# **Southwest Washington Regional Transportation Council**

# **10-YEAR TRANSPORTATION** PROJECT PRIORITIES REPORT

Originally Published following RTC Board action on:

November 6, 2012

Amended to include 3 additional projects:

March 4, 2014

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Preparation of this document was funded by grants from the Washington State Department of Transportation, U.S. Department of Transportation (Federal Highways Administration and Federal Transit Administration) and local funds from RTC member jurisdictions.

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#### 10-YEAR TRANSPORTATION PROJECT PRIORITIES REPORT

#### Introduction

The fundamental objective of the 10-year transportation project prioritization work element is to consider what regional transportation projects are most needed to promote community success and economic opportunity. The process provides opportunity to assess the region's shorter-term transportation priorities in light of current economic conditions with a goal of having a common understanding and consensus on this region's shorter-term transportation priorities. Project prioritization is seen as beneficial in aligning our region's priorities with potential future state or regional transportation revenues. In addition, prioritization could help the region in pursuing competitive transportation grant funding to enable implementation of our top transportation priorities.

This report includes transportation investment goals, a 10-year revenue outlook and addresses both regional and local priority projects. There are connections between the Ten-Year Priorities work and prior work to identify the <u>Top 20 Projects</u> from this region (RTC, November 2010) as well as the efforts of the Governor's <u>Connecting Washington</u> initiative and WSDOT's <u>Moving Washington</u> principles.

While the process has addressed state, regional and local needs, the emphasis shifted during the course of 2012 to focus on the top priority state projects in this region with the aim of achieving regional consensus in preparation for a possible new state transportation funding package proposal in the 2013 state legislative session.

The 10-Year Prioritization Process was proposed to evaluate projects from existing transportation plans. All projects under consideration are compiled from existing state and local plans and are consistent with the Metropolitan Transportation Plan (MTP). Also, all projects are supportive of the adopted Clark County Comprehensive Plan with its future population and employment growth forecast and its land uses.

### **Ten-Year Transportation Project Priorities: Process**

As illustrated below, the decision-making process to arrive at a set of 10-year regional transportation priorities involves consideration of investment choices, investment goals, producing a 2022 demographic forecast, and a 2022 Regional Travel Forecasting Model, a revenue outlook and priorities of our planning partners.



The process to arrive at a set of Ten-Year Project Priorities considered existing information and data as well as acknowledged recent planning efforts in Washington State and within the region.

During RTC's 10-Year Priorities process, the following planning products and budgeting initiatives were considered:

- Top 20 Projects list requested by the Washington State Transportation Commission (RTC adopted, November 2010).
- Washington state legislative interest in transportation priorities.
- Connecting Washington Task Force Recommendations (January 2012).
- The Governor's 2012 budget proposal.
- WSDOT's 2007-2026 Highway System Plan (WSDOT, December 2007).
- Comprehensive Growth Management Plans.
- Metropolitan Transportation Plan (RTC, December 2011).
- C-TRAN 2030, the 20 year transit development plan (C-TRAN, June 2010).
- Regional Transportation System Management and Operations Plan (RTC, July 2011).
- Local Transportation Improvement Programs.

**10-Year Transportation Prioritization: Policies** 

At the outset of the Ten Year Transportation Project Priorities process, the RTC Board discussed transportation policies and investment goals relating to the project priorities. It was decided that during the evaluation process, projects should meet the following investment goals:

#### **Transportation Investment Goals/Categories**

- Protect investment in current network by system preservation and maintenance
- Improve safety by reducing crashes and maintaining emergency response
- Support economic development/jobs
- Improve reliability through operational improvements
- Improve mobility (reliability) through system completion, upgrading to urban standards, grade separation and/or adding lanes
- Improve accessibility
- Increase proportionate use of alternative modes

These goals are comparable to the guiding principles recommended by the Governor-convened Connecting Washington Task Force. In policy discussion, the RTC Board decided that preservation and maintenance of the existing transportation system is the highest priority followed by need to provide a safe transportation system.

## 10-Year (2022) Population, Employment and Regional Travel Forecast

A 10-year population and employment growth scenario was built, consistent with current trends, to provide the basis for a 2022 travel demand forecast. The analysis methodology included the development of the 10-year Regional Travel Demand Forecast to be used as a tool in the analysis of transportation system performance and in evaluation of highway capital, traffic operation, and transit improvements. RTC staff and local jurisdiction planners collaborated on development of the 2022 demographic forecast for Clark County. A 1.65% annual growth rate, the same growth rate as used for the 2035 Metropolitan Transportation Plan forecast (RTC, Dec. 2011), was used as the basis for the 2022 population forecast. A 1.8% annual growth rate, consistent with the state Employment Security Department's long-term employment forecast for SW Washington (2011), was used for the 2022 employment forecast.

	2010	Growth Rate	2022	2010 – 2022 Growth
Population	425,363	1.65%	518,500	93,137
Employment	132,000	1.8%	163,800	31,800

Following RTC Board approval of the 2022 county-wide population and employment projections, RTC staff again worked with local jurisdiction planners to allocate the forecast

growth to the 665 Transportation Analysis Zones (TAZ) that represent Clark County in RTC's regional travel demand forecasting model.

The demographic control totals are used as input to the 2022 Regional Travel Forecast Model. The 2022 travel demand forecast was used to provide data for the amount of anticipated growth in traffic from 2010 to 2022 and used as a tool to determine transportation system needs as part of the Ten Year Transportation System Priorities process.

#### **10-Year Revenue Outlook**

As part of the Ten-Year Project Priorities work element, a new short term revenue outlook was prepared reflecting current trends and impacts of the immediate economic recession. revenue outlook was prepared in order to help support and inform the set of transportation issues and priorities to be addressed over the next 10 years. This contrasts with the financial plan chapter of the long-range Metropolitan Transportation Plan which is based on the 20-year comprehensive plans of local jurisdictions with target levels of population and employment growth based on a return to a healthy economy over the 24-year time frame of the MTP.

In determining the revenue outlook, RTC collaborated with WSDOT (Olympia HQ) and local WSDOT staff provided data on forecast transportation revenues and local iurisdictions. Transportation Improvement Programs (TIPs) were reviewed for information on local revenue trends.

# No New Revenues Scenario: Preservation & Maintenance of Existing Transportation **System is a Growing Concern**

In discussion transportation policies, there was agreement that priority should be given to preserve and maintain the existing transportation system. However, with no new transportation revenues available within the 10-year timeframe, WSDOT and local jurisdictions can look forward to a situation whereby an increasingly large percentage of the limited revenues available for transportation will be used for preservation and maintenance purposes.

Increasing percentage expenditure of transportation revenues on preservation and maintenance by local jurisdictions in Clark County been a noticeable trend over the past decade (see figure 1 showing Cities and County Expenditures, 2001-2009). The figure shows the trend between expenditures for construction versus expenditures for preservation and maintenance. While total transportation expenditures have decreased, the percentage spent on Preservation and Maintenance has increased from 30% revenues in 2004 to 50% in 2009. Transportation funding available in the region peaked in 2008 because it was the supposed last full year of the existing federal Transportation Act and was a time of comparative economic health. In 2009/2010, the American Recovery and Reinvestment Act of 2009 made federal dollars available for transportation system maintenance in the region but the impacts of economic began to be felt.

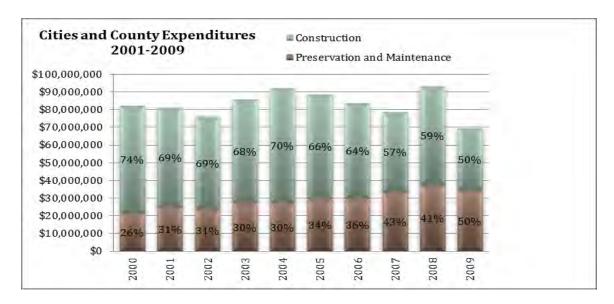


Figure 1: Comparison of Preservation & Maintenance and Construction Expenditures in Clark County and Cities, 2001 to 2009

In discussing the cost of preservation & maintenance, members of the Regional Transportation Advisory Committee voiced concerns about being able to keep up with preservation and maintenance needs and the cost of deferring upkeep. Depending on the pavement condition index the cost of deferred preservation and maintenance can go from \$1 for a seal coat to \$15 for road reconstruction. Typically the desire is to keep the index in the 70-76 range where a seal coat to a thin overlay is adequate. A pavement index of 60 or lower is where roadway structural issues begin and reconstruction becomes very expensive. Figure 2 shows a deteriorating pavement condition index of 76 for roads in Clark County and the City of Vancouver. This good pavement condition rating has been dropping in the past decade.

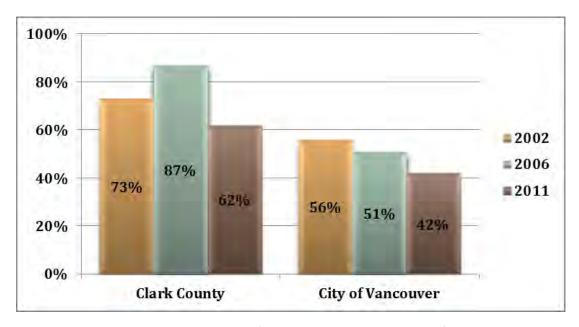


Figure 2 Deterioration of Pavement Condition: Index of 76+

10-Year Forecast of Preservation & Maintenance Costs

RTC staff collaborated with WSDOT and local jurisdictions to forecast preservation and maintenance revenue needs into the future for the Clark County region. On average, the countywide transportation preservation and maintenance needs will be about \$62 million a year.

#### New Revenues Scenario: Focuses on Need for Additional State Revenues

At the outset of the 10-Year Transportation Project Priorities Process, a number of new transportation revenue sources and scenarios were considered as part of the funding outlook; federal, state, regional and local. However, as the process unfolded in 2012, the federal transportation picture became clearer, no regional or local funding proposals emerged and state revenue sources became the focus.

### Federal Transportation Act Reauthorization: MAP-21 (June 2012)

During the course of the 10-Year Transportation Project Priorities process, re-authorization of the federal transportation Act, MAP-21, was enacted in June 2012. Formula driven Surface Transportation Program (STP) and Congestion Mitigation and Air Quality program (CMAQ) continue to be the regionally allocated federal transportation funds available to the Clark County region under MAP-21. Under this Act, the Clark County region can anticipate similar revenue amounts to the prior federal Act, SAFETEA-LU.

#### **New State Revenues: Becomes Focus of 10-year Priorities Process**

Given the new federal transportation act and that no proposals for new regional/local funding packages emerged during 2012, the focus for the 10-year priorities process shifted to collaboration in determining the region's top state system priorities and the need to make the case for a new state transportation revenue package. The process evolved to focus on determining this region's top priorities that everyone can support if a new state funding package is proposed by the state legislature in 2013.

### **10-Year Priority Projects**

Both RTAC and the RTC Board agreed the first priority is to preserve and maintain the existing transportation system. During the 10-year project priority process, we have learned, given current limited revenue levels, preservation and maintenance will consume much of the transportation revenue available in the years ahead. However, there remains a need for capital projects to improve the safety and mobility of Clark County residents and to support employment development. Therefore, a list of highest priority transportation projects was compiled. The list was drafted with RTAC's help and reflects the transportation projects already established in jurisdictions' 6-year Transportation Improvement Programs (TIPs), WSDOT's Highway System Plan and C-TRAN's Transit Development Program.

## **Preliminary Project List and Framework for Decision-Making**

The next step in the Ten-Year Transportation Project Priorities process was to determine project priorities. The preliminary priority list was sorted to provide some initial structure and framework for the evaluation process.

- The 10-year project list was categorized into projects that are regional and local. The regional projects were carried through the evaluation/ranking process. The local projects were prioritized by their respective jurisdictions and are recognized in the 10-year process as those jurisdictions' top local projects. Regional projects are projects that are on the Metropolitan Transportation Plan's Designated Regional Transportation System whereas the local projects are not part of the MTP's designated system. These local projects are, nevertheless, important to the development of Clark County and its communities.
- Regional projects were stratified according to whether the projects could (1) potentially move to implementation within the next 6 years and (2) those that may move to implementation in years 7 to 10, though it is understood that most of the listed projects are dependent on funding availability.
- Projects are tiered depending on whether they are: (1) state/expressway projects, (2) arterial projects or (3) modal projects.

## **Data Available to Aid Decision-Making**

For each of the highway/street projects, data and information available for the decision-making process includes: federal functional classification, WSDOT's Freight and Goods Transportation System classification, whether or not it serves fixed route transit service, existing traffic counts, and 2022 regional travel forecast model traffic volumes and volume to capacity ratios.

#### **Criteria for Decision-Making**

To evaluate the regional projects RTAC recommended using a simplified version of the Metropolitan Transportation Improvement Program (MTIP) Selection Criteria which align well with the transportation system investment goals discussed by the RTC Board at the previous

Board meetings. The investment goals and MTIP selection criteria are outlined in the table below.

# **Transportation Investment Goals/Categories Preservation and Maintenance:**

# Protect investment in current network by system preservation and maintenance

## **Capital Projects:**

- Improve safety by reducing crashes and maintaining emergency response
- Support economic development/jobs
- Improve reliability through operational improvements
- Improve mobility (reliability) through system completion, upgrading to urban standards, grade separation and/or adding lanes
- Improve accessibility
- Increase proportionate use of alternative modes

#### **MTIP Project Selection Criteria**

- A first priority
- Safety
- **Economic Development**
- Mobility and Multimodal
- Mobility
- Mobility and Safety
- Multimodal

#### **Regional and Local projects**

As noted previously, all regional projects evaluated are from existing state and local plans and are consistent with the Metropolitan Transportation Plan (MTP). Also, all projects are supportive of the adopted Clark County Comprehensive Plan with its future population and employment growth forecast and its land uses.

#### **Project Priorities: Regional Project Evaluations**

The list of evaluated regional priority projects addressed in the 10-year planning process follows together with a map showing the location of the regional projects. Projects considered in the 10-Year Project Prioritization Process are, to varying degrees, already in the programming process. Regional projects are part of the Metropolitan Transportation Plan's (MTP's) Designated Regional Transportation System. The listed regional projects stratified into shorter term (0-6 years) and longer term (7-10 years) implementation. Projects are, of course, dependent on becoming available. The tiered showing: funding projects are also interstate/state/expressway projects, (2) arterial projects and (3) modal projects.

#### 10-Year Priorities: Regional Project Evaluations, 0-6 Years

(evaluations for Projects A. through T. completed 11/06/2012; projects U. through W. evaluations completed 3/4/14)

(Evait	iations	i Tor Projects A. tilrough F. completed 11/06/2012;	projects	o. tilloug			ompiete	u 3/	4/ 14)
	NA				Multi-	Ec.			F-4:
Danie	Map	Dunio et		Mobility	modal	Devt.	Tatal		Estimated
Rank		Project	(max 28)	(max 22)	(max 22)	(max 28)	Total		Project Cost
		tate/Expressway Projects	1	ı					
1	В.	SR-14, I-205 to 164th Av., add lane	11	21	7	22	61	\$	37,000,000
2	D.	SR-500, NE 42nd Av. & 54th Av., Interchange and limit access	18	15	0	22	55	\$	64,000,000
3	Α.	I-205, SR-500 to Padden, add auxiliary lanes	8	22	0	22	52	\$	58,000,000
	/	Mill Plain Corridor, Port of Vancouver to I-5.			0		32	7	30,000,000
4	U.	Removal of road crown and overhead signal and sign obstructions	5	12	10	19	46	\$	6,000,000
5	G.	SR-501/NW 26th Av. intersection improvement	10	11	4	20	45		n/a
6	V.	I-5 at Mill Plain. Interchange capacity improvements	4	14	5	21	44	\$	80,000,000
7	C.	SR-14 West Camas Slough Bridge, widen to 4 lanes w. median	15	15	0	13	43	\$	20,000,000
8	H.	SR 502/SR 503 right turn lanes	12	9	3	13	37	\$	2,100,000
9	E.	Advanced Traveler Information System (ATIS), SR-500 infill, Padden/SR-503 to NE 162nd Av.	6	16	0	12	34	\$	1,517,400
10	F.	Advanced Traveler Information System (ATIS), SR-500 infill, SR-500/NE 162nd Av. to Fourth Plain	3	16	0	14	33	\$	400,000
11	W.	I-5 at 179th Street. Interchange capacity improvements, rebuild to urban standards and urban arterial improvements	5	9	4	11	29	\$	55,000,000
		Sub-Total (0-6 years)	!					Ś	324,017,400
Arteri	ial Proj							-	
1	К.	NE 18th St, 87th to 162nd Av., urban standards	16	15	16	17	64	\$	43,000,000
=2	I.	NE Hwy 99, NE 99th to 107th St., urban standards.	17	7	16	13	53	\$	10,900,000
=2	L.	SE 1st Street, 164th to 192nd Av., widen to urban standards	12	14	9	18	53	\$	22,000,000
4	M.	NE 137th Av., NE 49th St. to Fourth Plain, urban standards	15	12	7	11	45	\$	12,000,000
5	0.	Pioneer Street New Rail Overcrossing,	14	9	10	11	44	Ś	12,500,000
6	N.	Grace Avenue, Main to Rasmussen Blvd., urban standards & realign intersection	13	9	7	12	41	\$	9,520,000
7	J.	Padden/94th Av. Intersection improvements	11	13	2	13	39	\$	6,000,000
	J.	Sub-Total (0-6 years)	1 11	13		13	33	\$	115,920,000
Moda	l Proje							ڔ	113,920,000
1	Q.	Fourth Plain Transit Improvements, Bus Rapid Transit	15	20	22	19	76	\$	50,000,000
2	S.	West Vancouver Freight Access	4	22	18	20	64	\$	190,000,000
3	T.	Downtown Vancouver TMA, demand management	4	17	18	16	55	\$	300,000
4	P.	Fisher's Landing Park & Ride expansion	4	17	22	11	54	\$	7,500,000
5	R.	Vanpool Vehicle Acquisition	2	22	12	14	50	ڔ	n/a
		Sub-Total (0-6 years)			12	14	30	\$	247,800,000
								\$	
		Total Regional Priority Projects (0-6 years)						Ş	687,737,400

10-Year Priorities: Regional Project Evaluations, 7-10 Years

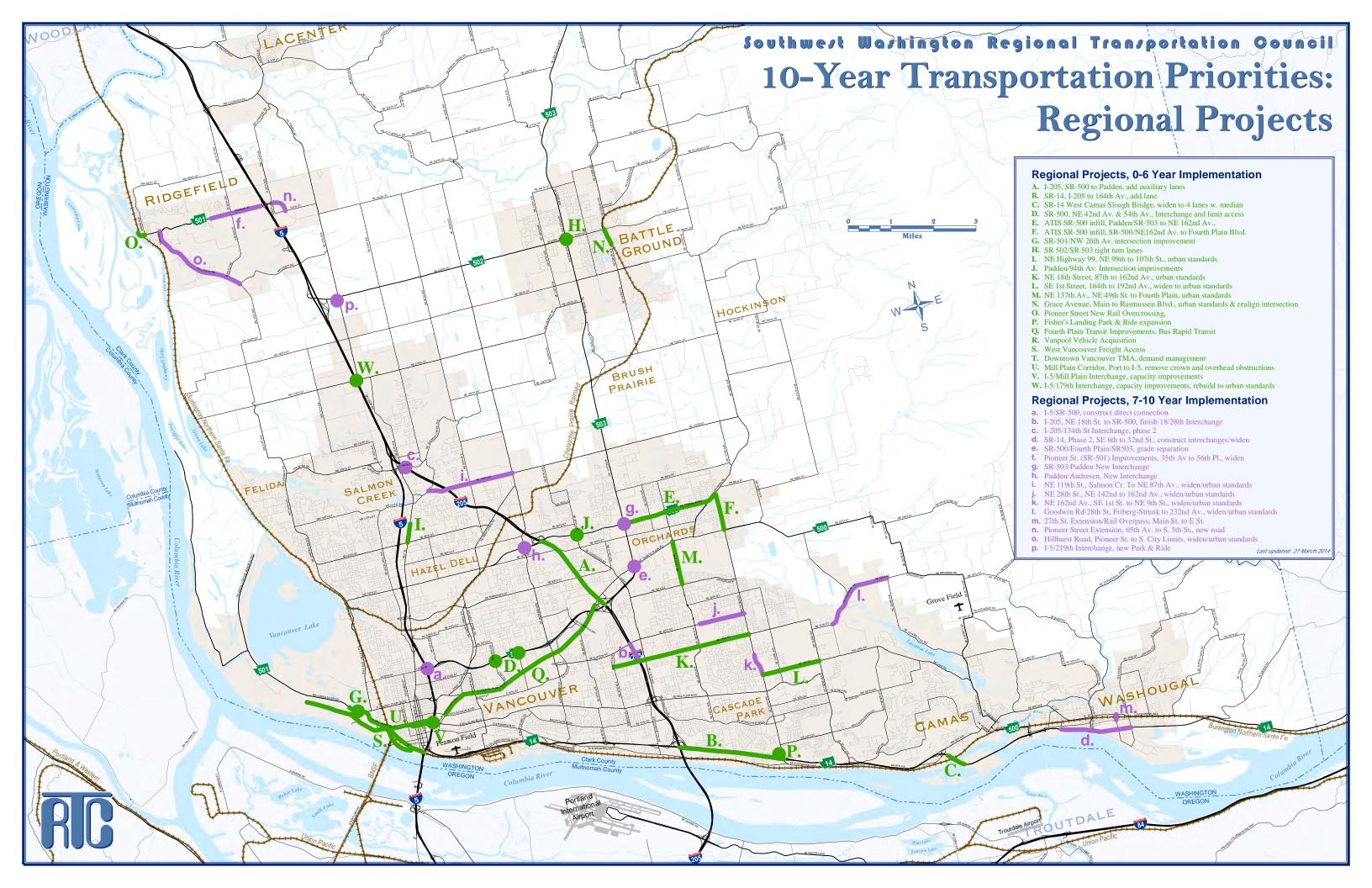
1	Мар	riorities: Regional Project Evaluations, 7-			Multi-	Ec.			Estimated
Rank	ID	Project	Safety	Mobility	modal	Devt.	Total		Project Cost
Inters	tate/S	tate/Expressway Projects				L			
1	b.	I-205, NE 18th St. to SR-500, finish 18/28th Interchange	7	20	7	20	54	\$	70,000,000
2	g.	SR-503/Padden New Interchange	18	12	5	14	49	\$	32,000,000
3	a.	I-5/SR-500, construct direct connection	6	19	0	23	48	\$	140,000,000
4	e.	SR-500/Fourth Plain/SR503, grade separation	13	15	2	16	46	\$	59,000,000
5	d.	SR-14, Phase 2, SE 6th to 32nd St., construct interchanges/widen	12	15	2	15	44	\$	140,000,000
6	c.	I-205/134th St Interchange, phase 2	7	18	0	14	39	\$	35,000,000
7	f.	Pioneer St. (SR-501) Improvements, 35th Av to 56th Pl., widen	11	7	3	12	33	\$	10,454,000
		Sub-Total (7-10 years)			,			\$	486,454,000
Arteri	al Proj	ects							
1	j.	NE 28th St., NE 142nd to 162nd Av., widen/urban standards	12	14	13	11	50	\$	8,000,000
=2	h.	Padden/Andresen, New Interchange	14	13	2	17	46	\$	52,000,000
=2	k.	NE 162nd Av., SE 1st St. to NE 9th St., widen/urban standards	8	14	9	15	46	\$	22,000,000
4	m.	27th St. Extension/Rail Overpass, Main St. to E St.	13	11	2	15	41	\$	15,000,000
5	n.	Pioneer Street Extension, 65th Av. to S. 5th St., new road	10	13	2	15	40	\$	3,000,000
6	i.	NE 119th St., Salmon Cr. To NE 87th Av., widen/urban standards	17	4	3	11	35	\$	33,300,000
7	l.	Goodwin Rd/28th St, Friberg-Strunk to 232nd Av., widen/urban standards	12	9	3	10	34	\$	18,600,000
8	0.	Hillhurst Road, Pioneer St. to S. City Limits, widen/urban standards	9	7	6	7	29	\$	16,378,000
		Sub-Total (7-10 years)						\$	168,278,000
Moda	l Proje	cts							
1	p.	I-5/219th Interchange, new Park & Ride	1	13	21	11	46	\$	16,200,000
		Sub-Total (7-10 years)						\$	16,200,000
		Total Regional Priority Projects (7-10 years)						\$	670,932,000

Total Regional Priority Projects (0-6 and 7-10 years) \$ 1,358,669,400

## **Evaluation and Prioritization of Regional Projects**

In reviewing the regional project evaluations the following points were noted:

- All projects evaluated are priority projects for the region and merit full support in trying to secure funding for their implementation.
- There is a wide range of regional project types evaluated as part of the 10-Year Priority Project process. Many of the arterial projects are upgrades to meet urban design standards which might include appropriate lane widths, shoulders, turn lanes, bicycle and pedestrian facilities. Other project types include demand management, system management/intelligent transportation system and modal projects.
- The two Advanced Traveler Information System (ATIS) projects do not score well given the selected evaluation criteria but would be a first priority for WSDOT using the investment principles of Moving Washington, "to operate efficiently, manage demand and add capacity strategically."
- Most of the Interstate and State projects listed in the 0-6 year implementation range were suggested as priorities by WSDOT while many of the Interstate and State projects listed in the 7-10 year range were suggested by local jurisdictions.
- Arterial projects evaluate well because they tend to pick up points in all four evaluation criteria categories; Safety, Mobility, Multimodal and Economic Development.
- Interstate/State/Expressway projects score well in the economic development category because they carry high volumes of commercial traffic as well as high volumes of people to and from work locations and to and from services and retail opportunities.
- Very few of the Interstate/State/Expressway projects score well in the Multimodal category because few of the project segments carry transit vehicles and many do not include sidewalks and bicycle facilities.



## **Project Priorities: Local**

Local projects are not part of the Metropolitan Transportation Plan's Designated Regional Transportation System. While the focus of the Ten-Year Transportation Project Priorities is on regional projects, local project priorities continue to be highlighted as significant to the development of Clark County communities. Below is the list of local priority projects together with a map showing the location of these projects.

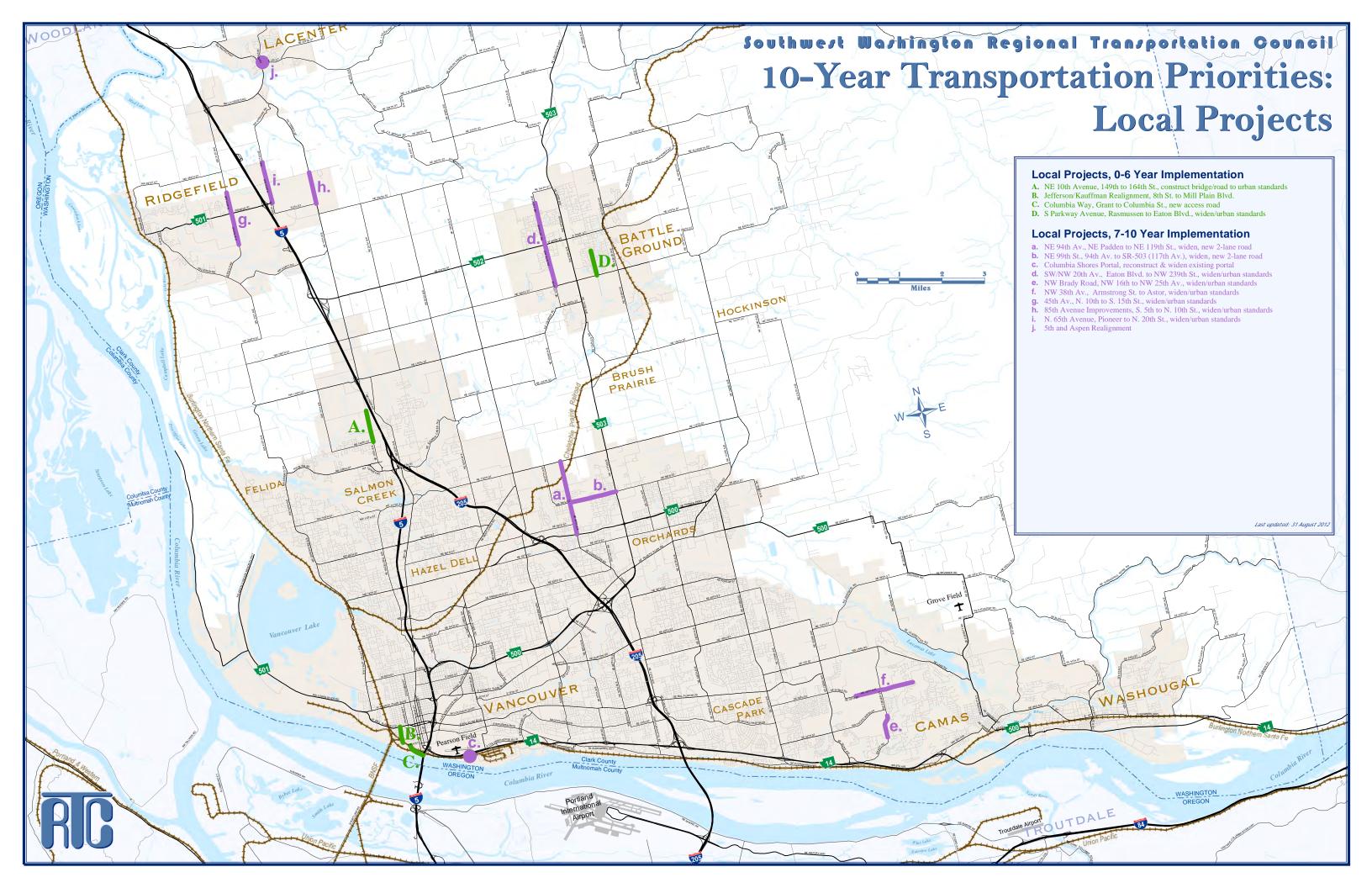
# **Ten Year Project Priorities: Local Projects**

# Description

Мар		Estimated
ID	Local Projects, 0-6 Year Implementation	Project Cost
А	NE 10th Avenue, 149th to 164th St., construct bridge/road to urban	
A	standards	\$ 32,000,000
В	Jefferson/Kauffman Realignment, 8th St. to Mill Plain Blvd.	\$ 12,600,000
С	Columbia Way, Grant to Columbia St., new access road	\$ 8,000,000
D	S Parkway Avenue, Rasmussen to Eaton Blvd., widen/urban standards	\$ 3,400,000

	Local Projects, 7-10 Year Implementation	Estimated roject Cost
a	NE 94th Av., NE Padden to NE 119th St., widen, new 2-lane road	\$ 15,200,000
b	NE 99th St., 94th Av. to SR-503 (117th Av.), widen, new 2-lane road	\$ 20,730,000
С	Columbia Shores Portal, reconstruct & widen existing portal	\$ 18,000,000
d	SW/NW 20th Av., Eaton Blvd. to NW 239th St., widen/urban standards	\$ 2,710,000
е	NW Brady Road, NW 16th to NW 25th Av., widen/urban standards	\$ 675,000
f	NW 38th Av., Armstrong St. to Astor, widen/urban standards	\$ 5,430,000
g	45th Av., N. 10th to S. 15th St., widen/urban standards	\$ 6,143,000
h	85th Avenue Improvements, S. 5th to N. 10th St., widen/urban standards	\$ 3,608,000
i	N. 65th Avenue, Pioneer to N. 20th St., widen/urban standards	\$ 2,672,000
j	5th and Aspen Realignment	\$ 369,000

Total, 10-Year Local Project Priorities \$131,537,000
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## **Findings**

The 10-Year Priorities Process has provided the opportunity to identify the region's highest priority projects. In addition the Ten-Year Transportation Project Priorities yielded the following findings:

- Preservation and maintenance projects are the highest priority projects and are consuming a higher percentage of transportation revenues.
- Given current economic conditions, forecast transportation revenues in the near-term will not keep pace with preservation and maintenance needs, resulting in deterioration of the pavement condition index and ultimately more expensive reconstruction of the system.
- There remains a need for regional and local capital projects to improve safety and mobility residents and to support the region's economic recovery and development.
- Local jurisdictions have little revenue available for capital projects and without a regional revenue package there may be little opportunity to complete some significant regional transportation corridors, such as Vancouver's 18<sup>th</sup> Street which would provide access to east Clark County and Camas.
- A greater range of regional project types were evaluated as part of this prioritization
  process when compared with past project prioritization efforts. Many of the arterial
  projects under consideration are upgrades to meet urban design standards which might
  include appropriate lane widths, shoulders, turn lanes, bicycle and pedestrian facilities.
  Demand management, system management/intelligent transportation system and modal
  projects are part of the regional list.
- Many projects identified in the Metropolitan Transportation Plan have to be phased into smaller segments in order to move the project forward.
- Identified interstate/state system priorities must receive strong regional support if they are to be included as part of a possible new state funding package.
  - WSDOT employs the principles of Moving Washington to determine its priority projects. The "highest priority is maintaining and preserving the safe and long-lasting performance of existing infrastructure, facilities and services." (Moving Washington). The WSDOT's investment principles are to operate efficiently, manage demand and add capacity strategically. The 10-year priority process includes state projects to address safety and strategic capacity improvement and other regional projects that address operational efficiencies and demand management.
- The RTC Board voiced its support for applying Least Cost Planning principles and continuing Moving Washington concepts in planning for transportation projects and strategies in this region in the years ahead.
- Now that project priorities are identified, our mission should be to mutually support the listed regional and local priority projects and to aggressively pursue funding opportunities so the priority projects can be implemented or constructed in the 10-year timeframe. The listed projects will not necessarily compete against each other for funding as there is a range of programs available which can be sought in order to implement the projects in the 10-year timeframe.