

Transportation Technical Committee Meeting

Wednesday, January 27, 2021 • 1:30 PM – 3:00 PM

Virtual Meeting via Teleconference

PUBLIC NOTICE:

Due to COVID-19 and in accordance with the Governor Inslee's proclamations 20-25.7 and 20-28.8, the SRTC office is closed to the public and no in-person meetings will be held until further notice.



Watch the meeting at:

<https://us02web.zoom.us/j/89826866998?pwd=eTVRbUxja1ZWTzJlazhmVTQzLzlsZz09>

Meeting ID: 898 2686 6998 | Passcode: 883190

Or listen by phone at: 1-253-215-8782

Meeting ID: 898 2686 6998 | Passcode: 883190



Public comments can be submitted by email to contact.srtc@srtc.org or by phone to 509-343-6370. Deadline for submitting comments is 10:00 am on the day of the meeting.



SRTC is committed to nondiscrimination in accordance with Title VI of the Civil Rights Act of 1964, and Civil Rights Restoration Act of 1987 (P.O. 100.259) and the Americans with Disabilities Act. Reasonable accommodations can be requested by contacting the SRTC office by telephone at (509) 343-6370 or by email at contact.srtc@srtc.org at least 48 hours in advance.

Transportation Technical Committee Meeting

Wednesday, January 27, 2021 • 1:30 PM – 3:00 PM

AGENDA

- | | | | |
|------|----|--|---------|
| 1:30 | 1. | Call to Order / Record of Attendance | |
| 1:32 | 2. | Approval of December 16, 2020 Meeting Minutes | Page 3 |
| 1:33 | 3. | Public Comments | |
| 1:38 | 4. | TTC Member Comments | |
| 1:48 | 5. | Chair Report on SRTC Board of Directors Meeting | |
| | | <u>ACTION</u> | |
| 1:53 | 6. | 2021-2024 Transportation Improvement Program February Amendment (<i>Kylee Jones</i>) | Page 6 |
| 1:55 | 7. | TIP Call for Projects - Principles of Investment (<i>Eve McMenemy</i>) | Page 9 |
| 2:05 | 8. | Spokane County Cost Overrun Eligibility (<i>Eve McMenemy</i>) | Page 11 |
| 2:15 | 9. | Metropolitan Transportation Plan Financial Forecast (<i>David Fletcher</i>) | Page 17 |

INFORMATION AND DISCUSSION

- | | | | |
|------|-----|---|--|
| 2:30 | 10. | DivisionConnects Update (<i>Jason Lien</i>) | Page 65 |
| 2:40 | 11. | DATA Draft Design Plan (<i>Mike Ulrich</i>) | Page 67 |
| 2:58 | 12. | Agency Update | |
| 3:00 | 13. | Adjournment | <i>Next Meeting – Wednesday, February 24</i> |

MEETING MINUTES

Spokane Regional Transportation Council Transportation Technical Committee
 December 16, 2020 | Zoom Video Conference

1. Call to Order / Record of Attendance – Mr. Karl Otterstrom, Chair, called the meeting to order at 1:31 pm.

Committee Members Present

Heather Trautman	City of Airway Heights
Todd Ableman	City of Cheney
Roger Krieger	City of Deer Park
Inga Note	City of Spokane
Kevin Picanco	City of Spokane
Gloria Mantz	City of Spokane Valley
Adam Jackson	City of Spokane Valley
Brandi Colyar	Spokane County
Barry Greene	Spokane County
Cindy Green	Spokane Regional Health Dist.,
Karl Otterstrom	Spokane Transit Authority
Kristine Williams	Spokane Transit Authority
Rachelle Bradley	Spokane Tribe of Indians
Mary Jensen	WSDOT-Eastern Region
Larry Larson	WSDOT-Eastern Region

Committee Alternates Present

Colin Quin-Hurst City of Spokane

Guests

Guest names were not recorded at this meeting

Staff

Eve McMenamy	Principal Transportation Planner	Ryan Stewart	Principal Transportation Planner
Mike Ulrich	Principal Transportation Planner	Michael Redlinger	Assoc. Transportation Planner II
Jason Lien	Principal Transportation Planner	Julie Meyers-Lehman	Admin-Exec. Coordinator
David Fletcher	Assoc. Transportation Planner III		

2. Approval of October 2020 Meeting Minutes

Mr. Larson made a motion to approve the minutes as presented. Mr. Krieger seconded the motion. All votes were in favor.

3. Public Comments

There were no public comments.

4. Technical Member Comments

Members shared information about projects/programs happening in their jurisdictions.

5. Chair Report on SRTC Board of Directors Meeting

Mr. Otterstrom shared highlights from the December 10 Board meeting.

ACTION ITEMS

6. 2021 TTC Officer Elections

Ms. McMenamy summarized the duties of the Chair and Vice-Chair and provided a history of the positions by member agency for the past twelve years.

Mr. Larson nominated Ms. Mary Jensen, WSDOT, for Vice-Chair. Ms. Jensen accepted and there were no additional nominations.

Mr. Jackson made a motion to select Ms. Jensen as 2021 Vice-Chair. Ms. Note seconded and the motion

passed unanimously.

Ms. Colyar nominated Mr. Adam Jackson, City of Spokane Valley as 2021 Chair. Mr. Jackson accepted and there were no additional nominations.

Mr. Picanco made a motion to select Mr. Jackson as 2021 Chair and Ms. Note seconded. All votes were in favor.

Mr. Otterstrom stepped down as Chair and Mr. Jackson took the seat

7. 2021-2024 Transportation Improvement Program (TIP) January Amendment

Ms. Jones reported on the seven projects included in the proposed amendment. There were no questions or discussion.

Ms. Colyar made a motion to recommend Board approval of the 2021-2024 TIP January amendment. Mr. Larson seconded and the motion carried unanimously.

8. Metropolitan Transportation Plan Financial Forecast

Mr. Fletcher provided an overview of the purposes and fiscal restraint requirements of an MTP financial forecast. He noted that in response to Board direction, the consultant's work was specifically tailored to the Spokane region and he spoke about this forecast's approach based on points of expenditure, by revenue source and by agency.

The group discussed funding assumptions and forecast development at length. Several members commented that the consultant's report was very long and in-depth and there had not been enough time provided to review the document sufficiently enough to make a responsible recommendation to the Board.

Mr. Otterstrom made a motion to table this item until TTC next month, to task TTC members with reviewing the forecast document, and to submit comments to Mr. Fletcher by January 5. Ms. Mantz seconded the motion. Motion passed unanimously.

INFORMATION & DISCUSSION ITEMS

9. Preservation Call for Projects

Ms. McMenemy supplied background information about the upcoming call for projects; it is \$6 million of STBG (Surface Transportation Block Grant) funds set aside by the Board from the 2018 Call for Projects with the intent for it to be used for capital maintenance and preservation projects for obligation in 2022 & 2023. She said the TIP Working Group met last week to review and suggested that:

- The call be limited to preservation projects only, not reconstruction, due to costs,
- A cap of \$1M per project
- To limit the award of any one agency to \$2M

She spoke about the availability of funding for the SRTC Priority List Projects through the contingency funding process and how criteria is outlined by policy in the TIP Guidebook. She presented the preliminary schedule for the 2021 Call for Projects. There were no questions or discussion.

10. US 195/I-90 Study Update

Mr. Stewart gave a background of the study and Study Advisory Team and provided an update about the accomplishments to date, which include an existing conditions analysis, market-based land use analysis, and community outreach. He noted that draft strategies were vetted by the Study Advisory Team and they are

currently evaluating several project packages for an in-depth safety and operational review.

He explained that WSDOT had expressed serious concerns about some of the strategies, but the Study Advisory Team, staff and WSDOT representatives held additional meetings and came up with strategies that addressed those concerns.

The SRTC Board will receive full details about the project packages before they are released to the public. Mr. Stewart said that while the TTC will not be asked to make a recommendation on the final strategies to be presented to the Board, the TTC will be given ample opportunity to review and provide input about the strategies.

11. DivisionConnects Update

As the meeting was running behind schedule and it was decided to postpone this item until next month.

12. Spokane County Request for Additional Funds for Bigelow 6 Projects

Ms. McMenemy provided details about this project's funding as part of the 2018 SRTC Call for Projects. Ms. Colyar spoke some of the unforeseen reasons for the cost overrun (right-of-way issues related to school district properties) and the possible loss of previously secured funding if the County is unable to obtain an additional \$850,000. She noted that the County will commit up to \$850,000 of County Road funds for the completion of the intersection improvements.

13. Agency Update – Ms. McMenemy announced that December 28 is Sabrina Minshall's last day as SRTC Executive Director and thanked her for her leadership and guidance over the past three years.

14. Adjournment

There being no further business, the meeting adjourned at 3:10 pm.

Julie Meyers-Lehman
Recording Secretary

To: Transportation Technical Committee 01/20/2021
From: Kylee Jones, Associate Transportation Planner II
Topic: **2021-2024 Transportation Improvement Program (TIP) February Amendment**

Requested Action:

Recommendation for SRTC Board of Directors approval of the February amendment to the 2021-2024 TIP, as shown in the **Attachment**.

Key Points:

Two agencies have requested amendments to the 2021-2024 TIP. The three projects in the proposed amendment are listed below; see Attachment for more details.

- Spokane Valley – Sprague/Barker Intersection Improvements
- Spokane Valley – 2020 Retroreflective Post Panels
- Spokane Regional Health District – 2018 –2021 Safe Routes to School

TIP Overview

The TIP is a programming document that identifies specific projects and programs to be implemented during the upcoming four years. Any project with federal funds from the Federal Highway Administration (FHWA) or Federal Transit Administration (FTA), as well as any regionally significant projects, must be included in the TIP. After a TIP has been incorporated into the Washington State TIP (STIP), project changes can be requested by local agencies. Minor changes can be made administratively by SRTC staff. Significant changes must be made through the amendment process, which requires a 10-day public comment period and action by the SRTC Board of Directors.

Board/Committee Discussions:

This item is being presented to the TTC for the first time.

Public Involvement:

Pursuant to SRTC's Public Participation Plan, this amendment will be published for a public review and comment period from January 20, 2021 through January 29, 2021 at 4:00 p.m. Notice of the amendment will be published in the Spokesman Review and posted to the SRTC website (www.srtc.org) and social media platforms on January 20, 2021. Public comments received during the public comment period will be addressed by SRTC staff and presented to the SRTC Board of Directors in their February 2021 meeting packet.

Supporting Information/Implications:

The TIP serves as an important tool in implementing the goals, policies, and strategies identified in Horizon 2040, SRTC's long-range plan. As such, any projects included in the TIP, including projects added through monthly amendments, must be consistent with Horizon 2040. Consistency with Horizon 2040 includes a demonstration of financial constraint and conformity with regional air quality plans. The January amendment has been reviewed by SRTC staff for compliance with federal and state requirements and consistency with Horizon 2040.

TIP amendments must be approved by the SRTC Board in order to be incorporated into the Washington State TIP (STIP). Projects receiving federal funds must be in both the TIP and the STIP to access those funds.

Pending approval by the SRTC Board, the January amendment will be incorporated into the STIP on or around March 15, 2021.

More Information:

- See Attachment: 2021-2024 TIP February Amendment
- For detailed information contact: Kylee Jones, Associate Transportation Planner II at kjones@rtc.org or 509.343.6370.

2021-2024 Transportation Improvement Program
 February Amendment (21-02)

Agency	Project Title Amendment Description	Funding Adjustment		Amendment	
				New Project	Existing Project
Spokane Valley	Sprague/Barker Intersection Improvements Added HSIP funding	Federal (HSIP)	\$1,765,500		✓
		Local	\$68,900		
		<u>Total</u>	<u>\$1,834,400</u>		
Spokane Valley	2020 Retroflective Post Panels Install retroflective post panels to stop, warning, and speed limit signs	Federal (HSIP)	\$162,700	✓	
		Local	\$1,400		
		<u>Total</u>	<u>\$164,100</u>		
SRHD	2018 - 2020 Safe Routes to School Delete project to to COVID complications		No funding changes		✓

To: Transportation Technical Committee 01/20/2021
From: Eve McMenemy, Principal Transportation Planner
Topic: **TIP Call for Preservation Projects - Principles of Investment**

Requested Action:

Recommend approval to the SRTC Board of Directors:

- 1) Limit the SRTC call for preservation projects to include grind an overlay, chip seals and other sealant projects;
- 2) Limit project awards not to exceed of \$1M; and
- 3) Limit any one jurisdiction total awards not to exceed \$2M.

Call for Projects Key Points:

- In 2018 the SRTC Board set aside for \$6M of Surface Transportation Block Grants (STBG) during the 2018 Call for Projects to fund capital maintenance and preservation projects to obligate in 2022 and 2023.
- The purpose to delay the call for capital maintenance and preservation projects until this time, was to allow member agencies to use accurate pavement conditions rather than predicted pavement conditions to determine which projects best qualify for funding.
- The SRTC Board approved a TIP Guidebook Policy in October 2020 to conduct a biennial call for preservation projects to assist with efficient project delivery to meet annual obligation targets. This call for projects will fulfill this policy.
- The TIP Working Group met on December 8 to discuss their capital maintenance and preservation needs as it relates to \$6M call for projects. Federal and state funding requirements ensure that rural and small cities are distributed a portion of the awards. The TIP Working Group asks the TTC consider the following additional principles of investment as a potential recommendation to the SRTC Board:
 - 1) Due to the limitation of funding, direct the call for project funding towards preservation projects and not more costly reconstruction projects. This would include grind and overlays and other treatments such as chip seal.
 - 2) Cap project applications at \$1M per project so multiple projects can be funded.
 - 3) For geographical distribution, cap any one jurisdiction at \$2M in awards.
- The SRTC Call for Projects is scheduled to be opened early March 2021.

Board/Committee Discussions:

The TTC was briefed on this topic at their meeting on 12/16/20. The SRTC Board was briefed on this topic on 1/14/21.

Working Group/Subject Matter Expert Team Involvement:

The TIP Working Group (TIPWG) provides input and makes recommendations to the TTC on TIP policy and programming activities. The TIPWG also assists SRTC staff in managing the TIP to deliver our annual federal funding obligation targets. The multijurisdictional TIPWG meets monthly and is comprised of staff from the following agencies: City of Spokane, Spokane County, Spokane Transit Authority, City of Spokane Valley and WSDOT.

Public Involvement:

All Board and TTC meetings are open to the public. When additional funds are allocated by SRTC to this project, a Transportation Improvement Program (TIP) Amendment and public comment period will be open.

Supporting Information/Implications:

The Call for Projects schedule is as follows:

SRTC Call for Capital Maintenance & Preservation Projects Schedule	
2020	
December 8	TIP Working Group meeting- Capital Maintenance & Preservation Call for Projects and Contingency List Funding
December 16	TTC meeting Capital Maintenance & Preservation Call for Projects and Contingency List Funding
2021	
January 14	SRTC Board of Directors - Capital Maintenance & Preservation Call for Projects and Contingency List Funding
January 27	TTC meeting- Principles of investments recommendation
February 11	SRTC Board of Directors – Principles of investments action item
March 1	CALL FOR PROJECTS RELEASED
April 30	APPLICATION Package DUE by 4:00 pm.
May 10-21	Pavement committee field work verification
May 24-June 4	Multi-agency project scoring
June 24	TTC meeting - review preliminary results
July 8	SRTC Board - review preliminary results
July 28	TTC Meeting - recommend preservation funding lists of STBG, CMAQ and STBG Set-Aside projects to fund and contingency lists for Board approval
August 12	SRTC Board – Approve awards in call for projects
August – October	2022-2025 TIP development process which includes a 30-day public comment period on the draft TIP.

More Information:

- For detailed information contact: Eve McMenamy at evemc@srtc.org or 509.343.6370.

To: Transportation Technical Committee 01/20/2021

From: Eve McMenamy, SRTC Principal Transportation Planner and
Brandi Colyar, Spokane County Capital Projects Manager

Topic: **Spokane County Request for Additional Funds for Bigelow Gulch 6 Project**

Requested Action:

Recommend to the SRTC Board of Directors that the Bigelow Gulch Project 6 cost overrun be eligible for SRTC available contingency funding.

Key Points:

- On 12/08/2020 SRTC received a letter from Spokane County requesting additional funding of \$850,000 for their Bigelow 6 project, see **Attachment**.
- Bigelow 6 is a project in the SRTC Transportation Improvement Program (TIP) and programmed for construction in 2021.
- Bigelow 6 is ranked 12th on the 2018 Call for Projects, SRTC Priority List.
- In relationship to the Bigelow 6 project, the City of Spokane Valley's Sullivan & Wellesley intersection project is also in the SRTC Transportation Improvement Program and programmed for construction in 2021.
- According to SRTC TIP Guidebook Policy, this request is considered a cost overrun. The relevant cost overrun policies can be found in the supporting information of this memo.
- The SRTC Executive Director and/or the SRTC Board shall make the determination on whether a project cost overrun is considered eligible or ineligible for a fund increase. See supporting information TIP Guidebook Policy 6.3.1 and 6.3.2.
- SRTC available funding is presently \$4M in Congestion Migration Air Quality (CMAQ) funding and \$429,680 in Highway improvement Funds (HIP). Bigelow 6 does not qualify for CMAQ funds.
- On January 12th the TIP Working Group met and discussed the eligibility of Bigelow Gulch Project 6 to pursue a cost overrun per Policy 6.3.1. The TIP working group recommends the cost overrun should be eligible due to the significant increase in right-of-way costs and the school's request to build a tunnel, rather than an overpass, were not reasonable foreseeable and outside the control of the project sponsor at the time the project cost was developed.

Board/Committee Discussions:

The TTC was briefed on this item at their meeting on 12/16/2020. The SRTC Board was briefed at their 1/14/2021 meeting.

Working Group/Subject Matter Expert Team Involvement:

The TIP Working Group (TIPWG) provides input and makes recommendations to the TTC on TIP policy and programming activities. The TIPWG also assists SRTC staff in managing the TIP to deliver our annual federal funding obligation targets. The multijurisdictional TIPWG meets monthly and is comprised of staff from the following agencies: City of Spokane, Spokane County, Spokane Transit Authority, City of Spokane Valley and WSDOT. The TIPWG last met on 1/12/2021.

Public Involvement:

This item was discussed at the TTC meeting on 12/16/2020 and the 1/14/2021 Board of Director's meeting, which were open to the public. The Bigelow 6 project has been through the Transportation Improvement Program (TIP) public comment process.

Supporting Information/Implications**Policy for Cost Overruns**

Cost Overruns Cost overruns are defined as costs that exceed the project budget as it was determined at the time of project application to SRTC. The full policies can be found in the TIP Guidebook linked [here](#). What follows are several specific policies that relate to this request.

Policy 6.1 - After a project has been selected by SRTC for regional allocations of federal funds, any cost overruns are the responsibility of the project sponsor. Project sponsors are required to sign SRTC's Local Agency Project Endorsement Form, which states that any cost overruns are the responsibility of the project sponsor.

Policy 6.2 - Although cost overruns are the responsibility of the project sponsor, for eligible cost overruns (see Policy 6.3) on projects awarded on regional allocations of federal funds, the project sponsor may request additional funds through the SRTC Executive Director or the SRTC Board. The process for requesting a fund increase is described below.

Policy 6.2.2 - For a project with a total estimated project cost equal to or greater than \$1 million (as originally programmed in the TIP), the SRTC Executive Director may increase the project's award amount up to 15% of the total project cost, not to exceed \$300,000. At the Executive Director's discretion, the request may be brought to the TTC for discussion and input. Fund increase requests approved or denied by the Executive Director will be noted at an SRTC Board meeting. Requests greater than 15% of the total project cost or greater than \$300,000 would require SRTC Board action. Fund increase requests requiring SRTC Board action will be brought first to the TTC for discussion and input. Fund increase requests approved or denied by the SRTC Board will take place during an SRTC Board meeting, which are open to the public.

Policy 6.2.4 - Fund increases that are considered by the SRTC Executive Director shall be limited

to available funds. Available funds are allocated funds (this includes but is not limited to annual allocations, carryover funds, returned funds from projects that came in under budget) that have not been awarded or programmed for a specific project. If a fund source has been fully programmed in the current TIP (all available funds and forecasted funds are associated with planned projects), approving a fund increase request will impact currently programmed projects. These impacts could include delaying one or more projects out of the first four years of the TIP or reducing the award amount for one or more projects.

Policy 6.2.5 - If a fund increase request is denied by the SRTC Executive Director or the SRTC Board, the project sponsor may finance the cost increase through other funding sources, reduce the scope of the project to available funds (with SRTC concurrence on the scope change), or withdraw the project from the TIP and return any previously obligated funds to SRTC for redistribution. In addition, fund increase requests denied by the SRTC Executive Director may be appealed by the project sponsor; appeals may be considered by the SRTC Board, at their discretion.

Policy 6.3 - Fund increase requests related to cost overruns will be considered on a case-by-case basis. Policies 6.3.1 and 6.3.2 describe possible causes for eligible and ineligible cost overruns. The examples provided below are not exhaustive and do not imply the eligibility or ineligibility of any specific project. The SRTC Executive Director and/or SRTC Board shall make the determination on whether a project cost overrun is considered eligible or ineligible for a fund increase.

Policy 6.3.1 - A cost overrun may be eligible for a fund increase if it is considered outside of the control of the project sponsor. Examples of possible eligible cost overruns could include: unanticipated weather events, “Acts of God”, or other external events including war, labor strikes, or national security threats or events; new federal or state mandatory requirements; significant unanticipated utility, environmental, cultural/historical issues; or significant unanticipated pavement condition.

Policy 6.3.2 - A cost overrun may be ineligible for additional funds through SRTC if the cost overrun is considered to be within the control of the project sponsor. Examples of possible ineligible cost overruns could include: a change in scope for owner betterment; omitted requirements that could have reasonably been anticipated; or poor judgment or inadequate planning, design, or implementation of the project.

Policy 6.4 - Approved fund increase requests related to cost overruns must maintain or increase the original local match commitment (i.e. percentages).

More Information:

- Attachment 1: Spokane County Funding Request Letter
- For detailed information contact: Eve McMenamy at evemc@srtc.org or at 509.343.6370



Public Works Department

Spokane County, Washington

FOR ACTION
AGENDA ITEM 8
Attachment
01/27/2021 TTC Meeting

November 24, 2020

Spokane County Public Works

1026 W. Broadway Ave

Spokane, WA 99208

Sabrina C. Minshall, AICP

Spokane Regional Transportation Council

421 W. Riverside Ave Suite 500

Spokane, WA 99201

RE: Bigelow Gulch Project 6 Request for Additional Funds

Dear Sabrina,

Spokane County with the support of the City of Spokane Valley presents to Spokane Regional Transportation Council (SRTC) this request for additional funding for the Spokane County Bigelow Gulch 6 project. Spokane County and The City of Spokane Valley have worked diligently to secure the funding necessary to construct the improvements of the Bigelow Corridor through the Sullivan-Wellesley Intersection.

Completion of the Bigelow- Forker corridor through the Sullivan-Wellesley intersection is a recognized priority in our region. The Bigelow Gulch Project 6 ranks number 11th on the approved SRTC Priority List and was awarded funding under the 2018 call. This project will construct a new alignment for Forker Road between East Valley Middle School and East Valley High School providing a direct connection to the Sullivan /Wellesley intersection. The new roadway will consist of an urban section with four lanes, a center turn lane and sidewalks on both sides. The Project improves the safety and capacity for road users, allows for efficient freight movement and add pedestrian and bicycle facilities, including a tunnel between the two schools.

Spokane County and the City of Spokane Valley have been utilizing an MOU to provide efficiencies for the design and row acquisition of these two projects. We would like to continue this effort for administration of

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Public Works Department

Spokane County, Washington

the construction projects limiting the disruption to the traveling public and the school district. Administering the projects together also provides for opportunities to reduce construction item and oversight expenses. This teamwork provides a fiscally responsible approach to delivering these projects. Spokane County had committed to the costs necessary to improve the Sullivan-Wellesley intersection as it was submitted in the 2018-2020 CMAQ application to accommodate the additional lanes constructed with the new corridor.

Recently Spokane County was notified of a correction to the cost estimate for the intersection increasing the project total approximately \$490,000 more than the estimate provided in 2018. The intersection project total funding Gap for the full build out is currently estimated at \$965,000. Spokane County would like to honor the commitment to provide needed funding. We also hope to do so in a timely manner allowing both agencies to move forward and construct these projects together however unanticipated increases to the costs on project 6 restrict the availability of any additional County Road Funds.

To free County funds needed to fully fund and facilitate the construction of the Sullivan-Wellesley intersection we are requesting additional funding for the unanticipated Bigelow Gulch Project 6 Cost increases. Submitting the funding request for project 6 only is being done to streamline the STIP funding administration and obligation process. Current Project 6 funding partners include; SRTC (STBG/HIP), FMSIB, TIB and Spokane County. The proposed project cost estimate at the time of the grant proposal in 2018 was \$8,275,000. The updated total Project cost estimate at 90% PS&E is \$10,350,000 for all phases. The project has funding commitments that require it to begin construction in 2021 so delaying the project is not an option.

These unforeseen increases to the total project costs include Right of Way and Construction impacts. The difference in ROW expenses is from the original PFE WSDOT Required Method for estimates to obligate ROW funding to the updated estimate utilizing the actual appraisal values. The Construction estimate also increased substantially. The increase in costs is for earth work needed to allow for raising the profile of the roadway from the original design elevation to accommodate the pedestrian undercrossing and meet the needs of the School District.

The project Costs have increased \$2,075,000 since the 2018 project application. Approximately \$1,770,00 is due to the increased appraisal values alone. The school district property consists of the relocation of athletic fields that must meet certain standards and required the consultation of a landscaping architect. These costs were not reasonably identifiable at a scoping level estimate.

Spokane County is requesting an additional \$850,000 to support these unforeseen project expenditures. The updated funding breakdown would be as follows:



Public Works Department

Spokane County, Washington

Fed Secured	FMSIB	TIB	County	SRTC 2020	Total
\$4,085,000	\$2,000,000	\$2,065,000	\$1,350,000	850,000	10,350,000
39%	19%	20%	13%	8%	100%
*27% Match to Federal Funding					

Spokane County recognizes that cost overruns are the responsibility of the project sponsor but requests the Board consider these increases to the ROW and unanticipated impacts to the School District facilities out of our control. The County is increasing contributions to maintain our 27% match as was submitted in the 2018 grant applications. With approval of this request for additional funding we will commit up to \$850,000 of additional County Road Funds to support the completion of the Sullivan-Wellesley intersection improvements.

The County and the City of Spokane Valley believe that granting this request provides substantial benefits to our region. We submitted these projects as part of a team effort to complete the corridor to both INFRA and BUILD grants this year and while the projects scored well they ultimately were not selected. We respectfully ask that you grant this additional funding request for unforeseen expenses. Thank you in advance for your consideration.

Please contact Brandi Colyar at 509-477-7136 or BColyar@spokanecounty.org with questions or requests for additional information

Sincerely,

Sincerely,

Chad Coles P.E.

County Engineer

cc: The City of Spokane Valley

To: Transportation Technical Committee 1/20/2021
From: David Fletcher, Associate Transportation Planner III
Topic: **Metropolitan Transportation Plan (MTP) Financial Forecast**

Requested Action:

Recommendation for SRTC Board acceptance of the MTP financial forecast, as shown in **Attachment 1**.

Key Points:

- Federal regulations require the MTP to be fiscally constrained. This means that it must contain a financial assessment demonstrating that its projects can be implemented with committed, available, or reasonably available revenues. The MTP may also contain demonstrative projects that do not have funding to illustrate the need is greater than the expected revenue.
- The financial forecast is **task one** of the MTP update's financial assessment. It will be used in conjunction with **task two**, a transportation needs analysis, to develop the MTP's fiscally constrained projects list.
- The completed draft MTP financial forecast is included as an attachment. It includes: (1) an inventory of potential revenue sources, (2) an explanation of its financial assumptions and (3) a summary of forecasted revenues over the MTP's 2045 planning horizon year.
- The forecast anticipates total revenues of approximately \$13.7 billion in year of expenditure dollars, from 2022 through 2045.
- The forecast's financial assumptions were developed in collaboration with the Spokane Transit Authority (STA) and Washington State Department of Transportation (WSDOT).
- A subject matter expert (SME) team, consisting of local agency staff, reviewed and provided input on the forecast and its assumptions. Comments from this meeting, along with staff responses, are provided in **Attachment 2**.
- The TTC was briefed on the forecast at their December meeting. In the meeting, the committee requested additional time to review and comment on the forecast prior to recommending it to the SRTC Board. Submitted comments, along with staff responses, are included in **Attachment 2**.

Board/Committee Discussions:

In July 2020, the SRTC Board approved the Executive Director to execute a contract with BERK Consulting to prepare the MTP financial forecast. The TTC was briefed on the scope of work at their May 2020 meeting and approved to the establishment of an SME team to inform the effort. The draft forecast was presented to the SRTC Board in December.

The forecast was also presented to the TTC in December. Due to the forecast's length, several committee members requested additional time to review and comment on it prior to recommending its acceptance to the SRTC Board. A motion was passed to table the item until the January 2021 TTC meeting.

Working Group/Subject Matter Expert Team Involvement:

The financial assessment subject matter expert (SME) team, made up of local agency staff, was formed in May 2020 to inform this effort. This summer, a subset of the team reviewed proposals and helped select a consultant to perform the financial forecast. They reviewed the forecast in November 2020 and the first SME team meeting was held that month. In it, the consultant and SRTC staff presented the draft forecast, took comments, and answered SME team member questions. A summary of these comments is provided in **Attachment 2**.

SRTC staff anticipates holding two to three additional SME team meetings this spring to develop the transportation needs analysis. While the financial forecast was completed by a consultant, with input from SME team, the needs analysis will be completed by SRTC staff and the SME team.

Financial Assessment SME Team Members

Agency	Team Member
City of Airway Heights	Heather Trautman
City of Deer Park	Roger Krieger
City of Liberty Lake	Katy Allen
City of Spokane	Katherine Miller
City of Spokane Valley	John Hohman
Spokane County	Chad Coles
Spokane Transit Authority	Tammy Johnston
WSDOT — Eastern Region	Mary Jensen

Public Involvement:

The MTP financial forecast is part of SRTC's MTP update, which will utilize public education and engagement to validate that its various elements align with and implement the community vision.

Supporting Information/Implications:

The MTP financial forecast estimates the amount of transportation revenue the Spokane region can reasonably anticipate within the plan's 2045 planning horizon year and is required under 23 CFR § 450.324(f)(11). It is task one of the MTP update's financial assessment.

The financial forecast will be used in conjunction with the assessment's second task, a transportation needs analysis, to identify what needs can be funded and develop the MTP's fiscally constrained projects list. The needs analysis is scheduled to be completed with the assistance of the SME team in mid-2021.

The forecast identifies reasonably available transportation revenues from all federal, state, and local sources. It anticipates total revenues of approximately \$13.7 billion in year of expenditure dollars over the MTP's 23-year planning timeframe, which extends through 2045. This equates to roughly \$10.6 billion in 2020 dollars. A breakdown between local, regional, WSDOT, and STA revenues is provided in the table below.

Forecasted Transportation Revenues: 2022–2045¹

	Year of Expenditure \$	2020 \$
Local	\$5,375,500,000	\$4,192,100,000
Regional	\$350,600,000	\$271,200,000
WSDOT	\$4,159,600,000	\$3,212,600,000
STA	\$3,832,800,000	\$2,935,600,000
Total	\$13,718,500,000	\$10,611,500,000

¹Please note that these figures differ slightly from those in the attached draft forecast document. This is because the figures provided in that document show projected revenue from 2021 through 2045. The figures provided in the table below have been adjusted to match the MTP's 2022 through 2045 planning timeline.

More Information:

- Attachment 1: Draft MTP Financial Forecast 2021 Update
- Attachment 2: Financial Forecast Comments Log
- For detailed information contact: David Fletcher at dfletcher@srtc.org or 509.343.6370

Metropolitan Transportation Plan Financial Forecast 2021 Update

Spokane Regional Transportation Council

Prepared for:



Spokane Regional Transportation Council

Prepared by:



BERK Consulting, Inc.

Date:

October 16, 2020

DRAFT



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Introduction

This financial forecast identifies funding sources and available revenues for transportation improvements in the Spokane Regional Transportation Council's (SRTC) 2021 Metropolitan Transportation Plan (MTP) update by estimating the funding that may be reasonably available during the 2021-2045 planning period. These forecasted revenues will be integrated with anticipated transportation investment needs to enable SRTC to prioritize investments and generate the MTP's fiscally constrained project list for the next planning period.

Organization of this Memo

This document is organized as follows:

- First, we present an **inventory** of potential revenue sources available to the region.
- Then, we summarize the **financial assumptions** that BERK developed based on historical revenues and in collaboration with the SRTC, Spokane Transit Authority (STA), and Washington State Department of Transportation (WSDOT).
- Finally, we present the **forecasted available revenues** during the planning horizon.

Potential Revenue Sources

This section summarizes potential local, state, and federal transportation revenue sources available to the SRTC region through the planning horizon year, 2045. We identify eligible transportation project types for each potential revenue source. Like the 2017 financial forecast update, this list is not intended to be all inclusive as additional funding mechanisms may be available, particularly at the local level. This forecast focuses on regional funding, and local jurisdictions may pursue new funding opportunities or tap into additional funding capacity in existing sources. More details on each source may be found in

[Appendix A. Summary of Potential Revenue Sources.](#)

LOCAL SOURCES

Local government revenue sources may be either unrestricted or transportation-restricted.

- **Unrestricted revenues** are available for all general fund activities or broad categories of activities. This means transportation needs compete with many other local government needs, and funding may depend on a community's priorities and context. For cities and counties, unrestricted revenues may include property tax, retail sales and use tax, business and occupation tax, [sales tax](#), utility tax, and real estate excise tax (REET).
- **Transportation-restricted revenues** are collected through specific legislation that limits use of revenues to transportation purposes. For cities and counties, these revenues may include transportation impact fees, [fuel taxes](#), commercial parking taxes, local improvement districts, road improvement districts, and development agreements. Some local options are not feasible or

Commented [TM1]: Overall, this section needs to pull more from the Appendix, as it feels light at the moment. The Appendix has a lot of material, but there should be a better balance between what is in the document here and the Appendix.

Commented [DF2R1]: This is a good suggestion. Since it does not change any of the actual content, I proposed we wait until the final MTP write-up to incorporate it.

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Commented [OK3]: Based on the preceding paragraph, I am reading "Potential Revenues Sources" to be all-encompassing. The "local sources" (before our edits) seems to zero in on counties and cities. It's worth noting that STA is a municipal government with a limited set of authorities. I believe it's appropriate to include under local sources. The other option would be to create a separate for special purpose governments. However, in doing so would arguably implicate the Transportation Benefit Districts, as it is technically a special district (not as autonomous as STA though in having municipal powers).

Commented [DF4R3]: This is the reasonable point, however, given the unique nature of STA's funding I would suggest we keep it separate in the forecast. This is the way it was done in Horizon 2040 and, based on my research, transit agencies are generally placed in their own category in MTP financial forecasts.

Commented [OK5]: PER [82.80.010](#) as summarized in appendix

applicable to many communities; they may be only effective in certain locations, have limited eligibility, or depend on voter approval. [For public transportation authorities, this included voter-authorized sales and use tax.](#)

STATE SOURCES

State [transportation](#) funding to local governments primarily comes from the motor vehicle fuel tax (MVFT; also referred to as the gas tax in this report) revenue that is directly distributed to Spokane County and the cities and towns within the county. [The 18th Amendment to the Washington State Constitution restricts the expenditure of gas tax and vehicle license fees deposited into the motor vehicle fund to “highway purposes”, broadly defined as having to do with the construction, reconstruction, maintenance, repair, engineering, and operation of highways, county roads, city streets, and bridges.](#) The State also provides direct project appropriations and competitive grants and loans.

State dollars reach local jurisdictions in the SRTC region through three general channels:

- **Direct distributions** are direct allocations through the state gas tax, as well as direct transfers from the state Motor Vehicle and Multimodal Accounts, funded by the 2015 Connecting Washington Act. The state [MVFT](#) also funds the County Arterial Preservation Program (CAPP), which distributes revenue to counties on a formula basis.
- **Local project appropriations** are direct budget appropriations (earmarks) to specific projects.
- **State competitive programs** are competitively awarded state grant and loans programs, which include both state money and federal money that is managed and distributed by the County Road Administration Board (CRAB), Transportation Improvement Board (TIB), Freight Mobility Strategic Investment Board (FMSIB), WSDOT, and other agencies.

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State Transportation Packages

State transportation funding packages passed by the Legislature may provide significant funding for transportation investments. In the last 20 years, the State passed the 2003 Nickel Package, 2005 Transportation Partnership Act, and 2015 Connecting Washington Act (CWA). The CWA is based on an 11.9 cent increase in the state gas tax [and other transportation revenues](#) and is expected to invest \$16 billion on state multimodal transportation infrastructure through 2032. The [CWA expires prior to the horizon year](#) of this MTP update, so legislatively allocated state transportation funding beyond 2032 depends on future revenue packages.

Commented [TM7]: Should be clarified that the 11.9 cent increase in the state gas tax remains, so that when CWA expires in 2032, one possibility is a new transportation investment package using that same 11.9 cents.

FEDERAL SOURCES

Federal funding flows to states and local governments through two main channels:

- **Bills that authorize transportation programs and funding ceilings over ranges of years.** The Fixing America’s Surface Transportation (FAST) Act was passed in December 2015, authorizing \$305 billion through September 30, 2020.

Commented [OK8R7]: WSDOT should consider how to accurately express this as our understanding is the tax will not expire; it is simply the end of the project list. Maintenance will continue with the new revenue.

▪ **Annual appropriation bills that set annual spending levels for transportation programs.**

The State receives federal funds from Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) programs. WSDOT Local Programs serves as the steward of FHWA funding for local government using FHWA funds. Spokane Transit is the designated recipient of FTA funds allocated to the Spokane urbanized area.

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In Washington, the FAST Act Advisory Group has reviewed and recommended distributions of federal highway funds between the state and local jurisdictions in the past. This group most recently met in 2016, after the most recent reauthorization of the FAST Act. ¹ FAST Act funds are allocated through programs, including the Surface Transportation Block Grant (STBG), STBG Set-Aside (formerly Transportation Alternatives), and Congestion Mitigation and Air Quality Improvement (CMAQ) Program.

The federal Highway Trust Fund (HTF) is the distribution mechanism for most programs in the FAST Act. The HTF is comprised of the Highway Account, which funds highway and intermodal programs, and the Mass Transit Account. The FAST Act extends the imposition of highway-user taxes through September 2022 with no change to tax rates. Federal motor fuel taxes are a primary source of income into the HTF.

Federal funds are passed along to local jurisdictions within the SRTC region through several mechanisms:²

- **Federal pass-through programs:** recipients are selected by SRTC through regional priority competitive programs. Programs include the STBG and STBG Set-Aside.
- **Federally managed programs:** projects and programs are selected by WSDOT through statewide competitive programs. Programs include the Local Bridge Program and the Highway Safety Improvement Program as well as rural transit mobility programs.
- **Federal discretionary programs:** grantees are selected federally through nationwide competitive programs.
- **Direct allocation of FTA funds:** federal transit funds allocated to the Spokane urbanized area under sections 5307, 5310 and 5339 of the Transportation Title of United States Code (USC 49). Funding under Section 5310 is subsequently awarded to subrecipients for purposes of enhancing mobility for seniors and individuals with disabilities as called for in the SRTC Coordinated Public Transit – Human Services Transportation Plan.

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Financial Assumptions

This section details the core assumptions supporting the financial forecast for the 2021 MTP update. Funding sources were organized based on the point of expenditure: **local jurisdictions, the SRTC region, WSDOT, and STA.** BERK projected each revenue source through the planning horizon year of 2045 using

¹ WSDOT, <https://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/FedTransAct.htm>.

² WSDOT, <https://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/funding.htm>

the following assumptions developed in collaboration with SRTC, STA, and WSDOT.

For each revenue source, we projected future revenues using various methodologies, which were discussed and vetted with SRTC staff. These methodologies are as follows:

- Projecting from either the **latest actual value** or from an **average historical value**.
- Projecting using a **constant value** or a **specified growth rate**.
- Projecting based on **revenue forecasts provided by jurisdictions**.

INFLATION ADJUSTMENT

We show revenues in both year of expenditure (YOE\$) dollars and inflation-adjusted 2020 dollars (2020\$). We used the Bureau of Labor Statistics' Consumer Price Index for All Urban Consumers, U.S. West Cities – Size Class B/C. This assumes an annual 1.74% change from 2020 onward.³

COVID-19 RECESSION ADJUSTMENT

We estimated potential economic impacts from the COVID-19 pandemic for local and regional revenue sources based on financial forecasting from the Washington State Transportation Revenue Forecast Council (TRFC) and the Washington State Economic and Revenue Forecast Council (ERFC).⁴ Revenue estimates for WSDOT and the STA also included estimated economic impacts from the COVID-19 pandemic based on existing projections from the TRFC and STA, respectively.

LOCAL JURISDICTIONS: SPOKANE COUNTY AND CITIES

For Spokane County and the 13 cities in the SRTC region,⁵ we categorized revenues using WSDOT data and the following categorizations, which are consistent with the prior MTP update:

- **Local:** property taxes, [sales tax](#), special assessments, general fund appropriations, local road user taxes [and fees](#), other local receipts, and bond proceeds.
- **State:** state fuel tax distributions, state grants, other state funds, ferry tolls.
- **Federal:** federal revenues [including funding from the highway trust fund](#).

Between 2004 and 2018, historical revenues steadily increased from **\$75 million to \$250 million** in year of expenditure dollars (YOE\$). Inflation-adjusted average annual revenues for 2004 through 2018 were **\$171 million** in 2020 dollars (2020\$). Since 2011, 70-80% of these revenues have been locally

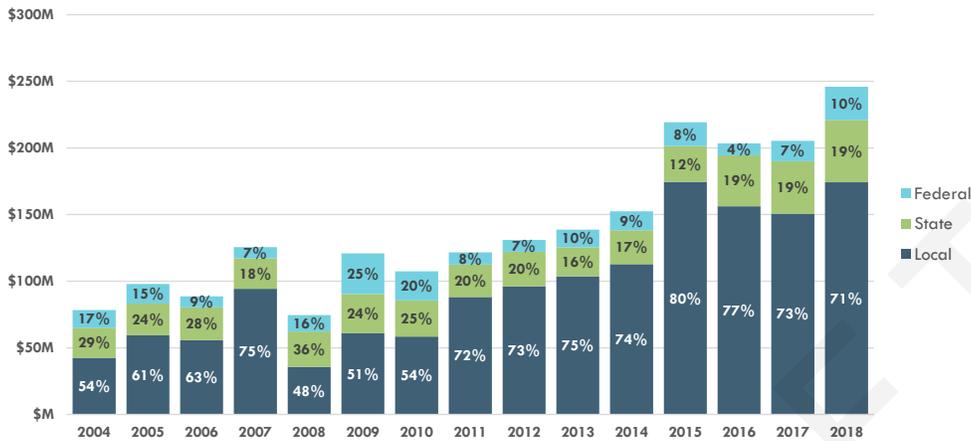
³ Bureau of Labor Statistics. For reference, the CPI using U.S. City Average assumes 1.72%. The CPI for Seattle-Tacoma-Bellevue assumes 2.26% annual change.

⁴ BERK's forecast model allows SRTC staff to adjust this COVID-19 impact: turning this on or off, adjusting the specific 2020 and 2021 year impacts, and adjusting the recovery year.

⁵ Airway Heights, Cheney, Deer Park, Fairfield, Latah, Liberty Lake, Medical Lake, Millwood, Rockford, Spangle, Spokane, Spokane Valley, and Waverly.

generated, as shown in Exhibit 1.

Exhibit 1. Historical Transportation Revenues for Spokane County and Cities, 2004-2018 (YOE\$)



Sources: WSDOT City Streets and County Roads Merged Dataset, 2004-2018; BERK, 2020.

We used the following assumptions to project revenues for Spokane County and cities in the region:

- **State and federal revenues** to local jurisdictions tend to fluctuate year by year, but over time they have remained relatively constant in real terms. Except for motor vehicle fuel tax distributions, we projected federal and state revenues forward using a constant average historical value in 2020\$.
- **Motor vehicle fuel tax distributions** are allocated per capita by the State to the County and cities. We projected fuel tax distributions forward from the latest actual value in YOE\$ using growth rates derived from WSDOT's projected motor vehicle fuel tax collections to local jurisdictions through the 2027-2029 biennium from the TRFC. We extended the growth rate projections through 2045 to match SRTC's MTP update horizon year. Growth rates from TRFC are adjusted based on population growth estimates for the SRTC region and Washington State. Population growth estimates for the SRTC region align with SRTC's 2019 land use forecast.
- **Property tax** growth is limited by state law to 1% plus new construction. We assumed a growth rate of 1% per year in YOE\$ as a conservative estimate of property tax growth. Because assessed value typically grows at a higher rate than inflation, this means that revenues decrease in real terms.
- **General Fund appropriations** and **other local receipts** are growing in real terms, so we projected a specified growth rate of 3% per year in YOE\$.
- **Special assessments** and **local road user taxes** fluctuate year by year, but over time they have remained relatively constant in real terms. We projected these revenues using a constant historical average value in 2020\$.

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- **Bond proceeds** also fluctuate year to year and are dependent on local jurisdictions issuing debt and needing to financing large capital projects. As such, given the wide variation in revenue levels year to year, we projected these revenues using a constant historical average value in 2020\$.

Exhibit 2. Financial Forecast Assumptions for Spokane County and Cities

Revenue Source	Category	Projection Method and Assumptions
Bond Proceeds	Local	Average 2004-2018 value in 2020\$, constant
General Fund Appropriations	Local	Specified growth rate of 3% per year in YOES
Local Road User Taxes	Local	Average 2004-2018 value in 2020\$, constant
Other Local Receipts	Local	Specified growth rate of 3% per year in YOES
Property Taxes	Local	Specified growth rate of 1% per year in YOES
Special Assessments	Local	Average 2004-2018 value in 2020\$, constant
Other State Funds	State	Average 2004-2018 value in 2020\$, constant
State Fuel Tax Distributions	State	Latest actual value in YOES; growth rates derived from State's Transportation Revenue Forecast Council and adjusted per SRTC's population projections aligning with 2019 Land Use Update and OFM's population growth projections for Washington State
Federal Revenues	Federal	Average 2004-2018 value in 2020\$, constant

Sources: TRFC, 2020; SRTC, 2020; BERK, 2020.

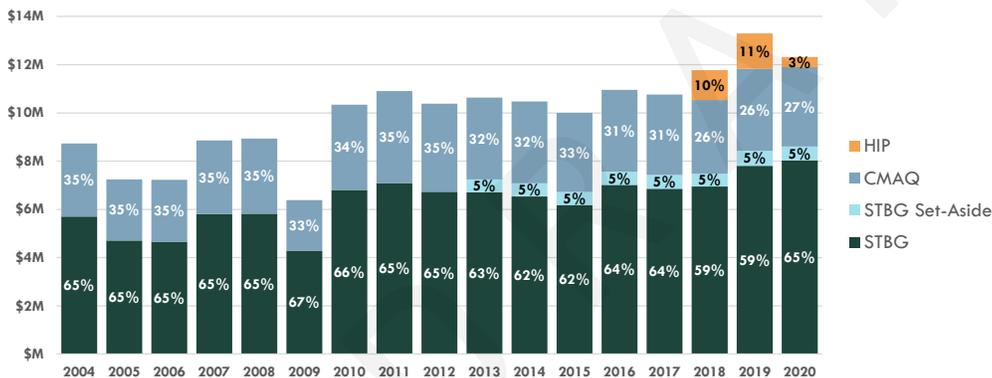
REGIONAL: SRTC

Federal funding allocated to the SRTC region includes the following sources:

- **Surface Transportation Block Grants (STBG).** SRTC received on average **\$7.4 million (2020\$)** in STBG funding from 2013-2020. This amount has been relatively constant.
- **STBG Set Aside allocations.** SRTC received on average **\$590,000 (2020\$)** in STBG set aside allocations from 2013-2020. This amount has also been relatively constant.
- **Congestion Mitigation and Air Quality Improvement (CMAQ) funds.** SRTC received on average **\$3.5 million (2020\$)** in CMAQ funding from 2013-2020. Like STBG funding, this has been relatively constant.
- **Highway Improvement Funds (HIP).** HIP allocations started in 2018. SRTC has received around **\$1.4 million** in 2018 and 2019 but just under **\$500,000** in 2020 (2020\$). In the current federal funding climate, we do not expect these funds to continue.

Between 2013-2020, annual federal allocations to SRTC were **\$10 to \$12 million (YOES\$)**, as shown in Exhibit 3. Adjusted for inflation, SRTC received on average **\$11.9 million (2020\$)** annually.

Exhibit 3. Historical Federal Transportation Funding for SRTC Region, 2004-2020 (YOES\$)



Sources: SRTC, 2020; BERK, 2020.

We used the following assumptions to project revenues:

- STBG and STBG Set-Aside funds are relatively constant in real terms, so we projected a constant 2020\$ amount reflecting a historical average value.
- In consultation with SRTC staff, we assumed that HIP funding will not continue beyond 2020 and that CMAQ funds will not continue after 2025, which is SRTC's attainment year.

Exhibit 4. Financial Forecast Assumptions for SRTC Region

Revenue Source	Projection Method and Assumptions
STBG	Average 2013-2020 value in 2020\$, constant
STBG Set-Aside	Average 2013-2020 value in 2020\$, constant
CMAQ	Average 2013-2020 value in 2020\$, constant Assume this does not continue beyond 2025, which is SRTC attainment year
HIP	Assume this funding does not continue beyond 2020

Sources: WSDOT, 2020; SRTC, 2020; BERK, 2020.

WSDOT

This WSDOT revenue forecast relies on the TRFC’s June 2020 projections. TRFC estimates WSDOT revenues through the 2027-2029 biennium. WSDOT staff allocated revenues to the Spokane region using various allocation factors, including population, vehicle registrations, and rental car tax revenue. BERK extended the forecast through 2045 to match SRTC’s MTP update horizon year.

Legislatively Funded Projects

In addition to WSDOT funds, the SRTC region may receive dedicated funding for projects through the Connecting Washington Act (CWA) or other legislatively funded projects. BERK estimated this funding by reviewing how much the Spokane region has received and is expected to receive from the following past revenue packages: the 2003 Nickel Package, 2005 Transportation Partnership Act, and 2015 CWA (funding through 2031). The Spokane region has received and is expected to receive a total of around **\$1.4 billion** from these packages starting in 2003 through 2031. This is an average of \$47 million per year (YOES), which we extended from 2032 through 2045. This methodology aligns with the estimation method from the 2017 MTP update.

Exhibit 5. Financial Forecast Assumptions for WSDOT and Legislatively Funded Projects

Revenue Source	Projection Method and Assumptions
Motor vehicle fuel tax	TRFC; Allocated to SRTC region based on OFM population estimates
Vehicle related fees	TRFC; Allocated to SRTC region based on 2020 vehicle registration count
Driver related fees	TRFC; Allocated to SRTC region based on OFM population estimates
Other business-related revenue	TRFC; Allocated to SRTC region based on OFM population estimates
Rental car tax and vehicle sales tax	TRFC; Allocated to SRTC region based on 2003-2013 car rental tax revenue
CWA/Additional Legislative Bills	Average 2003-2031 value in YOES, constant

Sources: WSDOT, 2020; BERK, 2020.

SPOKANE TRANSIT AUTHORITY

Spokane Transit Authority (STA) categorizes revenues as follows:

Operating revenue

- Fare revenue: STA maintains a convenient, reasonably priced fare structure aimed at increasing ridership within its service area. STA seeks to regularly balance revenue with services. Its most recent fare change took effect in two phases: Phase 1 effective July 1, 2017 with base fares changing from \$1.50 to \$1.75 and Phase 2 effective July 1, 2018 with base fares changing from \$1.75 to \$2.00.
- Sales tax revenue: The voter-approved retail sales tax is the largest contributor to STA's operating revenue, accounting for nearly 80%. The 0.6% baseline retail sales rate levied across the Public Transportation Benefit Area was permanently authorized by voters in 2008. In 2016, STA received approval from voters to receive a retail sales tax increase of up to 0.2%; 0.1% in April 2017 and 0.1% in April 2019. Both tax increases are being used to expand transit services to new areas, extend hours on all basic and frequent routes and launch a bus rapid transit system. A ballot proposition will be required to extend the tax beyond the current sunset of December 2028.
- Grant revenue for preventative maintenance (Section 5307), and state special needs grants
- Miscellaneous revenue such as investment income, and other sources.

State capital revenue

Federal capital revenue (Sections 5310 and 5339)

Between 2010 and 2019, historical revenues increased from around **\$70 million to \$120 million (YOES)**, as shown in Exhibit 6. Adjusted for inflation, average annual revenues for 2010 through 2019 were around **\$90 million** in 2020\$. The increase in total operating revenues between 2017 and 2019 is largely associated with voter-approved tax rate increases.

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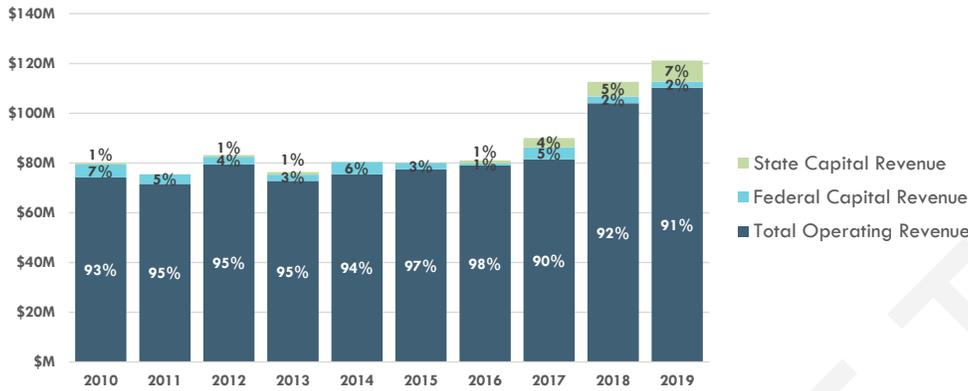
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State capital revenue
Federal capital revenue
Total operating revenue: fare revenue; sales tax revenue; revenue from grants including the Coronavirus Aid, Relief, and Economic Security Act (CARES Act), Federal Emergency Management Agency (FEMA), preventative maintenance, and state special needs grants; as well as revenue from miscellaneous investments, earnings, and other sources.
Between 2010 and 2019, historical revenues steadily increased from around **\$70 million to \$120 million (YOES)**, as shown in Exhibit 6. Over 90% of revenue is from operating revenue. Beginning cash balances are not included as a revenue stream in our analysis. Adjusted for inflation, average annual revenues for 2010 through 2019 were around **\$90 million** in 2020\$.

Exhibit 6. Historical Transportation Funding for STA, 2010-2019 (YOY\$)



Sources: STA, 2020; BERK, 2020.

STA provided annual financial projections through 2038, and BERK extended these through to the MTP planning horizon year, 2045.

Fare Revenue: In the short-term, STA estimates that ridership will remain constrained in line with pandemic conditions and will slowly resume their recovery toward 2019 levels by 2022. STA expects to see ridership grow modestly year-over-year over the forecast period by 1% across its lines of service.

STA periodically undertakes a review of its tariff policy to achieve a farebox recovery of 20% of operating costs. Such a review will be undertaken during the forecast period.

Sales Tax Revenue: For voter-approved retail sales tax, STA's financial projections assume a six-year economic recovery from the COVID-19 pandemic with an estimated \$126.3 million cumulative revenue loss relative to prior year forecasts.

The current additional 0.2% approved by voters in 2016 is assumed to continue through the remainder of the forecast period. STA is developing its next long-range plan and estimates leveraging the additional 0.1% available, for a total of 0.9%. This revenue could begin in 2032 and would be used to cover additional capital and operating costs to deliver this long-range plan. Given the preliminary nature of this planning activity, neither the revenue nor the uses of funding have been reflected in the forecast.

Grant and Miscellaneous Revenues: STA projected a 1% year-over-year growth for these categories through 2038.

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 STA's financial projections assume a six-year economic recovery from the COVID-19 pandemic with an estimated \$126.3 million cumulative revenue loss relative to prior year forecasts. To mitigate the forecasted impact, STA plans to leverage the 2020 CARES Act funding of \$23.4 million, align operating expenditures to adjusted revenue flow, and introduce capital projects on an extended timeline, while still fulfilling the Moving Forward commitment to voters.¶
 For 2021, STA assumes that Spokane County will be in the fourth and final phase of Governor Jay Inslee's Safe Start Plan and that by December 2021 operations will begin to recover to a level equivalent to December 2019 indicators. Thereafter, STA projects 1% growth in operating indicators through 2026. STA's projections do not assume a voted sales tax increase on the next ballot.¶

Exhibit 7. Financial Forecast Assumptions for STA

Revenue Source	Projection Method
State Capital Revenue <ul style="list-style-type: none"> ▪ <u>Fare Revenue</u> ▪ <u>Sales Tax Revenue</u> ▪ <u>Grant Revenue</u> ▪ <u>Miscellaneous Revenue</u> 	Provided by STA through 2038, extended by BERK to 2045
Federal Capital Revenue	Provided by STA through 2038, extended by BERK to 2045
Total Operating Revenue	Provided by STA through 2038, extended by BERK to 2045

Source: STA, 2020.

Forecasted Revenues

Based on the financial assumptions outlined in the prior section, BERK developed the following financial forecasts in collaboration with the SRTC, STA, and WSDOT. These projections considered the region’s historical financial situation and assumptions on future revenues.

Given a level of uncertainty inherent in projecting revenues over a 25-year planning time frame, it is important to note that the following revenue projections are not intended to be precise on a year-to-year basis. Instead, these revenue projections are intended to capture trends over the 25-year planning time frame and to inform SRTC’s planning in generating the MTP’s fiscally constrained project list for the next planning period.

As detailed in the **Financial Assumptions** section, our forecast assumptions vary across revenue sources. Overall, these forecast assumptions lean more conservative than aggressive through the planning time frame, particularly for revenue sources with a significant amount of historical variation. Our model adjusts for historical volatility as well as estimated COVID-19 recession impacts by basing projections on average historical values rather than from recent potential peak values. Where applicable, we also adjusted for the region’s population growth relative to the state’s overall population growth.

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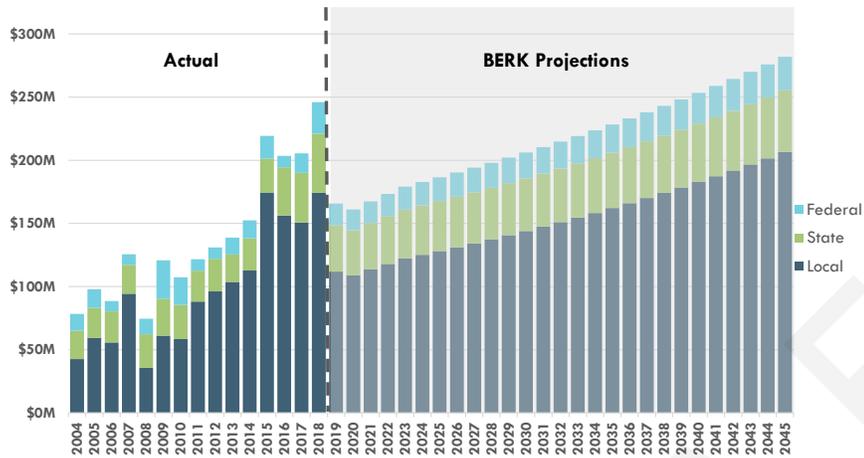
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LOCAL JURISDICTIONS: SPOKANE COUNTY AND CITIES

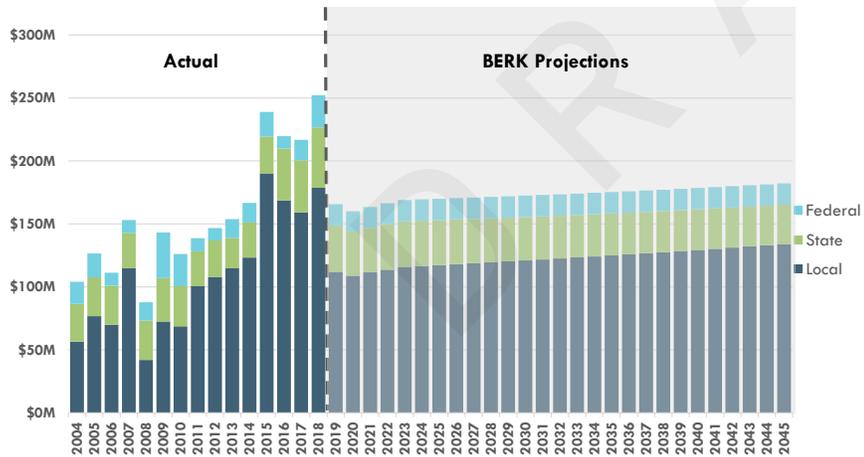
Exhibit 8 and Exhibit 9 show forecasted revenues for local jurisdictions in YOE\$ and 2020\$.

Exhibit 8. Projected Revenues for Local Jurisdictions (County and Cities), 2021-2045 (YOE\$)



Sources: WSDOT City Streets and County Roads Merged Dataset, 2004-2018; BERK, 2020.

Exhibit 9. Projected Revenues for Local Jurisdictions (County and Cities), 2021-2045 (2020\$)

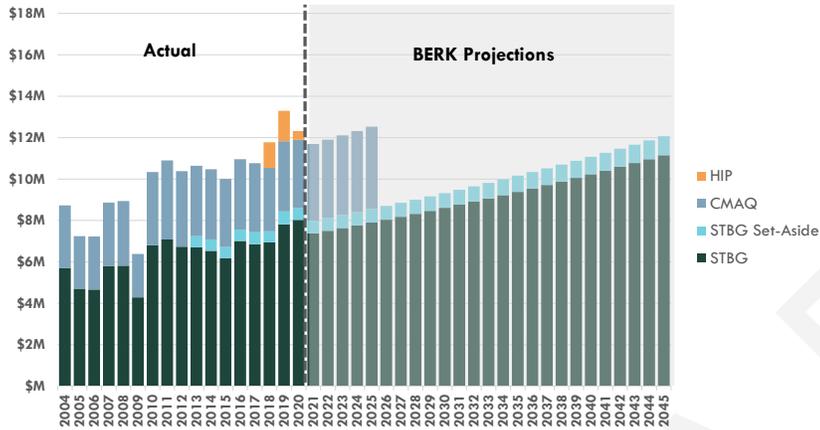


Sources: WSDOT City Streets and County Roads Merged Dataset, 2004-2018; BERK, 2020.

REGIONAL: SRTC

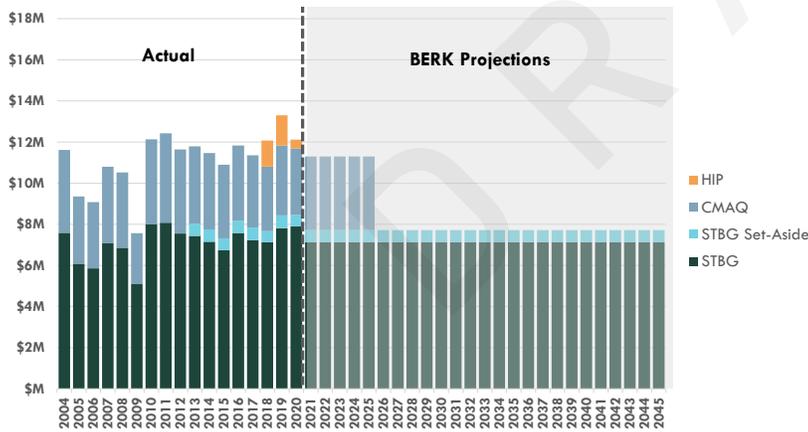
Exhibit 10 and Exhibit 11 show forecasted federal funding allocations to the SRTC region in YOES\$ and 2020\$.

Exhibit 10. Projected Federal Transportation Funding for the SRTC Region, 2021-2045 (YOES\$)



Notes: HIP funding is not anticipated to continue after 2020. CMAQ funding is not anticipated to continue after 2025.
Sources: SRTC, 2020; BERK, 2020.

Exhibit 11. Projected Federal Transportation Funding for the SRTC Region, 2021-2045 (2020\$)

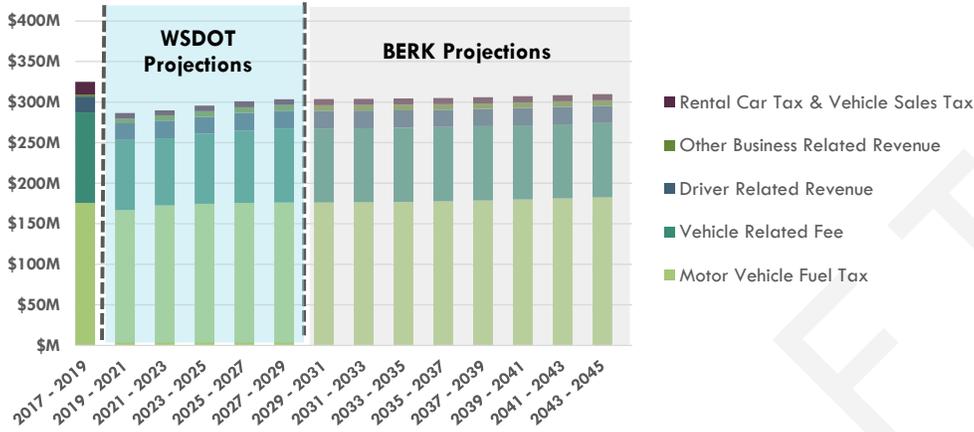


Notes: HIP funding is not anticipated to continue after 2020. CMAQ funding is not anticipated to continue after 2025.
Sources: SRTC, 2020; BERK, 2020.

WSDOT

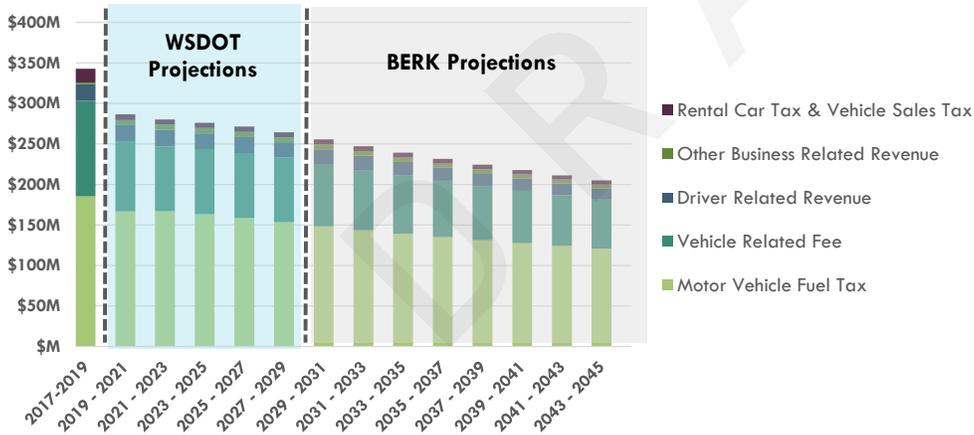
Exhibit 12 and Exhibit 13 show projected WSDOT revenues in the SRTC region in YOES\$ and 2020\$.

Exhibit 12. Projected WSDOT Revenues in the SRTC Region, 2021-2045 (YOES\$)



Sources: WSDOT, 2020; BERK, 2020.

Exhibit 13. Projected WSDOT Revenues in the SRTC Region, 2021-2045 (2020\$)

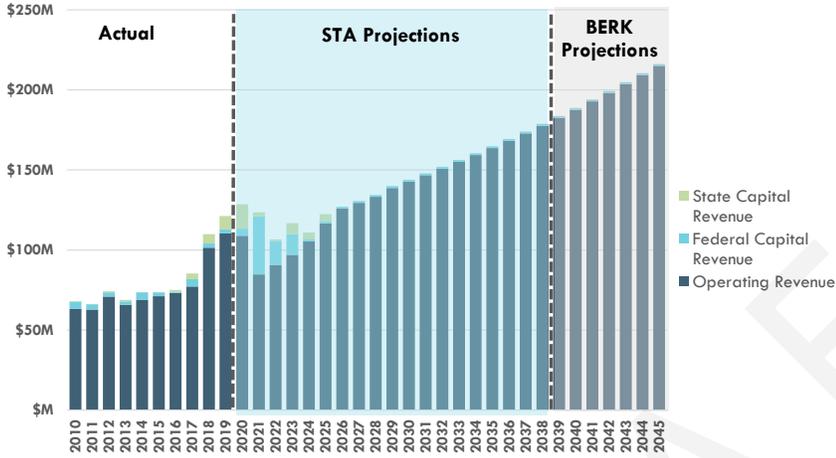


Sources: WSDOT, 2020; BERK, 2020.

SPOKANE TRANSIT AUTHORITY

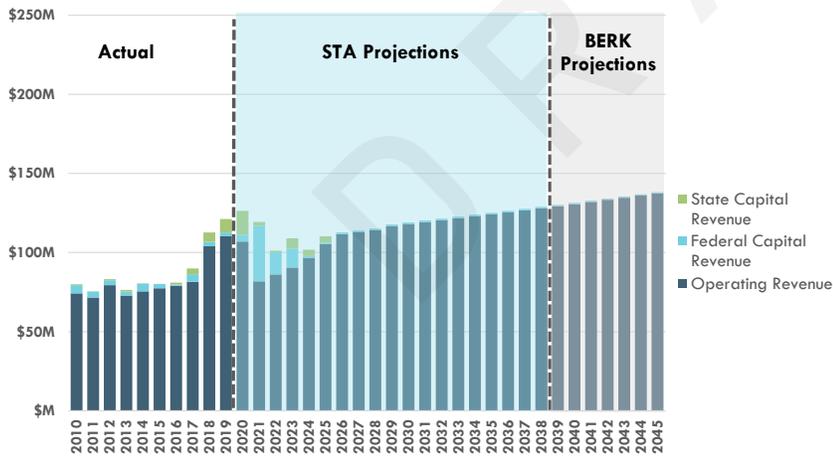
Exhibit 14 and Exhibit 15 show projected revenues for STA in YOE\$ and 2020\$. STA forecasts a dip in operating revenues in 2021 and recovery from 2021-2024, recovering to 2019 levels by 2025.

Exhibit 14. Projected STA Revenues, 2021-2045 (YOE\$)



Sources: STA, 2020; BERK, 2020.

Exhibit 15. Projected STA Revenues, 2021-2045 (2020\$)



Sources: STA, 2020; BERK, 2020.

TOTAL PROJECTED REVENUES

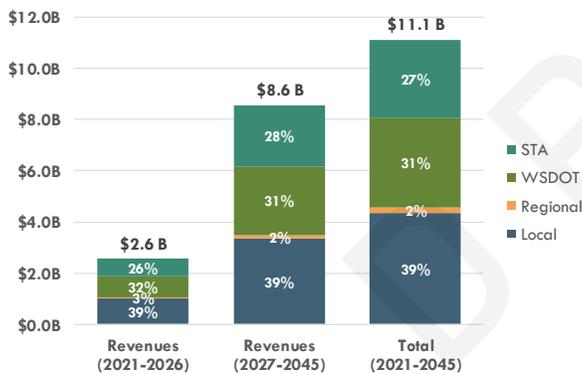
This forecast estimates that the SRTC region will have approximately **\$11.1 billion** in available revenues for the planning period of 2021-2045, including **\$2.6 billion** over the next six years (2021-2026) in 2020\$ as shown in Exhibit 16 and Exhibit 17. In year of expenditure dollars, the forecast estimates that the SRTC region will have approximately \$14.2 billion in available revenues for the period of 2021-2045, with \$2.7 billion over the next six years (Exhibit 18).

Forecasting revenues inherently involves some uncertainty. Additionally:

- Economic fluctuations stemming from the **COVID-19 pandemic** are ongoing. We incorporated potential COVID-19 impacts based on financial forecasting from the TRFC and ERFC, and revenue estimates provided by WSDOT and STA also incorporated some impacts of the COVID-19 pandemic.
- Some revenue sources, such as motor vehicle fuel tax distributions and sales tax revenues, may be particularly **sensitive to changes in transportation usage and consumption patterns.**
- **New revenue tools or sources** may be enacted beyond those that currently exist.⁷

Using the best available information and in consultation with SRTC staff, we developed the following revenue estimates to provide guidance to SRTC's planning in generating the MTP's fiscally constrained project list for the next planning period.

Exhibit 16. Total Projected Revenues, 2021-2045 (2020\$)



Note: Labels may not sum to 100% due to rounding.

Sources: SRTC, 2020; STA, 2020; WSDOT City Streets and County Roads Merged Dataset, 2004-2018; WSDOT, 2020; BERK, 2020.

⁷ BERK's forecast model allows SRTC staff to input additional revenue if this scenario arises.

Exhibit 17. Total Projected Revenues, 2021-2045 (2020\$)

Jurisdiction	Source	Revenues (2021-2026)	Revenues (2027-2045)	Total (2021-2045)	%
Local	Local	\$693,300,000	\$2,395,200,000	\$3,088,500,000	28%
	State	\$214,300,000	\$628,800,000	\$843,100,000	8%
	Federal	\$101,100,000	\$322,700,000	\$423,800,000	4%
Regional (SRTC)	STBG	\$42,700,000	\$135,400,000	\$178,100,000	2%
	STBG Set Aside	\$3,500,000	\$11,200,000	\$14,700,000	0.1%
	CMAQ	\$17,900,000	\$0	\$17,900,000	0.2%
	HIP	\$0	\$0	\$0	0%
WSDOT	Motor Vehicle Fuel Tax	\$488,300,000	\$1,281,200,000	\$1,769,500,000	16%
	Vehicle Related Fee	\$240,600,000	\$656,600,000	\$897,200,000	8%
	Driver Related Revenue	\$60,200,000	\$154,100,000	\$214,300,000	2%
	Other Business Related Revenue	\$19,300,000	\$49,500,000	\$68,800,000	1%
	Rental Car Tax & Vehicle Sales Tax	\$19,100,000	\$54,200,000	\$73,300,000	1%
	CWA/Additional Bills	\$0	\$469,400,000	\$469,400,000	4%
STA	Operating Revenue	\$572,100,000	\$2,384,200,000	\$2,956,300,000	27%
	Federal Capital Revenue	\$64,200,000	\$16,600,000	\$80,800,000	1%
	State Capital Revenue	\$18,100,000	\$0	\$18,100,000	0.2%
TOTAL		\$2,554,700,000	\$8,559,100,000	\$11,113,800,000	100%

Notes: HIP funding is not anticipated to continue after 2020. CMAQ funding is not anticipated to continue after 2025.
Sources: SRTC, 2020; STA, 2020; WSDOT City Streets and County Roads Merged Dataset, 2004-2018; WSDOT, 2020; BERK, 2020.

Exhibit 18. Total Projected Revenues, 2021-2045 (YOE\$)

Jurisdiction	Source	Revenues (2021-2026)	Revenues (2027-2045)	Total (2021-2045)	%
Local	Local	\$738,500,000	\$3,185,600,000	\$3,924,100,000	28%
	State	\$231,700,000	\$843,600,000	\$1,075,300,000	8%
	Federal	\$109,300,000	\$434,400,000	\$543,700,000	4%
Regional (SRTC)	STBG	\$46,200,000	\$182,200,000	\$228,400,000	2%
	STBG Set Aside	\$3,800,000	\$15,100,000	\$18,900,000	0.1%
	CMAQ	\$19,200,000	\$0	\$19,200,000	0.1%
	HIP	\$0	\$0	\$0	0%
WSDOT	Motor Vehicle Fuel Tax	\$523,000,000	\$1,697,700,000	\$2,220,700,000	16%
	Vehicle Related Fee	\$257,900,000	\$869,000,000	\$1,126,900,000	8%
	Driver Related Revenue	\$64,500,000	\$203,800,000	\$268,300,000	2%
	Other Business Related Revenue	\$20,700,000	\$65,400,000	\$86,100,000	1%
	Rental Car Tax & Vehicle Sales Tax	\$20,500,000	\$71,800,000	\$92,300,000	1%
	CWA/Additional Bills	\$0	\$655,200,000	\$655,200,000	5%
STA	Operating Revenue	\$620,400,000	\$3,226,800,000	\$3,847,200,000	27%
	Federal Capital Revenue	\$67,300,000	\$22,100,000	\$89,400,000	1%
	State Capital Revenue	\$19,500,000	\$0	\$19,500,000	0.1%
TOTAL		\$2,742,500,000	\$11,472,700,000	\$14,215,200,000	100%

Notes: HIP funding is not anticipated to continue after 2020. CMAQ funding is not anticipated to continue after 2025.
Sources: SRTC, 2020; STA, 2020; WSDOT City Streets and County Roads Merged Dataset, 2004-2018; WSDOT, 2020; BERK, 2020.

Appendix A. Summary of Potential Revenue Sources

Exhibit 19, summarizes federal, state, and local transportation revenue sources potentially available to jurisdictions within the SRTC region. The table includes the authorizing statute, whether the source is restricted to transportation purposes, whether it may be used on programmatic and/or capital expenditures, and whether the option requires voter approval. Additional detail around these revenue sources follow the table on page [30](#).

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Exhibit 19. Potential Revenue Sources for the SRTC Region

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Federal Sources					
National Highway Performance Program (NHPP) 23 U.S.C. Section 119	✓	To fund construction and maintenance projects located in the National Highway System (NHS) – which includes the entire Interstate system and all other highways classified as principal arterials.	✓	✓	No
Surface Transportation Block Grant (STBG) Program 23 U.S.C. Section 133	✓	Provides flexible funding that may be used by states and local governments for surface transportation improvement projects.	✓	✓	No
STBG Set-Aside 23 U.S.C. Section 133	✓	To fund a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school and other transportation-related activities.	✓	✓	No
Congestion Mitigation and Air Quality Improvement (CMAQ) Program 23 U.S.C. Section 149	✓	Provides flexible funding source to state and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act.	✓	✓	No
Highway Safety Improvement Program (HSIP) 23 U.S.C. Section 148	✓	Provides funding to achieve a significant reduction in traffic fatalities and serious injuries on all public roads.	✓	✓	No
Metropolitan Planning Program 23 U.S.C. Section 134	✓	To assist regions in meeting requirements for developing and updating long-range plans and short-term transportation improvement programs.	✓	✓	No

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Transportation Infrastructure Finance and Innovation Act (TIFIA) 23 U.S.C. Section 601	✓	Provides federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit to finance surface transportation projects of national and regional significance.		✓	No
Community Development Block Grant (CDBG) Programs 42 U.S.C. Section 5301		Federal funds available to cities and counties for a variety of public facilities including transportation improvements, housing, and economic development projects that benefit low to moderate income households.		✓	No
Urbanized Area Formula Funding Program 49 U.S.C. Section 5307	✓	Largest of FTA's grant programs; provides funding to urbanized areas (population of 50,000 or more) for transit capital and operating assistance and for transportation related planning.	✓	✓	No
Fixed Guideway Capital Investment Grants 49 U.S.C. Section 5309	✓	Provides grants for new and expanded rail, bus rapid transit, and ferry systems that reflect local priorities to improve transportation options in key corridors.		✓	No
Enhanced Mobility of Seniors and Individuals with Disabilities 49 U.S.C. Section 5310	✓	To improve mobility for seniors and individuals with disabilities by removing barriers to transportation service and expanding transportation mobility options.	✓	✓	No
<u>Bus and Bus Facilities Formula Grants</u> 49 U.S.C. Section 5339	✓	<u>To replace, rehabilitate, and purchase buses and related equipment; and to construct bus-related facilities</u>	✓	✓	No

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REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Better Utilizing Investment to Leverage Development (BUILD) Program P.L. 115-141	✓	Funds planning and capital projects in surface transportation infrastructure. Funded from federal appropriations and awarded on a competitive basis.	✓	✓	No
Highway Infrastructure Program (HIP) P.L. 115-141	✓	Annual appropriations that provide funding to construct highways bridges, and tunnels.		✓	No
Payments in Lieu of Taxes Federal Law 31 U.S.C. Chapter 69		Because government agencies are exempt from property tax, counties with large areas of state and federal land do not receive road fund revenues from these properties. But those counties are still responsible for maintaining roads in and around these properties. To address this discrepancy, some state and federal agencies provide counties with payments in lieu of taxes.	✓	✓	No
State Sources					
Local Project Appropriations for Transportation Projects	✓	<ul style="list-style-type: none"> Legislature may make direct appropriations to specific transportation projects in the state budget. 	✓	✓	No
State Motor Vehicle Fuel Tax (MVFT) (state gas tax distribution) RCW 82.38 RCW 46.68.090	✓	<ul style="list-style-type: none"> Limited to “transportation purposes” per <i>RCW 82.80.070</i> and “highway purposes” per the 18th Amendment. Distributed to cities and counties; city portion is based on a per capita (population) basis while county portion is distributed based on population, road costs, and financial need. State transfers an additional portion from Transportation Partnership Account beginning in 2005. State transfers an additional portion from State Motor Vehicle Account under Connecting Washington Act starting 2015. 	✓	✓	No

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
State Multimodal Account Distribution RCW 46.68.126	✓	<ul style="list-style-type: none"> State transfers a portion from the State Multimodal Account under Connecting Washington Act starting 2015. Distributed to all cities and counties on a per capita (population) basis. 	✓	✓	No
County Arterial Preservation Program (CAPP) RCW 46.68.090 WAC 136-300	✓	<ul style="list-style-type: none"> Funded by 0.45 cents per gallon of the state MVFT from the State Motor Vehicle Account. Distributed by CRAB to counties based on share of paved county road miles. May be used to administer a pavement management system and for capital expenditures. 	✓	✓	No
Rural Arterial Program (RAP) RCW 46.68.090 WAC 136-100	✓	<ul style="list-style-type: none"> Funded by 0.58 cents per gallon of the state MVFT from the State Motor Vehicle Account. Awarded to counties by CRAB on a competitive basis within five state regions. Funds support improvement and reconstruction of rural arterials and collectors. 		✓	No
Freight Mobility Strategic Investment Board (FMSIB) Grants RCW 47.06A WAC 226.01	✓	<ul style="list-style-type: none"> To support statewide freight mobility transportation system. FMSIB selects and prioritizes projects for funding. 		✓	No
Transportation Improvement Board (TIB) Grants RCW 47.04.320 WAC 479-10-500 WAC 479-10-510	✓	<ul style="list-style-type: none"> Funded by state gas tax. Grants primarily fund urban programs for jurisdictions with population greater than 5,000 or more (local match of 20% or greater required) and small city programs for jurisdictions with population of less than 5,000 (local match of 5% or greater required). 		✓	No

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Public Works Board, Construction Loan Program RCW 43.155.050		<ul style="list-style-type: none"> To provide low-interest loans for public infrastructure construction and rehabilitation Eligible projects must improve public health and safety, respond to environmental issues, promote economic development, or upgrade system performance. 		✓	No
Regional Mobility Grant Program RCW 47.66.030	✓	<ul style="list-style-type: none"> To support local efforts to improve transit mobility. 	✓	✓	No
Public Transportation – Consolidated Grant Awards	✓	<ul style="list-style-type: none"> Funded by federal and state funds. To improve public transportation within and between rural communities, provide transportation services between cities, purchase new buses and other equipment, and offer public transportation services to seniors and persons with disabilities 	✓	✓	No
WSDOT Local Programs: Safe Routes to School RCW 47.04.300	✓	<ul style="list-style-type: none"> Funded by federal and state funds for projects that improve conditions for and encourage children to walk and bike to school. 		✓	No
WSDOT Local Programs: Pedestrian & Bicycle Funding	✓	<ul style="list-style-type: none"> Funded by federal and state funds for projects that enhance safety and mobility for people who walk or bike. 		✓	No
Local Sources: Transportation-Restricted					
County Road Fund Property Tax RCW 36.82.040 RCW 84.55.050	✓	<ul style="list-style-type: none"> To fund construction, alteration, repair, improvement, and maintenance of county roads and other transportation capital facilities; funds county engineer's office. 	✓	✓	No Yes, for levy lid lift
Commercial Parking Tax RCW 82.80.030	✓	<ul style="list-style-type: none"> For general "transportation purposes" per RCW 82.80.070. Subject to planning provisions. 	✓	✓	No

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Local Improvement District (LID) / County Road Improvement District (RID) RCW 35.43 RCW 36.88	✓	<ul style="list-style-type: none"> ▪ LIDs used to fund improvements in specific areas, which must directly benefit nearby property owners. ▪ RIDs are enacted by counties. ▪ RIDs used to fund acquisition of rights-of-way for county roads and construction of or improvements to county roads and associated facilities. 		✓	No
Local Option Motor Vehicle Fuel Tax (MVFT) RCW 82.80.010	✓	<ul style="list-style-type: none"> ▪ Maximum allowable rate equal to 10% of the state MVFT rate. ▪ Revenues are shared with cities and towns in the county. ▪ No county has successfully imposed a local option MVFT. 	✓	✓	Yes
Transportation Benefit District – Sales and Use Tax RCW 36.73 RCW 82.14.0455	✓	<ul style="list-style-type: none"> ▪ For transportation improvements on state highways, county roads, and city streets. ▪ Limited to “transportation purposes” per RCW 82.80.070. ▪ 	✓	✓	Yes
Transportation Benefit District – Vehicle Licensing Fee <i>This option may be eliminated if Initiative 976 goes into effect.</i> RCW 36.73 RCW 36.73.065 RCW 82.80.140	✓	<ul style="list-style-type: none"> ▪ For transportation improvements on state highways, county roads, and city streets. ▪ Limited to “transportation purposes” per RCW 82.80.070. ▪ Up to \$100 per vehicle. 	✓	✓	No, up to \$50. Yes, above \$50 up to \$100.

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Transportation Impact Fees RCW 82.02.050 (GMA) RCW 39.92 (LTA)	✓	<ul style="list-style-type: none"> Under GMA, only for public streets and roads addressed by a capital facilities plan element of a GMA comprehensive plan. Under LTA, any local government may impose to pay for transportation infrastructure related to demand generated by new development. 		✓	No
Tolls RCW 47.56.820	✓	<ul style="list-style-type: none"> Paid by users and limited to repayment of bonds to finance construction or covering operating costs of the toll facility 	✓	✓	No
On-Street Parking Fees WAC 308-330-650	✓	<ul style="list-style-type: none"> Proceeds from on-street parking fees may be used for administrative costs, parking studies, and acquisition and maintenance of off-street parking facilities. 		✓	No
Development Agreements/Subdivision Exactions RCW 58.17 RCW 36.70B	✓	<ul style="list-style-type: none"> Local governments may require that developers install, at their expense, certain facilities or improvements including streets, curbs and gutters, sidewalks, and transit stops. 		✓	No
State Environmental Policy Act (SEPA)/Environmental Mitigation RCW 43.21C	✓	<ul style="list-style-type: none"> Local governments may impose mitigating conditions, including streets, traffic signals, or additional lanes, relating to a project's environmental impacts 		✓	No
Voluntary Agreements RCW 82.02.020	✓	<ul style="list-style-type: none"> Allows for contributions, either in the form of land, mitigation of a direct impact of the development, or payments in lieu of land or mitigation, from developer to local government to facilitate development. 		✓	No

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Local Sources: Non-Restricted					
Property Tax Title 84 RCW RCW 84.55.050		<ul style="list-style-type: none"> Not restricted. Limited to a maximum rate of \$1.80 per \$1,000 of assessed value in incorporated areas. Limited to a maximum combined rate (including county road fund levy) of \$4.05 in unincorporated areas. 	✓	✓	No Yes, for levy lid lift or excess levy
Retail Sales & Use Tax RCW 82.08 RCW 82.14.030		<ul style="list-style-type: none"> Not restricted. Limited to a maximum rate of 1%. 	✓	✓	No
Business and Occupation Tax RCW 35.22.280(32)		<ul style="list-style-type: none"> Not restricted. May be used by cities. Rates may not exceed 0.2% of gross receipts unless grandfathered in or approved by voters. 	✓	✓	No
Utility Tax RCW 35.22.280(32)		<ul style="list-style-type: none"> Not restricted. May be used by cities. Maximum tax rate may not exceed 6% for electric, gas, steam, and telephone services unless approved by voters. No limitation on the tax rate for water, sewer, solid waste, or stormwater utilities. 	✓	✓	No
Off-Street Parking Fees RCW 35.86A.100		<ul style="list-style-type: none"> Revenues from off-street parking facilities can be paid to the jurisdiction's general fund or other such funds as provided by ordinance. 	✓	✓	No
Real Estate Excise Tax First Quarter Percent (REET 1) RCW 82.46.010(5) RCW 82.46.030 RCW 82.46.035(2)		<ul style="list-style-type: none"> GMA local governments: capital projects included capital facilities element of Comprehensive Plan. Non-GMA local governments: capital purpose identified in a capital improvements plan. 		✓	No

REVENUE SOURCE	TRANSPORTATION RESTRICTED	NOTES	ELIGIBLE EXPENDITURES		VOTED
			Programmatic	Capital	
Real Estate Excise Tax Second Quarter Percent (REET 2) RCW 82.46.010(5) RCW 82.45.030 RCW 82.46.035(2) RCW 82.46.037 Engrossed House Bill 1219		<ul style="list-style-type: none"> GMA local governments only. Restricted to streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, water/storm/sewer systems, parks. May be used for affordable housing and homelessness projects until 2026, based on Engrossed House Bill 1419 (passed April 2019). 		✓	No
Real Estate Excise Tax One-Half Percent (REET 3) RCW 82.46.010(3)		<ul style="list-style-type: none"> Local governments that do not levy 0.5% local sales tax may levy REET 3 for general fund operating expenses. 	✓	✓	No
Local Debt Financing					
Limited Tax General Obligation (LTGO) Bonds RCW 39.36 Article 8, Sec. 6, State Constitution		<ul style="list-style-type: none"> Total debt is limited to 2.5% of assessed value; LTGO debt is limited to 1.5% of assessed value of taxable properties. 	✓	✓	No
Unlimited Tax General Obligation (UTGO) Bonds RCW 39.36 RCW 84.52.056 Article 7, Sec. 2, State Constitution		<ul style="list-style-type: none"> Total debt is limited to 2.5% of assessed value. Limited to capital purposes. 		✓	Yes
Industrial Revenue Bonds RCW 39.84		<ul style="list-style-type: none"> Tax-exempt revenue bonds issued by public development corporations to finance industrial development facilities, including transportation projects such as street improvements. 		✓	No

Sources: County Road Administration Board; 2020, Federal Highway Administration, 2020; U.S. Department of Transportation, 2020; U.S. Department of Housing and Urban Development, 2020; Washington State Department of Transportation, 2020; Washington JTC Transportation Resource Manual, 2017; MRSC, 2020; State Auditor's Office Local Government Financial Reporting System, 2018; Washington State Department of Revenue, 2020; BERK, 2020.

FEDERAL SOURCES

National Highway Performance Program (NHPP)

[23 U.S.C. Section 119](#)

- The NHPP is the largest of the federal-aid highway programs, with estimated annual funding of \$24.2 billion for FY 2020.⁸
- The NHPP supports the improvement of the condition and performance of the National Highway System (NHS), which includes Interstate System highways and bridges as well as virtually all other major highways.
- Eligible projects must support progress toward achieving national performance goals for improving infrastructure condition, safety, congestion reduction, system reliability or freight movement on the NHS. Projects must be identified in the Statewide Transportation Improvement Program (STIP) and be consistent with the state and metropolitan planning.
- States receive an apportioned share of NHPP funds based on an allocation process specified in federal law.

Surface Transportation Block Grant (STBG) Program

[23 U.S.C. Section 133](#)

- The STBG program has the broadest eligibility criteria of all the federal-aid highway programs. Fund can be used on any federal-aid highway, on bridge projects on any public road, on transit capital projects, on routes for nonmotorized transportation, and on bridge and tunnel inspection and inspector training.⁹
- The STBG program has three set-asides from the State's apportionment including funding for Transportation Alternatives (see next).
- STBG funds are apportioned to each State as a lump sum then divided between designated programs, and sub-allocated to urbanized areas as well as other areas based on population.

STBG Set-Aside/Funding for Transportation Alternatives

[23 U.S.C. Section 133](#)

- The STBG program has set-asides for Transportation Alternatives (TA), state planning and research, and funding for bridges not on federal-aid highways. Eligible projects for TA funding include a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity.

⁸ FHWA, <https://www.fhwa.dot.gov/specialfunding/nhpp/160309.cfm#ProgramPurpose>

⁹ Congressional Research Service, <https://crsreports.congress.gov/product/pdf/R/R44332>

Congestion Mitigation and Air Quality Improvement (CMAQ) Program

[23 U.S.C. Section 149](#)

- The CMAQ program provides a flexible funding source to State and local governments for transportation projects and programs that may reduce emissions of transportation-related pollutants.
- Funding is available to reduce congestion and improve air quality for areas that do not meet the National Ambient Air Quality Standards for ozone, carbon monoxide, or particulate matter (PM) (nonattainment areas) and for former nonattainment areas that are now in compliance (maintenance areas).

Highway Safety Improvement Program (HSIP)

[23 U.S.C. Section 148](#)

- The HSIP supports projects that improve the safety of road infrastructure by correcting hazardous road locations (e.g. dangerous intersections) or making road improvements (e.g. adding rumble strips).
- HSIP funds must be used for safety projects that are consistent with the State's strategic highway safety plan.
- The Railway-Highway Crossing program is a set-aside of HSIP funding, which provides funds for safety improvements to reduce the number of fatalities, injuries, and crashes at public railway-highway grade crossings.

Metropolitan Planning Program

[23 U.S.C. Section 134](#)

- The Metropolitan Planning Program (MPP) assists regions in meeting requirements for developing and updating long-range plans and short-term transportation improvement programs.
- The program establishes a cooperative, continuous, and comprehensive framework for making transportation investment decisions in metropolitan areas. Program oversight is a joint Federal Highway Administration/Federal Transit Administration responsibility.
- MPP funds are apportioned as a lump sum total instead of individual authorizations for each program. Once each State's combined total apportionment is calculated, funding is set aside for the State's Metropolitan Planning program from the State's base apportionment; and the State's apportionment for the National Highway Freight Program.

Transportation Infrastructure Finance and Innovation Act (TIFIA)

[23 U.S.C. Section 601](#)

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

Community Development Block Grant (CDBG) Programs

[42 U.S.C. Section 5301](#)

- The CDBG program provides annual grants on a formula basis to cities and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons.
- Eligible projects include a variety of public facilities such as transportation improvements, housing, and economic development projects that benefit low to moderate income households.
- Eligible jurisdictions include principal cities of Metropolitan Statistical Areas (MSAs), other metropolitan cities with populations of at least 50,000, and qualified urban counties with populations of at least 200,000 (excluding the population of entitled cities)

Urbanized Area Formula Funding Program

[49 S.C. Section 5307](#)

- The Urbanized Area Formula Funding program makes federal resources available to urbanized areas, to governors for transit capital and operating assistance, and for transportation related planning in urbanized areas. An urbanized area is a Census-designated area with a population of 50,000 or more as determined by the U.S. Department of Commerce, Bureau of the Census.
- Funding is distributed by formula based on the level of transit service provision, population, and other factors. The 5307 program now includes activities eligible under the former Job Access and Reverse Commute (JARC) program, which focused on providing services to low-income individuals for improving access to jobs.

Fixed Guideway Capital Investment Grants

[49 S.C. Section 5309](#)

- The discretionary Capital Investment Grant (CIG) program funds fixed guideway investments such as new and expanded rapid rail, commuter rail, light rail, streetcars, bus rapid transit, and ferries, as well as corridor-based bus rapid transit investments that emulate the features of rail.

- There are four categories of eligible projects under the CIG program:
 - **New Starts** projects are new fixed guideway projects or extensions to existing fixed guideway systems with a total estimated capital cost of \$300 million or more, or that are seeking \$100 million or more in Section 5309 CIG program funds.
 - **Small Starts** projects are new fixed guideway projects, extensions to existing fixed guideway systems, or corridor-based bus rapid transit projects with a total estimated capital cost of less than \$300 million and that are seeking less than \$100 million in Section 5309 CIG program funds.
 - **Core Capacity** projects are substantial corridor-based capital investments in existing fixed guideway systems that increase capacity by not less than 10 percent in corridors that are at capacity today or will be in five years. Core capacity projects may not include elements designed to maintain a state of good repair.
 - **Programs of Interrelated Projects** are comprised of any combination of two or more New Starts, Small Starts, or Core Capacity projects. The projects in the program must have logical connectivity to one another and all must begin construction within a reasonable timeframe.¹⁰

Enhanced Mobility of Seniors and Individuals with Disabilities Program

49 U.S.C. Section 5310

- This program provides funding to improve mobility for seniors and individuals with disabilities by removing barriers to transportation service and expanding transportation mobility options.
- At least 55% of program funds must be spent on public transportation projects planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable.
- The remaining 45% may be used for: public transportation projects that exceed the requirements of the ADA; public transportation projects that improve access to fixed-route service and decrease reliance by individuals with disabilities on complementary paratransit; or, alternatives to public transportation that assist seniors and individuals with disabilities.
- This program supports transportation services planned, designed, and carried out to meet special transportation needs of seniors and individuals with disabilities in all areas – large urbanized (over 200,000), small urbanized (50,000-200,000), and rural (under 50,000).

Bus and Bus Facilities Formula Grants

49 U.S.C. Section 5339

- This program provides funding to replace, rehabilitate, and purchase buses and related equipment. It may also be used to construct bus-related facilities.
- Funding is distributed by formula allocations and competitive grants. It also includes a sub-program

¹⁰ USDOT, https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/5309_Capital_Investment_Grant_Fact_Sheet.pdf

[providing competitive grants for bus and bus facility projects that support low and zero-emission vehicles.](#)¹¹

Better Utilizing Investment to Leverage Development (BUILD) Program

[P.L. 115-141](#)

- Previously known as Transportation Investment Generating Economic Recovery (TIGER) Discretionary Grants, the BUILD program provides funding for planning and capital investments in surface transportation infrastructure.
- Funding is awarded on a competitive basis for projects with significant local or regional impact, and it can support roads, bridges, transit, rail, ports, or intermodal transportation.
- BUILD projects are evaluated based on merit criteria that include safety, economic competitiveness, quality of life, environmental sustainability, state of good repair, innovation, and partnership.

Highway Infrastructure Program (HIP)

[P.L. 115-141](#)

- The HIP provides federal funds to construct highways, bridges, and tunnels. The program is funded by annual appropriations from the Department of Transportation Appropriations Act and has been approved in single year increments every year since 2018.
- Starting in 2019, funds can also be used for the elimination of hazards and installation of protective devices at railway-highway crossings. In 2020, funds were also eligible to be used for charging infrastructure along corridor-ready or corridor-pending alternative fuel corridors.
- Funding is distributed to states by the FHWA, while states then further sub-allocate funding by formula based on population. MPOs or RTPOs award specific HIP projects and are also responsible for programming the HIP projects within their jurisdictions into the STIP.

Payments in Lieu of Taxes

[31 U.S.C. Chapter 69](#)

Because government agencies are exempt from property tax, counties with large areas of state and federal land do not receive road fund revenues from these properties. But those counties are still responsible for maintaining roads in and around these properties. To address this discrepancy, some state and federal agencies provide counties with payments in lieu of taxes (PILT). Agencies may include the Washington State Department of Natural Resources, Washington State Department of Fish and Wildlife, the US Forest Service, via the Secure Rural Schools program, and the US Bureau of Land Management, via the Taylor Grazing Act.

¹¹ USDOT, <https://www.transit.dot.gov/sites/fta.dot.gov/files/5339%20Bus%20and%20Bus%20Facilities%20Fact%20Sheet.pdf>

STATE SOURCES

Local Project Appropriations for Transportation Projects

The Legislature may make direct appropriations to specific transportation projects in the state budget.

Motor Vehicle Fuel Tax (State Gas Tax)

[RCW 82.38](#), [RCW 46.68.090](#)

The motor vehicle fuel tax is a state distributed revenue, where the state collects a state gas tax of 49.4 cents per gallon, and the local portion is distributed to cities and counties. The 49.4 cents are distributed as follows:

- State Highway Program: 10.21 cents.
- Transportation 2003 Account (Nickel Account): 5 cents.
- Transportation Partnership Account: 8.50 cents.
- State Highway Program – Special Category C: 0.75 cents.
- Connecting Washington Account: 11.9 cents.
- Rural Arterial Program: 0.58 cents.
- Transportation Improvement Account (TIB funded programs): 3.04 cents or 13.2336% of 23 cents deposited in TIB.
- County Arterial Preservation Program: 0.45 cents.
- Counties: 4.92 cents.
- Cities: 2.96 cents.
- Ferry Operations: 0.54 cents.
- Ferry Capital Construction: 0.55 cents.

State Multimodal Account Distribution

Starting in 2015, under the Connecting Washington Act, the state also transfers a portion from the State Motor Vehicle Account and the State Multimodal Account. This amount is set by [RCW 46.68.126](#) and is proportioned evenly between cities and counties. This amount was \$11.7 million in 2015-17 biennium, and \$25.1 million each in the 2017-19 and 2019-21 biennia.

County Arterial Preservation Program (CAPP) Grants

[RCW 46.68.090](#), [WAC 136-300](#)

- The CAPP is funded by 0.45 cents per gallon of the state MVFT from the State Motor Vehicle Account. The program was designed to help counties preserve existing paved road networks.
- Funds are distributed by CRAB directly to counties based on share of paved county road miles. These funds may be used to administer a pavement management system and for capital expenditures.

- In order to be eligible for CAPP funds, counties are required to use a pavement management system to assist their project selection and decision process.

Rural Arterial Program (RAP) Grants

[RCW 46.68.090](#), [WAC 136-100](#)

- The RAP is funded by 0.58 cents per gallon of the state MVFT from the State Motor Vehicle Account. Funds awarded to counties by CRAB on a competitive basis within five state regions. Funds support improvement and reconstruction of rural arterials and collectors.
- The program was designed in 1983 to help finance the reconstruction of rural arterial roads facing severe deterioration after railroads were abandoned. The rural arterial road system linked the state's harvested resources to the marketplace. RAP serves countywide commercial transport needs and helps counties to improve rural roads that are primarily local use or recreational.
- The competitive grant considers: 1) structural ability to support loaded trucks; 2) ability to move traffic at reasonable speeds; 3) adequacy of alignment and related geometry; 4) accident and fatal accident experience; 5) local significance.

Freight Mobility Strategic Investment Board (FMSIB) Grants

[RCW 47.06A](#), [WAC 226.01](#)

FMSIB was created in 1998 to ensure strategic investments to facilitate freight movements among local, national, and international markets. The Board proposes policies, projects, corridors, and funding to the Legislature to promote strategic investments in statewide freight mobility transportation system.

Transportation Improvement Board (TIB) Grants

[RCW 47](#), [WAC 479-05](#), [WAC 479-10](#), [WAC 479-14](#)

- TIB is an independent state agency, created by the Legislature, that manages street construction and maintenance grants to cities and counties across Washington. Funding is generated by three cents of the state gas tax.
- TIB administers competitive grant programs for local transportation projects. While most TIB programs support city street projects, historically about 24% of TIB funds have supported county projects.¹²
- TIB largely funds urban programs for jurisdictions with population greater than 5,000 or more (local match of 20% or greater required) and small city programs for jurisdictions with population of less than 5,000 (local match of 5% or greater required).

¹² JTC Transportation Resource Manual, 2019.

Public Works Board, Construction Loan Program

[RCW 43.155.050](#)

- The Public Works Board is authorized by state statute to loan funds to counties, cities and special purpose districts to repair, replace, or create infrastructure
- The Construction Loan Program provides low-interest loans for public infrastructure construction and rehabilitation. Eligible projects must improve public health and safety, respond to environmental issues, promote economic development, or upgrade system performance. Eligible projects include roads/streets and bridges.

Regional Mobility Grant Program

[RCW 47.66.030](#)

- The Regional Mobility Grant Program supports local efforts to improve connectivity between counties and regional population centers and reduce transportation delay. This program is supported exclusively by state funding.
- Funded projects have included new transit services, park and ride lots, new buses, transit service expansion, transportation demand management programs, and transit speed and reliability improvements.

Public Transportation – Consolidated Grant Awards

- The Consolidated Grant Program awards funding to improve public transportation within and between rural communities, provide transportation services between cities, purchase new buses and other equipment, and offer public transportation services to seniors and persons with disabilities.
- Funding is provided by federal FTA funds and state Paratransit/Special Needs grant program funds and Rural Mobility grant program funds.

WSDOT Local Programs

Under the FHWA's Federal-Aid Stewardship Agreement with WSDOT, WSDOT Local Programs serves as the steward of FHWA funding for public agencies in the state. WSDOT administers all federal highway transportation funds, subject to federal and state criteria, including funds that go to local agencies.

- **Safe Routes to School:** This grant program provides technical assistance and funding to public agencies to improve conditions for and encourage children to walk and bike to school. The program is funded through a competitive application process, evaluated based on consideration for need, project potential, deliverability, and value.¹³
- **Pedestrian and Bicycle Funding Program:** This grant program's objective is to improve the transportation system to enhance safety and mobility for people who walk or bike.

¹³ WSDOT, <https://www.wsdot.wa.gov/LocalPrograms/SafeRoutes/default.htm>

LOCAL TRANSPORTATION-RESTRICTED SOURCES

County Road Fund Property Tax

[RCW 36.82.040, RCW 84.55.050](#)

- The Road Fund property tax levy is a primary source of transportation funding in counties and may be levied in unincorporated areas up to the statutory maximum of \$2.25 per \$1,000 of assessed value (AV).
- Counties can levy either a single-year or multiyear levy lid lift, temporary or permanent, to increase county road property taxes in taxing districts without banked capacity beyond the 1% limit.
- With a *permanent single-year lid lift*, a county can increase the county road fund property taxes beyond the 1% limit in the first year, and then that amount is used to calculate all future 1% levy limitations. The measure never expires, and the levy lid never reverts. Single-year lid lifts may be submitted to voters at any special, primary, or general election.
- With a *permanent multiyear lid lift*, a county can increase the county road fund property taxes beyond the 1% limit (up to a limit factor specified in the ballot measure), for six consecutive years up to a rate equal to or less than the statutory maximum of \$2.25 per \$1,000 of AV. After the six years, the total levy can increase by up to 1% annually. Multiyear lid lifts must be submitted at the primary or general election.

Commercial Parking Tax

[RCW 82.80.030](#)

- Cities, counties (unincorporated areas), and Regional Transportation Investment Districts (RTIDs) can impose a commercial parking tax. The tax may be used for general transportation purposes, including construction and operation of state highways, county roads, and city streets; public transportation; high capacity transportation; transportation planning and design; and other transportation-related activities.
- The tax may be set on the customer or the commercial parking business, based on gross proceeds or number of stalls. Tax-exempt carpools, vehicles with handicapped decals, and government vehicles are exempt.
- Restricted to “transportation purposes” per RCW 82.80.070.
- *No counties have implemented this tax. Twelve cities have implemented this tax.*

Local Improvement District (LID) / County Road Improvement District (RID)

[RCW 35.43, RCW 36.88](#)

- Cities, counties, port districts, water districts, TBDs, and other local governments can create LIDs to fund improvements in specific areas. Local improvements must directly benefit nearby property owners and can be initiated by a petition of property owners.
- Counties can create RIDs to fund county road improvements in unincorporated areas. LIDs/RIDs are

funded by special assessments. Property owners who benefit from improvements are assessed at proportionate levels to pay for the improvements.

Local Option Motor Vehicle Fuel Tax (MVFT)

[RCW 82.80.010](#)

- Counties may levy the local option motor vehicle fuel excise tax at 10% of the state rate. The tax would be collected by the state and distributed to the county and cities based on population.
- Restricted to “transportation purposes” per [RCW 82.80.070](#) and “highway purposes” per 18th Amendment.
- No counties are currently levying this tax. Two counties have attempted to levy this tax, Spokane County and Snohomish County, and both ballot measures failed.

Transportation Benefit District – Sales and Use Tax

[RCW 36.73](#), [RCW 82.14.0455](#)

- Independent taxing districts created through ordinance can impose an additional voted sales and use tax of up to 0.2%. The tax must be reauthorized by voters after 10 years.
- This option could be more susceptible to market volatility, since taxes collected depend on commercial use. This option can potentially help to align costs with beneficiaries in areas with pass-through users of the transportation system, since the tax would apply to recreational users passing through.

Transportation Benefit District – Vehicle Licensing Fee

This option may be eliminated if Initiative 976 goes into effect.

[RCW 36.73](#), [RCW 36.73.065](#), [RCW 82.80.140](#)

- TBDs can impose a Vehicle Licensing Fee (VLF) fee, without voter approval, up to \$20. If a \$20 VLF is in effect for at least 24 months, then a VLF up to \$40 can be imposed; if a \$40 VLF has been in effect for 24 months, then a \$50 VLF can be imposed. VLFs can be up to \$100 with voter approval.
- Two ordinances are required: first a Transportation Benefit District (TBD) and then a VLF. The fee can be collected months after approved. The County must notify DOL once the fee is approved so the fee is included in vehicle renewal notices. DOL collects 1% of revenue generated from a VLF.
- This VLF is limited to vehicles under 6,000 pounds. In some areas, there may be an equity concern as large vehicles that may cause a significant wear on the roads would not bear the burden of this cost.

Transportation Impact Fees

[RCW 82.02.050](#) (GMA), [RCW 39.92](#) (LTA)

- Must be used for public streets and roads addressed by a capital facilities plan element of a comprehensive plan adopted under the GMA. Impact fees cannot be used to fund maintenance and operations costs.

- Local governments are authorized to charge fees only for system improvements that are reasonably related to the new development, do not exceed a proportionate share of the costs of necessary system improvements, and are only used for system improvements that will reasonably benefit the new development. In addition, impact fees cannot be the sole source of funding for system improvements that address growth impacts.
- Impact fees must be adjusted for other revenue sources that are paid by development, if such payments are earmarked or pro-ratable to specific system improvements. Likewise, the city or county must provide impact fee credit if the developer dedicates land or improvements identified in the adopted Capital Facilities Plan and such construction is required as a condition of development approval. Collected impact fees may only be spent on public facilities identified in a capital facilities plan and may only be spent on capital costs; they may not be used to pay for operating expenses or maintenance activities.

Tolls

[RCW 47.56.820](#)

- Toll revenues must be used only to construct, improve, preserve, maintain, manage, or operate the eligible toll facility on or in which the revenue is collected. This includes:
 - Covering the operating costs of the eligible toll facility, including necessary maintenance, preservation, administration, and toll enforcement by public law enforcement within the boundaries of the facility;
 - Meeting obligations for the repayment of debt and interest on the eligible toll facilities, and any other associated financing costs including, but not limited to, required reserves and insurance;
 - Meeting any other obligations to provide funding contributions for any projects or operations on the eligible toll facilities;
 - Providing for the operations of conveyances of people or goods; or any other improvements to the eligible toll facilities.

On-Street Parking Fees

[WAC 308-330-650](#)

- Revenues from parking meter fees are used to cover the regulation and control of parking upon highways, the costs of parking meters, their installation, inspection, supervision, operation, repair, and maintenance, control and use of parking spaces, and regulating the parking of vehicles in parking meter zones; and the costs of acquiring, establishing, improving, maintaining, and operating public off-street parking facilities.

Development Agreements/Subdivision Exactions

[RCW 58.17](#); [RCW 36.70B](#)

- Local governments may require that developers install, at their expense, certain facilities or improvements including streets, curbs and gutters, sidewalks, and transit stops.

State Environmental Policy Act (SEPA)/Environmental Mitigation

RCW 43.21C

- The State Environmental Policy Act grants wide-ranging authority to impose mitigating conditions relating to a project's environmental impacts.
- Local governments may impose mitigating conditions, including streets, traffic signals, or additional lanes, relating to a project's environmental impacts
- Local governments may not require any person to pay for system improvements under SEPA when they have paid a fee for the same system improvements under GMA or any other authority.

Voluntary Agreements

RCW 82.02.020

- Allows for contributions, either in the form of land, mitigation of a direct impact of the development, or payments in lieu of land or mitigation, from developer to local government to facilitate development.
- The permitting agency must be able to establish that an impact fee collected pursuant to a voluntary agreement is "reasonably necessary as a direct result of the proposed development or plat."
- Funds collected under voluntary agreements must be held in a reserve account and expended on agreed upon capital improvements.

LOCAL UNRESTRICTED SOURCES

Property Tax (General Fund)

Title 84 RCW; RCW 84.55.050

- Property tax has traditionally been the primary funding source for local government in Washington. Property tax revenues are a major funding source since they are unrestricted, can generate large revenues, and do not require voter approval.
- With Initiative 747, annual property tax increases were limited to 1% of the prior year's collections plus any new construction, leading to erosion in property taxes as a local funding source due to inflation and service demand (based on per capita and per modified capita growth) outpacing that 1% growth allowance.
- A local government's "banked" capacity is available to use in future years without voter approval, per [RCW 84.55.092](#).

Retail Sales & Use Tax

RCW 82.08; RCW 82.14.030

- Local governments can impose, by resolution or ordinance, a non-voted sales and use tax at 0.5% on any taxable event, per [RCW 82.14.030\(1\)](#). Local governments may impose, by legislative body majority, an additional sales tax up to 0.5%, in increments of 0.1%, per [RCW 82.14.030\(2\)](#).

Revenues are not restricted. For both, the combined city/county rate may not exceed 0.5%, so the effective rate for either the city or county may be lower.

- Collection of retail sales and use taxes are driven by the distribution of major retail sales. This means that retail sales and use taxes are also highly volatile, following changes in the economy.

Business and Occupation (B&O) Tax

[RCW 35.22.280\(32\)](#)

- Any city may impose general business and occupation taxes on local businesses.
- General B&O taxes are levied on gross receipts of businesses, based on the industry. Historically, many cities have chosen not to implement B&O taxes, due to the perception that business taxes erode local competitiveness for attracting businesses to cities. However, as property tax revenues continue to erode, more cities are considering implementing them.

Utility Tax

[RCW 35.22.280\(32\)](#)

- Any city may impose general B&O taxes upon the income of public and private utilities providing services within the boundaries of a city, and/or upon the city's own municipal utilities.
- Utility taxes are a form of B&O tax. These revenues contribute to a municipality's general fund and may be used for many city expenses, including capital improvements.
- Washington State sets the maximum rate of tax on electrical, natural gas, steam energy, and telephone businesses at 6.0%, unless a higher rate is approved by voters. There is no tax rate limit on other utilities such as water, sewer, and garbage services. These taxes are generally smaller in total collections but also less volatile in response to the economy.

Real Estate Excise Tax (REET)

[RCW 82.46.010](#); [RCW 82.45.030](#); [RCW 82.46.035\(2\)](#); [RCW 82.46.037](#)

Washington State levies a 1.28% real estate excise tax (REET) on all property taxes. Local governments may levy a local tax in addition to the state tax.

- Local governments can implement can levy two REET taxes (REET 1 and REET 2), each of which is a 0.25% tax on the full sales price of real estate.
- **REET 1:** All local governments may levy REET 1. Local governments planning under GMA must use REET 1 on capital projects included in the capital facilities element of the Comprehensive Plan. Local governments not planning under GMA can use REET 1 on any capital purpose identified in a capital improvements plan or acquisition of lands associated with such improvements.
- **REET 2:** Only local governments planning under GMA may levy REET 2. REET 2 must be spent on capital projects as defined in [RCW 82.46.035\(5\)](#): streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, water/storm/sewer systems, and parks.

- **Use of REET 2 for maintenance and REET 1 projects:** Local governments may use a portion of collected REET 2 funds for capital projects and limited maintenance.
- **Use of REET 2 for affordable housing and homelessness:** Local governments may use a portion of collected REET 2 funds for affordable housing and homelessness projects 2026, based on [Engrossed House Bill 1419](#) (passed April 2019).
- **REET 3:** Local governments that do not levy 0.5% local sales tax may levy REET 3 for general fund operating expenses.

LOCAL DEBT FINANCING

Limited Tax General Obligation (LTGO) Bonds

[RCW 39.36, Article 8, Sec. 6, State Constitution](#)

- LTGO bonds, sometimes referred to in Washington as "councilmanic" bonds, do not require voter approval and are payable from the issuer's general tax levy and other legally available revenue sources. LTGO bonds can be used for any purpose, but funding for debt service must be made available from existing revenue sources.
- There are constitutional and statutory limits on a municipality's authority to incur non-voted debt. Total debt is limited to 2.5% of the AV of taxable properties; and councilmanic debt is limited to 1.5% of the AV of taxable properties.

Unlimited Tax General Obligation (UTGO) Bonds

[RCW 39.36, RCW 84.52.056, Article 7, Sec. 2, State Constitution](#)

- UTGO bonds are voted bonds that require 60% voter approval with a minimum voter turnout of 40% of voters who cast ballots in the last general election within the district. When voters of a jurisdiction vote for a bond issue, they are being asked to approve: (a) the issuance of a fixed amount of general obligation bonds and (b) the levy of an additional tax to repay the bonds, unlimited as to rate or amount. Once voter approval is obtained, a municipal corporation is still restricted by constitutional and statutory debt limits with these bonds.
- UTGO bonds can be used only for capital purposes, and replacement of equipment is not permitted

Industrial Revenue Bonds

[RCW 39.84](#)

- Tax-exempt revenue bonds issued by public development corporations to finance industrial development facilities, including transportation projects such as street improvements.

Spokane Regional Transportation Council

Draft MTP Financial Forecast Comments and SRTC Staff Responses

Summarized SME Team Member Comments

Comment	Given the imprecise nature of forecasting, can we use a range as opposed precise dollar amount in the forecast?
Response	A precise number is required to develop the MTP’s fiscally constrained projects list; however, this can be addressed in the plan’s narrative.
Comment	Are we considering what types of projects and parts of the transportation network the projected revenues will be directed towards?
Response	Yes. This will be addressed in the Needs Analysis, Task 2 of the MTP’s Financial Assessment.
Comment	Are we projecting a change in gas tax revenues and are the impacts of trends like remote work accounted for in this way?
Response	Yes. This portion of the forecast is based on the state’s Transportation Revenue Forecast Council’s June 2020 forecast , which considers these trends.
Comment	Forecasted local jurisdiction revenues assume more growth than Spokane County is seeing.
Response	Staff recognizes that forecast’s projected growth rates for some local revenue sources outpace what some agencies have experienced. However, when looking at the entire region, staff believes the local jurisdiction revenue projections are reasonable and supported by the historical data that was used to develop the forecast (see Figure 1).

Figure 1. Local Jurisdiction Revenue Summary

Local Jurisdiction Revenue Summary							
Category	Type	Annual Growth Rates by Source			Total Revenues by Source		
		Actuals ¹		Projections	Actuals ¹		Projections
		Spokane County 2004–2018	All Local Jurisdictions 2004–2018	All Local Jurisdictions 2019–2045	Spokane County 2004–2018	All Local Jurisdictions 2004–2018	All Local Jurisdictions 2019–2045
Local	Property Taxes	5.14%	9.08%	1.00%	\$ 252,163,005	\$ 418,799,482	\$ 972,783,106
Local	Special Assessments	-	-8.25%	1.74%	\$ 15,868	\$ 13,142,047	\$ 35,237,291
Local	General Fund Appropriations	-	14.86%	2.99%	\$ 19,827,627	\$ 330,125,754	\$ 1,027,194,297
Local	Local Road User Taxes	-	-	1.74%	\$ 246,892	\$ 33,500,048	\$ 78,878,924
Local	Other Local Receipts	-6.14%	6.28%	2.99%	\$ 69,433,340	\$ 554,405,658	\$ 1,734,724,461
Local	Bond Proceeds	-100.00%	-100.00%	1.74%	\$ 13,048,724	\$ 113,759,733	\$ 296,232,104
State	State Fuel Tax Distributions	1.54%	3.13%	0.78%	\$ 157,819,470	\$ 277,358,085	\$ 768,963,861
State	Other State Funds	5.12%	9.98%	1.73%	\$ 34,163,504	\$ 147,957,774	\$ 378,650,797
Federal	Federal Revenues	5.58%	4.62%	1.73%	\$ 70,056,863	\$ 222,008,961	\$ 577,091,702
Total Revenues		3.07%	8.52%	2.06%	\$ 616,775,291	\$ 2,111,057,541	\$ 5,869,756,543

¹Source: WSDOT City & County Roads Merged Dataset

Summarized TTC Member Comments

Spokane Valley	
Comment	How does the forecast provide flexibility with its assumptions?
Response	The forecast model prepared by the consultant is designed to allow SRTC staff to adjust growth rates for individual revenue sources to reflect historical trends, averages, or specified growth rates. Revenue sources may also be added to, or removed from the forecast, as needed.
Comment	Much of the region’s legislative funding is tied to the North Spokane Corridor (NSC). Since the region has not identified a replacement project, our assumptions for future legislatively funded projects seem aggressive.
Response	<p>The forecast accounts for NSC by not projecting additional legislative funding through 2031. After that, the region’s legislative funding is projected to decline. The projected year-of-expenditure dollar amount is held consistent at \$46.8 million per year, resulting in a drop to \$29.9 million (in 2020 dollars) by 2045.</p> <p>If we reduce this amount further, we would be assuming the region does not receive its fair share of statewide legislatively appropriated transportation funds, based on population. For this reason, SRTC staff does not recommend we adjust this assumption.</p>
STA	
Comment	STA recommended various edits to the financial forecast report’s language and structure. They also provided a new write-up for STA section. None of these recommended changes would impact the projected revenues in the forecast.
Response	SRTC will incorporate these changes, where applicable, along with the new write up for STA’s section, in the MTP’s final write up. The new STA section write-up is included at the end of this document.

To: Transportation Technical Committee 1/20/2021
From: Jason Lien, Principal Transportation Planner
Topic: **DivisionConnects Project Update**

Requested Action:

None. For information and discussion.

Key Points:

- DivisionConnects is a multi-jurisdictional study to analyze transportation alternatives, including implementation of bus rapid transit (BRT), in the Division Street study area.
- The first phase of the study will deliver the preferred alternative for BRT. The second phase of the study will further evaluate land use and multimodal refinements along the corridor.
- This memo provides an update on steps to develop, analyze, and screen out preliminary transportation scenarios for Division Street.
- This month, the study reached a final range of alternatives for consideration, and these will be part of a larger public outreach campaign beginning the week of January 18.

Board/Committee Discussions:

Emphasizing a regional approach to major transportation corridors was born out of the SRTC Board's strategic plan in late 2017. The SRTC funding portion for the Division Street Corridor Study was approved by the Board in March 2018, consisting of a \$400,000 STBG allocation as part of the 2018 SRTC Call for Projects. The Board authorized formation of a project steering committee at the March 2020 meeting. A project update was last provided to the Board at their December 2020 meeting. A memo was included in the packet for the December 2020 TTC meeting. The Division Street Corridor Study is identified in SRTC's 2-year Unified Planning Work Program (UPWP).

Public Involvement:

The study process involves extensive public engagement. A project website is active (divisionconnects.org). Information about the project has been distributed through Neighborhood Councils, email lists, focus groups, print media, online questionnaires, agency newsletters, and social media. The current phase of public involvement is under way and an online open house will be available through the project website beginning the week of January 18. A virtual open house with staff is scheduled for February 11, 2021.

Supporting Information/Implications:

DivisionConnects is a coordinated planning effort with Spokane Transit Authority (STA) to engage the community and analyze opportunities in the Division Street corridor from a multimodal transportation and system perspective. The study purpose is to analyze the future of Division Street and transformative elements that could occur as a result of planned system investments, namely

implementation of bus rapid transit and completion of the North Spokane Corridor. The selection of a preferred alternative for bus rapid transit along Division is a major component of the study, and this task is managed by STA. Project partners include City of Spokane, WSDOT, and Spokane County. A consultant team led by Parametrix is assisting with the work effort.

As noted in last month’s memo to the TTC (presentation was postponed due to time), the study process explored an array of preliminary scenarios for Division Street. In November, the preliminary scenarios were evaluated through a high-level screening process with the project steering committee. The steering committee serves an advisory role for the study and consists of Commissioner Al French (SRTC and STA Boards), Council Member Kate Burke (SRTC and STA Boards), Council Member Candace Mumm (SRTC and STA Boards), Council Member Tim Hattenburg (STA Board), Susan Meyer (SRTC Board), and Mike Gribner (SRTC Board).

The scenario screening process was discussed at the steering committee meeting on 11/18/20, and consensus was reached to advance four out of nine preliminary scenarios to the full technical analysis of multimodal performance, future travel demand, and feasibility. The technical analysis occurred during December/January, and initial results were brought back to the steering committee on January 6.

With review of initial technical findings on January 6, the steering committee gave consent to move alternatives forward for engagement with the community at large. The alternatives consist of center-running bus rapid transit or side-running BAT lanes with active transportation and operational variations in the Division/Ruby couplet. Staff will discuss these 4 alternatives at the TTC meeting, highlight the technical evaluation, and explain next steps in the public engagement process. Public/committee feedback and further analysis will inform the selection of a locally preferred alternative (LPA) for bus transit. The study will continue through the rest of 2021 with analysis of land use and further refinement of multimodal options. Final study recommendations will conclude in early 2022. Schedule milestones for the next few months are shown in the table below.

Item	Oct-Nov	Dec	Jan	Feb	March	April	Thru 2021
Scenario development							
Steering Committee							
Technical evaluation							
Public engagement							
Agency Team							
Board updates							
LPA with STA Board							
LPA with SRTC Board							
Phase 2 Study							

More Information:

For detailed information contact: Jason Lien at jlien@srtc.org or 509.343.6370

To: Transportation Technical Committee 01/20/2021
From: Mike Ulrich, AICP, Principal Transportation Planner
Topic: **DATA Project Draft Design Plan**

Requested Action:

For information and discussion.

Key Points:

- The current MTP details as policy 2d (page 26) that SRTC should coordinate transportation relevant data for shared use among regional stakeholders. The strategic planning section of the executive summary (page 6) calls for an increase in trends monitoring and data availability to anticipate changing conditions.
- In October of 2018 the SRTC Board approved a program of projects that awarded \$1M in STBG grant funding to SRTC for data acquisition.
- \$850,000 of the total project cost included in the 2019-2022 TIP has been obligated.
- Staff convened a project team to develop an RFQ for a project to holistically evaluate SRTC's current tools, state of best practice, and agency need to create a design plan.
- Resource Systems Group, Inc. was the prime consultant selected. For over 30 years, RSG has been a national thought leader in developing and applying analytical techniques to help planners understand and forecast complex human behavior and systems dynamics.
- A [stakeholder questionnaire](#) was deployed to help the consultant team better understand member agencies' current analysis methods, data, and interests related to potential regional tools. The questionnaire was posted for online participation on April 2, 2020, with 17 people, representing 11 agencies, participating.
- Over the course of several weeks in July and August 2020, SRTC and the project consultant team held a series of [listening sessions](#) with SRTC partner agencies. The purpose of each session was to explore needs and opportunities for regional data collaboration, understand desired regional analysis capabilities and understand other agency specific needs.
- The input received was used to develop a [project summary and recommendations report](#). The report explores existing data and tools, synthesizes a review of relevant literature, summarizes stakeholder engagement and details the available options for Phase II of the

project. This report serves as the critical and necessary foundation for recommended investments.

- A [stakeholder priorities work session](#) was held on November 10, 2020 for two key purposes. First, to help the project team understand the options presented by the consultant team for Phase II. Second, to provide feedback to the consultant team by way of ranking exercise based on project objectives and other strategic considerations.
- A [staff priorities work session](#) was held on November 30, 2020 with the added purpose of considering options based on State and Federal responsibilities as an MPO and RTPO prescribed by applicable RCWs and CFRs.
- The two work sessions generated differing perspectives among stakeholders on how to invest the project budget. Some agency staff suggested only investing to the extent that the minimum federal requirements are being met while others differed in which tools should be prioritized over others and at what investment level.
- Ultimately, SRTC staff believes that the experts in the field of applied data and MPO/RTPO best practices have delivered a draft design plan which accounts for the entirety of the feedback received and recommends reasonable, right-sized investments to advance SRTC's data analytics capabilities.

Board/Committee Discussions:

This project was presented to the TTC at their October 2018 meeting. After that presentation, a project team was formed consisting of member jurisdiction technical staff. That group met on January 29, 2019 and May 13, 2019 to provide feedback that was incorporated into the RFQ. This project was presented at the March SRTC Board Administrative Committee and the April 2019 SRTC Board Meeting. The Board authorized the Executive Director to execute an agreement with RSG at their December 2019 meeting. The agreement was executed February 5, 2020. The TTC was provided a project update at their July 2020 meeting.

Working Group/Subject Matter Expert Team Involvement:

The project team, which has been informing this project since its inception, is made up of staff-level partners who are consumers of SRTC data products. The project team was instrumental in developing the project's RFQ and in the consultant selection process. More recently, the project team was used to help the consultant team understand investment priorities. Additionally, the project has relied on the feedback from a larger stakeholder group. A summary of that feedback and how it was applied to the draft design plan can be found [here](#).

Public Involvement:

The funds for this project were included in the 2019-2022 TIP which was adopted October 11, 2018. A public meeting was held on September 19, 2018 to review and discuss the 2019-2022 TIP. A public comment period of thirty days ran from September 1 to September 30.

Supporting Information/Implications:

The draft design plan is being presented to the TTC at their January meeting for discussion. The plan will be on the TTC's February agenda for action to make a recommendation to the SRTC Board. It is anticipated that the Board will be asked in March to approve the draft design plan and to authorize the Interim Executive Director to negotiate and execute an agreement with more refined scopes and schedules.

More Information:

- See Attachment: Draft phase II design plan
- For detailed information contact: Mike Ulrich at mulrich@srtc.org or 509.343.6384



Spokane Regional Transportation Council

**DATA COLLECTION AND
TOOLBOX DEVELOPMENT AND
IMPLEMENTATION PLAN**

DRAFT

Report | January 6, 2020



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PREPARED FOR:
SPOKANE REGIONAL TRANSPORTATION COUNCIL

SUBMITTED BY:
RSG

IN COOPERATION WITH:
DKS ASSOCIATES, INC. AND PLANGINEERING, LLC



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1 INTRODUCTION AND EXECUTIVE SUMMARY

In 2019, SRTC initiated the DATA Project (Data Applications for Transportation Analysis) with several objectives in mind:

- Improve confidence in data and information used for transportation decision-making.
- Help align regional data and tools with member agency planning needs.
- Increase stakeholder agency input into existing tools, such as the regional travel demand model, and development of potential new tools; and
- Look for innovative ways to analyze and respond to emerging transportation trends.

A team led by RSG was selected to perform this project, and work began in early 2020. The project is organized using a 'design build' approach; the first phase of the project includes an analysis of SRTC's current data and toolset and their ability to address current and potential future planning needs, a review of relevant literature, and stakeholder listening sessions. These activities culminated in recommendations for investments in data and tools to be implemented in the second phase of the project. These recommendations were summarized in a technical report¹ that was shared with SRTC staff, project stakeholders, and the SRTC board. SRTC staff and project stakeholders were then led through a prioritization and ranking exercise in order to narrow and refine second phase activities.

The final selected recommended Phase II investments are shown in Table 1. They include household travel survey data collection, trip tables developed from passive data, traffic count data analysis and collection, development of an automated land-use data management system. travel demand model updates, and development of a lightweight online data hub. Optional ongoing investments in data collection and toolbox development are summarized in Table 2. Each table describes the investment, the cost of the investment, and the expected level of SRTC staff support. The rest of this document provides additional details on each of the recommended data collection and toolbox development elements in the second phase of the project.

¹ Spokane Regional Transportation Council Data Project Summary and Recommendations Final Draft Report, October 5, 2020, RSG.

TABLE 1: PHASE II INVESTMENTS

Data/Toolbox	Description	Cost	SRTC staff support
Household Travel Survey Data	A 1,500 household, smartphone enabled household travel survey	\$345,000	0.2 FTE for project management, coordination, and outreach.
Passive Data	Passenger and heavy truck trip tables from passive (location-based services) data	\$135,000	None
Traffic Count Data	Selected traffic counts at key locations	\$50,000	Coordination with jurisdictions, obtaining permissions/permits as needed. Exact level of effort TBD
Land-Use Data Management System	A system for management of existing and future land-use data and allocation of county-wide population and employment controls to TAZs, taking into account land capacity and recent developments.	\$100,000	0.05 - 0.1 FTE for project management. 0.5 FTE analyst support for tool development (1 year).
Travel Demand Model Updates	Update travel model zones, and networks. Calibrate models to survey and passive data. Validate to counts and boardings. Implement a data-driven heavy truck model from passive data. Documentation, user's guide and training.	\$250,000	0.05 - 0.1 FTE for project management. 0.25 analyst FTE over 3 months for collection and geocoding available traffic counts from jurisdictions.
Online Data Hub	A regional online data and tools platform to manage and share SRTC's data and tools with the community.	\$100,000	0.05 - 0.1 FTE for project management is assumed, along with additional planner/analyst FTE to periodically update the data and tools as needed. Limited IT support to help maintain the site.
Contingency	Funds to be held in reserve for supplementing other activities	\$20,000	N.A.

Data/Toolbox	Description	Cost	SRTC staff support
Total Cost		\$1,000,000	

TABLE 2: ONGOING DATA INVESTMENTS

Data/Toolbox	Description	Cost	SRTC staff support
Continuous Cross-Sectional Household Travel Survey Data	Ongoing data collection of approximately 500-750 households every 3 years.	\$50,000/yr	0.2 FTE for project management, coordination, and outreach every third year.
Continuous Passive Data	Yearly creation and expansion of passenger trip tables from passive data	\$45,000/yr	None
Traffic Count Data	Ongoing traffic count data collection	\$10,000-\$50,000 per year ²	Coordination with jurisdictions, obtaining permissions/permits as needed. Exact level of effort TBD
Land-Use Data Management System	A system for management of existing and future land-use data and allocation of county-wide population and employment controls to TAZs, taking into account land capacity and recent developments.	Hosting fees (e.g., \$500 to \$2500 / year for ArcGIS Online ³	0.5 FTE over 3 months bi-annually for updated land-use estimates.
Online Data Hub	A regional online data and tools platform to manage and share SRTC's data and tools with the community.	TBD ⁴	Planner/analyst to periodically update the data and tools as needed. Limited IT support to maintain the site may also be required.
Total Cost Per Year		\$105,500 - \$147,500	

² Exact amount depending on location and number of counts to be collected in each year

³ Depends on the adopted technology for the website and whether additional functionality is added over time

⁴ Depends on the adopted technology for the website and whether additional functionality is added over time



2 DATA COLLECTION ACTIVITIES

2.1 HOUSEHOLD TRAVEL SURVEY

A household travel survey (HTS) collects detailed information on travel behavior and is the main source of information used to update travel demand models. Moreover, SRTC can use travel survey data to create descriptive statistics on regional travel and to analyze behavioral and attitudinal trends over time.

2.1.1 General Description

We will use rMove™, a smartphone app that uses location services for accurate origin, destination, departure time, and other information, to conduct the survey. rMove has been successfully used in a number of regions including the 2017 – 2019 PSRC travel survey, 2018 WCOG travel survey, and 2021 SCOG travel survey. An online option that aligns with the smartphone app will be provided for those who do not have access to smartphones.

Households will participate in a two-stage household survey. The first stage (recruitment) captures household composition, demographic information, and typical travel information (e.g., home, work, and school locations). Most households will participate and answer these questions via an online survey or in-app smartphone survey. A toll-free phone number, where the operators utilize the same online survey, will also be available. The second stage is a travel diary for households to report their travel for a given, assigned period. Based on studies in Washington State in recent years, an estimated 70% of households would participate using a smartphone for seven days and the remaining households would complete a one-day travel diary by reporting over the phone or online.

Other key features of the survey are as follows:

- A sample size target of 1,500 households - a sample rate of roughly 0.7% of households in Spokane County and modestly more households when compared to the 2005 HTS.
- Households residing in Spokane County will be recruited via mail using address-based sampling (ABS). We will use oversampling to help overcome non-response bias and to increase sample sizes for select populations or behaviors. We will attempt to recruit university/college students by issuing the survey invitation directly to their .edu email address. We will also consider targeted sampling for Fairchild AFB. These latter two (non-ABS) sampling steps will require assistance by SRTC staff.
- The survey will include questions on evolving travel behavior due to COVID-19 outbreak impacts (e.g., new and evolving work and school commute behaviors), e-commerce trends, and/or emerging mobility modes.
- We will develop a branded, public-facing website with general information about the survey, study region, and answers to frequently asked questions. Participants who complete the survey online (instead of by smartphone app) will also enter the survey through this website.



- The survey effort will include financial incentives for completion. Households completing the seven-day smartphone diary will receive an incentive of \$20 per participating adult, while households completing the online survey would receive \$10 per household. Households are given a choice of gift cards from Amazon, Walmart, or forgoing an incentive (out of public good will).
- The survey will include a public outreach effort targeted at traditionally hard-to-survey populations (e.g., low income, minority race/ethnicity). As budget allows, this effort will include some combination of targeted outreach materials and targeted invitations to hard-to-survey populations, multi-lingual survey materials, coordination with local programs, churches, and other community groups, and potentially advertising on social media.

2.1.2 Schedule

We currently anticipate a soft launch in fall 2021, assuming a return to stabilized travel conditions with minimal COVID-19 impacts. The soft launch would gauge response rates and monitor data quality while still allowing the data to be integrated with the final dataset (pilot data is typically not included). Following the approximate two to four-week survey soft launch, the main study data collection period would occur over approximately six weeks in fall 2021 (October – November). During data collection, real-time and regularly scheduled study progress updates will be provided to SRTC and partner stakeholders.

After survey data collection is concluded, the survey data will be reviewed, processed, and weighted. Data weighting expands the survey sample to reflect the greater regional population, while also removing any lingering sampling biases that may be present. It takes approximately 8-10 weeks from the end of data collection to provide the initial dataset to SRTC. The dataset will contain tables for the households, persons, vehicles, person-days, person-trips, and location/GPS data collected in the study. An initial recommended period of four weeks in total is suggested for SRTC to review and work with the data and to provide any questions or requested dataset edits.

After the dataset is agreed upon and finalized, a summary project report will be provided for review with again a four-week period to provide comments and requested edits. The final report is a “summary of response”, focusing on the survey methodology, the contents of the dataset, and key descriptive statistics on the data.

The data would be available for travel model updates by late Spring 2022.

2.1.3 Cost

At this time, the HTS budget for a single instance of data collection is estimated at approximately \$345,000 for approximately 1,500 households, including public outreach and engagement efforts. SRTC staff commitment will be 20% FTE for project management and oversight with slightly higher involvement during the planning and data review stages and lower involvement during data collection and RSG processing.

2.2 OPTIONAL: RECURRENT HOUSEHOLD SURVEY DATA COLLECTION

The recommendations above are primarily focused on a single-instance HTS. However, we recommend that SRTC also consider initiating a recurrent travel survey program.

2.2.1 General Description

Recurring survey programs involve re-sampling households over a fixed time interval using generally similar survey instruments and questionnaires. Supplemental questions can be added in order to better understand specific travel behavior of interest.

Recurrent household travel surveys provide more current, detailed, and readily available data for transportation planning and analysis than surveys on a more traditional 10 or 20-year schedule. Recurrent survey programs allow for trend analysis and help smooth the impact of short-term changes on long-term analysis (e.g., short-term impacts of COVID-19, changing availability of mobility companies, and shifting demographics). Recurrent surveys are also efficient to administer given that many materials, including participant invitations and survey questionnaires, can be refreshed following the first wave instead of re-developed each wave. Lastly, recurrent surveys can allow for alignment with other data needs, such as conducting a special-generator targeted sample, lower-cost follow-on surveys using the sample, and co-timing of passive data work.

2.2.2 Schedule

We recommend a three-year increment using a similar approach as PSRC where the first instance (2021) collects a larger, start-up or refresher sample, and subsequent years collect smaller sample sizes of approximately 500-750 households. Each survey wave would be collected over a period of several weeks in either Spring or Fall. Once survey weighting and summary processes are established in the initial survey, they can be re-used for the additional waves, saving time and effort. Generally, 4-5 months between recruitment and availability of cleaned and expanded data is a reasonable schedule. However, the exact schedule depends on the extent of staff availability or use of consulting services, the extent of differences in survey instruments between the various survey waves, and the types of analysis and documentation to be completed.

2.2.3 Cost

Recurrent HTS programs typically have numerous cost savings because many tasks are reduced (e.g., questionnaire design, sampling) and are based on the most recent survey instance. Annualized, we estimate planning for about \$50,000 per subsequent year or about \$150,000 every three subsequent years. We recommend that SRTC also allocate approximately 0.2 FTE every three years to manage and support the effort.



2.3 PASSIVE DATA

Trip tables and a visualization tool built from passive passenger and freight data will be included in Phase II, to supplement HTS data for calculation of trip attraction rates, trip distribution model calibration, serve as the basis for a heavy truck model, and to be available for use in corridor studies.

2.3.1 General Description

RSG purchases raw Location-Based Services (LBS) data from data providers and processes that data to create passenger trip tables. The data is processed to distinguish ‘trips’ from ‘stops’ or ‘stays’, device-level characteristics (e.g., home location) are inferred, and trip attributes are determined.

A data schema will be developed for passive data products to be provided to SRTC. This schema will cover all required dimensions of aggregated products (e.g., OD tables split by imputed trip purpose, time-of-day, resident/visitor, etc.). Based on the agreed-upon schema for passive data products, a data processing plan and data expansion plan will be developed. At a minimum, data processing will include:

1. Generation of aggregate OD matrices split by the agreed-upon dimensions for a zone system encompassing the SRTC regional model area plus a halo/buffer area to better capture external travel.
2. Routing of trips on the SRTC travel demand model network
3. Comparison of routed trip volumes to available traffic count data

Data expansion steps include:

1. Demographic expansion based on household travel survey data, Census data, and local demographic information
2. Creation of trip tables and network-based matrix adjustment methods (e.g., ODME/TFlowFuzzy) based on traffic counts

ATRI GPS data provide a robust sample of heavy-duty commercial truck movements, which processed alongside LBS data provides a comprehensive view of travel demand in the region. We will process the recently-purchased ATRI data such that it can be used to provide an OD matrix, removing intermediate stops for activities such as refueling, expanded using a network-based approach using traffic counts, and used to develop a data-driven freight model (See the Travel Model recommendations in Section 3.2). ATRI data representing travel across all four seasons will be processed and expanded, according to modeling needs.

RSG’s online passive data dashboard will be setup to help SRTC and partner agencies view and summarize the data. Key dimensions in the data products (e.g., OD flows segmented by trip purpose) will be visualized using the web-based data visualization platform.

2.3.2 Schedule

Passive data processing will be coordinated to coincide with the timeline of the household travel survey.

If SRTC elects to field a recurrent household travel survey, passively collected data will be processed over the same timeframe (e.g., 3 years). Otherwise, passively collected data will be processed only for the year in which the travel survey is in the field. The processing and, if desired, expansion plan will guide this effort, and derived data products will match the consensus data schema.

2.3.3 Cost

A one-time passively collected, unexpanded passenger data purchase for the Spokane region is estimated to cost approximately \$60,000, plus \$35,000 for data expansion, for a total of \$95,000.

Assuming that SRTC has already purchased required ATRI data, data processing and expansion required to support the development of a data-driven freight model is estimated to cost approximately \$40,000. This estimate includes some cost-savings since the expansion of ATRI data is done in conjunction with a passenger passive data purchase.

If a continuous passive data program is desired, additional years of passenger data are estimated to cost \$30,000 each plus another \$15,000 for data expansion in each year, resulting in 45,000 for each subsequent year (\$185,000 across three years including the first year). We do not anticipate acquiring or expanding ATRI data in subsequent years.

2.4 OPTIONAL: TRANSIT ON-BOARD SURVEY

Transit on-board survey data can be used to understand current transit ridership markets including origin/destination patterns, trip purposes, modes of access/egress, and socio-economic characteristics.

2.4.1 General Description

Spokane Transit Authority currently conducts on-board transit surveys that provide useful information on current transit ridership and for Title VI reporting. Travel demand modeling imposes some additional requirements for on-board survey data. Ideally, on-board survey data includes origin and destination address, origin and destination purpose, access and egress mode, route sequence, and relevant socio-economic characteristics considered by the travel model.

A well-designed sample and data collection plan is essential to ensure that the data is representative. We recommend that tablet PC's be used to collect on-board data, to ensure accurate geocoding and high retainage of usable records. We recommend that SRTC coordinate with STA on the next on-board survey to determine if there are possibilities for collaborating on the design and collection of the next scheduled data collection effort, to improve the use of the data for travel modeling (both the regional travel demand model as well as potential future STOPS applications) and monitoring system performance. Spokane Transit

serves about 41k average daily riders; the target sample rate would be around 4,100 OD surveys (10% of daily ridership).

2.4.2 Schedule

The timing of the on-board survey should generally coincide with the household survey. We suggest spring 2022, to ensure that transit-related impacts of COVID are minimized.

2.4.3 Cost

The cost for a full transit on-board survey for a similarly-sized system is around \$200,000. However, we do not include the cost of the on-board survey in the DATA project, as we believe there may be opportunities for some level of cost-sharing between SRTC, STA, and possibly other partner agencies.

2.5 TRAFFIC COUNTS

Traffic counts are used for cross-sectional validation of model outputs, including network flows and vehicle miles of travel (VMT). They will also be used for expansion of passive data trip tables.

2.5.1 General Description

The most recent model validation relied upon traffic counts from a variety of sources. Many of the traffic counts are dated. Updating the model to a new base year and expansion of passive data will require a recent and robust set of traffic counts, including classification counts.

2.5.2 Schedule

Traffic count collection will begin in spring 2022, to reflect post-COVID travel conditions.

2.5.3 Cost

We have set aside \$50,000 of project resources for collection of traffic counts. We expect SRTC staff to assist in coordinating count collection with local jurisdictions and obtaining necessary permissions and permits.

3 TOOLBOX DEVELOPMENT ACTIVITIES

3.1 LAND-USE DATA MANAGEMENT SYSTEM

A land use data management system will be developed to enable SRTC to generate population and employment forecasts at the TAZ level every two years. This will allow SRTC to keep the base-year of the travel demand model more current with land-use developments. The tool would also estimate intermediate year forecasts.

3.1.1 General Description

The system will allow for adjustments to reflect approved or recently built developments and recognize control totals for population and employment. The tool will include automation of the data processing steps and simple, transparent allocation rules. The data schema will include:

- Census estimates of existing households by block
- Existing employment and enrollment data by TAZ
- Spokane County's GIS and tax assessor parcel data
- Zoning and land use data from local jurisdictions including wetlands, geologically hazardous areas, steep slopes of over 30% and protected open space.
- Transportation Analysis Districts (TAD)
- Land quantity analysis (LQA) data from each jurisdiction (with available LQA data) by parcel
- Recent and planned development that has occurred, is in process, or been approved for development since the last-base year update and will be in use prior to the next base-year, by TAZ
- Countywide population control total (the Office of Financial Management's 2017 Growth Management Act (GMA) medium series county projection)
- Employment Security Department's long-term occupational projections for Spokane County by eight sectors

The land-use data management system will replicate the population and employment forecasting functionality described in SRTC's recently-adopted Land Use Forecast Methodology technical memorandum. These steps include:

- Calculate population capacity for TAZs without jurisdiction level LQA data
- Reduce capacity and account for recent, or recently-approved, land-use developments not included in existing population data
- Apply logistic regression allocation equation for population
- Estimate countywide employment total consistent with the base-year employment to population ratio

- Update zone level employment to account for recent, or recently approved, land-use developments not included in existing employment data, and reduce this employment from the allocated county employment
- Allocating the total employment to each of the employment sectors used in the SRTC model
- Distribute employment from the county control total to Transportation Analysis Districts, then to TAZs based on historical growth rates, by sector, from LEHD data
- Develop intermediate year forecasts by interpolating population and employment linearly between the base-year and future year, in 5-year increments

The data management system will be automated/scripted with Python and accessible online to provide access to SRTC staff and member jurisdictions. The online portal will at a minimum allow for accessing, displaying, uploading, and downloading data sets. Depending on the implemented technology, such as [ArcGIS Online](#), the system may also allow for additional interactivity, GIS analysis, and runnable tools/scripts. The land use data management system may also be integrated with the online data hub described below. An online data management system and runnable tool can have several features and so RSG will work with SRTC to finalize the tool design and features consistent with the project needs and resources.

To use the tool for bi-annual updates, the LQA data, recently built developments and pipeline developments will be updated before the process is re-run. The tool will automatically decrease the countywide population and employment control totals to be allocated to TAZs based on the updated land-use data. Partner agencies will need to work with SRTC to share these data via the online portal. The portal will also be used to publish the zonal land-use estimates by year for partner agency review.

3.1.2 Schedule

We anticipate design of the tool to begin in spring 2021, with development of the tool to begin in summer 2021. An initial version is planned to be available in spring 2022. The bi-annual update process should take less than 3 months each year.

3.1.3 Cost

We have budgeted \$100,000 for the development of this tool, with the final cost dependent on the implemented technology and the agreed upon design and project needs. Hosting fees (e.g., \$500 to \$2500 / year for ArcGIS Online for example) would be in addition. The level of SRTC staff support required will be determined by the format and scale of the data sources but is estimated to require approximately 0.5 FTE over the first year of the tool, primarily to populate the data schema and perform QA\QC of the calculations. We then anticipate 0.5 FTE over 3 months every other year for bi-annual forecasts. Additional resources for consulting assistance are not expected unless SRTC decides to improve the data management system or processes in the future.

3.2 TRAVEL DEMAND MODEL UPDATE

The SRTC travel demand model is a fundamental tool for analysis of transportation projects and policies considered by SRTC and partner agencies. Partner agencies recognized the need for an update of the model, validation to current conditions, and more frequent model releases.

3.2.1 General Description

The following model updates will be undertaken.

- **Analyze existing traffic counts and screenlines.** Traffic counts will be collected from partner agencies and evaluated with respect to current and potential new screenline locations. Additional traffic counts may be collected based on this analysis (see Section 2.5).
- **Update and enhance network detail.** The Transportation Analysis Zone (TAZ) system will be reviewed. Zonal detail may be added in more rural areas to support model applications. Network capacity, speed, intersection geometry, and control type will be reviewed and updated based on available data.
- **Update trip rates, gravity model parameters, mode choice calibration, and time-of-day factoring.** All model parameters will be updated based upon the household survey, transit on-board survey, and passive data described above.
- **Improve representation of special travel markets.** Certain land-uses such as major universities, the airport, recreation areas, casinos, and hospitals have unique travel patterns associated with them. Trip rates for special markets will be estimated from passive data.
- **Implement a data-driven heavy truck model.** A heavy truck model will be developed based on expanded ATRI data.
- **Validate the model using recent traffic counts.** The model will be validated against a regional count database adjusted to reflect average weekday conditions.
- **Update model documentation.** A model development report and a complete model user's guide will be developed. Model training will be offered to SRTC and partner agency staff.

3.2.2 Schedule

Analysis of traffic counts and network detail would start in summer 2021. Assuming a survey effort starting in fall 2021 (with completion by early 2022), the travel demand model update could wrap up by end of 2022.

3.2.3 Cost

The model update task is budgeted at \$250,000. SRTC staff support (0.25 FTE over 6 months) is requested to support traffic count collection and geocoding.

3.3 ONLINE DATA HUB

A regional online data and tools platform to manage and share SRTC's data and tools with the community will be developed. This will take the form of an expanded version of the current [SRTC Maps & Data section](#) of the website, complete with a backend data management solution and online, user-driven data visualization.

3.3.1 General Description

This platform will:

- Help organize SRTC's data and tools as a cohesive regional data and tools solution
- Make data and tools accessible to regional partners, stakeholders, and the public
- Enhance stakeholder participation through user-driven data visualization maps, charts, tables to assist with answering their planning questions

The platform will house and make accessible the following data and tools:

- Regional high-level base-year demographic data such as persons by age and employment totals by sector
- Household travel survey summaries such as percent of trips starting and ending by time-of-day, share of trips by purpose, worker telecommute frequency, active mode use by age, share of work trips by mode, trip mode share, share of regional trips between origin-destination district pairs, aggregate person activity by time-of-day
- Traffic count data and summaries such as traffic count volumes by location (x,y) and time-of-day
- Estimated base-year and forecasted⁵ traffic volumes
- Passive travel data and summaries such as share of regional trips between origin-destination district pairs for residents versus non-residents and trips by time-of-day
- Estimated base-year and forecasted TAZ data such as population and employment totals, and trip productions and attractions by purpose
- Estimated base-year and future year model results such as trip distribution by origin-destination district pair, trip mode share, district-level and region-wide VMT
- Links to tools for download, as well as links to accessory reports, maps, and/or plans

The platform implementation will consist of:

- A **home page** / landing page with links and descriptions to the highlighted data and tools
- An **interactive data visualization and download page for each data set**. There are several options for implementation of the interactive visualization pages, including custom-built solutions using open source software such as RSG's [ActivityViz](#) and commercial solutions such as [Tableau](#). Open source solutions are often easier to

⁵ Forecasted travel demand model data would be based on the current adopted MTP scenario

customize for agency needs than commercial solutions, but open source solutions do not include a maintenance and support plan, which can be a long term maintenance issue. RSG recommends implementing the online data hub using ActivityViz because it has been utilized for several transportation planning projects and provides a wealth of interactive travel and land use data visualization capabilities. The final approach to data visualization technology will be discussed and agreed upon with SRTC.

- A **data management** solution such as [GitHub LFS](#) or [Azure Blob Storage](#). ActivityViz has been configured to work with both technologies. GitHub LFS is free if the data is publicly available. The final approach to data management will depend on the specific data sets and formats desired by SRTC.
- **Integrated documentation / help** for using the site, including adding new data sets, visualizing data, and downloading data sets. RSG will deliver a **one-day training** on using and maintaining the site.

The first task to develop the online data hub is to finalize the design and needs, discuss the pros and cons of the implementation technologies, and agree upon a set of data sets and visualizations to implement within the task budget. This discussion will include establishing SRTC's aesthetic standards for the hub, as well as delineating the needed functional site requirements and maintenance plan. By applying an understanding of SRTC's data and tools, audiences and context, the user experience will be iteratively defined through a series of increasingly detailed mockups of pages. SRTC and partner agencies will be asked to review and comment on the design before implementation. The second task is to implement the site using the latest technologies. The site will be built using responsive technologies so that it automatically adapts to differences between PC, tablet, and mobile displays. The initial site will be extensively beta-tested before full deployment, and improvements made based on SRTC feedback. Finally, the third task is to populate the documentation and deliver the training. RSG will reserve budget for one year of support. RSG will also deliver scripts used to prepare the data sets and summaries.

3.3.2 Schedule

We anticipate design of the tool to begin in spring 2021, with development of the tool to begin in summer 2021. An initial version is planned to be available in spring 2022. Updates to the data and visualizations will be on an as-needed basis.

3.3.3 Cost

The online data hub task is budgeted at \$100,000, with the final cost dependent on the implemented technology and the agreed upon design and project needs. In terms of SRTC staff support, 0.05 - 0.1 FTE for project management is assumed, along with additional planner/analyst FTE to periodically update the data and tools as needed. Limited IT support to help maintain the site may also be required.



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