

# FINAL REPORT

## REPORT TO THE WASHINGTON STATE JOINT TRANSPORTATION COMMITTEE: Alignment of Benchmarks and Goals for Washington State's Transportation System

December 29, 2006

by Lund Consulting, Inc. and Cedar River, LLC





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**TABLE OF CONTENTS**

Report.....	1
Table 3: Joint Transportation Committee Recommendation for Alignment of Goals & Objectives	5
Table 1A: Draft Washington State Transportation Plan, 2007–09.....	T-1
Table 1B: WSDOT Strategic Plan 2007–2011 Business Directions.....	T-2
Table 1C: Priorities of Government: Improve the Mobility of People, Goods and Services.....	T-3
Table 1D: Budget Categories.....	T-5
Table 2: Alignment with Policies and Goals .....	T-6
Table 4: Analysis of RCW Investment Criteria.....	T-9
Attachment A: Draft Legislative Language.....	A-1



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## INTRODUCTION

The best way to help the public understand the value they are receiving for their transportation investment is to choose a standard set of measurements to review each year. Then, report on those measurements consistently over time. Only then can citizens gather a true reading of the performance of the state transportation system. These performance measures should be directly aligned to overarching policy goals set by the governor and legislature.

By using performance measures that are consistent and aligned with goals, decision-makers can use this information to improve the health of Washington's transportation system. To extend the notion even further, this report recommends that future spending in the transportation system be made consistent with the policy goals, performance objectives and investment criteria.

## BACKGROUND

In February 2006 the Transportation Performance Audit Board (TPAB) approved and forwarded to the governor, the legislature and the Washington State Transportation Commission a Study of Transportation Goals, Benchmarks and Ten-Year Investment Criteria and Process conducted by Lund Consulting, Inc. and Cedar River, LLC.

TPAB was mandated by the 2005 Washington State Legislature to conduct a study and make recommendations to the legislature regarding the modification of RCW 47.01.012, state transportation goals and benchmarks. TPAB was required to consider at a minimum the following: the original recommendations of the Blue Ribbon Commission; current policy goals and benchmark categories; goals outlined in Substitute House Bill 1969; the recent work related to benchmarks completed by the Transportation Commission and TPAB; the measures review completed by TPAB; and best practices. (ESSB 6091 Section 206 subsection 2)

TPAB was also required to conduct a review of the comprehensive ten-year investment program process, including the required criteria, under RCW 47.05.030 and 47.05.051 (ESSB 5513 Section 19 subsection 2) and to develop performance measures and benchmarks for the evaluation of expenditures of the transportation partnership account. (ESSB 6103 Section 104 subsection 3)

Since these all focus on legislation that mandates criteria, priorities and goals related to transportation, TPAB chose to combine them into a single study in order to facilitate the creation of a coherent system of performance measurement and investment criteria.

TPAB members also wanted to accomplish the following with a performance reporting system:

1. Develop a performance measurement system for external audiences.
2. Develop a coherent and simple to understand reporting system.
3. Develop measures for system performance.
4. Develop measures for quality of projects delivered.
5. Align the budgeting process to the benchmarks so that the Legislature is consciously "buying" given levels of accomplishment, with a predicted future component to assist in long-term policy and capital project development, and a cost effectiveness component.

TPAB agreed with the Washington State Department of Transportation) WSDOT staff that cautioned that a system must:

1. Ensure that recommended performance measures could in fact be measured with existing data, or with data that are possible to obtain.
2. Distinguish between system performance and agency performance.

3. Recognize that performance measures are an iterative process to be refined as time passes.
4. Eliminate reporting redundancies.

TPAB set eight objectives for their recommendations:

1. Improve the use of performance measures for external accountability, communication and reporting by meeting the Governmental Accounting Standards Board's (GASB) criteria for external reporting of performance measures.
2. Relate the performance measures to the overarching performance goals of the state transportation system.
3. Distinguish between transportation system performance, WSDOT performance and the performance of other state agencies with transportation responsibilities.
4. Identify and consistently report on a few key accountability measures.
5. Clarify accountability measurement terminology by simplifying it and conforming to Government Management Accountability and Performance (GMAP) and Priorities of Government (POG) programs.
6. Distinguish performance accountability measure reporting from organizational reporting.
7. Provide for the evolution of performance measures.
8. Make investment criteria clear, with clearly stated goals and priorities.

The resulting study recommended that:

- The existing statutes, benchmarks and other investment criteria be replaced by new legislation that identifies overarching goals for the state transportation system.
- The overarching transportation goals be aligned with the Priorities of Government, the budget and with required transportation plans.
- The legislature adopt only the policy goals.
- An annual attainment report be required to be submitted to the governor and legislature reporting progress against the mandated policy goals and corresponding performance objectives/investment criteria and performance measures.
- In the interim between the 2006 and 2007 legislative sessions the legislature review and revise the RCWs

pertaining to transportation planning and investment criteria to simplify the codified investment instruction and to remove redundancy.

## **ITC IMPLEMENTATION OF TPAB RECOMMENDATIONS**

The Joint Transportation Committee retained Lund Consulting, Inc. and Cedar River, LLC to assist staff from the governor's office, legislature, Department of Transportation and Transportation Commission to conceptualize and reach concurrence on: proposed transportation goals for consideration during the 2007 legislative session; periodic performance reporting by state transportation agencies that meets the needs of the governor, the legislature and the Transportation Commission; and modifications to the existing revised code of Washington (RCW).

**This study recommends legislative action on the following:**

- Adopt policy goals;
- Repeal existing benchmarks and investment criteria;
- Adopt reporting process to align goals, budget, reporting;
- Eliminate reporting redundancy.

This study makes recommendations regarding revisions to and repeal of investment criteria currently in state law. Legislative staff will revise the RCWs pertaining to transportation planning and investment criteria and will write all necessary legislation.

## **STUDY PROCESS**

The consultants met with representatives from the governor's office, legislature, Transportation Commission, and department of transportation individually over the fall of 2006. In November, these representatives met together with the consultants to review preliminary recommendations for goals alignment, annual performance attainment reporting, investment criteria, and a process for implementing these recommendations. The consultants revised their preliminary recommendations as a result of this group meeting. This report is the culmination of this process. We have reached concurrence with these representatives on the goals, on reporting requirements and RCW modifications.

## SCOPE OF TRANSPORTATION AGENCIES

TPAB's recommendations focused on WSDOT as an example agency. It is important to note that the state is responsible for many agencies that may impact the transportation system. These include but are not limited to: Washington State Patrol, CRAB, FMSIB, and TIB.

## POLICY GOALS RECOMMENDATION

The consultants began their analysis by summarizing the goals and measures currently included in the Washington State Transportation Plan, WSDOT Strategic Plan, Priorities of Government, and the current state transportation budget categories. See Tables 1A – 1D at the back of this report.

Next the consultants created a matrix that recommended consistent goals with examples of performance objectives and measures. The consultants revised this matrix several times over the course of the study in response to staff feedback from OFM, GMAP, the Transportation Commission, WSDOT and the legislative transportation committees. Table 2 depicts the consensus of the proposed goals and performance objectives. It is important to note these are not listed in priority order.

The recommended policy goals to replace the existing benchmarks and goals currently in state law are:

**Preservation:** To maintain, preserve and extend the life and utility of prior investments in transportation systems and services.

**Safety:** To provide for and improve the safety and security of transportation customers and the transportation system.

**Mobility:** To improve the predictable movement of goods and people throughout Washington state.

**Environment:** To enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities and protect the environment.

**Stewardship:** To be effective managers of the transportation system.

There has been much discussion about the best way to state the goal related to mobility. The reason for using the

term “predictable movement” is in response to the challenge of identifying results that the state can actually influence with respect to mobility and congestion. The ability to predict travel times helps commuters, freight carriers and other users of the transportation system. Predictability relates to roads and transit.

## ANNUAL PERFORMANCE REPORT RECOMMENDATION

The consultants reviewed current performance reporting requirements from the Commission, GMAP, OFM and the legislature. The consultants developed a matrix to demonstrate how to streamline these reporting requirements to provide for an independent annual attainment report. See Table 3. The attainment report would be aimed for a lay audience and would provide the governor and legislature with an effective tool to communicate with the public about progress and challenges in meeting transportation system goals. This recommendation is based on the best practices research the consultants undertook for TPAB earlier this year. Maryland has an annual attainment report requirement that aligns the legislature's priorities with reporting.

A sample attainment report for Washington State was prepared for the TPAB and is on file with the Washington State Transportation Commission for reference.

## RCW RECOMMENDATIONS

The consultants reviewed existing goals and investment criteria in state law and prepared a table to show how each criterion fits into the new streamlined approach to policy goals, performance objectives, and performance reporting. See Table 4.

Legislative staff will develop appropriate draft legislation to implement this recommendation.

A model for such legislation might be the State of Maryland which mandates a 20-year plan based on goals and objectives that are linked to an annual consolidated transportation plan. The annual plan includes a six-year listing of programs and projects and an annual report “on the attainment of transportation goals and benchmarks for the approved and proposed Maryland Transportation Plan and proposed Consolidated Transportation Plan.” (Section 2-103.1) Maryland identifies system objectives but leaves the determination of specific measures to the Maryland Department of Transportation.

Suggested RCW amendments follow:

Amend 47.01.012 to substitute the proposed overarching goals from Table 2 for the current benchmarks ensuring alignment between the measures and the overarching transportation goals. (See Attachment A for draft bill language.)

Amend 47.01.012 to have The Washington State Transportation Commission submit an annual report on the attainment of transportation goals, objectives and measures. (See Attachment A.)

Delete 47.05.030 and 47.05.051 to repeal the requirement for a ten-year investment program.

## **ROLES IN THE REPORTING PROCESS**

**Legislature:** Adopt policy goals. Repeal benchmarks, current investment criteria, and ten-year investment plan currently prepared by the Washington State Transportation Committee. Adopt Budgets. Review Attainment Report in formulating budget.

**Governor:** Recommend performance objectives/investment criteria and measures to Legislature. Revise budget categories to align with reporting. Submit biennial transportation budget. Set priorities of government. Continue GMAP. Make all consistent with adopted goals.

**Transportation Agencies:** Performance reports consistent with goals, objectives and measures.

**Transportation Commission:** Independent Annual Attainment Report.

**TABLE 3: JOINT TRANSPORTATION COMMITTEE  
RECOMMENDATION FOR ALIGNMENT OF GOALS & OBJECTIVES: ALL TRANSPORTATION AGENCIES**

<b>Performance Activity</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Legislature adopts goals: repeal current benchmarks and investment criteria	Spring 2007			
Legislature adopts performance process aligning goals and objectives with state transportation plan, budget, capital plan and requiring independent attainment report from WSTC	Spring 2007			
Transportation Commission submits Washington Transportation Plan	January 2007	update begins	Jan 2009 submit updated plan based on adopted goals	update begins
Governor & agencies adopt performance objectives & measures. Report to Legislature	Summer 2007 for 2008 session review			
Biennial Transportation Budget	2007-09 budget transition to aligned system	Align 2009-11 budget preparation with goals, objectives	Supplemental budget informed by goals and objectives	Align 2011-13 budget with goals & objectives
Transportation Commission prepares Transportation System Goals attainment report	Baseline report on close of 2005-07 biennium. Completed in December for 2008 Legislature.	Annual report to Legislature December of each year for upcoming session	Annual report	Annual report
Governor sets priorities of government (POG)	ongoing	ongoing	ongoing	ongoing
Governor uses GMAP	ongoing	ongoing	ongoing	ongoing
WSDOT prepares quarterly gray notebooks on performance	ongoing	ongoing	ongoing	ongoing
State Auditor performance audits	ongoing	ongoing	ongoing	ongoing
JLARC audits	ongoing	ongoing	ongoing	ongoing

**TABLE 1A: DRAFT WASHINGTON STATE TRANSPORTATION PLAN, 2007–09  
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<p><b>Prioritized Investment Guideline 1 (from page 7): PRESERVATION—Invest to preserve and extend prior investments in the transportation systems we have today and the services they provide to people and commerce. (2006 WSTP p. 3)</b></p>	
<p><b>Goal:</b> Maintain interstate and state highways so that none are in “poor” condition (p. 89)</p> <p><b>Goal:</b> No bridges in the state are to be structurally deficient (95% of bridges are in the structural condition of at least fair) (p. 89)</p>	<p><b>Measure:</b> % of miles in “poor” condition (p. 89)</p> <p><b>Measure:</b> % of bridges in the structural condition of at least fair (p. 89)</p>
<p><b>Prioritized Investment Guideline 2 (from page 7): SAFETY— Invest in key safety targets to save lives, reduce injuries and protect property. (2006 WSTP p. 3)</b></p>	
<p><b>Goal:</b> Reduce the number of fatalities statewide (p. 91)</p> <p><b>Goal:</b> Reduce the severity of collisions statewide (p. 91)</p> <p><b>Goal:</b> Reduction of collisions (fatal and disabling) caused by driver behaviors including seatbelt use and driving under the influence (DUI) (p. 91)</p>	<p><b>Measure:</b> Annual number of fatal collisions (p. 91)</p> <p><b>Measure:</b> Frequency and severity of disabling collisions in areas where cable median barriers have been installed (before/after) (p. 91)</p> <p><b>Measure:</b> Number of collisions related to driver behavior (p. 91)</p>
<p><b>Prioritized Investment Guideline 3 (from page 7): ECONOMIC VITALITY— Invest in ways to improve freight movement and support economic sectors that rely on the transportation system. (2006 WSTP p. 3)</b></p>	
<p><b>Area: Moving Freight and Goods</b></p> <p><b>Area: Moving People</b></p>	
<p><b>Prioritized Investment Guideline 4 (from page 7): MOBILITY— Invest in ways to improve the movement of people and goods to contribute to a strong economy and better quality of life for citizens. (2006 WSTP p. 3)</b></p>	
<p><b>Area: System Efficiency</b></p> <p><b>Goal:</b> Reduce travel time caused by incidents on state highways through Incident Response Teams (p. 93)</p> <p><b>Goal:</b> Reduce congestion by reducing the number of single passenger commute trips through the Commute Trip Reduction program (p.93)</p> <p><b>Area: Bottlenecks &amp; Chokepoints</b></p> <p><b>Goal:</b> Reduce peak travel times (p. 94)</p> <p><b>Goal:</b> Reduce number of slow traffic days (p. 94)</p> <p><b>Goal:</b> Reduce amount of lost throughput capacity (p. 94)</p>	
	<p><b>Measure:</b> Actual overall clearance times (p. 93)</p> <p><b>Measure:</b> Rate of drive alone trips (p. 93)</p> <p><b>Measure:</b> Peak travel times (p. 94)</p> <p><b>Measure:</b> Number of slow traffic days (p. 94)</p> <p><b>Measure:</b> Amount of lost throughput efficiency (p. 94)</p>
<p><b>Prioritized Investment Guideline 5 (from page 7): ENVIRONMENTAL QUALITY— Invest in transportation improvements that provide benefits to the environment and to our citizen’s health. (2006 WSTP p. 3)</b></p>	
<p><b>Goal:</b> Improve streams for fish habitat conditions by removing fish passage barriers (p. 95)</p> <p><b>Goal:</b> Manage roadside to achieve better operation and environmental outcomes through Integrated Vegetation Management (p. 95)</p> <p><b>Goal:</b> Mitigate for unavoidable wetlands loss with replacement wetlands to achieve zero net loss of wetlands (p. 95)</p>	<p><b>Measure:</b> Number of fish passage barriers removed (p. 95)</p> <p><b>Measure:</b> % reduction in the use of herbicides (p. 95)</p> <p><b>Measure:</b> Control of noxious weeds (p. 95)</p> <p><b>Measure:</b> Achievement of greater slope stability (p. 95)</p> <p><b>Measure:</b> Preservation of sight distance (p. 95)</p> <p><b>Measure:</b> % of successful replacement wetlands (p. 95)</p> <p><b>Measure:</b> % net loss of wetlands (p. 95)</p>

**TABLE 1B: WSDOT STRATEGIC PLAN 2007–2011 BUSINESS DIRECTIONS**

<b>STRATEGIC INITIATIVE</b>	<b>KEY MEASURES</b>
<p>1. Manage and operate state transportation system to improve the safety and reliability of state transportation system for the benefit of travelers, shippers and communities.</p>	<p>95% reliable travel time on 20 Puget Sound commute routes                      On-time performance ferries                      On-time performance Amtrak Cascades                      Clearance time for serious (&gt; 90 minutes) highway incidents                      Before and after safety project results                      Fatalities per VMT</p>
<p>2. Maintain structures, facilities, support systems, and services to optimize their short-term and long-term usefulness and enhance environmental performance in highway and ferry operations.</p>	<p>Number of maintenance level of service (LOS) targets met                      Number of formal environmental notices of violation from regulatory agencies</p>
<p>3. Deliver asset and rehabilitation projects to preserve the state’s existing infrastructure assets and utilize lowest lifecycle approaches to extend their useful life.</p>	<p>% of WSDOT pavement in fair or better condition                      % of WSDOT bridges in fair or better condition                      % of category one and two ferry vessel systems preserved</p>
<p>4. Deliver high quality capital projects that add to and improve the state’s transportation system on-time and on-budget.</p>	<p>On-time performance as compared to most recent leg expectation                      On-budget performance as compared to most recent leg expectation</p>
<p>5. Communicate transportation system performance &amp; WSDOT agency performance to the public through clear and consistent project delivery and program management reporting.</p>	<p>WSDOT provides timely, accurate and consistent performance information</p>
<p>6. Assure the capability, efficiency and safety of WSDOT’s workforce.</p>	<p>Turnover ratio for critical job classifications                      Recordable injuries per 100 workers for calendar year</p>

**TABLE 1C: PRIORITIES OF GOVERNMENT: IMPROVE THE MOBILITY OF PEOPLE, GOODS AND SERVICES**

**Overarching Indicators:** *Variance in reliable travel time in major corridors.*  
*Number of identified bottlenecks eliminated.*  
*Increase share of ridership of transit and other alternative travel mode.*  
*Percent of infrastructure at or above satisfactory condition.*

**Goal/Strategy 1: MANAGE SYSTEM OPERATIONS AND DEMAND EFFECTIVELY**

Area	Strategy	Objective	Measure
Maximize the use of existing transportation system	Transportation systems management	Improve average accident/incident clearance times	Average accident/incident clearance times
		Transportation demand management	Increase number of travel information webpage visits
		Increase use of commercial vehicle transponders	Use of commercial vehicle transponders
		Reduce weight station bypass closure times	n/a
		Maintain average peak travel time in major corridors	Average peak travel time in major corridors
		Improve winter roadway condition rating	Winter roadway condition rating
		Reduce number of restricted bridges	Number of restricted bridges
		Increase non-peak travel usage of all transportation modes	n/a
Increase travel safety	Education		
	Enforcement	Preserve or increase the number of troopers actively patrolling	Number of troopers patrolling
		Reduce speed limits	Speed limits
		Increase seat belt usage	% use of seat belts
		Reduce impaired drivers on the road	Alcohol related deaths
	Engineering	Reduce fatalities and serious injuries	Number of fatalities and serious injuries per VMT
		Reduce pedestrian and bicycle accidents	Ranking by states
		Reduce conflicts at grade crossings	At grade crossing accidents
		Reduce number of accidents in high accident locations	Number of accidents in high accident locations
	Incident Response	Reduce number of incidences per VMT	Number of incidences per VMT
Pedestrian Crossings	Reduce pedestrian fatalities at crosswalks	Number of pedestrian fatalities at marked crosswalks	
Make model investments that support local land use & transportation planning activities to increase average vehicle occupancy (AVO)		Increase % of regional transportation plans that include estimated to avg. AVO	n/a
		Increase AVO in major population centers	n/a
		Percent of projects funded that are expected to increase AVO	n/a
		Reduce the rate of growth of VMT compared to population growth	VMT per person
		Increase % of region transportation plans that are current/adequate per GMA and RTP req'ts.	n/a

**Goal/Strategy 2: IMPROVE SYSTEM QUALITY AND SERVICE**

Area	Strategy	Objective	Measure
Provide additional system capacity on deficient corridors	Eliminate bottlenecks	Reduce number of bottlenecks	Number of identified bottlenecks eliminated
	Coordinate public & private freight investments to fund high priority projects	Increase % of high priority freight projects fully funded with contributions from state and private sectors	n/a
	Eliminate conflicts between passenger & freight movements	Decrease number of passenger-freight rail conflicts	Amtrak Cascades on-time performance
	Complete high-capacity transit network and expand service coverage in identified areas	Increase percentage of high-capacity transit network completed	% of high-capacity transit network completed
	Provide sufficient marine vessel and terminal facilities	Increase % of requested/prioritized projects funded	WSF vessel and terminal facilities projects funded
	Add lane miles and complete missing systems links	Increase % of requested/prioritized projects funded	Number of projects funded
Increase non-motorized trips in urban areas	Establish freight database to inventory and assess needs	Increase % of freight needs identified and entered into database	n/a
		Increase bike lanes completed	Number of bike lanes completed
		Increase miles of sidewalk completed	Number of miles of sidewalk completed
Provide additional connectivity between modes		Reduce bike and pedestrian hazard locations	Number of known pedestrian accident locations
		Reduce unserved or underserved connection points	n/a
		Increase park and ride capacity	Number of park and ride spaces
		Increase transit service connections between modes	n/a
Improve access to major airports and marine ports		Reduce intermodal freight barriers	n/a
		Number of port connection improvement projects funded	n/a
		Number of grade separation or reducing traffic conflicts around and in ports	n/a
Expand Commercial Vehicle Information System		Increase completion of CVISN network	% of CVISN system complete
Provide ample transportation during major events		Satisfy event goers	% of event-goers satisfied with transport. availability (use case study)
Provide ample pre-planning and coordination between event sponsors, local authorities, transit and others as appropriate.		Provide sufficient clearance time.	Clearance time

**TABLE 1C: PRIORITIES OF GOVERNMENT: IMPROVE THE MOBILITY OF PEOPLE, GOODS AND SERVICES**

**Overarching Indicators:** *Variance in reliable travel time in major corridors.  
Number of identified bottlenecks eliminated.  
Increase share of ridership of transit and other alternative travel mode.  
Percent of infrastructure at or above satisfactory condition.*

**Goal/Strategy 3: PRESERVE AND MAINTAIN STATE, REGIONAL AND LOCAL TRANSPORTATION SYSTEMS**

Area	Strategy	Objective	Measure
Preserve essential components of the current transportation system		Lane miles in satisfactory condition	Lane miles in poor condition
		Ferry capital assets implemented to meet 5, 10, and 15 yr. ridership projections	
		Ferry service maintained at 2005-7 levels	
		Passenger rail service maintained at or above 2005-07 levels	Amtrak Cascades ridership
		Freight capacity maintained at or above 2005-07 levels	State grain carloads
		Airport runways maintained at or above industry standard	Airport runway pavement condition rating
Improve all-weather roads on strategic freight corridors		Decrease % of deficient lane miles of all-weather roads brought to standard	% of deficient lane miles of all-weather roads brought to standard
Eliminate seismically and operationally deficient bridges		Increase percentage of bridges in satisfactory condition	% of bridges in poor condition
		Meet target # of seismic retrofit projects programmed to be completed in the biennium	% of seismic retrofit projects complete
		Reduction of highest risk bridges	% reduction of highest seismic risk bridges
		Increase percent of most heavily traveled bridges seismically retrofit	% of most heavily traveled bridges seismically retrofit

**Goal/Strategy 4: EFFECTIVE MANAGEMENT**

Area	Strategy	Objective	Measure
Budget highway capital program by project type: corridor/sub-corridor, MEGA/project group		Develop 2007-09 capital budget by categories agreed to by the Transportation Working Group	Completed or not
		Communicate projects results in transparent and timely manner	
Clarify executive-department roles & responsibilities		Quarterly report of all TPA and nickel project variances from original budget	# of TPA and Nickel projects completed and percent variance from original legislative budget
		Highway construction projects on time	% of completed projects on time to date
		Highway construction projects on budget	% of completed projects on budget
		Implement state governance changes per 2006 legislation	

**Goal/Strategy 5: MAXIMIZE RESOURCES**

Area	Strategy	Objective	Measure
Develop sustainable funding		Identify and implement cost saving efficiencies	Number of cost saving efficiencies implemented
		Provide tax options that are indexed to inflation	Tax options indexed to inflation implemented
		Identify and implement tolling options	n/a
		Improve revenue forecasting	Reduction in forecasting errors
		Evaluate extent of projected debt	Reduction in projected debt
		Continuously evaluate fund balances	Frequency of fund balance reviews
		Maximize federal funding	Increase in federal funding
		Implement local and regional funding options	Number of local and regional funding options

**TABLE 1D: BUDGET CATEGORIES**

<b>Program</b>	<b>Activity Number/Title</b>	<b>Measure</b>
1. Toll Operations & Maintenance	B001 – Toll Operations & Maintenance	
2. Office of Information Technology	C001 – Office of Information Technology	
3. Capital Facilities	D00C – Capital Plant Construction	
4. Facilities Maintenance & Operations	D001 – Capital Plant Maintenance & Operations	
5. Director Project Support	DPS1 – Highway Construction	
6. Operations Transportation Equipment Fund	E001 – Operations Transportation Equip. Fund	
7. Aviation Operations	F001 – Aviation Operations	
8. Program Delivery & Management Support	H001 – Program Delivery Management & Support	
9. Highway Improvements	101C – Mobility Improvements 102C – Safety Improvements 103C – Economic Initiatives Improvements 104C – Environmental Retrofit Improvements 107C – SR 16 Tacoma Narrows Bridge	
10. Business Partnerships	K001 – Public/Private Partnerships	
11. Highway Maintenance & Operations	M001 – Maintenance Management & Support M201 – Roadway Maintenance & Operations M202 – Drainage Maintenance & Slope Repair M203 – Roadside & Landscape M&O M204 – Bridge & Tunnel M&O M205 – Snow & Ice Control Operations M206 – Traffic Control M&O M207 – Rest Area Operations M208 – Training & Testing M209 – Third Party Damage & Disaster Operations M003 – Inventory & Stores & Undistributed Costs	
12. Highway Preservation	P01C – Roadway Preservation P02C – Structures Preservation P03C – Other Facilities Preservation P05C – Undistributed Costs (MATs Lab etc.)	
13. Traffic Operations	Q001 – Traffic Operations Management & Support Q002 – Traffic Operations Program Operations Q00C – Special Advanced Technology Projects	
14. Transportation Management & Support	S001 – Transportation Management & Support	
15. Planning & Research	T001 – Planning & Research	
16. Charges from other Agencies	U001 – Charges from other Agencies	
17. Public Transportation	V001 – Public Transportation	
18. Ferries Construction	W0C1 – Terminal Construction W0C2 – Vessel Construction W0C3 – Emergency Repairs	
19. Ferries Maintenance & Operations	X001 – Ferries Operations Management & Support X002 – Daily Operation of Terminals & Vessels X003 – Maintenance of Terminals & Vessels	
20. Rail Operations	Y001 – Rail Passenger & Freight Operations	
21. Rail Capital	Y0C4 – Rail Passenger Capital Y0C5 – Rail Freight Capital Y0C6 – King Street Station Facility Improvements	
22. Local Programs, Operating	Z001 – Local Programs Operations	
23. Local Programs, Capital	Z00C – Local Programs – Investments off State System	

**TABLE 2: ALIGNMENT WITH POLICIES AND GOALS**

**Proposed Goal: Legislative Adoption 2007**

**Preservation: To maintain, preserve and extend the life and utility of prior investments in transportation systems and services.**

**Washington State Transportation Plan (WSTC adopts plan aligned with legislative goals)**

**1. Invest to preserve and extend prior investments in the transportation systems we have today and the services they provide to people and commerce. (2006 WSTP, p. 3)**

Policy Objectives/Investment Criteria (proposed by Executive, Legislature considers mid-biennium session)	WSDOT Budget Categories (aligned with goals & biennial policy objectives)	Other Budgets (aligned with goals & biennial policy objectives)	Measures (Annual WSTC Attainment Report)	Frequency of Current Reporting
1. Preserve highways utilizing lowest life cycle approaches to extend their useful life. 2. Preserve bridges utilizing lowest life cycle approaches to extend their useful life. 3. Reduce number of seismically vulnerable bridges. 4. Preserve ferry terminals and vessels utilizing lowest life cycle approaches to extend their useful life. 5. Maintain core operating service levels for ferries, rail and transit. 6. Support local transportation systems. 7. Maintain highways to ensure maximize utilization	C – Information Technology D – Capital Plant Construction DOC – Capital Facilities E – Operations Transportation Equipment Fund F – Aviation Operations M1 – Maintenance Management & Support M201 – Roadway Maintenance & Operations M202 – Drainage Maintenance & Slope Repair M203 – Roadside & Landscape Maintenance M204 – Bridge & Tunnel Maintenance & Operations M207 – Rest Area Operations M208 – Training & Testing M5 – Inventory & Stores & Undistributed Costs P1 – Highway Construction – Roadway Preservation P2 – Highway Construction – Structures Preservation P3 – Highway Construction-Other Facilities Improvements U – Charges From/Payments to other Agencies V – Public Transportation – Special Needs Transportation V – Public Transportation – Rural Public Transportation V – Public Transportation – Safety & Security W1 - Ferries Terminal W2 – Ferries Vessel Construction W3 – Ferries Emergency Repairs X2 – Daily Operation of Terminals and Vessels X3 – Maintenance of Terminals and Vessels	CRAB o Rural Arterial Program o Urban & Rural Arterial Road Preservation TIB o Small City Arterial Program o Program Support o Small City Pavement Preservation Program o Road Transfer Program Dept. of Information Services o K-20 Education Network	1. % pavement in good, fair or poor condition vs. optimal life cycle % rating 2. % bridges in good, fair or poor condition vs. optimal life cycle % rating 3. Percent of bridges meeting WSDOT seismic standards 4. % of vessel and terminal vital systems operating within their life cycle 5. Percent of infrastructure at or above satisfactory condition 6. Annual ferries ridership vs. projections - rate of growth 7. Annual Amtrak Cascades ridership - rate of growth 8. Annual transit ridership – rate of growth 9. Percent & number of WSDOT's maintenance targets achieved	Annual Annual None Quarterly Partial Partial Annual None Annual

**Proposed Goal: Legislative Adoption 2007**

**Safety: To provide for and improve the safety and security of transportation customers and the transportation system.**

**Washington State Transportation Plan (WSTC adopts plan aligned with legislative goals)**

**2. Invest in key safety targets to save lives, reduce injuries and protect property. (2006 WSTP, p. 3)**

Policy Objectives/Investment Criteria (proposed by Executive, Legislature considers mid-biennium session)	WSDOT Budget Categories (aligned with goals & biennial policy objectives)	Other Budgets (aligned with goals & biennial policy objectives)	Measures (Annual WSTC Attainment Report)	Frequency of Current Reporting
8. Reduce the number of fatalities 9. Reduce the severity of collisions 10. To provide for security on ferries 11. To meet transportation goals of Comprehensive Emergency Management Plan	I2 – Highway Construction – Safety Improvements	Board of Pilot Commissioners o Marine Pilot Regulations Dept. of GA o State Agency Rider Pass/Guar Ride Home	10. Fatalities per vehicle miles traveled (VMT) 11. Serious injuries per VMT 12. Before & after safety projects results 13. Number of accidents in high accident locations	Annual Annual Annual None

**TABLE 2: ALIGNMENT WITH POLICIES AND GOALS**

**Proposed Goal: Legislative Adoption 2007**

**Mobility:** To improve the predictable movement of goods and people throughout Washington State.

**Washington State Transportation Plan (WSTC adopts plan aligned with legislative goals)**

3. Invest in ways to improve freight movement and support economic sectors that rely on the transportation system. (2006 WSTP, p. 3)

4. Invest in ways to improve the movement of people and goods to contribute to a strong economy and better quality of life for citizens. (2006 WSTP, p. 3)

Policy Objectives/Investment Criteria (proposed by Executive, Legislature considers mid-biennium session)	WSDOT Budget Categories (aligned with goals & biennial policy objectives)	Other Budgets (aligned with goals & biennial policy objectives)	Measures (Annual WSTC Attainment Report)	Frequency of Current Reporting
12. Minimize closure of key freight corridors due to weather conditions. 13. Provide improvements for commercial vehicles & freight mobility, including improving all weather roads. 14. Provide improvements for bicycles & pedestrians. 15. Reduce congestion due to incidents. 16. Utilize traffic demand strategies to improve mobility, including engineering, operational pricing strategies. 17. Reduce chokepoints and bottlenecks. 18. Increase average vehicle occupancy in large population centers/reduce average vehicle miles traveled per person. 19. Improve inter-modal connections. 20. Increase service levels for ferry, rail and transit. 21. Provide spot improvements. 22. Complete corridors.	I1 – Highway Mobility Improvements I7 – SR 16 Tacoma Narrows Bridge I3 – Highway Construction-Econ. Initiatives Improvements H – Program Delivery Management and Support M205- Snow & Ice Control Operations M206 – Traffic Control Maintenance & Operations M209 – Third Party Damage Repair & Disaster Operations Q0C – Traffic Operations Capital Construction Q1 – Traffic Operations Management & Support Q2 – Traffic Operations Program Operations T – Transportation Planning, Data & Research V – Public Transportation – Congestion Mitigation & Transit V – Public Transportation – Transportation Demand Mgt. V – Public Transportation – Commute Trip Reduction X1 – Ferries Operation – Management & Support Y2 – Rail Freight Operations Y3- Rail Passenger Operations Y4 – Rail Passenger Capital Y5 – Rail Freight Capital Z1 – Local Program Operations Z2 – Local Program Construction – Off the State System Z3 – Bicycle & Pedestrian Coord. and Safe Routes to School Toll Operations and Maintenance	TIB o Sidewalk Program o Urban Arterial Program o Urban Corridor Program FMSIB o Policy Development & Implementation o Partnering Coordination o Management & Operations	14. Average incident clearance times 15. 95% reliable travel time on 20 Puget Sound commute routes 16. Average vehicle occupancy in major regional centers/ VMT per person 17. Closure times: I-90, Snoqualmie Pass 18. % of deficient lane miles of all-weather roads brought to standard 19. State grain carloads 20. Ferry service planned to meet projected ridership 21. Number of identified bottlenecks eliminated 22. Increase share of ridership of transit and other alternative travel modes	Quarterly Annual None Annual None Annual None None None

**Proposed Goal: Legislative Adoption 2007**

**Environment:** To enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities and protect the environment.

**Washington State Transportation Plan (WSTC adopts plan aligned with legislative goals)**

5. Invest in transportation improvements that provide benefits to the environment and to our citizen's health. (2006 WSTP, p. 3)

Policy Objectives/Investment Criteria (proposed by Executive, Legislature considers mid-biennium session)	WSDOT Budget Categories (aligned with goals & biennial policy objectives)	Other Budgets (aligned with goals & biennial policy objectives)	Measures: Annual Attainment Report (measures to be used by numerous audiences)	Frequency of Current Reporting
23. Improve streams for fish habitat conditions by removing fish passage barriers. 24. Manage roadside to achieve better operation and environmental outcomes through integrated vegetation management. 25. Mitigate for unavoidable wetlands loss with replacement wetlands to achieve zero loss of wetlands.	I4 – Highway Construction Environmental Retrofit Improvements	Board of Pilot Commissioners o Marine Pilot Regulations Dept. of GA o State Agency Rider Pass/Guar Ride Home	23. Number of fish passage barriers removed 24. Percentage of successful replacement wetlands/% of net loss of wetland	Periodic Annual

**TABLE 2: ALIGNMENT WITH POLICIES AND GOALS**

**Proposed Goal: Legislative Adoption 2007**

Stewardship: To be effective managers of the transportation system.

**Washington State Transportation Plan (WSTC adopts plan aligned with legislative goals)**

6. Make investments that improve the ability to manage capital and operating programs and that enhance the productivity and skills of the transportation workforce. (sample – not in 2006 WSTP)

Policy Objectives/Investment Criteria (proposed by Executive, Legislature considers mid-biennium session)	WSDOT Budget Categories (aligned with goals & biennial policy objectives)	Other Budgets (aligned with goals & biennial policy objectives)	Measures (Annual WSTC Attainment Report)	Frequency of Current Reporting
26. Deliver high-quality capital projects that preserve and improve the state's transportation system on time and on budget. 27. Communicate performance to the legislature and public through clear and consistent project delivery and program management reporting. 28. Ensure capital project compliance with environmental and cultural resource regulations. 29. Invest in critical systems to improve budgeting, scheduling and management of the capital program. 30. Assure the capability, efficiency and safety of the transportation workforce. 31. Maximize resources by identifying and implementing cost savings efficiencies. 32. Improve the management of financial resources.	S – Transportation Management & Support Administration K – Public Private Partnerships	WSTC o Transportation Management & Policy MEC o Marine Labor Relations	25. Percentage of projects delivered on time against the original schedule and the most recent legislative action 26. Percentage of projects delivered within budget against the original budget and the most recent legislative action 27. Number of information technology improvements implemented 28. Percentage forecasted vs. actual revenue.	Quarterly  Quarterly  None Partial

**TABLE 4: ANALYSIS OF RCW INVESTMENT CRITERIA**

**Preservation: To maintain, preserve and extend the life and utility of prior investments in transportation systems and services**

*RCW 47.05.051: Ten-Year Comprehensive Investment Program*

Priority programming for the preservation program shall take into account the following, not necessarily in order of importance:

Extend the service life of the existing highway system, including using the most cost-effective pavement surfaces, considering:

- Life-cycle cost analysis.
- Traffic volume.
- Subgrade soil conditions
- Environmental and weather conditions.
- Materials available.
- Construction factors.
- Ensuring the structural ability to carry loads imposed upon highways and bridges.
- Minimizing life cycle costs.

Feasibility of financing the full proposed improvement.

Commitments established in previous legislative sessions.

Relative costs and benefits of candidate programs.

*RCW 47.05.051: Ten-Year Comprehensive Investment Program*

Extend the service life of the existing highway system, including using the most cost-effective pavement surfaces, considering:

- Life-cycle cost analysis.

*RCW 47.06.050: State-Owned Facilities Component — Ferry Plan*

Establish service objectives for state ferry routes.

Forecast travel demand for the various markets served in the ferry system.

Develop strategies for ferry system investment that consider regional and statewide vehicle and passenger needs.

Assure that ferry services are fully integrated with other transportation services.

Provide for maintenance of capital assets.

Provide for preservation of capital assets based on lowest life cycle cost methodologies. The plan shall assess the role of private ferries operating under the authority of the utilities and transportation commission.

Coordinate ferry system capital and operational plans with these private operations.

Priority programming for the preservation program shall take into account the following, not necessarily in order of importance:

*RCW 47.06.090: Intercity Passenger Rail Plan*

Identify all such assets and provide a preservation plan based on lowest life cycle cost methodologies.

**Safety: To provide for and improve the safety and security of transportation customers and the transportation system.**

*RCW 47.05.051: Ten-Year Comprehensive Investment Program*

Priority programming for the improvement program may also take into account:

Accident and accident risk reduction

*RCW 47.06.050: State-Owned Facilities Component*

Identify current and future structural deficiencies based upon analysis of current conditions and projected future deterioration

Establish operational objectives, including safety considerations, for moving people and goods on the state highway system

**Mobility: To improve the predictable movement of goods and people throughout Washington State.**

*RCW 47.05.051: Ten-Year Comprehensive Investment Program*

Support for the state’s economy, including job creation and job preservation.

Support for development in and revitalization of existing downtowns.

Extent that development implements local comprehensive plans for rural and urban residential and nonresidential densities.

Extent of compact, transit oriented development for rural and urban residential and nonresidential densities.

*RCW 47.06.130 Special Planning Studies - Cost-benefit Analysis*

Conduct multi-modal corridor analysis on major congested corridors where needed improvements are likely to cost in excess of one hundred million dollars. Analysis will include cost-effectiveness of all feasible strategies in addressing congestion or improving mobility.

At a minimum, this analysis must include:

- The current and projected future demand for total person trips on that corridor
- The impact of making no improvements to that corridor
- The daily cost per added person served for each mode or improvement proposed to meet demand
- The cost per hour of travel time saved per day for each mode or improvement proposed to meet demand
- How much of the current and anticipated future demand will be met and left unmet for each mode or improvement proposed to meet demand.

The end result of this analysis will be to provide a cost-benefit analysis by which policymakers can determine the most cost-effective improvement or mode, or mix of improvements and modes, for increasing mobility and reducing congestion.

Opportunities for multimodal transportation.

Relief of congestion.

Efficient movement of freight and goods.

Improvement and integration of all transportation modes to create a seamless intermodal transportation system for people and goods.

*RCW 47.06.045: Freight Mobility Plan*

Assess the transportation needs to ensure the safe, reliable, and efficient movement of goods within and through the state and to ensure the state’s economic vitality.

*RCW 47.06.050: State-Owned Facilities Component*

First assess strategies to enhance the operational efficiency of the existing system before recommending system expansion. Strategies to enhance the operational efficiencies include but are not limited to access management, transportation system management, demand management, and high-occupancy vehicle facilities.

*RCW 47.06.140: Transportation Facilities and Services of Statewide Significance — Level of Service Standards.*

Set level of service standards for state highways and state ferry routes of statewide significance.

Consider the necessary balance between providing for the free inter-jurisdictional movement of people and goods and the needs of local communities using these facilities.

*RCW 47.06.050: State-Owned Facilities Component*

Identify the needs of non-motorized transportation modes on the state transportation systems and provide the basis for the investment of state transportation funds in paths and trails, including funding provided under chapter 47.30 RCW.

*RCW 47.06.100: Bicycle Transportation and Pedestrian Walkways Plan*

Integrate bicycle and pedestrian pathways with other transportation modes

Assess the role of such facilities in reducing traffic congestion.

Note on Intent [2002 c 5 § 405.]

“The legislature intends that funding for transportation mobility improvements be allocated to the worst traffic chokepoints in the state.

Furthermore, the legislature intends to fund projects that provide systemic relief throughout a transportation corridor, rather than spot improvements that fail to improve overall mobility within a corridor.”

**Environment: To enhance Washington’s quality of life through transportation investments that promote energy conservation, enhance healthy communities and protect the environment.**

*RCW 47.05.051: Ten-Year Comprehensive Investment Program*

Priority programming for the preservation program shall take into account the following, not necessarily in order of importance:

The conservation of energy resources

Protection of the state’s natural environment.

Identify and document potential affected environmental resources, including, but not limited to, wetlands, storm water runoff, flooding, air quality.

Conform to the state implementation plan for air quality and be consistent with regional transportation plans adopted under chapter 47.80 RCW.

To the extent practicable, full costs of all strategies must be reflected in the analysis.

**Stewardship: to be effective managers of the transportation system.**

**ATTACHMENT A**  
**DRAFT LEGISLATIVE LANGUAGE**

RCW 47.01.012

Intent -- 2002 c 5.

(1) It is the intent of the legislature to establish overarching policy goals for the planning, operation, performance of, and investment in, the state's transportation system. The policy goals shall be set by the Legislature. The legislative goals and the policy goals adopted in the most recent Washington Transportation Plan shall be consistent.

(2) The following policy goals shall be updated in accordance with the periodic updates of the Washington Transportation Plan. Public investments in transportation shall support the following, currently active WTP policy goals:

- (a) Preservation: To maintain, preserve and extend the life and utility of prior investments in transportation systems and services.
- (b) Safety: To provide for and improve the safety and security of transportation customers and the transportation system.
- (c) Mobility: To improve the predictable movement of goods and people throughout Washington State.
- (d) Environment: To enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities and protect the environment.
- (e) Stewardship: To be effective managers of the transportation system and resources.

(3) These policy goals shall be the basis for the objectives and related performance measures to be used by the state's transportation agencies.

(4) It is the intent of the legislature that the governor shall establish performance measures for the department of transportation, and other state agencies with transportation responsibilities, to ensure transportation system performance supports the goals established in subsection (1) of this section at local, regional, and state government levels. The Washington Transportation Commission shall work with appropriate government entities to accomplish this.

(5) Beginning with the 2009 biennial transportation budget and continuing thereafter, before the legislature considers the update of the Washington State Transportation Plan and the proposed transportation agency budgets, the Transportation Commission shall submit an annual attainment report on the performance results of transportation policy areas as adopted by the legislature and stated in the active Washington Transportation Plan as well as in the approved and proposed transportation budget.

(a) This initial baseline report and subsequent attainment reports shall include:

The performance results for the policy goals as supported by the projects and programs contained in the approved Washington Transportation Plan and transportation budget

(6) The governor shall submit performance measures to the legislature for review during the 2008 session, along with the initial baseline performance report compiled by the Washington State Transportation Commission.

Include definitions: policy goals, performance objectives/investment criteria/performance measures.