond sale. The base case model is complete and the forecast model is in development and will reflect updated traffic and economic conditions.

State Route 99 Alaskan Way Viaduct Replacement Project Update

Action: None

Follow-Up: None at this time

TRANSPORTATION COMMISSION

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JOE TORTORELLI, Vice-Chairman

SHIV BATRA, Member

HESTER SEREBRIN, Member

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ATTEST:

REEMA GRIFFITH, Executive Director

DATE OF APPROVAL