



Washington State
TEA-21 Reauthorization
Committee

December 2001 – May 2002

***RECOMMENDATIONS FOR
REAUTHORIZATION OF THE
TRANSPORTATION EQUITY ACT FOR
THE 21ST CENTURY***

May 2002

Governor's Executive Policy Office

P.O. Box 43113

Olympia, Washington 98502

360/902-0643



Washington State
TEA-21 Reauthorization
Committee Recommendations

TABLE OF CONTENTS

Executive Summary

Part I: Transportation in Washington State and How We've Fared Under TEA-21	1
Part II: TEA-21 Reauthorization Recommendations	5
▪ Priority Recommendations	5
▪ Transportation Planning	7
▪ Highway and Bridge Programs	7
▪ Freight Mobility	11
▪ Highway Safety	12
▪ Transit	13
▪ Bicycle, Pedestrian, and Other Transportation Choices	14
Part III: Background Material	16
▪ Federal-Aid Highway Program Funding Under TEA-21	
▪ Transit Program Funding Under TEA-21	
▪ Summaries of TEA-21 Reauthorization Committee Meetings	

EXECUTIVE SUMMARY

Overview

Washington State faces tremendous transportation challenges. To address these challenges, the state must harness all the resources available to it, including federal transportation funding.

From December 2001 to April 2002, a committee of 14 representatives (and alternates) from the state transportation community developed, assessed, debated, and adopted a series of recommendations for reauthorization of the Transportation Equity Act for the 21st Century (TEA-21). These recommendations, adopted by consensus, span the transportation modes and titles in the Act.

The Washington State TEA-21 Reauthorization Committee was initiated by the Office of the Governor, with support and input from the Washington State Department of Transportation (WSDOT). Committee members represent the Washington State Legislature, large and small metropolitan planning organizations, cities, counties, transit operators, the port and freight communities, WSDOT, and the Washington Transportation Commission.

The primary purpose of this effort is to provide the Washington State Congressional Delegation with a tool as the TEA-21 reauthorization debate unfolds in Congress. The six-year TEA-21 authorization expires on September 30, 2003.

Priority Recommendations

The Committee concluded that, in general, TEA-21 has worked well for Washington State. It is within this understanding that the committee adopted well over 50 recommendations to strengthen, alter, expand, or eliminate current TEA-21 requirements and programs.

The following is a summary of the recommendations that committee members agreed were of the highest priority for Washington State.

- **Highway Trust Fund revenue must be increased.** Additional transportation revenues are essential to meet growing requirements from all transportation modes.
- **Gasohol taxes should be deposited into the Highway Trust Fund.** This is one means of increasing funding available in the Highway Trust Fund.
- **Preserve Revenue Aligned Budget Authority (RABA).** To ensure that federal highway trust fund revenues are used only for highway purposes, RABA must be continued.

- **Funding and programs that strengthen freight mobility should be expanded.** The mobility of freight is an essential part of our trade competitiveness, for Washington State and our nation. Specific federal attention to freight mobility issues is necessary to ensure the competitive flow of commerce, especially for states and regions that facilitate freight traffic to and from ports, at international border crossings, and along major NAFTA trade corridors.
- **Funding should be increased for corridor and border programs, and program enhancements should be implemented.** The corridor and border programs (sections 1118 and 1119) have been very helpful tools in addressing Washington transportation priorities.
- **Urban highway congestion must be a priority addressed through the best mix of solutions for urban corridors.** Funding for projects and programs that help ease congestion should be a major part of the reauthorization.
- **Inter-modal investments are crucial and must be preserved and expanded.** Transit operators across Washington State receive essential capital program assistance through TEA-21 transit funding. This funding must be preserved. In addition, Washington State Ferries, the nation’s largest ferry system, should receive a larger portion of ferry vessel discretionary funding than is currently authorized.
- **Surface transportation security should not be funded through existing transportation revenue sources.** Congress is likely to include security elements in the next surface transportation authorization. Funding for new federally mandated security measures should be funded from the defense appropriations or a new appropriation for Homeland Security, but not from transportation appropriations.
- **Permits, processes, and program delivery should be streamlined and reformed.** Regulatory permits and processes should be consolidated, treated programmatically (when appropriate), synchronized and better coordinated among FHWA, FTA, and other federal agencies with jurisdiction. Efforts to streamline environmental permitting must not degrade environmental protection and mitigation.

The following brief report provides further explanation of the impetus, issues, and recommendations of the Washington State TEA-21 Reauthorization Committee.

In addition to disseminating these recommendations among various transportation constituencies, committee members are committed to work with congressional delegation members and staff, and other interested parties, to pursue important enhancements to TEA-21.

**PART I: TRANSPORTATION IN WASHINGTON AND HOW WE'VE
FARED UNDER TEA-21**

A Diverse Set of Transportation Requirements

Washington has a very diverse set of multi-modal transportation challenges, perhaps more than any other state. From geography and topography, to urban/suburban traffic congestion, to statewide freight mobility demands, our state must match its limited transportation resources with ever-increasing demands:

- Central Puget Sound, and other metropolitan areas across the state, face chronic commuter and shipper traffic congestion, compounded by infrastructure, transit, and highway operations management outpaced by demands.
- Regional and statewide freight mobility has become a top priority to sustain one of the nation's largest hubs for NAFTA and other international trade—where over two-thirds of imports are destined for markets outside the Pacific Northwest.
- Our environment is a blessing that also often complicates mobility, from mountain passes that require major avalanche management and snow removal, to all-weather road demands, to seismic retrofitting that comes with living in earthquake-prone areas;
- To connect communities throughout the Puget Sound, Washington State owns, operates, and maintains the nation's largest ferry system, a 29-vessel fleet of ferries carrying over 27 million passengers per year.
- Washington communities are served by 26 public transit agencies that provide over 165 million passenger trips per year.
- The state's passenger rail program is a major partner in the popular Amtrak Cascades Corridor, which carried over a half million passengers in 1999.
- An integral part of the NAFTA trade corridors, Washington has 11 international border crossings with Canada, the United States' number one trading partner.

Transportation at a Crossroads

At no other time in our history has Washington State faced greater transportation challenges.

Our state highway system is riddled with congestion chokepoints in urban and rural areas – like I-5, I-405 and SR 167, I-90 east of Snoqualmie Pass, and I-182 in Richland. We have multiple “killer highways” throughout

our state in need of safety and capacity improvements. Our aging state ferry system is operating vessels that date back to 1927, when Calvin Coolidge was President. And, Seattle's Alaskan Way Viaduct and other roads and bridges were seriously weakened by the February 2001 Nisqually earthquake.

According to the Texas Transportation Institute's annual national traffic congestion study, some Washington highways are among the most congested in the nation. In addition to time lost with family and friends, traffic congestion costs our state economy over \$2 billion in lost productivity every year.

Washington's transportation crisis should come as no surprise. Over the past two decades, the state population jumped 43 percent, jobs increased 58 percent, and vehicle traffic soared 88 percent. In just the past eight years, congestion delays have increased by 84 percent in urban areas, and by 65 percent in rural areas.

During the same two decades, the state's investment in transportation has lost significant ground. While personal income jumped 110 percent, transportation investment – as a percentage of personal income – fell by 50 percent. In fact, adjusted for inflation, we have fewer state dollars for transportation today than we did a decade ago.

Attempts to strengthen the state transportation system have been thwarted by a series of "fits and starts," from the passage of Referendum 49—a \$2.3 billion, six-year transportation bonding measure; to Initiative 695, which cut transportation funding by one-third—including the revenue stream necessary for Ref. 49 bonds.

State Efforts to Improve Transportation

During the 2001-02 state legislative sessions, action was taken on a series of far-reaching recommendations, offered by the state's Blue Ribbon Commission on Transportation. They represent a pathway to long-term progress at the state and local levels:

- environmental permit streamlining,
- design-build contracting and ferry vessel procurement reform,
- authorization for advanced right-of-way acquisition and a state policy on utility cuts,
- authority to contract out for virtually all construction services,
- performance benchmarks, creation of a new transportation accountability board, and other new accountability measures,

- projects tied directly to new revenues,
- empowering regions to partner with the state and federal governments to speed up critical regional transportation projects,
- re-establishment of the commute trip reduction tax credit,
- implementation of an executive order on telecommuting, telework, and flexible work hours, and
- a 10-year, \$7.7 billion multi-modal transportation revenue referendum, subject to voter approval on November 5, 2002.

While these reforms, efficiencies, and new investments are far-reaching, their full potential will only be realized with new revenues.

TEA-21 and Washington State

One consistent, steady source of transportation revenue has been funding provided through the Transportation Equity Act for the 21st Century (TEA-21), and its predecessor, the Intermodal Surface Transportation Efficiency Act (ISTEA). Like many states, Washington has benefited from these federal surface transportation authorizations in several ways, including assistance with highway capacity, preservation, and operations; transit and ferry investments; highway safety; and other surface transportation priorities.

Part III includes information provided from WSDOT that details TEA-21 funding Washington has received under both the Federal-Aid Highway and transit programs.

TEA-21 Reauthorization Committee

To help ensure that our state continues to leverage federal surface transportation dollars effectively, the Office of the Governor convened a state TEA-21 reauthorization committee to explore and develop recommendations for improvements to various TEA-21 programs. Similar steering committees had been assembled after ISTEA and TEA-21 were enacted, to address allocation issues. This Committee focused its attention on ways to strengthen and improve programs that significantly affect transportation investment, design, construction, and operations in our state. The next section details the Committee’s recommendations.

Washington State TEA-21 Reauthorization Committee

(Members and alternates)

Senator Mary Margaret Haugen Washington State Senate P.O. Box 40410 Olympia, WA 98504-0410 360-786-7618	Senator Jim Horn Washington State Senate P.O. Box 40441 Olympia, WA 98504-0441 360-786-7680
Representative Ruth Fisher State House of Representatives P.O. Box 40600 Olympia, WA 98504-0600 360-786-7930	Representative Maryann Mitchell State House of Representatives P.O. Box 40600 Olympia, WA 98504-0600 360-786-7830
Andrew Johnsen, Committee Chair Governor’s Executive Policy Office P.O. Box 43113 Olympia, WA 98504-43113 360-902-0643	Paula Hammond, Chief of Staff Department of Transportation P.O. Box 47316 Olympia, WA 98504-7316 360-705-7027
Patrick Jones, Executive Director Washington Public Ports Association P.O. Box 1518 Olympia, WA 98507 360-943-0760	Ashley Probart Association of Washington Cities 1076 Franklin Street SE Olympia, WA 98501-1346 360-753-4137
Jackie White Washington Association of Counties 206 – 10 th Avenue SE Olympia, WA 98501-1333 360-753-1886	Jim Miller, Executive Director Whatcom Council of Governments 314 E. Champion Street Bellingham, WA 98225 360-676-6974
Dean Lookingbill, Director SW WA Regional Transportation Council 1351 Officers Row Vancouver, WA 98661-3856 360-397-6067	Peter Thein Washington State Transit Association P.O. Box 2377 Olympia, WA 98507-2377 360-786-9734
Tim Fredrickson, General Manager Ben Franklin Transit 1000 Columbia Park Trail Richland, WA 99352 509-734-5118	Connie Niva, Commissioner Washington Transportation Commission P.O. Box 47308 Olympia, WA 98504-7308 360-705-7070

PART II: TEA-21 REAUTHORIZATION RECOMMENDATIONS

From December 2001 to April 2002, the Committee met four times to receive briefings on various TEA-21 programs, discuss program options, weigh recommendations, and adopt final recommendations. This consensus-driven process culminated with the following recommendations. The Committee specifically cited the following recommendations as priorities. The remaining recommendations are provided by mode, and their order does not reflect any prioritization.

PRIORITY RECOMMENDATIONS:

Highway Trust Fund revenue must be increased. The federal gas tax, like Washington State's gas tax, is collected on a price per gallon basis. This tax has not been raised since 1991. Additional transportation revenues are essential to meet growing transportation demands.

Gasohol taxes should be deposited into the Highway Trust Fund. This is one means of increasing funding available in the Highway Trust Fund. Gasohol fuel taxes are highway user fees, like the gas tax, and should be deposited in highway account of the Highway Trust Fund. Currently 2.3 cents of the gasohol fuel tax is deposited in the General Fund. Gasohol is also taxed at a lower rate than other fuels. Congress should ensure that all fuels are taxed at an equal rate. There should be equity from all fuels directed to the Highway Trust Fund.

Preserve Revenue Aligned Budget Authority (RABA). The highway trust fund budget firewalls ensure that highway trust funds are never diverted from transportation spending. Revenue Aligned Budget Authority (RABA) distributes the funds within FHWA's budget. To ensure that federal highway trust fund revenues are used only for highway purposes, RABA must be continued. In three of the past four years that RABA has been proposed, Washington State has done well. While improvements to the RABA formula are necessary to ensure a more balanced revenue stream, ensuring that revenue collected from fuel taxes be spent for highway purposes is essential.

Funding and programs that strengthen freight mobility should be expanded. The mobility of freight is an essential part of our trade competitiveness, for Washington State and our nation. It is a transportation priority, supported by direct state funding. Specific federal attention to freight mobility issues is necessary to ensure the competitive flow of commerce, especially for states and regions that facilitate freight traffic to and from ports, at international border crossings, and along major NAFTA trade corridors. (Specific freight mobility recommendations are included under a separate section.)

Funding should be increased for corridor and border programs, and program enhancements should be implemented. The corridor and border programs (sections 1118 and 1119) have been very helpful tools in addressing the Washington transportation priorities. Washington has competed well for funding under the corridor and borders programs, but additional funding for these programs is needed. Funding between programs should be protected via “firewalls.” In addition, program eligibility should be tightened and the number of corridors limited to ensure that resources are targeted to the highest priority corridors and crossings.

Urban highway congestion must be a priority addressed through the best mix of solutions for urban corridors. Funding for projects and programs that help ease congestion should be a major part of the new transportation authorization. Adequate funding is essential for metropolitan areas with the largest congestion problems. Flexible application of such funds is also essential for the unique mix of solutions that will best fit a particular area. Creation of a new metropolitan congestion relief program should be considered.

Intermodal investments are crucial and must be preserved and expanded. Transit operators across Washington State receive essential capital program assistance through TEA-21 transit funding. This funding must be preserved.

Washington State operates the largest ferry system in the nation, though it receives less in ferry vessel discretionary funds than some other states. Ferry vessel discretionary funding for the Washington State Ferry System should be increased, either by eligibility criteria or earmarks.

Surface transportation security should not be funded through existing transportation revenue sources. Congress is likely to include security elements in next surface transportation authorization. Funding for new federally mandated security measures should be funded from the defense appropriations or a new appropriation for Homeland Security, but not from the transportation appropriations.

Redundant transportation systems must be created to ensure continued mobility. Air, rail, and highway systems must be able to function independently to provide alternatives if one system or route is threatened.

Access to military bases and seaports and airports should be stressed. Access to rail inter-modal facilities should also be considered in relation to military and economic security. Military base and port access should be more strongly tied to interstate and ferry system preservation.

Security at border crossings must also be examined. Freight security, customs and immigration issues should be approached in an integrated manner. Other security measures are needed and should be identified through a comprehensive needs assessment and action plan. Ideally, such an assessment should be completed before reauthorization.

Permits, processes, and program delivery should be streamlined and reformed. Regulatory permits and processes should be consolidated and treated programmatically, when appropriate. Regulatory requirements should be synchronized and coordinated between FHWA, FTA, and other federal agencies with jurisdiction. Efforts to streamline environmental permitting must not degrade environmental protection and mitigation. In addition, cultural resource issues, like historic preservation, should be included in process streamlining and coordination efforts.

ADDITIONAL RECOMMENDATIONS:

Planning

Regional planning funds should be increased relative to reauthorized funding levels and to match any additional planning mandates.

Planning funds are the base dollars that fund the metropolitan planning process. These funds come from a takedown nationally from the Surface Transportation Program (STP), the bridge, Congestion Mitigation and Air Quality (CMAQ), the interstate maintenance, and other highway programs. State and federal studies indicate planning activities are funded at less than half the level necessary.

Highway and Bridge Programs

Continued investment in Intelligent Transportation Systems (ITS) is needed to fulfill the promise of the best possible highway system operation. While Washington State is a leader in ITS deployment, our current system needs to be expanded and improved to provide greater direct benefits to commuters, motorists, transit riders, truckers, ferry system and other transportation system users. ITS system performance and funding stability must be addressed. Rural ITS implementation should be funded through a dedicated discretionary program. Freight elements within the current ITS system should be expanded through dedicated discretionary funding. Responsibility for ITS implementation and operation should be principally vested in state transportation departments for the sake of efficiency and consistency. Major new efforts must be made to link ITS with on-the-road operations including incident management and incident clearance.

Authorize states to initiate commercialization of safety rest areas. Current law prohibits commercial activity and access to highway rights-of-way to conduct commercial activity. Federal statutes ensure that disabled organizations have special authority to provide concessions via vending machines at interstate rest areas. Flexibility is sought in federal statute to authorize FHWA to approve a state proposal for commercial activity at specific interstate safety rest areas. The proposal would be developed by a state DOT, in cooperation with the FHWA and appropriate disabled organizations.

The GARVEE program should be continued in its present form. States should be neither penalized nor rewarded for using the opportunity to issue grant anticipation investments (GARVEEs) under TEA-21.

Maintain the provisions of Advanced Construction. (AASHTO Position)

State Planning and Research (SPR) funding for state-sponsored research should be continued and the existing 25% dedication to research from this source of funds should be retained.

The Indian Reservation Road (IRR) Program should return to receiving 100% “Obligation Limitation” and distribution should be made before apportionments are made to states. TEA-21 changed the Indian Reservation Roads (IRR) program to be subject to Obligation Limitation imposed on state programs. While funding levels have not changed, tribes contend that they are losing funds under the new scenario. By reverting to the previous funding methods, tribes will feel more fairly treated and those states with large reservations are not penalized.

The preference for receiving IRR funds should be changed to include all states with a minimum of 2% of the all federal lands (from the current cut off of 3% of all federal lands). Washington is the only western state and the only state with significant tribal lands that is currently excluded from the preference for IRR funds. By dropping the cut-off from 3% to 2%, Washington’s tribes would be in a better position to compete for these funds.

IRR program administration should be place under FHWA, not BIA. Greater efficiencies would be gained by treating these road funds like all other highway funds.

States should have the ability to use the annual High Priority Project appropriations on a programmatic basis. This will ensure that projects are delivered in a timely and efficient manner. The match rate for high

priority projects should be minimized or abolished to ensure that all projects within the program are delivered.

States and AASHTO should promote early and close coordination with Congress when establishing High Priority Project lists.
(AASHTO position).

Research funding should be increased in FHWA and FTA administrative budgets. Research programs are of national interest and should involve states and transit operators throughout the research process. USDOT's research should be of higher cost, longer duration and greater risk, but with greater potential benefit, than work typically undertaken by the states and the NCHRP program. Within the research program, support should be continued for University Transportation Research Centers, especially applied research in highway and other transportation system operations.

Design flexibility should be promoted to achieve operational improvements and "context sensitive design." FHWA design standards need to be reexamined. Federal project requirements and standards should be examined and simplified to allow lower project costs and shorter delivery schedules. Projects developed using locally negotiated design standards, developed in consultation with appropriate federal agencies, should remain eligible for federal funding.

Design-build project cost restrictions should be removed. States should be allowed to determine the most efficient approach to delivering their program.

State Infrastructure Banks (SIBs): The effort to allow federal dollars for capitalization of SIBs for all 50 States should be supported.

Allow costs associated with procuring donated right-of-way, not just the value of the right-of way, to be used as part of the federal match. Research that examines long-term revenue solutions should be supported. With the advent of alternate fuels, hybrid vehicles, potential new Corporate Average Fuel Efficiency (CAFÉ) standards or more gas-efficient vehicles, the fuel tax is progressively becoming less viable as a source of transportation funding. Federal leadership that promotes uniform approaches and standards at a national level is needed. Washington is currently a participant in research that is central to this issue. FHWA should provide a higher level of funding and interest.

Funding should be provided to complete the development and implementation of "Superpave," and the completion of the Long Term Pavement Performance Program.

One DOT: Congress should direct that differences between internal USDOT regulations be reconciled. Many large corridor planning and construction projects involve both highway and transit solutions. The planning, project evaluation, environmental documentation and process requirements of FTA, FHWA, FRA, etc. are different. The process of evaluating alternatives, determining whose rules apply, and resolving joint issues takes enormous time and creates added confusion.

Federal health and human services programs should provide funding and program delivery for transportation services within their own programs. These programs should require coordinated planning for client transportation within the regional transportation structure and should assume the full cost of client transportation. Transportation services could be more efficiently provided as a system and not on a per trip or per capita basis. Funding of transportation costs should come from within HHS programs.

The Transportation Infrastructure Financing Innovation Act (TIFIA) program should be continued and the minimum project size should be lowered to \$50 million.

Value Pricing and Interstate System Construction and Rehabilitation Pilot Programs should be continued and expanded. The Value Pricing program's pilot status should be removed, as should the limit on the number of projects. Budgets for the Value Pricing program should be significantly expanded as a major initiative.

Greater flexibility should be allowed to transfer funds between the five major programs, with removal of penalties.

Federal non-highway trust fund dollars should be available to match TEA –21 funds. Funding from the Army Corps, General Accounting Service or other federal agencies that are not funded through the Highway Trust fund should be eligible for to match FHWA and FTA projects.

Bridge Program eligibility should be expanded.

Cooperative agreements between the Internal Revenue Service and state law enforcement regarding prevention of fuel tax evasion should be analyzed and strengthened. State and federal fuel tax revenues are still being lost to tax evasion. Evasion could become even more severe if fuel taxes are increased. Funding is needed to develop technologies that ease detection of tax evasion and to increase the number of auditors and field inspectors. Federal legislation is needed to improve coordination in this area.

An Intermodal Project Fund Pool should be created to allow the pooled use of FTA, FRA, FHWA and other fund sources to expedite projects. All funds available for a multi-modal project would be pooled and construction could begin at first available funding. (e.g. If FRA funds are available first, they could be used for the first phase of a project, even if the first phase was related to roadway and not railway.) Funds would be rectified at the end of the project. (AASHTO Position)

Freight Mobility

Freight mobility is impacted by several different federal agencies, both within and outside the USDOT. Careful interagency coordination of freight mobility issues is crucial to ensure efficient, safe, and secure flow of freight traffic to and from ports, across international borders, and along major freight corridors nationwide.

Strengthen the Section 1118 (Corridor) and 1119 (Border) programs by increasing funding and tightening eligibility to focus on the current list of corridors. Target all or a portion of the funds specifically for freight corridors and establish a budget firewall between the programs.

Retain the rail infrastructure financing (RIFF) program but make access to funding easier and allow greater flexibility of FRA funds for inter-modal connectors. The RIFF program was created to assist both mainline and short line rail operations, however the rules have made it nearly impossible to qualify for funding. To improve access to these funds, three obstacles should be overcome: the credit risk premium, financial fitness rules, and the 100% collateral requirement.

Create and fund an incentive program for constructing inter-modal connectors. Inter-modal connectors are extremely important in the movement of freight. However, funding for such projects is problematic because multiple modes must commit to develop improvements, and resources are often inadequate.

Consider authorization of a grant allocation program for NHS connector funding. Currently, about three percent (or \$3 million) of federal funding is allocated annually for local NHS connectors across the state. These funds could be allocated more strategically through a grant program to make specific, priority improvements.

Freight security should be developed in consultation with the freight delivery providers to assure that both improved security and unimpeded commerce result. Funds should come from sources other

than transportation accounts or from the delivery providers, and should be administered through a grant program at the state level. Federal coordination of national security enhancements with border states and Canada and Mexico, as well as at ports handling international cargo, will be essential to develop a more seamless flow of freight at ports of entry. In addition, ITS, “E-Seals,” and related technology should be employed to expedite the secure movement of freight. Finally, rapid deployment of military freight is a national security requirement. Further coordination between the departments of Defense and Transportation in the pursuit of “agile ports” should be a priority.

Highway Safety

Continue federal budget “firewalls” around funding for behavioral safety programs. Strengthen and continue the use of budget firewalls around funding for all federal behavioral highway safety grant programs, and safeguard each state’s ability to determine the most appropriate use of these funds. This will ensure that safety funding is appropriated at authorized levels and that there is a stable and reliable source of safety funding every year.

Increase funding for the “402 Base Program.” Authorize an enhanced Section 402 Highway Safety Program that includes a large basic program and any incentive programs in tiers. Continue the current 402 formula (mileage/population based), planning requirements, and local benefit requirements. The 402 program is the foundation upon which state level highway safety programs are built. Additional incentives and programs should be integrated into the 402 process, rather than have separate processes and deadlines and reporting requirements.

Include a tier of incentives for states that improve their safety results. Base the eligibility for the incentive tiers on performance-based criteria, including passage of appropriate federal model laws; or continuation of incremental increases in performance as measured by increased seatbelt usage rates, lowered mileage death rates, reduced impaired driving fatalities or other factors; or maintenance of state performance above the national average.

Reward previous improvements. This is important to leadership states like Washington, which is a leader in all areas of traffic safety and far exceeds national standards. The danger is that policy makers may “short” Washington in several ways, for example: sending all funding to low performing states – “where the need is;” requiring Washington to make marginal gains of the same amount as lower performing states—but at a higher point on the scale of diminishing returns; or more populous states

that receive less funding than Washington (Pennsylvania, Ohio, for example) may argue that they are being “shorted” according to the 402 formula.

Oppose new sanctions and penalties. Do not include any new sanctions or penalties in the reauthorization of the federal highway safety program. Sanctions and penalties have not been universally effective and can be counterproductive. Incentives work better to motivate and reward states that conform to national policy goals.

Transit

The following funding principles should be a part of TEA-21 reauthorization:

- Preserve a strong and growing federal investment in the surface transportation system.
- Retain the basic principles of TEA-21, including a needs-based transit program.
- Retain the firewalls and guaranteed funding for the transit program.
- Continue the growth of the transit program to reflect needs.
- Preserve and enhance the flexibility provided for highway and transit programs under TEA-21 and ISTEA.
- Maintain current matching shares for all transit and highway programs as authorized under ISTEA and TEA-21.
- Grow the program, first holding harmless TEA-21’s FY 2003 program structure and funding levels.
- Strongly support efforts to coordinate efficient and effective transportation policies of the nation’s human and social service programs with federal transportation policy and funding programs.

Streamline program delivery. Existing federal program mechanisms should be streamlined and improved. Federal reviews and audits should be coordinated and consolidated; FTA policy statements should require notice and comment. The rural and small transit system programs should be improved; and emergency relief authority, available under the highway program, should be extended to the transit program.

Improve the planning process. There should be more consistency between planning principles for highway and transit. Proposals should include strengthening MPOs; improving national public involvement; providing environmental streamlining; consolidating planning factors; encouraging land use/transit linkage; and improving the new starts criteria and rankings.

Simplifying the procurement process. New ways to simplify federal procurements should be developed, including providing transit systems the option of buying goods and services from the GSA schedule of contracts. Further, costly in-state dealership requirements for the purchase of buses should be eliminated.

Revising other federal programs. From the highway program to the tax code, a number of proposals would bring significant improvements to other federal programs affecting transportation policy. The transit commute benefit should be extended to all workers and should be provided at the same level as the parking benefit; coordination of human services with transportation policies should be enhanced. The Clean Air Act should be revised to ease burdens on beneficial projects.

Bicycle, Pedestrian, and Other Transportation Choices

Support the goals of the FHWA’s National Bicycling and Walking Study. Double the current percentage (from 7.9% to 15.8%) of total trips made by bicycling and walking; and support the goals of the Washington Traffic Safety Commission’s “Target Zero” traffic safety initiative.

Adopt the USDOT’s design guidance on accommodating bicyclists and pedestrians. The goal is to ensure that every transportation project improves access, convenience, and safety for those choosing to travel by foot or bicycle.

Preserve and improve the existing TEA-21 funding and planning programs. Bicycle and pedestrian projects are currently eligible under these programs and they should remain so. Improvements to various programs would include providing incentives for funding bicycle and pedestrian projects, streamlining the approval process for non-motorized improvements, and allowing for the funding of programmatic bicycle and pedestrian improvements like Seattle’s spot maintenance program, which helps bicycle commuting tremendously. In addition, the planning process should require long-range transportation plans and Transportation Improvement Programs should include sections identifying planned improvements for bicycling and walking and ways in which the routine accommodation of pedestrians and bicyclists in all transportation projects can be achieved.

Prioritize the use of safety funds to promote the “Safe Routes to School” initiatives. Programs that reduce the number of crashes involving bicyclists and pedestrians should be promoted. Safe Routes to School programs in California, New York and Massachusetts have

demonstrated tremendous potential to increase bicycling and walking and improve safety and public health. Demonstration projects could make a significant contribution to completing bicycle and pedestrian networks, and improve the base of knowledge of how to promote bicycling and walking as common travel modes.

Continue funding for the USDOT Pedestrian and Bicycle Information Center. This center is to ensure that the best current technical information and research is available to state, metropolitan, and local agencies, consultants, community organizations, and others working to improve conditions for bicycling and walking. The Center should focus on nationwide programs to promote routine accommodation of bicycling and walking; establishing a bicycle tourism and economic development program; and significantly improving the quality and scope of data available on walking and biking.

Programs that support and promote Transportation Demand Management should be preserved. Commute trip reduction and other transportation demand management strategies are cost-effective traffic congestion relief tools used by metropolitan areas across the state. These programs provide encourage transit, car and vanpool use, and other alternatives to single occupant vehicle commuting. Currently, the state taps a portion of its Congestion Mitigation and Air Quality program funds to support these programs. Eligibility for traffic congestion relief strategies should be continued.

PART III: BACKGROUND MATERIAL

This section contains the following background material:

- Federal-Aid Highway Program funding for Washington State, provided under TEA-21
- Transit funding for Washington State transit operators, provided under TEA-21
- Summaries of the Washington State TEA-21 Reauthorization Committee's four meetings: December 17, 2001; January 31, 2002; March 18, 2002; and April 8, 2002.

**TEA-21 in Washington
Summary of Five Major National Formula Programs**

**Washington State
Obligated Funds By Major Program***
Federal Fiscal Year
Millions of Dollars

**Relative Program Size
of Washington's
Total Formula Apportionments**
6 Year TEA-21 Authorization
\$2,538 Billion*

* Does not include RABA

Program	1998	1999	2000	2001	2002	2003		
Interstate Maintenance	\$17.8	\$102.5	\$60.7	\$77.1	-	-	Interstate Maintenance	19%
National Highway System	\$89.5	\$93.8	\$97.3	\$75.5	-	-	National Highway System	21%
Surface Transportation Program	\$108.9	\$121.1	\$102.3	\$147.5	-	-	Surface Transportation Program	32%
Bridge	\$75.2	\$66.7	\$72.0	\$63.9	-	-	Bridge	23%
Congestion Mitigation/Air Quality	\$10.9	\$3.4	\$6.6	\$9.6	-	-	Congestion Mitigation/Air Quality	5%
Total Obligations	\$302.4	\$387.5	\$338.9	\$373.6	-	-	Total	100%

* Actual obligations for the first four years of TEA-21. Does not include Discretionary, Minimum Guarantee, or minor program obligations or transfers to FTA. Obligations generally run about 10% lower than authorizations for reasons of budgeting mechanics.

Interstate Maintenance Program	Formula is based on number of Interstate Lane Miles, Interstate VMT and Commercial Vehicle Contributions	2001 Washington State Funding Rank: 21st
<p>Funds can only be used on the interstate system (e.g. pavement preservation, interchange construction, and HOV lane construction). Interstate Maintenance funds <u>cannot</u> be used for general-purpose lane construction. All Interstate Maintenance funds are programmed through WSDOT.</p> <p><u>Illustrative Examples:</u></p> <ul style="list-style-type: none"> • South King Co. HOV – NW Region - \$29.9m of \$34.4m Total Cost • New Sunset Interchange on I-90 NW Region \$25.6m of \$28.2m Total Cost • Cle Elm Weigh Station – SC Region \$4.3m of \$5.0m Total Cost • I-82 Pavement Rehab – SC Region \$4.1m of \$4.2m Total Cost • Evergreen Road Interchange- Eastern Region \$5.9m of \$8.5m Total Cost • I-405 Bothel Swamp Creek Interchange HOV – NW Region \$35.2m of \$36.7m Total Cost • I-5 Pavement Rehab Tukwila to Lucille St. – NW Region \$6.6m of \$6.6m Total Cost • I-90 SR 171 Interchange – NC Region \$7.2m of \$7.9m Total Cost • Approximately 75 other projects with \$139 million of IM program funds. 		
<p>WSDOT transferred \$30.5 million of Interstate Maintenance Appropriations to the Surface Transportation Program and \$10.0 million to the NHS program in FFY 2000. 50% of Interstate Maintenance Funds may be transferred to other programs provided that a state shows that the system is being adequately maintained. Transfer of Interstate Maintenance Funds makes a state ineligible for Interstate Maintenance Discretionary funds.</p>		

National Highway System	Formula is based on number of Principal Arterial Lane Miles, Principal Arterial VMT, Diesel Fuel Use and Principal Arterial Lane Miles per Population	2001 Washington State Funding Rank: 22nd
<p>Funds must be spent on National Highway System designated routes. These routes include a strategic network of interstates, major highways, principal arterials and port connectors that serve national defense, interstate, and inter-regional travel. Funds can be used for preservation and capacity expansion.</p>		
<p><u>Illustrative Examples:</u></p> <ul style="list-style-type: none"> • SR 519 Intermodal Access – NW Region - \$13.9m of \$37.6m Total Cost • Sprague Avenue Interchange – Eastern Region \$17.9m of \$18.1m Total Cost • SR500/Thurston Way Interchange – Southwest Region \$21.7m of \$25.2m Total Cost • SR 101 Slides Slope Stabilization – Olympic Region \$3.9m of \$4.5m Total Cost • SR 14 Pavement Preservation – SW Region \$2.7m of \$3.3m Total Cost • SR 4/SR 101 Pavement Preservation - SW Region \$4.1m of \$5.1m Total Cost • SR 195 Pavement Rehab - Eastern Region \$5.7m of \$5.9m Total Cost • Evergreen Point Bridge Seismic Retrofit – NW Region \$3.3m of \$10.8m Total Cost • Approximately 145 other projects with \$282 million of NHS funds. 		
<p>WSDOT transferred \$17m of NHS Funds to the Surface Transportation Program in FFY 2000. Up to 50 % of NHS appropriations may be transferred without penalty or prior approval. Up to 100% of NHS funds may be transferred with US DOT approval and a finding of the transfer being in the public interest.</p>		

Surface Transportation Program and Minimum Guarantee Flexible Funds	STP Formula is based on number of Federal Aid Lane Miles, Federal Aid VMT, and Highway Account Contributions. Minimum Guarantee Formula is based on Washington’s share of major programs compared to the national total.	2001 Washington State Funding Rank: 21st
<p>The most flexible of all the federal programs, STP is used for construction and preservation of roads and bridges. This program contains sub-allocations for urban and rural areas and provides funds for safety and transportation enhancements. In Washington State, flexible funds from the STP program are combined with Minimum Guarantee flexible funds and distributed under a statewide agreement (34% for WSDOT, 22% for local Government, 22% for Statewide Competitive, and 22% for Rural Economic Development).</p>		
<p><u>Illustrative Examples:</u></p> <ul style="list-style-type: none"> • SR 20 Bannon Creek Pavement Rehab., NC Region –Flexible \$3.9m of \$4.0m Total Cost • Mill Plain Extension, Vancouver - Urban Area \$12.0m of \$23.5m Total Cost • East Main Street Rehab, Palouse - Rural \$1.0m of \$2.5m Total Cost • Enatai – Mercer Slough Trail, Bellevue - Enhancement \$0.6m of \$0.8m Total Cost • San Juan Avenue Improvements, Port Townsend- Urban Area \$0.6m of \$0.9m Total Cost • Red Light Video Camera, Lakewood –Safety \$0.07m of \$0.1m Total Cost • Alder St./SR 21 RR X-ing, Odessa – Safety \$0.31m of \$0.32m Total Cost • Downtown Couplet, Newport - Flexible \$1.0m of \$2.1m Total Cost • SR 9 Pavement Overlay/Culvert Replacement, NC Region- Flex \$1.7m of \$1.8m Total Cost • Approximately 970 other projects with \$445.4 million of STP funds. 		
<p>WSDOT has transferred Interstate Maintenance and National Highway System funds to the Surface Transportation Program. Local Governments have transferred STP funds the Federal Transit Administration. STP funds may be transferred without penalty.</p>		

Bridge Replacement and Rehabilitation Program	Formula is based on the surface area and relative cost of deficient bridges.	2001 Washington State Funding Rank: 13th
<p>Used for the repair and replacement of bridges with poor sufficiency ratings. By state agreement, Bridge funds are split 60% to WSDOT and 40% to local governments. About 21% of the State Highway bridges meet Bridge Program eligibility requirements. This program currently funds 43% of the state’s Bridge Preservation Program. WSDOT Program Management is currently “banking” Bridge program apportionment in anticipation of future Hood Canal Bridge reconstruction. (While obligation authority must be spent each year, apportionments do not expire for four years.)</p> <p><u>Illustrative Examples:</u></p> <ul style="list-style-type: none"> • Dosewallips Bridge – Olympic Region \$6.3m of \$6.4m Total Cost • I-5 Columbia River Bridge Painting – Southwest Region \$9.4m of \$9.5m Total Cost • Montlake Bridge Seismic Retrofit – NW Region \$2.4m of \$2.4m Total Cost • Monroe Street Bridge Rehabilitation, City of Spokane \$15.1m of \$18.8m Total Cost • Novelty Bridge Replacement - King County \$7.7m of \$12.2m Total Cost • Elk River Bridge Rehab- Olympic Region \$1.1m of \$1.2m Total Cost • Yakima River Bridge Replacement-SC Region \$27.0m of \$39.5m Total Cost • Wishka River Bridge Rehab. – Olympic Region \$2.1m of \$2.7m Total Cost • Approximately 205 other projects with \$207 million of Bridge funds. 		
<p>WSDOT has not transferred Bridge Funds. Up to 50% of Bridge funds may be transferred but subsequent appropriations will be reduced by the amount of the transfer for the remainder of the TEA-21 authorization.</p>		

Congestion Mitigation and Air Quality Program	Formula based on the size, population and attainment status of a state’s air quality non-attainment and maintenance areas compared with the rest of the nation.	2001 Washington State Funding Rank: 16th
<p>Funds mitigation of air quality impacts from transportation. Funds are distributed nationally based on National Ambient Air Quality Standards attainment status. Washington State receives money for Puget Sound, Vancouver, Spokane and Yakima metropolitan areas.</p> <p><u>Illustrative Examples:</u></p> <ul style="list-style-type: none"> • Enhance Traffic Management Center, City of Seattle \$1.0m of \$1.2m Total Cost • Trans Valley Corridor TDM, King County \$0.3m • Regional HOV Incentives, King County \$2.9m • Redmond/Overlake Traffic Signal, Transit Priority, Redmond \$0.2m • Rideshare Van Purchase, Community Transit \$0.4m • Lowel Snohomish River Rd. Non-motorized Trail, Snohomish Co \$0.2m • Approximately 85 other projects with \$25.5 million of CMAQ funds. 		

Summary of High Priority and Discretionary Funding Programs

High Priority Program	Funds Distributed based on projects selected by Congress.	2001 Washington State Funding Rank: 18th
<p>This program contains a list of both WSDOT and local government projects identified for funding by Congress. Under ISTEA this was known as the Demonstration Program. Funds are split almost evenly between WSDOT and local government projects. Most funding levels for High Priority Projects fall far short of the total project cost. Consequently, other federal funds are often used to augment the High Priority Appropriation.</p> <p><u>Illustrative Examples:</u></p> <ul style="list-style-type: none"> • I-90 Sunset Way Interchange – NW Region \$12.8m of \$21.8m Total Cost • SR 519 Intermodal Access – NW Region \$4.8m of \$4.8m Total Cost • Deception Pass Bridge Pedestrian Undercrossing \$1.5m of \$2.6m Total Cost • I-5 PACE Lanes \$2.8m of \$3.4m Total Cost • 13 other projects with \$56.1 million of High Priority funds.. 		

Discretionary Programs Funds
<p>These funds are distributed by FHWA or earmarked by Congress over a large number of categories. Annual distribution of funds varies widely. Washington does have an ongoing earmark of \$5 million in Ferry Boat discretionary through the life of TEA-21. Washington has received substantial funds from the Bridge Discretionary and the Border/Corridor Discretionary Programs. In 2001 Congress made a special distribution outside of the discretionary program structure. Washington received \$24 million for the FAST Corridor, \$1 million for Cascade Gateway Project and \$5 million for SR 99 in Shoreline under this special disbursement. Different versions of the Fiscal Year 2002 Federal Transportation Appropriations bill have passed the House and the Senate. In the House version discretionary earmark total approximately \$30 million and approximately \$140 million in the Senate version. The differences between these versions remain to be worked out in conference committee.</p>

Discretionary Programs Funds						
Federal Fiscal Year						
Dollars in Millions						
	1999	2000	2001	2002	2003	Total
Bridge	\$11.0	\$13.0	\$0	-	-	\$24.0
Ferry Boat	\$5.0	\$5.4	\$5.0	-	-	\$15.4
Border/Corridor Program	\$12.0	\$3.5	\$1.0	-	-	\$16.5
Demo. FAST Corridor	\$0	\$0	\$24.0	-	-	\$24.0
Scenic Byways	\$1.1	\$0.7	\$0.7	-	-	\$2.6
High Speed Rail	0	\$0.6	\$0	-	-	\$0.6
All Other Discretionary	\$11.5	\$10.4	\$13.9	-	-	\$35.8
Total	\$40.6	\$33.6	44.6	-	-	\$118.9

Minimum Guarantee and RABA:

Two programs within TEA-21 bear special mention as they impact our receipts from year to year. The Minimum Guarantee Program provides equity among states by assuring that each state will receive 90.5% of its share of formula funds from the five major programs. Through the Minimum Guarantee Program, Washington State is assured of receiving 1.75% of formula funds distributed through these programs. Approximately half of these funds are distributed through the five major programs. The remaining funds are flexible and can be spent on any eligible project. Under State agreements made at the start of TEA-21, the Minimum Guarantee Flexible Funds are combined with the STP Flexible funds. These funds are then distributed as follows: 34% for WSDOT, 22% for local Government, 22% for Statewide Competitive, and 22% for Rural Economic Development.

Revenue Aligned Budget Authority (RABA) assures that Highway Trust Fund Receipts will be spent on highway purposes. To date, Washington has received approximately \$80 million in RABA funds and we expect another \$75 million in FFY2002. RABA funds are distributed to the five formula programs and the High Priority Program. Both of Minimum Guarantee and RABA funds come with 100% Obligation Authority.

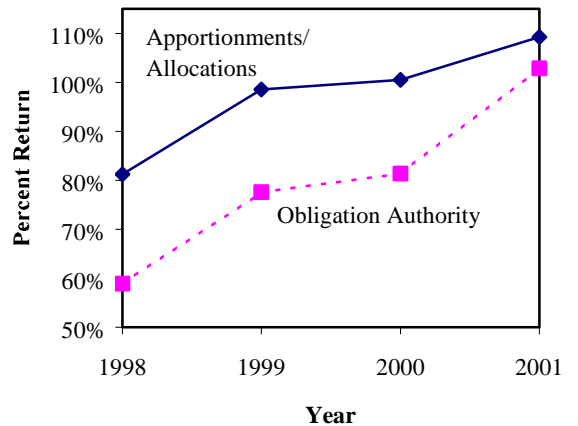
Washington State Receipts of Minimum Guarantee and RABA

Program	1998	1999	2000	2001	2002	2003
Minimum Guarantee Programmatic	\$27.7	\$35.3	\$27.0	\$34.9	-	-
Minimum Guarantee Flexible	\$31.2	\$28.6	\$20.1	\$27.8	-	-
RABA	-	-	\$25.7	\$55.0	-	-

Washington’s Return on Federal Tax Dollars:

A frequently asked question is “how has Washington State fared under TEA-21”? The adjacent chart examines the return of Federal Highway tax dollars to the state. The top line reflects the percent return based on the amount of funds appropriated and allocated to the state since the first year of TEA-21. This is based on the amount of funds authorized for expenditure under the act. The second line indicates the percent return based on the obligation authority received by the state. This is the actual amount of federal money that the state has authority to spend. As can be seen from the chart, Washington State is increasing its return on its federal tax investment. This is due to higher levels of Obligation Authority, increased levels of RABA, and higher levels of discretionary funding.

Washington State's Return of Federal Highway Taxes from the Highway Account



FFY 1998 FTA Allocations and Appropriations to Washington State

Area	Funding	Source	Purpose	Match
Seattle-Everett	\$42,829,556	Section 5307	Urbanized Formula	20%
Seattle-Everett	\$7,590,294	Section 5309	Fixed Guideway Formula	20%
Sound Transit	\$17,941,782	Section 5309	Light/Commuter Rail	20%
King County	\$996,774	Section 5309	Intermodal Facility	20%
King County	\$1,495,160	Section 5309	Intermodal Connector	20%
King County	\$4,983,868	Section 5309	Park & Ride Lots	20%
Community Transit	\$1,495,160	Section 5309	Kasch Park Facility	20%
Community Transit	\$2,491,934	Section 5309	Buses	20%
Tacoma	\$8,171,972	Section 5307	Urbanized Formula	20%
Tacoma	\$452,708	Section 5309	Fixed Guideway Formula	20%
Pierce Transit	\$1,495,160	Section 5309	Tacoma Dome Project	20%
Spokane	\$4,827,840	Section 5307	Urbanized Formula	20%
Ben Franklin Transit	\$849,953	Section 5307	Urbanized Formula	**
Yakima Transit	\$1,191,406	Section 5307	Urbanized Formula	**
Bremerton	\$908,455	Section 5307	Urbanized Formula	**
Kitsap Transit	\$996,774	Section 5309	Buses & Transp. Center	20%
Intercity Transit	\$760,000	Section 5307	Urbanized Formula	**
Intercity Transit	\$996,774	Section 5309	Buses	20%
Whatcom Transp.	\$829,953	Section 5307	Urbanized Formula	**
Whatcom Transp.	\$1,495,160	Section 5309	Maint. & Ops. Facility	20%
Rural WSDOT	\$2,417,477	Section 5311	Rural Formula	**
WSDOT	\$1,185,993	Section 5310	Statewide Elderly & Disabled	20%
Clallam Transit	\$996,774	Section 5309	Port Angeles Transp. Center	20%
Annual Total*	\$107,400,927			
* Excludes Vancouver Section 5307 Urbanized Formula shared with Portland, OR				
** 20% for capital projects or 50% of net operating expenses only for small urban or rural systems				

FFY 1999 FTA Allocations and Appropriations to Washington State

Area	Funding	Source	Purpose	Match
Seattle-Everett	\$49,040,591	Section 5307	Urbanized Formula	20%
Seattle-Everett	\$11,618,706	Section 5309	Fixed Guideway Formula	20%
Sound Transit	\$4,962,765	Section 5309	Light Rail	20%
Sound Transit	\$40,694,660	Section 5309	Commuter Rail	20%
Sound Transit	\$7,940,000	Section 5309	Buses	20%
Seattle	\$1,240,625	Section 5309	King Street Station	20%
King County	\$248,140	Section 5309	Elliott Bay Water Taxi	20%
Community Transit	\$992,500	Section 5309	Buses	20%
Everett	\$1,935,575	Section 5309	Multimodal Transp. Center	20%
Tacoma	\$9,388,974	Section 5307	Urbanized Formula	20%
Tacoma	\$609,080	Section 5309	Fixed Guideway Formula	20%
Pierce Transit	\$1,736,875	Section 5309	Tacoma Dome Project	20%
Spokane	\$5,346,148	Section 5307	Urbanized Formula	20%
Spokane Transit	\$992,550	Section 5309	Light Rail	20%
Clark County	\$992,550	Section 5309	Bus Facilities	20%
Ben Franklin Transit	\$333,112	Section 5307	Urbanized Formula	**
Ben Franklin Transit	\$992,500	Section 5309	Transit Operating Facility	20%
Yakima Transit	\$1,255,442	Section 5307	Urbanized Formula	**
Bremerton	\$1,001,963	Section 5307	Urbanized Formula	**
Kitsap Transit	\$992,500	Section 5309	Bremerton Transp. Center	20%
Intercity Transit	\$1,326,500	Section 5307	Urbanized Formula	**
Intercity Transit	\$992,500	Section 5309	Buses	20%
Longview-Kelso	\$472,493	Section 5307	Urbanized Formula	**
Whatcom Transp.	\$386,000	Section 5307	Urbanized Formula	**
Whatcom Transp.	\$1,495,160	Section 5309	Maint. & Ops. Facility	20%
Rural WSDOT	\$3,189,197	Section 5311	Rural Formula	**
WSDOT	\$1,280,162	Section 5310	Statewide Elderly & Disabled	20%
Link-Chelan-Douglas	\$893,250	Section 5309	Multimodal Transp. Center	20%
Clallam Transit	\$992,500	Section 5309	Port Angeles Transp. Center	20%
Grant Transit Auth.	\$595,500	Section 5309	Buses	20%
Mount Vernon	\$1,736,875	Section 5309	Multimodal Transp. Center	20%
WSDOT	\$496,250	Section 5309	Anacortes Ferry Terminal	20%
Annual Total*	\$156,171,643			
* Excludes Vancouver Section 5307 Urbanized Formula shared with Portland, OR				
** 20% for capital projects or 50% of net operating expenses only for small urban or rural systems				

FFY 2001 FTA Allocations and Appropriations to Washington State

Area	Funding	Source	Purpose	Match
Seattle-Everett	\$55,670,041	Section 5307	Urbanized Formula	20%
Seattle-Everett	\$16,455,803	Section 5309	Fixed Guideway Formula	20%
Sound Transit	\$49,532,158	Section 5309	Light Rail	20%
Sound Transit	\$4,953,216	Section 5309	Commuter Rail	20%
Sound Transit	\$1,980,630	Section 5309	Buses	20%
King County	\$2,970,945	Section 5309	Eastgate P&R	20%
King County	\$1,980,630	Section 5309	Bus & Bus Facilities	20%
Renton	\$495,157	Section 5309	Port Quendall Transit Project	20%
Community Transit	\$990,315	Section 5309	Bus & Bus Facilities	20%
Everett	\$1,485,472	Section 5309	Buses	20%
Tacoma	\$11,548,531	Section 5307	Urbanized Formula	20%
Tacoma	\$707,077	Section 5309	Fixed Guideway Formula	20%
Spokane	\$6,000,940	Section 5307	Urbanized Formula	20%
Spokane Transit	\$3,962,572	Section 5309	Light Rail	20%
Clark County	\$990,315	Section 5309	Intermodal Facilities	20%
Ben Franklin Transit	\$936,677	Section 5307	Urbanized Formula	**
Ben Franklin Transit	\$990,315	Section 5309	Bus Maintenance Facility	20%
Yakima Transit	\$967,942	Section 5307	Urbanized Formula	**
Bremerton	\$1,154,063	Section 5307	Urbanized Formula	**
Intercity Transit	\$897,869	Section 5307	Urbanized Formula	**
Intercity Transit	\$1,237,894	Section 5309	Bus-Related Equipment	20%
Longview-Kelso	\$504,093	Section 5307	Urbanized Formula	**
Whatcom Transp.	\$595,741	Section 5307	Urbanized Formula	**
Rural WSDOT	\$3,684,623	Section 5311	Rural Formula	**
WSDOT	\$1,479,903	Section 5310	Statewide Elderly & Disabled	20%
Clallam Transit	\$495,157	Section 5309	Sequim Transp. Center	20%
Grant Transit Auth.	\$435,738	Section 5309	Buses	20%
WSDOT	\$1,237,894	Section 5309	Rural Buses	20%
Annual Total*	\$174,341,711			
* Excludes Vancouver Section 5307 Urbanized Formula shared with Portland, OR				
** 20% for capital projects or 50% of net operating expenses only for small urban or rural systems				

FFY 2002 FTA Allocations and Appropriations to Washington State

Area	Funding	Source	Purpose	Match
Seattle-Everett	\$62,041,338	Section 5307	Urbanized Formula	20%
Seattle-Everett	\$18,765,254	Section 5309	Fixed Guideway Formula	20%
Sound Transit	\$19,800,262	Section 5309	Commuter Rail	20%
Sound Transit	\$891,026	Section 5309	Kent Facility	20%
Sound Transit	\$9,405,276	Section 5309	Regional Transit Hubs	20%
King County	\$2,970,945	Section 5309	Bellevue Transp. Center	20%
King County	\$1,980,058	Section 5309	Issaquah Highlands P&R	20%
King County	\$990,029	Section 5309	Transit-Oriented Projects	20%
King County	\$3,663,107	Section 5309	I-5 Trade Corridor/99th St.	20%
Community Transit	\$1,980,058	Section 5309	Bus & Bus Facilities	20%
Everett	\$1,732,551	Section 5309	Buses	20%
Tacoma	\$11,402,812	Section 5307	Urbanized Formula	20%
Tacoma	\$754,108	Section 5309	Fixed Guideway Formula	20%
Spokane	\$6,346,128	Section 5307	Urbanized Formula	20%
Spokane Transit	\$3,962,572	Section 5309	Light Rail	20%
Spokane Transit	\$990,029	Section 5309	Buses & Bus Facilities	20%
Ben Franklin Transit	\$1,026,592	Section 5307	Urbanized Formula	**
Yakima Transit	\$1,060,858	Section 5307	Urbanized Formula	**
Bremerton	\$1,264,845	Section 5307	Urbanized Formula	**
Intercity Transit	\$984,059	Section 5307	Urbanized Formula	**
Longview-Kelso	\$552,483	Section 5307	Urbanized Formula	**
Whatcom Transp.	\$652,929	Section 5307	Urbanized Formula	**
Rural WSDOT	\$4,059,820	Section 5311	Rural Formula	**
WSDOT	\$1,621,119	Section 5310	Statewide Elderly & Disabled	20%
WSDOT	\$1,435,542	Section 5309	Mukilteo Ferry Terminal	20%
WSDOT	\$3,465,102	Section 5309	Buses for Six Rural Systems	20%
Annual Total*	\$163,798,902			
* Excludes Vancouver Section 5307 Urbanized Formula shared with Portland, OR				
** 20% for capital projects or 50% of net operating expenses only for small urban or rural systems				

**TEA-21 Steering Committee
Meeting Minutes**

December 17, 2001

Puget Sound Regional Council Boardroom

Attendees:

Committee Members:

Lynda David (for Dean Lookingbill)– Large MPO - Southwest Regional Transportation Council
Representative Ruth Fisher – Legislator
Tim Fredrickson – Transit – Benton Co. Transit
Paula Hammond - WSDOT
Senator Mary Margaret Haugen – Legislator
Senator Jim Horn – Legislator
Andrew Johnsen – Governors Office
Pat Jones – Ports/Freight Mobility – Port of Tacoma
Jim Miller – Small MPO – Whatcom COG
Representative Maryann Mitchell – Legislator
Connie Niva – Transportation Commission (ex –officio)
Ashley Probart – Cities - AWC
Jackie White – Counties - WSAC

WSDOT Staff:

Amy Arnis, Tim Carlile, Kathleen Davis, Peter Downey, Charlie Howard, Lona Richardson

Audience Members:

Mary McCumber, Puget Sound Regional Council (PSRC); Rick Olson, PSRC; Bruce Agnew, Discovery Institute; Mike Groesch, Senate Transportation Committee staff; Chris Rose, Transportation Commission staff; and Gary Lebow, House Transportation Committee staff.

Goals and Process:

Andrew Johnsen opened the meeting with an overview of the committee’s goals and process. Unlike past steering committee efforts that have addressed the allocation of newly authorized federal funding (ISTEA, TEA-21), the purpose of this effort is to outline common goals for reauthorization. Issues will be discussed through briefings by stakeholders. The goal of this process is to produce a set of mutually agreed upon proposals that will support our congressional delegation as TEA-21 reauthorization advances.

TEA-21 Overview:

Peter Downey provided an overview of TEA-21. Each of the major programs was reviewed. Each of the major programs was reviewed including its purpose and authorization level. Major programs include Interstate Maintenance, National Highway System, Surface Transportation Program, Bridge Rehabilitation and Retrofit, and Congestion Mitigation and Air Quality. A discussion of transfers between federal programs ensued and Senator Horn requested complete information on transfers within programs that have occurred to date. Federal Transportation taxes were also reviewed. Representative Fisher made a request for information on status of the Leaking Underground Storage Tank program.

Peter Downey also provided an overview of projects that are included in the federal fiscal year 2002 appropriation.

Review of Other Organizations' Reauthorization Efforts:

Tim Carlile reviewed work of other transportation organizations around the country. Very few organizations had created formal policy statements. Tim will update this information at the next meeting.

Planning Process Overview:

Mary McCumber provided an overview of the federal planning requirements. Planning requirements of the Metropolitan Planning Organizations include creation of a Transportation Improvement Program and a 20 year Transportation Plan. All projects that receive federal funding must be included in the TIP and Transportation Plan.

PSRC advocated for adequate funding so that all MPOs can meet planning needs including coordination of freight corridors, intermodal connectors, and land-side connectors to ports and airports.

WSDOT's TEA-21 Positions:

Paula Hammond discussed WSDOT's TEA-21 Reauthorization issues paper. The issues paper is attached for your reference. Senator Haugen expressed concern with indexing the federal gas tax to inflation and impacts that may have on the state's ability to increase highway revenues. Senator Horn requested information on the status of the Value Pricing program including anything that has been learned at the national level. Steering committee members felt they needed more time to review the proposed policies.

Next Steps:

Andrew Johnsen reviewed issues for the next meetings. These issues included: highway safety, corridor programs, freight mobility, transit, and bicycle pedestrian issues. The group agreed to try to conclude business with two additional meetings.

TEA-21 Reauthorization Steering Committee
Meeting Minutes
January 31st 2002, 9:00 – 11:30 am
Senate Hearing Room 2
Olympia, Washington

Attendees:

Committee Members:

Dean Lookingbill – Southwest Washington Regional Transportation Council
Representative Ruth Fisher – State House of Representative
Tim Fredrickson – Ben Franklin Transit – Washington State Transit Association
Paula Hammond – Washington State Department of Transportation (WSDOT)
Senator Mary Margaret Haugen – State Senate
Senator Jim Horn – State Senate
Andrew Johnsen – Committee Chair; Governor’s Executive Policy Office
Pat Jones – Ports/Freight Mobility – Washington Public Ports Association
Jim Miller – Small MPO – Whatcom Council of Governments
Representative Maryann Mitchell – State House of Representatives
Connie Niva – Transportation Commission (ex-officio)
Jackie White – Counties – Washington State Association of Counties

WSDOT Staff:

Peter Downey, John Doyle, Julie Matlin, Todd Smith, Jim Slakey, Stephanie Tax

Audience Members:

Rick Olson, Puget Sound Regional Council; Bruce Agnew, Cascadia Project / Discovery Institute; Mike Groesch, Senate Transportation Committee staff; Chris Rose, Transportation Commission staff; Linda Gehrke, Federal Transit Administration; Skip Rowley, Blue Ribbon Commission on Transportation and Rowley Enterprises; Steve Buckner, Rowley Enterprises; Dick Little, City of Bellingham; Bryan McConaughy, Congressman Norm Dicks’ Office; Peter Thein, Wash. State Transit Association; Laura Reisdorph, Wash. Highway Users Federation; Neil Streagy, Congresswoman Jennifer Dunn’s Office; Karen Schmidt, Freight Mobility Board; Steve Gorcester, Transportation Improvement Board; Julie Collins, Port of Tacoma.; John Moffat, Traffic Safety Commission; Barbara Culp, Bicycle Alliance; Dan O’Neal, Freight Mobility Board; Dan Mathis, Federal Highway Administration.

MEETING SUMMARY

9:00 – 9:15 Summary from 12-17-01 meeting, including answers to questions raised.

Goals and Process:

Andrew Johnsen, chair of the committee, opened the meeting by thanking everyone for their attendance and participation, and acknowledged the attendance of staff from our congressional delegation. Mr. Johnsen recapped the committee’s principle goal of developing recommendations for changes to TEA-21 beneficial to Washington State. It is hoped that these recommendations will provide our state congressional delegation with valuable background in advance of the TEA-21 reauthorization debate. The first meeting focused on briefings and topics offered by WSDOT and the Puget Sound Regional Council. This meeting continues through the list of briefings. The remaining meeting(s) will be for the committee to develop and take action on various recommendations.

9:15 – 10:45 Briefings

Highway Safety

John Moffat, (Washington Traffic Safety Commission) provided an overview of traffic safety under TEA-21.

Handout: Traffic Safety Under TEA-21

The state of Washington has prospered under TEA-21 from a safety viewpoint. The program not only re-authorized 402 (“Base” Safety Program) and 410 (Alcohol / Impaired Driving Program), but we also qualified for all of the incentives and avoided all of the penalties. All of the new programs address driver and roadway user behavior. Performance of the highway system is improving. Mr. Moffat reviewed the TEA-21 safety funding, incentive rewards, recommendations, and expressed his concern with the specificity of penalty clauses.

Transit

Tim Frederickson, (Ben Franklin Transit) asked Jim Slakey (WSDOT) to provide an overview of the transit programs that the State participates in.

Handout: List of Federal Transit Programs

Handout: Expenditure Charts

Handout: Statistical Report on Federal Funding

Andrew introduced Linda Gehrke (Deputy Regional Administrator, Federal Transit Administration) as an additional resource. There has been a steady growth in revenue (refer to expenditure charts). A discussion followed regarding allocation and matching of funds. Jim stated that the introduction of earmarks has caused some difficulty with this program. The situation now is that most of the systems are in the process of trying to restore the funding that they have lost from the motor vehicle excise tax. Transit is now concentrating on how to mix and match funds for transportation purposes. A high priority for transit is how to get the greatest dollar value back out to the consumer. Because of the year 2000 census, we will see some additional revenue coming to Washington State because of population center growth.

Action Item: Transit representatives were asked to formalize any recommendations that this committee ought to consider.

Bicycle / Pedestrian

Barbara Culp, (Bicycle Alliance), provided an overview of how bicyclists and pedestrians have benefited from TEA-21 and what they would like to see for the future. TEA-21 has defined bicycle transportation facilities as new or improved bike lanes, paths, or shoulders for bicyclists. It is important to view this as facilities for transportation and focus on the importance of being sure that bicycles are being integrated into the mode of the transportation system. Barbara stated that (depending on the season) 4 to 8% of downtown commuters in the city of Seattle are bicyclists, and if you include pedestrians in that, it could be up to 12%. There is a huge potential, under TEA-21, to do more to give people a transportation option. The Bicycle Alliance is in the process of coming up with a national recommendation for safety issues.

Action Item: The request was made to formalize any recommendations that the committee ought to consider.

Border / Corridor Programs

Jim Miller, Whatcom COG provided a brief background of the program.

Handout: (single page, different charts.)

The Border / Corridor Program was started with TEA-21 and was set up as a NAFTA enhancement program. The state has positioned itself very well with this program, and has been very pro-active and successful in getting funds. The funds are distributed to either the State Department of Transportation or to the Metropolitan Planning Organizations (MPOs) along the corridors. The several state and local partners have taken initiative on the FAST corridor program, the border crossings in Whatcom County, the I-5 bridge, I-395 in the Spokane area, and the new interchange in the Kelso / Longview area. It is a relatively small program, with a competitive project selection process. The program has received local, State, and Provincial (Canadian) funds as matches. Jim Miller supported the DOT recommendation that the firewall be reinstated between the two programs with separate pots of money. Mr. Miller feels that the program should continue, with restoration of competitive project selection.

Freight Mobility

Karen Schmidt, Freight Mobility Strategic Investment Board

Handouts: Corridors and Borders Program Funding

At a recent freight conference, the Federal Highway Administration indicated that they anticipate a doubling of cargo traffic in our region over the next twenty years. The state Freight Mobility Board was considering several freight mobility-related recommendations, including retention of a federal Freight Office (currently within FHWA) but that the importance of that division be elevated, that they maintain the freight productivity focus they have now, and increase freight data collection for the states. This office should also be expanded to include cargo security. A Strategic Freight Corridor account should be created either under Sec. 1118 or Sec. 1119 funding.

The rail program is an important element in moving freight. Projects are needed to improve both mainline and short line railroads. It is important to have flexibility in funding for intermodal connectors so that both truck and rail can work together.

There is currently funding within the TEA-21 category for NHS connectors (small pieces of highway that lead to ports and other installations). These NHS connectors tend to be in poor condition and in need of improvement. The Freight Mobility Board is considering a recommendation to place NHS connector funding dollars into a grant program to begin building solutions, start working on connectors one-by-one, and increase funding. These solutions would attract other investments and begin partnerships within their organizations and the private sector. Additional funds should supplement Sec. 1118 and Sec. 1119. The Freight Board would like to see a common ITS architecture throughout the regions of the state regarding the freight security system. ITS improvements will include tracking of cargo, boarder clearance, and shipments. It is important that our port system remain competitive. A West Coast Secured Coalition has been formed, and they are looking at an Alaska to Baja gateway, including Canada—to be supported by homeland security funding.

Action Item: The request was made to forward to the committee any formal recommendations the Freight Mobility Board may take regarding TEA-21 reauthorization.

Roundtable Discussion on Freight Mobility and Border/Corridor Programs: Bruce Agnew, Cascadia Project; John Doyle, Department of Transportation; Dan O’Neal, Chair of the Freight Mobility Strategic Investment Board; and Skip Rowley, Blue Ribbon Commission on Transportation

Skip Rowley: The funding for transportation issues is a complicated process. Mr. Rowley supports the Corridors and Borders programs, freight mobility and the work of the Freight Board, and concurs with the recommended improvements. Concern is expressed regarding the state’s ability to retain funds (i.e. loaning funds to various programs, and not keeping enough for highway improvement systems). The needs of the cities and counties for funding for roadway projects increases as our corridors get more congested. Mr. Rowley took exception to testimony regarding the bicycle issue. Bicycle lanes and pedestrian paths are important, but should not be considered in transportation issues. Instead, these programs should be considered recreational.

Bruce Agnew: The group is currently working on the Alaska to Baja gateway, mostly focusing on ITS issues. It is anticipated that billions of dollars will be dedicated to homeland security. Of main concern is how this funding is being coordinated among federal agencies. This will be a huge issue for our ports and borders. He suggested work between the Governor’s office and the DOT to try to coordinate funding programs to benefit trade. Given the issue of national security, it is necessary to reach out to the private sector to coordinate risk management strategies that work. We will be discussing with the congressional delegation the possibility of getting funding from the Treasury Department or the Defense Department, not the Transportation Department. It would be beneficial to pull together key stakeholder groups like the west coast ITS group and the Southern California group to help organize this task. We are asking for \$5.5 million to start this process, which would come out of the emergency appropriations fund.

Jim Miller: In Mr. Miller’s opinion, these traffic issues stem from the lack of infrastructure on the west coast. The system was designed in the 1950’s and has yet to be completed. He urged that a coalition along the west coast be assembled to aid in solving these issues. We need major federal assistance on the west coast. Our first step will be with an ITS architecture, and to secure better mobility along the I-5 corridor.

John Doyle: Mr. Doyle recently returned from a border working group meeting in Detroit. The emphasis of this group has now changed to security, immigration and naturalization. Mr. Doyle said the state is well positioned to deal with what is coming in the future, and there is a need for a lot of communication and coordination on how to best use the funding. He also recommended that I-90 and I-82 be added to the FAST eligible corridor list.

Handout: List of DOT Recommendations

Dan O’Neal: Mr. O’Neal seconded the comments of Karen Schmidt and the others around the table. Important progress is being made with FAST, the Freight Board, and other efforts across the state, but much more needs to be accomplished.

Pat Jones: This committee is rich in expensive ideas, but there is a scarcity of state funding to match what the federal government gives us. The requirements of our own strategic freight corridors greatly exceed what the state and federal government and local partners can come up with. The money is just not currently in sight. If we compare that with how other regions are investing in their core corridor trade infrastructure, and other major trading regions in the country, we are at the bottom of the list. We must address the core requirements of remaining competitive, and those are our mainline freight corridors.

Karen Schmidt: Ms. Schmidt said that FAST is currently looking at new projects, and that I-90 and I-405 will be applying for FAST corridor assistance.

A concern was expressed about coming up with the state match for federal funding, and it was suggested that the state match should be lowered. This could be helpful for the freight program. Senator Haugen expressed concern with getting enough money to do it all.

11:00 Recap Discussion on Title I Proposals Offered by WSDOT, Paula Hammond

Handout: TEA-21 Reauthorization Policies

Action Item: Consider adoption of WSDOT Title I proposals.

Ms. Hammond discussed the federal OMB projections on revenues and how it's declining already in this year (fiscal year 2003). The highways program budget will be \$9 billion less than anticipated. We now find ourselves in this state with \$140 million less for 2003 than anticipated. For WSDOT, that works out to be a reduction of about \$81 million, so we have a declining revenue source on top of all the bills we want to add with our suggestions.

Ms. Hammond asked about the process for getting agreement on WSDOT's recommendations.

Mr. Johnsen agreed that reconciling some of these recommendations will be time-consuming and difficult. Mr. Jones suggested that the committee format the draft recommendations for the next meeting and then have a final meeting after that.

Action: All members of the committee agreed to table consideration of the Title I WSDOT recommendations until the next meeting. The committee also agreed to a fourth meeting.

Ms. Hammond stated that we want a lot more spending coming from the federal level, and we should continue to work in the interim to refine our statewide proposal. Regarding urban highway congestion, we would like to develop the creation of a federal congestion relief program. We would like to be able to get some of those available federal funds to target our most congested areas in the state. We have done very well nationally on our ITS program, and we are trying to integrate it into our solution for congestion relief, freight movement, as well as driver information. WSDOT is monitoring all the national associations' positions, and we will provide a report to you so you can see where other groups are heading.

The next two meetings are to discuss and act on the various recommendations presented in the first two meetings.

Next Meeting: Meeting times for the next two meetings will be determined based on members' schedules, and notification will be sent via email.

The meeting adjourned at 11:30AM.

TEA-21 Reauthorization Steering Committee
Meeting Minutes
March 18, 2002, 9:00 – 11:30 am
World Trade Center Conference Room
Tacoma, Washington

Attendees:

Committee Members:

Dean Lookingbill - Southwest Washington Regional Transportation Council
Pat Jones – Ports/Freight Mobility – Washington Public Ports Association
Connie Niva – Transportation Commission (ex-officio)
Jim Miller – Whatcom Council of Governments
Jackie White – Washington State Association of Counties
Paula Hammond – Washington State Department of Transportation (WSDOT)
Leo Bowman – Benton County Commissioner
Tim Fredrickson – Ben Franklin Transit – Washington State Transit Association
Representative Glenn Anderson – State House of Representatives
Representative Maryann Mitchell – State House of Representatives
Senator Mary Margaret Haugen – State Senate
Senator Jim Horn – State Senate
Ashley Probart – Association of Washington Cities
Andrew Johnsen – Committee Chair – Governor’s Executive Policy Office

WSDOT Staff:

Kathleen Davis, Peter Downey, Colleen Jollie

Audience Members:

Dan Mathis, US Department of Transportation - Federal Highway Administration; Bill LaBorde, Transportation Choices Coalition; Kim Becklund, City of Bellevue; Barbara Culp, Bicycle Alliance of Washington; Larry Archer, International Union of Operating Engineers; Bryan McConaughy, Congressman Norm Dicks’ Office; Jill McKinnie, Congressman Rick Larsen’s Office; Ann McNeil, Sound Transit; Chris Rose, Transportation Commission Staff; Peter Thein, Washington State Transit Association; Mike Groesch, Senate Transportation Committee Staff; Tony Cube, Senator Patty Murray’s Office; Rick Olson, Puget Sound Regional Council.

MEETING SUMMARY

9:00 – 9:15 Summary from previous meetings, including answers to questions raised.

Goals and Process:

Andrew Johnsen, chair of the committee, opened the meeting by thanking everyone for their attendance and participation. Mr. Johnsen recapped the committee’s principle goal of identifying and developing recommendations for changes to TEA-21 that will be beneficial to Washington State. The first two meetings focused on briefings and

discussions that focused on the Title I proposals for TEA-21 reauthorization. The goal of this meeting, and the final meeting, is to come to conclusions on recommendations for program changes to TEA-21, and to reach a consensus agreement on these recommendations. National committees and organizations are also gathering information and developing their recommendations, and there will be a final review of that information prior to the fourth and final meeting. Mr. Johnsen introduced Dan Mathis (Federal Highway Administration) as an additional resource.

9:15 – 11:15 Discussion of TEA-21 Reauthorization Policies

Paula Hammond (WSDOT) provided an introduction to the “Reauthorization Policies” handout. Ms. Hammond said that as these policies progressed, suggestions were offered on how to raise additional revenue as well as recommending new policies and programs.

Peter Downey (WSDOT) provided a review of the list of recommended program changes. (Please refer to the TEA-21 Reauthorization Policies Handout for specific information on each recommendation.) The following is a summary of the discussions that followed this review and the consensus, if applicable.

1. Increasing Federal Revenue.

Index fuel taxes to inflation.

Concern was expressed by committee members regarding indexing. Questions arose regarding indexing the state tax versus the federal tax, the likelihood of the state legislators to vote to index the state gas tax, and other alternatives to indexing to raise additional revenue.

Action: The committee agrees to not advocate indexing of the gas tax, and that alternatives to raise additional capacity for revenue at the state and/or federal level need further attention.

Preserve Revenue Aligned Budget Authority (RABA).

Peter Downey (WSDOT) discussed highway trust fund budget firewalls. Mr. Downey said that in three years out of the four years that it has been proposed, Washington State has done very well. However, this year, because of administrative budget cuts, the highways program budget will be \$9 billion less than anticipated. While the RABA formula is flawed, its goal to ensure that revenue collected from fuel taxes be spent for highway purposes needs to be supported.

Action: The Committee agrees to support this policy.

Gasohol tax should be deposited to the Highway Trust Fund.

Mr. Downey said that gasohol is currently being taxed at a much lower rate than gasoline, and that there should be equity from all fuels directed to the Highway Trust Fund. Jim Miller (Whatcom Council of Governments) said that Senator Jeffords has some legislation proposed to direct revenue into the Highway Trust Fund.

Action: The Committee agrees to support this policy.

2. International Freight Mobility and Borders Program need higher levels of dedicated funding possibly through a new formula program or by broadening the existing Border/Corridor program.

Mr. Downey discussed improving freight movement data and creating stand-alone funding for the borders program. Mr. Miller suggested considering specificity on how funds would be divided.

Action: The Committee will wait until the next meeting to take action on freight issues.

3. Urban highway congestion needs to be addressed through the best mix of solutions for urban corridors.

Mr. Downey said that we recognize there should be a federal program to address congestion. Dan Mathis (Federal Highway Administration) said that our discretionary programs have gone from being based on merit to being earmarked. Mr. Downey said that we are currently in a good position regarding discretionary funds, and asked that the committee determine if we want the federal program to address congestion, and how we want to do this – through discretionary based funds or formula based funds. Ms. Hammond said that our goal has been to have programs that we can compete well in. Dean Lookingbill (Southwest Washington Regional Transportation Council) discussed the importance of looking at the prospective as to what the access needs of the community are in our metropolitan areas. Ms. Hammond said that WSDOT has been in contact with the Texas Transportation Institute (TTI) in regards to their formulas to measure congestion, and feels that within several months we should have a good amount of data to pursue this and advise the committee on a congestion plan.

Action: The Committee agreed to support this policy and that formula's that benefit Washington State should be proposed.

4. Continued investment in Intelligent Transportation Systems (ITS) is needed to fulfill the promise of the best possible highway system operation.

Mr. Downey said that Washington State is a leader in this area at this time. Mr. Mathis said that operations will be a big part of the administration's proposed reauthorization.

Action: The Committee agreed to support this policy.

5. Ferry Boat discretionary earmarks for the Washington State Ferry system should be expanded.

Mr. Downey said that we want to continue the earmark from the federal government.

Action: The Committee agreed to support this policy.

6. Surface Transportation Security should be assessed and funded through a separate new program.

Mr. Downey discussed new funding availability for security issues. This will be a new program in reauthorization. Mr. Johnsen said that he feels the funds for transportation security purposes should come from sources outside of the Highway Trust Fund. Ms. Hammond feels that security funding should come from homeland security.

Action: The Committee agreed to support this policy.

7. The GARVEE Bond program should remain unchanged.

Mr. Mathis discussed the effects of decreased federal funding on GARVEE financing.

Action: The Committee agreed to support the proposal as written.

8. Project financing Advanced Construction: Maintain the provisions of Advanced Construction.

Mr. Downey gave an overview of the Advanced Construction program.

Action: The committee agreed to support the proposal as written.

9. The TIFIA program should be continued and the minimum project size should be lowered to \$50m.

Action: The Committee is mostly in agreement with this proposal, and a request was made for more information about the TIFIA Program for additional discussion at the next meeting.

10. State Planning and Research (SPR) funding for state-sponsored research should be continued and the existing 25% dedication to research from this source of funds should be retained.

Paula Hammond gave an overview of how the SPR program is operated and how projects are chosen. The TRAC program (University of Washington) is also funded through this program.

Action: The committee agreed to support this proposal.

11. Value Pricing and Interstate System Construction and Rehabilitation Pilot Programs should be continued and expanded.

Mr. Downey gave an overview of the Value Pricing program and recommended that it be continued and that the pilot status be removed.

Action: The Committee agreed to review reports on other Value Pricing programs prior to removing its pilot status, and discuss this information at the next meeting.

12. Indian Reservation Roads program should revert to ISTEA format.

Colleen Jollie (WSDOT – Tribal Liaison) commented that she has been working with the tribes on transportation issues. Funds are currently given to the Bureau of Indian Affairs, who then allocates those funds among the tribes. Ms. Jollie recommends that the funds revert directly to the Federal Highway Fund rather than the Bureau of Indian Affairs.

Action: The committee agreed to support this proposal and to advocate that the current 3% federal lands requirement for Indian Reservation Roads preference be lowered to 2% to include Washington State. The committee also agreed to advocate for FHWA administration of the IRR program in support of the tribes' position.

13. Greater flexibility should be allowed to transfer funds between the five major programs with removal of penalties.

Senator Horn expressed concern over this issue due to the need for bridge maintenance.

Ms. Hammond said that the reason we occasionally transfer funds is to match up with the budgets we end up with at the state level.

Action: The Committee agreed to review data on transfer of funding, and table consideration and recommendations until the next meeting. Jim Miller was asked to come up with a formal recommendation for the next meeting.

14. Bridge Program eligibility should be expanded.

Action: Proposal was tabled for further discussion.

15. States should have the ability to use the annual High Priority Project appropriations on a programmatic basis.

This program creates a flexibility to move projects along more quickly.

Action: The Committee agreed to support this proposal.

16. States and AASHTO should promote early and close coordination with Congress when establishing High Priority Projects lists.

Action: The Committee agreed to support this proposal.

17. Research funding should be increased in FHWA and FTA administrative budgets.

Research funding was cut drastically under TEA-21. It is recommended that the burden revert back to FHWA rather than the state. Jim Miller said that it is important that this program doesn't drop below the current level.

Action: The Committee agreed that the research budget should be returned to Pre-TEA-21 levels.

18. Promote design flexibility to achieve operational improvements and “context sensitive design.”

Mr. Mathis said that the Federal Highway Administration is interested in having uniform and consistent standards around the country. Ashley Probart (Association of Washington Cities) said that the real emphasis is on flexibility in this program. Mr. Johnsen said that while federal design standards are one of the attributes of the federal highway system, the capacity demands on our state system call for greater flexibility.

Action: The Committee supported this proposal as written

19. Design-build project cost restrictions should be removed.

Action: The Committee agreed to support this proposal.

20. State Infrastructure Banks (SIBs): The effort to allow federal dollars for capitalization of SIBs for all 50 States should be supported.

Action: The Committee agreed to support this proposal.

21. Legal limits on cooperative agreements for the Federal Internal Revenue Service to work on fuel tax evasion with state law enforcement agencies such as the Washington State Patrol should be analyzed and addressed.

Representative Maryann Mitchell questioned the language of this policy.

Action: The request was made to come back with more information on this issue and better definition of policy language.

22. Allow costs associated with procuring donated right-of-way, not just the value of the right-of-way, to be used as part of the federal match.

Action: The Committee agreed to support this proposal.

23. If alternative fuels subsidies are continued, provisions must be made to reimburse the highway trust fund for lost revenues.

Action: This issue is addressed in item #1.

24. An Intermodal Project Fund Pool should be created to allow the pooled use of FTA, FRA, FHWA and other fund sources to expedite project.

Action: Committee members agreed that more discussion is required on this proposal.

25. Research that examines long-term revenue solutions should be supported.

Action: The Committee agreed to support this proposal.

26. Support funding to complete the development and implementation of Superpave, and the completion of the Long Term Pavement Performance Program (LTPP).

Action: The Committee agreed that research should continue.

27. One DOT: Congress should direct that differences between internal USDOT regulations be reconciled.

Action: The Committee agreed to support this proposal.

28. Transit for Health and Human Services (HHS): Federal health and human services programs that require mobilization of clients should provide funding and program delivery within their own programs.

Mr. Johnsen gave an overview of this program. Representative Mitchell commented that funds don't seem to get to where they need to go, and feels that language improvements are needed.

Action: The committee agreed to support this issue.

Conclusion:

Mr. Johnsen concluded the meeting by saying that the next meeting will be an important one to finalize recommendations, determine the communication of the final product, and gather ideas on how we want to communicate this. Mr. Johnsen believes that the value and usefulness of our recommendations will be enhanced in part through communication with other states and national associations.

Action: Senator Horn and Rep. Mitchell recommended that prioritization of issues be considered. The committee concurred.

Next Meeting:

The meeting time and location for the next and final meeting will be determined based on the members' schedules, and notification will be sent via email.

Action: The Committee agreed that the final meeting will need to be longer.

The meeting adjourned at 11:30 am.

TEA-21 Reauthorization Steering Committee
Meeting Minutes
April 8, 2002 1:00 – 5:00 pm
Puget Sound Regional Council
Seattle, Washington

Attendees:

Committee Members:

Dean Lookingbill - Southwest Washington Regional Transportation Council
Pat Jones – Ports / Freight Mobility – Washington Public Ports Association
Connie Niva – Transportation Commission (ex-officio)
Jim Miller – Whatcom Council of Governments
Jackie White – Washington State Association of Counties
Paula Hammond – Washington State Department of Transportation (WSDOT)
Tim Fredrickson – Ben Franklin Transit – Washington State Transit Association
Representative Ruth Fisher – State House of Representatives
Representative Maryann Mitchell – State House of Representatives
Senator Mary Margaret Haugen – State Senate
Senator Jim Horn – State Senate
Ashley Probart – Association of Washington Cities
Andrew Johnsen – Committee Chair – Governor’s Executive Policy Office

WSDOT Staff:

Tim Carlile, Kathleen Davis, Peter Downey, John Doyle, Larry Ehl, Colleen Jollie

Audience Members:

Bill LaBorde, Transportation Choices Coalition; Kim Becklund, City of Bellevue; Barbara Culp, Bicycle Alliance of Washington; Jill McKinnie, Congressman Rick Larsen’s Office; Peter Thein, Washington State Transit Association; Rick Olson, Puget Sound Regional Council; Sally Marles, King County Department of Transportation; Dick Little, City of Bellingham; Steve Gorcester, Transportation Improvement Board; Karen Richter, Puget Sound Regional Council; Gary Lebow, House Transportation Committee; Neil Strege, Congresswoman Jennifer Dunn’s Office; Gordon Walgren, Port of Bremerton; Karen Schmidt, Freight Mobility Board; Laura Reisdorph, Washington Highway Users Federation; Rick Jensen, Washington Highway Users Federation.

MEETING SUMMARY

1:00 – 1:15 Introductions and summary from previous meetings.

Goals and Process:

Andrew Johnsen, chair of the committee, opened the meeting by thanking everyone for their attendance and participation. Mr. Johnsen recapped the committee’s principle goal

of identifying and developing recommendations for changes to TEA-21 that will be beneficial to Washington State. Mr. Johnsen led a discussion regarding updates from National committees and organizations that are also gathering information and developing recommendations related to TEA-21 reauthorization. There is a collective sense that TEA-21 is working well, continued improvements to the program will be pursued, and additional funding for the authorization needs to be explored. Also, the Committee is beginning to develop its schedule of field hearings on TEA-21 reauthorization. There was a joint meeting recently between the Western Governor's Association (WGA) and the Western Association of State Highway and Transportation Officials (WASHTO) that focused on developing TEA-21 reauthorization recommendations. Highlights of that meeting included: insuring flexibility with TEA-21 programs, multi-modal commitment, permit streamlining and efficiency in program delivery, expanding innovative financing opportunities, bringing back integrity to border / corridors programs, freight mobility, and security issues.

1:15 – 4:30 Completion of Action on WSDOT Recommendations and Discussions and Action on Remaining Recommendations

Peter Downey (WSDOT) and Paula Hammond (WSDOT) led a discussion relating to completion of the WSDOT recommendations and resolution of tabled issues.

It is recommended that the TIFIA program should be continued and the minimum project size should be lowered to \$50 million. Senator Haugen commented that perhaps there is a need for flexibility in funding smaller projects in other parts of the State. Mr. Downey reported that no has ever come near the \$10.6 billion limit (Nation-wide) on an annual basis. Representative Mitchell asked how quickly the funding would disappear if the floor was lowered to \$50 million? Ms. Hammond suggested that the project minimum be lowered to \$100 million rather than \$50 million. Through a showing of hands vote, it was decided to leave the recommendation as is at \$50 million. *The recommendation was accepted.*

It is recommended that the Value Pricing Program and Interstate System Construction and Rehabilitation Pilot Programs be continued and expanded. Mr. Downey said that there are currently about fifteen Value Pricing projects throughout the country, of which two are on the interstate system, and that there have been successes with this discretionary program. *The recommendation was accepted.*

It is recommended that greater flexibility should be allowed to transfer funds between the major programs. Jim Miller (Whatcom Council of Governments) stated that the ability to use other sources of federal funds for matching on Highway Trust Fund projects should be expanded. Ms. Hammond suggested considering adding a statement about federal funds matching, and non-highway trust federal funds being used as federal trust fund matches. Mr. Johnsen suggested that these issued be treated as separate issues. Regarding ensuring that a state can use non-federal highway trust fund dollars as match, *the recommendation was accepted.*

Regarding the transfer funds between the programs, Ms. Hammond discussed the transfer of funds issue and what happened in YE 2000. The way the rules currently read, you can't apply for the discretionary funds if you transfer. We are looking at this year's supplemental budget and making the necessary cuts in the project match-ups that the Commission will be deciding on next week. We will probably face another interstate maintenance transfer situation because projects don't match up. Mr. Downey stated that interstate maintenance formula funds can not be used for construction of new general purpose lanes. Ms. Hammond suggested that as budgets are developed, this information is fully disclosed as decisions are made with the legislature. ***The recommendation was accepted.***

It is recommended that Bridge Program eligibility be expanded. Kathleen Davis (WSDOT) explained that we are requesting a change in the criteria on eligibility to disallow the sufficiency rating requirement. Representative Mitchell asked if the structure had to be over water to be a bridge? The response was no. ***The recommendation was accepted.***

It is recommended that cooperative agreements be developed between the Federal Internal Revenue Service and state law enforcement agencies to address fuel tax evasion. Due to the unknown severity of the problem, Senator Horn requested that the word "significant" be deleted from the recommendation. With that word removed, ***the recommendation was accepted.***

It is recommended that an Intermodal Project Fund Pool be created to allow the use of other fund sources to expedite a project. Ms. Hammond explained that this is an efficiency effort for WSDOT in accounting the funds. ***The recommendation was accepted.***

Tim Fredrickson (Ben Franklin Transit – Washington State Transit Association) led a discussion regarding funding principles for the American Public Transportation Association's (APTA) recommendations on TEA-21 reauthorization. The funding principals that APTA and the Washington State Transit Association (WSTA) recommends are to preserve a strong federal investment in all of the surface transportation system, retain the basic principals of TEA-21, retain the the firewalls and guaranteed funding for the transit program, continue the growth of the transit program to reflect needs, maintain the current matching shares for all transit and highway programs, "grow" the program, and strongly support efforts to coordinate transportation policies.

The funding levels that APTA is going to recommend FY 2003 for transit programs is \$7 billion. The Task Force proposes to double that amount to \$14 billion by FY 2009. Recommendations are also made regarding core capacity, new starts growth, bus rapid transit, older bus fleet upgrading, transit intensive service in smaller areas, rural transit funding, and growth in the research program. Mr. Johnsen asked about funding levels for other programs. Mr. Fredrickson said that the State of Washington has the ability to not be specific to the funding level at this time. Senator Horn discussed population growth and where this growth is occurring. Mr. Fredrickson stated that he is not sure if density

limitations on where transit is going to provide service should be a consideration in this issue. Representative Fisher and Senator Haugen asked for clarification regarding the statement about coordinating transportation policies of the nation's human and social service programs with federal transportation policy and funding programs. Mr. Fredrickson responded that there has been funding available for that, however the reporting requirements have become so difficult to meet that most transit systems that try to apply the job excess funding have not found it to be that successful. Mr. Johnsen suggested inserting verbiage to capture the theme of transit funding efficiency. Ms. Hammond asked a question regarding revising other federal programs, specifically broadening the CMAQ program. Mr. Johnsen recommended removing that statement from the proposal.

Senator Horn asked about bus axle weight limitations. ***The committee agreed to be silent on the issue of roadway axle weight.***

The committee agreed to withdraw Recommendation B, and adjust the language of the last item under recommendation A to read, "Strongly support efforts to coordinate efficient and effective multi-modal transportation policies..."

The recommendation was accepted as amended.

Barbara Culp (Bicycle Alliance of Washington) and Mr. Johnsen discussed the recommendations by the Bicycle Alliance. Senator Horn questioned the probability of doubling the percentage of total trips made by bicycling and walking, and recommended modifying the language to read, "***The goal is to increase the current percentage...***" (rather than "double" the current percentage). Representative Mitchell expressed concern about the statement, "reduce by 10% the number of bicyclists and pedestrians killed or injured by traffic crashes". Ms. Hammond said that WSDOT endorses the "Target 0" stipulation. ***The committee recommended to support the goals of the study and support the Washington Traffic Safety Commission's "Target 0" program.***

Regarding the second recommendation, the committee agreed to add, "***...to ensure that every public transportation project (both highway and transit) improves...***", and to delete the parenthetical phrase. Regarding the third recommendation, ***the committee recommended deleting the statement, "Washington ranks 16 out of 50 – good but with room for improvement..."***

The committee agreed to:

- ***strike the fifth recommendation,***
- ***to combine recommendation six under recommendation four,***
- ***to roll recommendation eight into recommendation seven, and***
- ***to accept the recommendations as amended.***

Jim Miller (WCOG) and John Doyle (WSDOT) led a discussion on the Border / Corridor program recommendations. Mr. Miller said that the program was initially designed under federal highways as two separate programs, Sections 1118 and 1119, with two pots of

money. After it came through the House and the Senate, it remained two separate programs with only one pot of money, and was set up as a competitive process. ***It is recommended that funding be increased for both programs, that the programs be separated, and that it go back to a competitive process instead of earmarking.***

Mr. Doyle commented that the program has served us well. Representative Fisher asked where the additional funding will come from. Mr. Doyle stated that WSDOT is willing to divert funds to this program. Karen Schmidt (FMSIB) said that ultimately Congress will be the deciding factor as to how funds will be divided up. Ms. Schmidt said that Congressman Overstar and Congressman Young expressed disappointment that more money was not going into this program. There is some interest to restoring this to a higher level, and directing it more toward freight. Mr. Fredrickson asked what could be done to tighten up the eligibility criteria. Mr. Miller said that the definitions of the corridors has been “stretched”. Ms. Hammond stated that WSDOT has withdrawn its original recommendation to add more corridors.

The committee agreed on the above three recommendations.

Pat Jones (Ports / Freight Mobility) discussed and reviewed the Freight Mobility Strategic Investment Board (FMSIB) recommendations. Regarding freight security issues, Representative Fisher asked about the cost of implementing this program. Mr. Jones said that there is \$90 million available this year for port security enhancements for the top fourteen container ports around the country. Next year there will be \$300 million available for the rest of the port system (seaport segment) that is funded out of homeland security dollars. We are talking about completely reformatting the way the international freight security is conducted. Discussions are underway about having all containers inspected at their point of embarkation and electronic sealing.

For clarification, Ms. Schmidt commented on NHS connectors. What has happened is that funding never gets to these NHS connectors. A grant allocation program by the state would require that the money go to just where the connectors are. Kathleen Davis (WSDOT) said that local NHS connectors comprise of about 3% of the total, therefore, on the allocation of the NHS funds, locals get about 3% of the annual NHS allocation. What we’ve done in this state is exchanged STP dollars for NHS, and the money is allocated to the MPO’s for them to use on NHS routes and connectors. Mr. Johnsen said 3% could be dedicated into a state grant program so that those dollars would be targeted towards specific connectors versus direct distribution. Mr. Downey said that these connectors are strategic in that they provide access to military facilities, ports, train stations, and nuclear facilities.

Mr. Jones discussed WSDOT’s freight recommendations. ***The committee agreed on these recommendations.***

Mr. Jones discussed FMSIB’s recommendations for approval. Dean Lookingbill (RTC) and Paul Hammond expressed concern over moving the freight office from FHWA and having it report directly to the Secretary of Transportation. Ms. Schmidt said that greater

coordination between agencies is the key to this issue. Mr. Jones stated that the intent of this issue is increasing the profile of freight mobility and the need for greater coordination with other federal agencies. *The committee agreed to this recommendation as amended.*

Mr. Jones discussed reallocating some of the federal distribution to emphasize critical freight programs. There are many critical freight projects outside of the borders and corridors program that need to be prioritized in the federal project allocation. Both WSDOT and FMSIB support increased funding for both Section 1118 and 1119, establishing a firewall between the two programs, as well as tighten eligibility in the existing programs. *The committee agreed to these recommendations as amended.*

Ms. Schmidt said that we are the conduit for a large percentage of cargo that is destined elsewhere in the United States, and it is incumbent on the Federal Government to pay their share of that movement and not rely on the State of Washington to fund relay of that cargo.

The committee agreed to retain the RIFF program as recommended.

It is recommended that freight security issues and goals be included as a broad policy statement and should be funded outside of transportation dollars.

Recommendations from the Washington Traffic Safety Commission for traffic safety were discussed in a previous meeting. *The committee agreed to these recommendations.*

Dean Lookingbill (Southwest Washington Regional Transportation Council) discussed Planning issues and recommendations. The PL funds are the base dollars that fund a metropolitan planning process. These funds come from a takedown nationally from STP, the bridge, CMAQ, interstate maintenance, and the highway program. The RTC recommends that funds for planning be increased. The program has changed and has become a lot more complex. Mr. Miller said that there have been state and federal studies that have shown what the “manning” hours that are needed to run an MPO and RTPO. It is conclusive in both the state and federal level that they are funded at not even half the level they should be. **The recommendation by the RTC is to change the national takedown from 1% to 2%.** Mr. Miller said that we are getting another MPO in the state which will also dilute the available funds. Ms. Hammond said that MPO planning is important and should be supported. Mr. Lookingbill stated that decision making protocol is critical to the metropolitan planning process. That is how the projects are identified, approved, and completed.

The committee agreed to increase funding for planning based on the assumption the TEA-21 reauthorization dollars will also increase, and to add a statement that any increased mandates should be adequately funded.

Mr. Johnsen addressed several issues that were not previously discussed or that are outside of TEA-21. Permit, process streamlining, and regulatory efficiency pertain to

reform relating to environmental permitting. The recommendation is to keep this at a general level.

Mr. Johnsen discussed the draft recommendation to authorize states to initiate commercialization of safety rest areas. Under current law, there is a prohibition to engage in commercial activity on the interstate rest areas. The recommendation is to seek some flexibility in the statute so that a state could coordinate with the Federal Highway Administration and other agencies to initiate some commercialization of rest areas. Ms. Hammond said that WSDOT would support a pilot project. Senator Haugen said that during testimony in the committee regarding this issue, vendors see this as an opportunity to train people to work and provide jobs for the disabled community.

The committee agreed to accept this recommendation.

4:30 – 5:00 Wrap-up, Conclusion, and Adjournment

Mr. Johnsen suggested that we attempt to prioritize the recommendations into some type of format. Senator Haugen felt that safety issues should be a high priority.

Representative Fisher believes that freight mobility and the border/corridor programs should receive a high priority. Ms. Hammond recommended that the urban congested corridors program be a priority, and mentioned that WSDOT has put together a sheet highlighting their top priority items. Mr. Johnsen believes that the general topic of regulatory efficiency permit and process streamlining be considered a priority item. Representative Mitchell reiterated the need that funding for security not come from transportation funds. Mr. Fredrickson believes transit issues should be included as well.

Mr. Johnsen reviewed different ways of communicating the proposed recommendations and who we want to communicate this to. In addition to sharing this with our congressional delegation, we will want to share it with the other federal agencies and administrators, as well as the Western states and tribal agencies.

The “draft” of this product will be sent via email to committee attendees for review.

The meeting adjourned at 5:00 pm.