WSDOT-Local Partnerships for Construction on State Roads

Report to the Washington State Joint Transportation Committee
December 14, 2023

Introduction

In 2023, the Washington State Legislature directed the Joint Transportation Committee (JTC) to conduct a study that would create a procedure by which Washington State Department of Transportation (WSDOT) can partner with local jurisdictions to perform preservation, maintenance, and construction projects on state highways (see Appendix A: Proviso for the full proviso language).

It is relatively uncommon for cities or counties to carry out project delivery on state highways. To date, the process for deciding upon and managing local delivery of state highway projects has been determined on a case-by-case basis. This study recommends standardizing the decision and oversight processes and formalizing the partnerships with consistent interlocal agreements.

The objective of defining a procedure for such partnerships is to ensure that, even if WSDOT does not have the capacity to manage a given project, that project can nonetheless be performed when money is made available in the transportation budget and if a local jurisdiction is ready, willing, and able to implement the project within the timeframe envisioned in the budget. This report refers to projects delivered through these kinds of partnerships as "Locally Delivered Projects."

Study Approach

This study occurred from June through January 2023 and study methods included the following:

- **Workgroup engagement.** A Workgroup with representation from key stakeholders provided guidance and input to this study. See Exhibit 1 for Workgroup membership.
- **Stakeholder interviews.** Interviews with all Workgroup members early in the study timeline provided an understanding of the current state of WSDOT-local partnerships and the priorities of Workgroup members. Engagement with additional representatives from WSDOT at key points ensured the developing recommendations were feasible within the context of WSDOT's operations. Interviews were also conducted with consultants and former local jurisdiction staff members who had participated in past Locally Delivered Projects, as shown in Appendix B: Non-Workgroup Interviewees.
- **Local jurisdiction engagement.** An online survey of all cities and counties within the state provided an overview of existing local jurisdiction interest in partnership with WSDOT for project delivery.
- **Other states research.** Research into practices in other states aimed to identify any models for partnerships between state departments of transportation and local jurisdictions. This research yielded little evidence of formalized processes for these kinds of partnerships in other states.
- **Document review.** A review of current WSDOT policies and procedures and existing agreements between WSDOT and local jurisdictions offered insights into how WSDOT-local partnerships could be standardized to work more effectively for all parties.

Exhibit 1. Workgroup Membership

Representative(s)	Workgroup Membership (Proviso)
▪ Sen. Curtis King ▪ Sen. Liz Lovelett ▪ Rep. Andrew Barkis ▪ Rep. Davina Duerr	House and Senate Transportation Committees
▪ Roscoe Slade, City of West Richland	City (population 5,000 – 50,000)
▪ Katherine Miller, City of Spokane	City (population over 50,000)
▪ Matt Unzelman, Thurston County	County (population 100,000 – 400,000)
▪ Matt Zarecor, Spokane County	County (population over 400,000)
▪ Richard DeRock, Port of Chelan	Public Port
▪ Drew Woods, Deputy Director	County Road Administration Board
▪ Ashley Probart, Executive Director	Transportation Improvement Board
▪ Jay Drye, Director of Local Programs ▪ Guy Bowman, AAG ▪ Jon Deffenbacher, Deputy State Construction Engineer ▪ Mike Fleming, Deputy State Design Engineer ▪ JoAnn Schueler, Assistant Region Administrator for Project Development (Olympic)	WSDOT

Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Definitions

The proviso guided this study to consider preservation, maintenance, and construction projects. This report uses the following definitions for these terms:

- **Preservation.** Investments that preserve the existing system and restore existing safety features.
- **Maintenance.** Activities that maintain and restore assets to a functional state between preservation projects.
- **Construction.** Building of new or replacement infrastructure.

Exhibit 2 offers examples of preservation and maintenance projects to highlight the distinction between these two project types.

Exhibit 2. Examples of Maintenance and Preservation Activities

Project Type	Example Maintenance Activities	Example Preservation Activities
Roadway Surface	▪ Patching ▪ Crack sealing	▪ Wide scale chip seals ▪ Resurfacing (asphalt or concrete)
Bridges	▪ Spot bridge repair	▪ Bridge painting ▪ Deck rehabilitation ▪ In-kind bridge replacement
Other	▪ Drainage repair ▪ Electrical system maintenance ▪ Snow and ice removal	▪ Unstable slope protection ▪ Major drainage and electrical work

Sources: WSDOT, 2023; MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Current State

Why Locally Delivered Projects Occur

Locally Delivered Projects currently occur despite the lack of a standardized process. See Appendix C: Examples of Current Partnership Projects for a summary of several examples of Locally Delivered Projects that are currently underway.

Locally Delivered Projects typically originate in one of three ways, described in Exhibit 3. In the cases of locally initiated projects and locally expedited projects, Locally Delivered Projects can be an important tool for local jurisdictions to ensure their transportation needs are met given issues with WSDOT capacity and statewide project prioritization (see Root Issues with the Current State of General WSDOT Project Delivery for more detail).

Exhibit 3. Ways Locally Delivered Projects Originate

Locally initiated project	Locally expedited project	Project assigned to local
Project is created due to a locally-identified (public or private) need or desire. Local jurisdiction secures the requisite funding.	A local jurisdiction has a strong interest or need for an existing WSDOT programmed project. Due to a number of factors, including internal capacity, WSDOT cannot deliver all budgeted projects within established timeframes.	The Legislature includes the project in the State Transportation Budget designated for local administration (Program Z).

Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Problem Statements

Root Issues with the Current State of General WSDOT Project Delivery

There are two root issues with the current state of general WSDOT project delivery that lead to the need for Locally Delivered Projects:

1. **Lack of WSDOT capacity.** WSDOT doesn't have capacity to deliver all projects at once. As a result, a subset of projects advance based on statewide priorities, while other projects default to deferral.
2. **Project prioritization may not align with local jurisdictions.** In some cases, WSDOT may not advance projects that are a priority for a local jurisdiction.

We identify these as the root issues because if either were to be resolved – that is, If WSDOT had capacity to deliver all projects simultaneously or if state and local priorities always aligned – there might not be a need for Locally Delivered Projects.

Notably, this study does not aim to fully resolve either of these root problem statements. See Desired Future for more discussion.

Issues with the Current State of Locally Delivered Projects

This study identified problem statements with the current state of Locally Delivered Projects.

1. **There is a lack of clear, standardized roles and responsibilities for WSDOT and local jurisdictions.** Without an established standard process for Locally Delivered Projects, WSDOT and local jurisdictions determine roles and responsibilities on a case-by-case basis. This ad hoc approach can result in unclear roles and responsibilities as a project proceeds as well as duplication of effort. In a survey of eight current examples of Locally Delivered Projects shown in Exhibit 4, some projects do not have written agreements between WSDOT and the local jurisdiction, or parties were not aware of them. One project had no clear understanding of responsibilities for cost escalation, a common project development issue and source of delay. (See Appendix C: Examples of Current Partnership Projects for more details on these projects).

Exhibit 4. Existence of Written Agreements and Cost Escalation Provisions for Eight Examples of Current Locally Delivered Projects

Project Name	Written Agreement?	Cost Escalation Provisions?
I-5/54th Ave E Interchange	May exist	Not addressed
I-5/Port of Tacoma Rd Interchange	May exist	City to close gap
SR507/Bald Hill Roundabout	Future expected	Legislature
SR507/Vail Road Roundabout	Future expected	Legislature
SR507/SR702 Roundabout	Drafting	Legislature
SR523 N. 145th Street	Funding and future maintenance	Seek funding from partners
SR 97 Perfect Passage	Not found	City to pursue additional funding
SR224 Red Mountain Vic.	Yes	Legislature

Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

2. **WSDOT may lack capacity to oversee Locally Delivered Projects.** Locally Delivered Projects typically require significant WSDOT capacity for oversight and support in addition to the administrative efforts of the local jurisdiction. Given WSDOT's capacity constraints that can contribute to the need for local delivery for a project in the first place (see Root Issues with the Current State of General WSDOT Project Delivery), WSDOT may not have capacity to fully support Locally Delivered Projects. This lack of capacity combined with a lack of clear roles and responsibilities (see the first issue above) can lead to unintended burdens on individual staff.
3. **Locally Delivered Projects can lead to inefficiencies.** As noted above, a Locally Delivered Project requires staff capacity from both WDSOT and the local jurisdiction. The total investment in administration of these projects therefore is likely inherently higher than a project delivered directly by WSDOT. Further, the lack of clear roles and responsibilities as described above can lead to duplicative work and other process inefficiencies. This leads to Locally Delivered Projects in the current state sometimes further straining WSDOT capacity and contributing to the primary root issue described in Root Issues with the Current State of General WSDOT Project Delivery. While the

recommendations that result from this study can address some of the inefficiencies associated with the lack of clear roles and responsibilities, some inefficiencies due to multiple jurisdictions participating in administration likely cannot be fully removed. Additional investigation may be necessary to quantify the costs of Locally Delivered Projects relative to projects delivered solely by WSDOT.

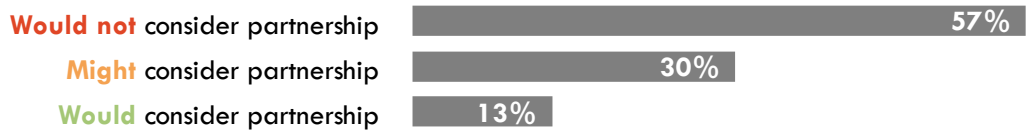
Local Jurisdictions' Level of Interest in Locally Delivered Projects

Overall, local jurisdiction interest in participating in Locally Delivered Projects is generally limited to medium- and larger-sized cities and counties and is highly dependent on the jurisdiction's capacity, availability of adequate secured funding for the project, and alignment with local priorities.

As noted in Study Approach, the project team conducted an online survey of all cities and counties to evaluate local jurisdictions' interest in administering Locally Delivered Projects. This survey gathered input from 265 jurisdictions, representing 81% of cities and 82% of counties. See Appendix D: Additional Survey Findings for details on response rates by jurisdiction population size.

The survey asked respondents if their jurisdiction would consider partnership with WSDOT to deliver a project on a state highway. As Exhibit 5 shows, more than half of jurisdictions (57%) reported they would not consider this kind of partnership. However, nearly one-third (30%) reported that they might consider partnership, and 13% reported that they would consider this partnership. See Appendix D: Additional Survey Findings for details about the reasons behind these responses.

Exhibit 5. Local Jurisdictions' Self-Reported Openness to Consider Partnership with WSDOT to Deliver a Project on a State Highway



Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Local jurisdiction representatives in the Workgroup also expressed concern that Locally Delivered Projects could lead to local jurisdictions receiving additional, unwanted responsibility for maintaining state routes. These Workgroup members cautioned that facilitation of Locally Delivered Projects should not result in an expectation for local jurisdictions to take on additional work in general, and that many local jurisdictions would not be interested in maintenance work in particular. However, some counties expressed an interest in contracting with the state to perform maintenance work, which could offer more consistent work for their maintenance crews.

Desired Future

Based on the background research findings, the Workgroup recommended that Locally Delivered Projects continue to be an option – if only an infrequently used one – for project delivery, as shown in Exhibit 6. Though few in number, Locally Delivered Projects typically represent high-priority projects for the local jurisdictions that carry them out.

These projects would benefit from process improvements to clarify the partnership process, roles, and responsibilities. These process improvements would help move from the current Status quo ad hoc approach to a clearly defined, WSDOT-facilitated future.

Exhibit 6. Spectrum of Options for WSDOT's Approach to Locally Delivered Projects

Prevent	Status quo	Facilitate	Promote
Create a policy, coordinated with Legislature and statute, specifying that WSDOT must be the lead for all projects on state highways	Continue to support local leadership of projects on an ad hoc basis	Assign a managing engineer. Define processes to: ▪ Select projects ▪ Implement projects ▪ Address issues	Actively seek out locally managed projects

Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

The desired future for Locally Delivered Projects is that these projects are mutually beneficial for both local jurisdictions and WSDOT. Local jurisdictions would bring resources (i.e., funding, capacity, and expertise) that augment WSDOT's resources, and these projects would enable local jurisdictions to meet their transportation needs on an earlier timeline and/or with more local control than would otherwise be possible. And, Locally Delivered Projects would be completed cooperatively and efficiently.

Notably, the desired future for Locally Delivered Projects does not fully address the Root Issues with the Current State of General WSDOT Project Delivery. While Locally Delivered Projects may supplement WSDOT capacity, these projects will not address the root causes of WSDOT's limited capacity (e.g., funding constraints or labor shortages). Local jurisdictions face many of the same capacity constraints as WSDOT. And, while Locally Delivered Projects offer an opportunity for local jurisdictions to advance projects that align with their priorities, the recommendations in this study do not address the method of project prioritization based on statewide priorities.

Recommendations

The following recommendations fall into three categories presented in the next sections.

1. **Overarching Guidance.** The recommended high-level approach to Locally Delivered Projects, including key principles and consideration for preservation and maintenance projects.
2. **Project selection.** Recommended actions for WSDOT and the local jurisdiction prior to beginning project delivery, including project screening, formal agreement between WSDOT and the local jurisdiction, and program adjustments.
3. **Project delivery.** Recommendations for WSDOT oversight of project delivery and how to handle potential cost escalations.

1. Overarching Guidance

Principles

The following two principles should guide all Locally Delivered Projects:

1. Locally Delivered Projects occur if and only if WSDOT and a local jurisdiction mutually agree to have a local jurisdiction deliver a project on a state route.
2. There should be a consistent process for the selection and delivery of Locally Delivered Projects that promotes efficiency and clarifies respective roles and responsibilities. The following recommendations sections describe these processes.

Consideration of Preservation and Maintenance

The proviso included an inquiry into preservation and maintenance partnerships. Recommendations include:

- **Coordinate resurfacing** to maximize efficiency and scale economies across levels of government. Whenever practicable, WSDOT-delivered paving projects should be coordinated with complementary local investments in streetscape improvements. This coordination may include joint bidding and local delivery of preservation projects combined with desired scope elements like complete streets and streetscape improvements.
- **Research opportunities to use county road crews for some maintenance activities.** WSDOT should work with counties to determine the interest and benefit in having individual counties delivering maintenance services on a reimbursement basis. Include assessment of private sector participation and labor union considerations.
- **No increases in statutory city maintenance responsibilities** are recommended based on this study. These requirements are not locally directed state projects and local government obligations for maintenance of state highways are established in existing state statutes.

2. Project Selection

The following process describes recommended actions for WSDOT and the local jurisdiction to take prior to project delivery. This section is structured into three phases, as project selection will typically follow a standard process. The process map shown in Exhibit 8 illustrates the recommendations presented in this section.

Phase 1: Screening

Project Origination

As described in Exhibit 3, Locally Delivered Projects may originate by different pathways, including:

- **Locally initiated project.** Project identified due to locally identified (public or private) need or desire. Local jurisdiction secures the requisite funding.
- **Locally expedited project.** A local jurisdiction has a strong interest or need for an existing WSDOT programmed project.
- **Project assigned to local.** The Legislature includes the project in the State Transportation Budget designated for local administration (Program Z).

Criteria for Local Administration

Following project description and programming, the process to select a project for local delivery should start with engagement between the local jurisdiction and WSDOT regional representatives. All the criteria below must be met:

1. The local jurisdiction benefits from the project and is committed to project delivery.
2. WSDOT concurs to the delivery of the project in partnership with the local jurisdiction.
3. There is a sound funding plan for the project, including WSDOT oversight.
4. The local jurisdiction has a realistic plan for assembling the capacity to deliver the project.
5. WSDOT has the capacity and a plan for oversight of the project based on the capacity, expertise, and needs of the local jurisdiction.

Phase 2: Agreement

Project Scoping

WSDOT and the local jurisdiction should collaboratively define the Project Scope through an efficient process and documented by concurrence in a Project Charter.

- The scoping process should begin with a common understanding of the purpose and need, reflecting the local and state needs that the project fulfills.
- The local jurisdiction and their regional WSDOT office should collaborate to refine and come to agreement on the project scope. Typically, WSDOT will develop the initial proposed scope for the project. However, if the project is locally initiated or assigned to the local, the local jurisdiction should lead development of the initial proposed scope.

- WSDOT must approve the scope and local delivery.
- The process for coming to agreement on the project scope should be completed within an agreed upon timeframe.
- To promote efficiency, both WSDOT and the local agency should assign a single point of contact responsible for coordinating the scope development process.
- The scoping process should be guided by the relevant WSDOT pre-design templates, selected based on the complexity of the project. These templates should be shared with the local partner agency to ensure clarity and transparency.
- Once the scope is agreed upon, the regional administrator and the local government should sign a project charter documenting agreement on the project scope.

Formal Agreement

All approved Locally Delivered Projects should begin with an executed interlocal agreement (ILA) that establishes the following.

- Project definition and scope. The goals, deliverables, and deadlines for the project. This can be included in the interlocal agreement by reference to the Project Charter described in Project Scoping.
- Project funding. The portions of funding that WSDOT and the local jurisdiction will each provide.
- Cost escalation. Strategies and respective responsibilities for costs that exceed secured project funding as part of the ILAFormal Agreement. Exhibit 7 shows a recommended approach to cost escalation based on project origination. See Why Locally Delivered Projects Occur for more information about these project origination sources and Cost Escalation for additional recommendations on this topic once project delivery has commenced.
- Roles and responsibilities. Expectations for WSDOT and the local jurisdiction, including expectations for managing any consultants or partners included in the project.
- Level and timing of WSDOT oversight. Specific touchpoints and processes for WSDOT oversight, grounded in a risk-based assessment with established expectations for review times.
- Liability. Expectations for which agency is liable for potential issues with the project during and after construction, including contract claims, change order, and tort liability.
- Long-term maintenance. The ILA should define responsibilities for long-term maintenance of the project, consistent with the AWC/WSDOT MOU as applicable. Maintenance will typically be the responsibility of WSDOT, as Locally Delivered Projects occur on state highways. However, some projects may lead to shared maintenance responsibilities (e.g. if a local jurisdiction initiates discretionary elements or if the local jurisdiction is better positioned to maintain a non-motorized pathway associated with the project.)
- **Other project-specific issues**, including WSDOT retaining control over variances.

Exhibit 7. Recommended Cost Escalation Approach Based on Source of Project Origination

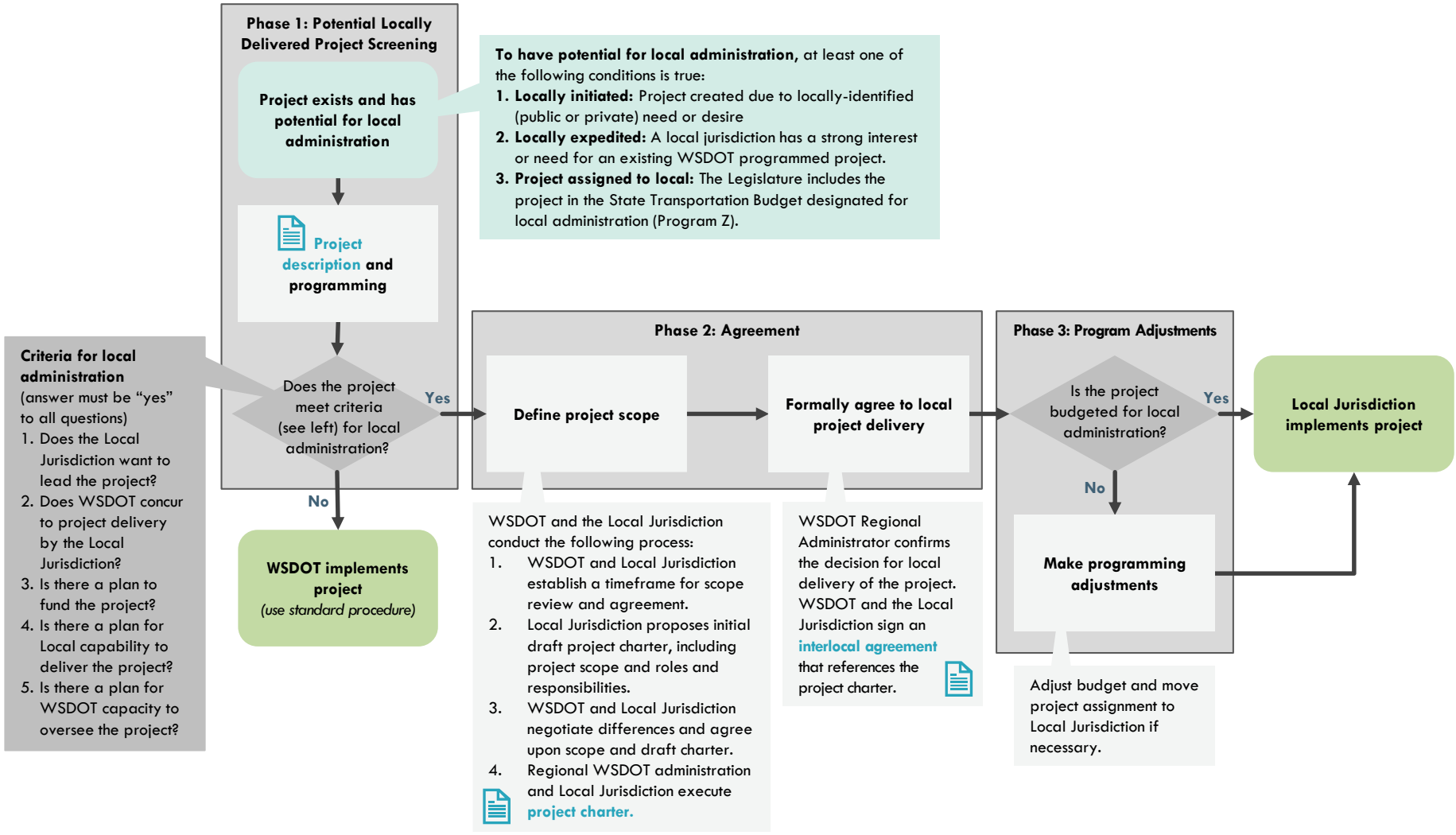
Project Origination Source	Recommended Cost Escalation Approach
Locally initiated project	Local jurisdiction is responsible for any costs that exceed secured project funding.
Locally expedited project or **project assigned to local**	Local jurisdiction is responsible for any funding gaps that are caused by locally desired enhancements that were not part of the budgeted project. WSDOT is responsible for all other funding gaps.

Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Phase 3: Program Adjustments

Many Locally Delivered Projects may need budget adjustments before they go to construction to ensure funding is allocated to the right program code and project.

Exhibit 8. Process Map for Project Selection Recommendations



Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

3. Project Delivery

The following process describes recommendations for WSDOT oversight of project delivery and how to handle potential cost escalations.

WSDOT Oversight of Locally Delivered Projects

- **Assign a Lead Coordinator.** WSDOT and the local partner agency should assign a single point of contact who has core responsibility to coordinate the assistance, oversight, and delivery of all Locally Delivered Projects with the objective of achieving consistency, effectiveness, and efficiency.
- **Balance risk mitigation and clarity.** WSDOT should take a balanced approach to oversight based on a risk assessment. The review process should be transparent and clearly define expectations for each partner.
- **Account for oversight.** WSDOT should create a non-project specific budget for coordination and oversight of Locally Delivered Projects.
    - **For WSDOT programmed projects,** a portion of the project budget should be allocated specifically for WSDOT review and oversight. WSDOT should track the time and resources devoted to oversight along with the number and status of partner projects.
    - **For locally initiated projects**, develop a funding plan that adequately accounts for WSDOT review and oversight.
- **Recognize that smaller jurisdictions will need a higher level of support.** The WSDOT budget for project oversight should consider the local government partner's staff and consultant capacity to deliver the project. WSDOT should plan to allocate more resources, support, and oversight when the local government has limited capacity to manage project delivery processes.
- **Improve the Channelization Plan Process.** 2018 recommended improvements to the channelization plan review process should be updated and implemented. See Appendix E: WSDOT 2018 Channelization Plan Recommendations for the full recommendations.

Cost Escalation

See Formal Agreement for recommendations to address potential cost escalation when developing the ILA. Recommendations to support resolution of funding gaps during project delivery include:

- WSDOT's guidelines for implementing Cost Risk Assessment (CRA), the Cost Estimating Validation Process (CEVP), and Value Engineering (VE) should be used in collaboration with the local partner to assess contingency requirements, validate cost estimates, and identify potential cost savings.
- If, during the construction process, project costs exceed the project contingency, the partners must confer to determine strategies for resolving the funding gap.
- Project change orders must be approved by the WSDOT entity responsible for the coordination of project oversight.

4. Initial Implementation Steps for WSDOT

The following bullets offer initial implementation steps for WSDOT to begin to address the above recommendations.

- Assign a lead staff member for implementation of study recommendations.
- Identify the appropriate single point of contact at WSDOT for the coordination, oversight, and delivery of Locally Delivered Projects.
- Develop a project charter template.
- Develop an ILA template.
- Establish a non-project specific budget for WSDOT review and oversight of Locally Delivered Projects.
- Review, update, and implement relevant improvements to the channelization plan review process, as identified in the WSDOT 2018 Channelization Plan Recommendations (see Appendix E: WSDOT 2018 Channelization Plan Recommendations).
- Develop and disseminate guidelines for local governments about Locally Delivered Projects that outline:
  - WSDOT's role and responsibilities as stewards of the system.
  - The process map for Locally Delivered Projects (see Exhibit 8).
  - WSDOT's approach to project design, cost risk assessment, cost estimating validation, and value engineering.
  - Other relevant guidance.

Conclusion

Locally Delivered Projects have occurred for decades, if infrequently. While these projects have been delivered, the processes to select and deliver them have been relatively uncoordinated, undocumented, and suboptimal for all parties. The Workgroup hopes that implementation of the processes outlined in this report will ensure smoother, more efficient Locally Delivered Projects in the future.

Appendix A: Proviso

Engrossed Substitute House Bill 1125, Section 204, 2023 Regular Session. See more at: *https://lawfilesext.leg.wa.gov/ biennium/2023-24/Pdf/Bills/House%20Bills/1125-S.E.pdf* (accessed October 11, 2023).

(4) $300,000 of the motor vehicle account—state appropriation is for the joint transportation committee, from amounts set aside out of statewide fuel taxes distributed to cities according to RCW 46.68.110(2), to contract with the municipal research and services center to convene a department of transportation-local government partnership work group to create a procedure in which the department of transportation can partner with a local jurisdiction to perform preservation and maintenance and construct projects on state highways.

(a) The work group must consist of, but is not limited to, the following members:

(i) One representative from a city with a population of more than 5,000 and fewer than 50,000;

(ii) One representative from a city with a population of more than 50,000;

(iii) One representative from a county with a population of more than 100,000 and fewer than 400,000;

(iv) One representative from a county with a population of more than 400,000;

(v) At least one representative of a public port;

(vi) A representative from the county road administration board;

(vii) A representative of the transportation improvement board;

(viii) At least one representative from the department of transportation's local programs division;

(ix) At least two representatives from the department of transportation with expertise in procurement and legal services; and

(x) At least one member from the house of representatives transportation committee and at least one member from the senate transportation committee.

(b) Of the members described in (a) of this subsection, at least one of the city representatives and one of the county representatives must have public works contracting experience, and at least one of the city representatives and one of the county representatives must have public works project management experience.

(c) The work group must make recommendations of how the department of transportation could better work in partnership with local jurisdictions to ensure that roadway construction projects can be performed when funds are made available in the omnibus transportation appropriations act even if the department of transportation does not have the capacity to be the project manager on a project and a local jurisdiction is ready, willing, and able to implement the project within the time frames envisioned in the omnibus transportation appropriations act. In developing its recommendations, the work group must consider, at a minimum:

(i) Differing roadway and construction standards between state and local agencies;

(ii) Revenue, reimbursement, and financial agreements between state and local agencies;

(iii) Differing procurement processes between state and local agencies;

(iv) Liability; and

(v) Other issues as determined by the work group.

(d) The work group must submit a preliminary report, including any recommendations, to the office of the governor and the transportation committees of the legislature by December 15, 2023. The work group must submit a final report to the office of the governor and the transportation committees of the legislature by July 26 1, 2024.

Appendix B: Non-Workgroup Interviewees

Interviewee	Organization	Title
Kris Overleese	KBA Construction Management	Chief Executive Officer
Peter DeBoldt	Perteet	Vice President
Brandy DeLange	AWC	Government Relations Advocate
Axel Swanson	Washington State Association of County Engineers	Managing Director
Allison Camden	US Department of Transportation	Deputy Assistant Secretary for Multimodal Freight Infrastructure & Policy
Debbie Driver	Washington State Governor's Office	Senior Policy Advisor for Transportation
Matt Pietrusiewicz	Yakima County	County Engineer
Ramiro Chavez	City of Tacoma	Public Works Director

Appendix C: Examples of Current Partnership Projects

Project Name	Project Summary	Lead Local Jurisdiction	Impetus for Local Role	Funding Lead	Design Lead	Construction Management Lead	Project Status (Sep 2023)
I-5/54th Ave E Interchange	Rebuild half of the interchange and add an uninterrupted sidewalk and overcrossing that will include pedestrian and bicycle facilities.	Fife	Not a priority, defaulted to city	City	City, consultant	Fife, WSDOT Inspection	Design
I-5/Port of Tacoma Rd Interchange	Provide road, intersection, and interchange improvements.	Fife	Not a priority, defaulted to city	City	City, consultant	Fife, WSDOT Inspection	Construct Phase 2a 2024, 2b 2025
SR507/Bald Hill Roundabout	Construct a roundabout.	Yelm	Legislature appropriated funding to city	Legislature	City	City	Project initiation
SR507/Vail Road Roundabout	Construct a roundabout.	Thurston County	Legislature appropriated funding to county	Legislature	County	County	Project initiation
SR507/SR702 Roundabout	Construct a roundabout.	Pierce County	Legislature appropriated funding to county	Legislature	County	County	Project initiation
SR523 N. 145th Street	Replace signalized intersections with roundabouts, update lane configurations, and improve pedestrian crossings and bike lanes.	Shoreline	Not a priority, defaulted to city	City	City, consultant	City, consultant (orig. WSDOT)	Construction Fall 2023
SR 97 Perfect Passage	Modernize the downtown corridor integrating ADA, stormwater, and traffic improvements.	Tonasket	Not a priority, city needed to manage liability	City	City, consultant	City, consultant	98% Design, bid Nov 2023
SR224 Red Mountain Vic.	Improve traffic operations for vehicles, add active transportation facilities, and improve intersections.	West Richland	Party consensus	Legislature	City	City	60% Design

Appendix D: Additional Survey Findings

The findings in this appendix continue from the findings presented in Local Jurisdictions' Level of Interest in Locally Delivered Projects.

Response Rate by Jurisdiction Size

Exhibit 9 shows local jurisdictions' response rates by jurisdiction size. Lower proportions of small cities and counties responded to the survey, likely due to limited capacity to participate. All mid-sized cities and counties participated. While many large cities participated, fewer large counties participated, perhaps due to issues in reaching the right staff person in the large counties.

Exhibit 9. Survey Response Rates by Jurisdiction Size

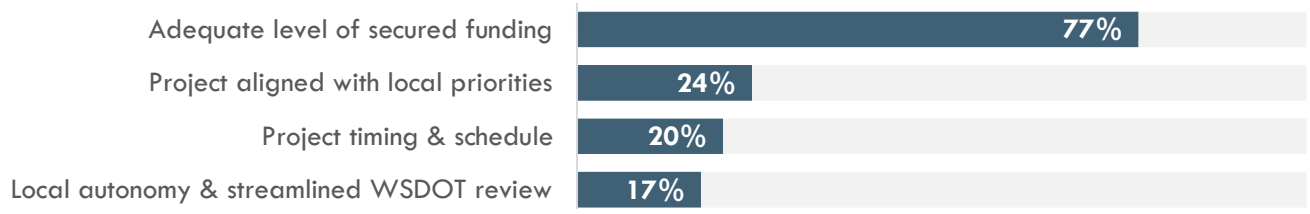
Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Reasons For or Against Considering Partnership with WSDOT

Every local jurisdiction respondent who indicated they would not consider partnership with WSDOT to deliver projects on state highways reported lack of adequate staff expertise and/or capacity as a reason for their response. Other survey questions supported this finding: 30% of all respondents reported no staff dedicated to the delivery or management of capital transportation projects, and of those with transportation engineering staff, 63% reported vacancies and 37% reported difficulty recruiting.

For those respondents who indicated that they would consider or might consider partnership, the survey asked about what the most important factors in their decision would be, shown in Exhibit 10. More than three-quarters of these respondents (77%) reported that an adequate level of secured funding was one of the most important factors in their decision. Other factors included whether the project was aligned with local priorities; project timing and schedule; and local autonomy and streamlined WSDOT review.

Exhibit 10. Most Important Factors in Local Jurisdictions' Decisions about Whether to Partner with WSDOT to Deliver Projects on State Highways



Sources: MRSC, 2023; Performance Plane, LLC, 2023; BERK, 2023.

Appendix E: WSDOT 2018 Channelization Plan Recommendations

WSDOT

NWR Channelization Plan Lean Workshop
November 1st and 2nd, 2018

NWR Channelization Plan Lean Workshop
November 1st and 2nd, 2018

Summary of Workshop

Project Charter

The channelization plan workshop utilized the following charter:

Channelization Plan NWR
Project Charter

Problem Statement

Mike Cotten and Kathleen Davis have identified that reviewing local agency channelization proposals in NWR takes longer than we would like and requires a minimum of three iterations. At a high level, our goal is to reduce the chan plan review time and/or iterations without sacrificing quality.

There are many potential causes for this current state. For example, the complexity of projects in NWR, resource availability, quality of local proposals, clarity of Design Manual, etc. The project team will use the workshops to determine the driving factors and develop solutions to propose to Mike Cotten.

Business Case & Benefits

The NWR chan plan process can be frustrating for WSDOT employees, local agencies, and consultant groups, as well as potentially delaying the implementation of beneficial chan plans and consuming significant resources. Creating a faster, more predictable and consistent process would benefit all parties.

Baseline Metrics

Based on a high level summary of 2018 chan plan reviews in NWR:

Average chan plan completion:..... 4 months
Average number of iterations: .....3 - 4 iterations
Minimum number of iterations: ..... 3 iterations
WSDOT response time for first review: .....3 - 5 weeks
WSDOT response time for 2nd - 4th review: .....2 - 3 weeks

Scope - First/Last and In/Out

First Process Step	Local agency submits chan plan to NWR
Last Process Step	WSDOT formally approves (or denies?) chan plan
In Scope:	The method of chan plan assessment, the content and interpretation of the Design Manual, communication strategies with locals, guidance to locals.
Out of Scope:	Additional resources

Team Members

Position	Person	Representing
Sponsor	Mike Cotton	NWR
Champion	Kathleen Davis	Locals
Process Owner	Mark Leth	Traffic Group
Team Member	Ramin Pazooki	U&D Svc
Team Member	Randy Frantz	U&D Svc
Team Member	Mike Swires	Traffic Group
Team Member	Miguel Gavino	Traffic Group
Team Member	Darrel Whyte	Traffic Group
Team Member	Hung Huynh	Project Dev.
Team Member	Karen Chi	Project Dev.
Team Member	Leslie Barben-Price	Project Dev.
Team Member	John Donahue	Design Manual
Team Member	Dean Moon	Design Manual
Team Member	Kris Overleese	Locals / Consultants
Facilitator	Sam Wilson	Lean Office
Facilitator	Mike Fay	Lean Office

Mapping of Current Process

The two-day project began with mapping the current process to gain shared visibility of the steps in the process. Visualizing the process steps allowed the group to identify the root causes behind delays and the "iterations" of channelization plan reviews (plan submitted, reviewed, revised and resubmitted) The effort of the group focused on improving the experience of our customer/partner, the local agencies or developers, by identifying the cause of delays and iterations in the process.

Root Cause Analysis

The main root causes that were identified were:

1. ***The local agencies and consultants are unclear about what is expected on the channelization plan.***

   As this root cause was discussed, it was determined that there was not clear agreement at WSDOT what the purpose of the channelization plan was, when it should be required, and when required, what should be included.

2. ***The internal and external understanding of the design manual is lacking.***
   Some discussion points that illustrate this root cause were:
   a. standards may be interpreted differently between reviewers, creating conflicting comments or new comments late in the process;
   b. time is spent justifying deviations that designers were directed to make (or it is known will be approved),
   c. guidance for unique areas is lacking.
3. ***Local partners must contact us to learn the status of their plan review.***

   Since we don't communicate proactively to our customers about the status (or delay) of their plan review, the local partners' only recourse is to call or email to learn the status of their chan plan proposals – creating additional work and poor customer service.

4. ***When a chan plan is finalized, a "wet" copy must be submitted for signatures.***
   This practice adds additional work to everyone involved. This work, given today's standards and technology, may not add value to the overall process.

Identification of Solutions / Creation of Action Items

The group then identified several potential solutions to address the root causes above. The action items are included in the Action Plan.

Action Plan

1. Revisit purpose of Channelization Plan, and the Checklist

Goal of action item: To clarify what is needed on a channelization plan, and to update the checklist that customers follow to complete them. The steps that were identified are:

1) Determine / agree on the purpose of the chan plan
2) Identify the information needed to develop and approve the chan plan
3) Identify what information is necessary/vital on the chan plan
4) Review and revise the checklist with the goal of making it easier to use
5) Supplement the plan with understandable and useful references for the customer

How we expect this to improve the channelization plan process:
Revisiting the purpose of the chan plan, identifying when it is needed and why, and what information is necessary on it will help to make sure the time and effort by all parties is well spent. Then modifying the checklist so it is a useful tool for our customers to follow will help them to provide plans that satisfy the guidelines of WSDOT and minimize the need for feedback and correction.

The action steps that were identified by the participants were:

Who?	Does what?	By when?
Maan	Convene a meeting {Traffic, Design Region/HQ, LP/DS, consultant} To agree on 1) The purpose of the chan plan 2) The information needed to develop and approve the chan plan	Dec 1
Maan/LBP/Karen	After the decisions made in the above meeting, determine: 1) What is needed on the chan plan 2) Review and revise the chan plan checklist	1/1/19
Leslie	Develop supplemental references for checklist users that are understandable/usable/accessible.	2/1/19

2. Action item – Proactive Initial Consultation (at beginning of project)

Goal of action item: To create a proactive consultation with the customer at the beginning of their project. The format may be via in-person, by phone, etc. This consultation will include reviewing their project scope, advising them of what to expect as they interact with WSDOT, including identifying the major deliverables.

How we expect this to improve the channelization plan process:
By establishing an effective initial consultation step, the customer will have a better understanding of what will be expected by WSDOT as their project moves forward. This knowledge will help them prepare plans, (channelization and other) that better satisfy the guidelines of WSDOT the first time, minimizing the need for feedback and correction.

Included in the consultation:

1. What is the scope of the project?
2. What documents will be required? (BOD, ITA, ICE, Chan Plan, CAR, contract plans, hydraulics, enviro, design analysis, etc)
3. Clarify expectations in writing about the required documents, sequence of deliverables, and timeline (e.g. a chan plan consists of x, y, and z, will take 3 months, and should not be submitted until the basis of design is complete)
4. Agree on criteria for rejection of a submission

Who?	Does what?	By when?
Ramin	Formalize project scope and documents required	Dec 15
Ramin	Create deliverables and timelines for each of the documents in 2. above	Jan 31
Ramin (Leslie and Miguel will help)	Clarify rules for rejecting a submission	TBD

3. Additional Action items

Who?	Does what?	By when?
Ramin	Call John D. (Design) about standardizing deviations that are always accepted	Nov 15
Ramin	Develop Calendar flagging system to alert customers about unexpected delays.	Nov 15
Ramin	Investigate software solution for tracking projects	TBD
Dean	Pursue electronic certification / signatures on final chan plans	1/1/19
Mike	Digitize meeting artifacts	Nov 15
Mark	Send out monthly meeting invites (60 min meetings, for 6 months) to follow up on progress of project	Nov 15

Parking lot

These topics were brought up in the workshop but may not have been fully addressed.

- The Basis of Design process, and how it intersects with the chan plan delays and iterations, was out of scope for this project. A separate Lean project is being initiated on this process.
- Does Local Programs help with the chan plan process?
- When does a chan plan become "vested"? What determines a complete package?
- Receiving and sending local agency submitting directly from/to consultants is a concern
- Benchmark to chan plan – Local agency (Kris)
- If the chan plan includes intersection control, who start review prior to ICE submittal?
- 95% of the time, the boxes are checked but the work is not done. (caught in review)