



Signature Report

June 25, 2007

Ordinance 15854

Proposed No. 2007-0357.1

Sponsors Patterson and Dunn

1 AN ORDINANCE providing for King County's
2 participation in a regional transportation investment
3 district and providing for submittal to the qualified
4 electors, at a special election to be held in
5 conjunction with the general election on November
6 6, 2007, of a proposition to authorize creation of the
7 regional transportation investment district and
8 approve a regional transportation investment plan,
9 including sources of revenue and a financing plan.

10

11 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

12 SECTION 1. Findings.

13 A. On June 17, 2002, the council, by Motion 11452 ("Convening Motion"),
14 authorized the chair of the council to jointly convene a Regional Transportation
15 Investment District ("RTID") Planning Committee with the chairs of the Snohomish and
16 Pierce county councils, pursuant to RCW 36.120.030(1), thereby electing to participate in
17 the RTID Planning Committee.

18 B. The RTID Planning Committee through its executive board conducted public
19 meetings and extensive public and agency outreach efforts to assure active public
20 participation in the identification of the boundaries of a proposed RTID and in the
21 development of a recommended regional transportation investment plan (“Recommended
22 Plan”), as detailed in Resolution No. PC-2007-02 of the RTID Planning Committee (the
23 “Planning Committee Resolution”).

24 C. In identifying potential transportation projects, the Planning Committee
25 through its executive board considered the requirements included in the definition of
26 “transportation project” under RCW 36.120.020(8), applied the factors set forth in
27 RCW 36.120.040(1), coordinated its activities pursuant to RCW 36.120.040(2),
28 considered performance criteria set forth in RCW 36.120.060 as well as the RTID
29 Guiding Principles and, in identifying potential transportation projects that improve city
30 streets, county roads or highways, considered the specific requirements of
31 RCW 36.120.020(8)(c).

32 D. The Planning Committee through its executive board conducted public
33 meetings to encourage active public participation in the development of the
34 Recommended Plan, undertaking extensive public and agency outreach efforts during
35 August, September and October 2006 to prepare a draft Recommended Plan, including a
36 public hearing on October 13, 2006, a public comment period lasting until October 27,
37 2006, presentations to organizations and groups, articles in newsletters, joint Roads &
38 Transit open houses with Sound Transit, newspaper advertising and an updated website.

39 E. The Planning Committee through its executive board consulted with local
40 jurisdictions and the Regional Transit Authority (Sound Transit) in developing proposed
41 RTID boundaries in the three county area.

42 F. At the December 7, 2006 joint meeting with the Sound Transit executive
43 committee, staff reported to the executive board of the Planning Committee the results of
44 the public involvement process, including an overview of comments received through
45 public outreach.

46 G. The draft Recommended Plan was updated to reflect this public and agency
47 input and was distributed for further public outreach and review in conjunction with
48 Sound Transit's ST2 Draft Package.

49 H. The Planning Committee through its executive board conducted additional
50 public meetings to review the updated Recommended Plan and continued its extensive
51 public and agency outreach efforts, including additional presentations to organizations
52 and groups, articles in newsletters, joint Roads & Transit open houses with Sound
53 Transit, newspaper advertising and website informational postings.

54 I. The Planning Committee considered potential local, state and federal revenue
55 sources in developing the Recommended Plan, which leverages the proposed financial
56 contribution by RTID, assuming the agency is formed, so that the local, state and federal
57 and other revenue sources continue to fund major congestion relief and transportation
58 capacity improvement projects in each county in the proposed RTID.

59 J. The Planning Committee, with assistance from the Washington state
60 Department of Transportation, worked to develop cost forecasts for proposed

61 transportation projects, integrating its project costing methodology with revenue forecasts
62 in developing the Recommended Plan.

63 K. As required by RCW 36.120.040(5), the Recommended Plan includes cost
64 estimates for each transportation project, including reasonable contingency costs, and
65 provides estimated project costs in constant dollars as well as year of expenditure dollars,
66 ranges of project costs reflecting levels of project design, identification of mitigation
67 costs, ranges of revenue forecasts and cash flow and bond analysis.

68 L. As required by RCW 36.120.040(5), the Recommended Plan also provides
69 that funds will be maximized to implement projects in the Recommended Plan, including
70 paying environmental and mitigation costs, and that administrative costs will be
71 minimized.

72 M. As required by RCW 36.120.045, the Recommended Plan includes a funding
73 proposal for the state route number 520 bridge replacement and an HOV project that
74 assures full project funding for seismic safety and corridor connectivity on state route
75 number 520 between I-5 and I-405.

76 N. On June 11, 2007, the council received from the RTID Planning Committee,
77 the Recommended Plan, Attachment A to this ordinance.

78 O. RCW 36.120.070 permits the county council, within ninety days of receipt of
79 a proposed "regional transportation investment plan" under RCW 36.120.040, to agree to
80 participate and submit to the voters of a proposed RTID a single ballot proposition that
81 approves formation of the RTID and approves the regional transportation investment plan
82 including the revenue sources necessary to finance the plan.

83 P. The Metropolitan Transportation Plan, also referred to as Destination 2030,
84 adopted by the Puget Sound Regional Council ("PSRC") on April 5, 2007, includes
85 substantially all of the projects in the Recommended Plan, and the plan-level
86 environmental documents prepared and issued by the PSRC under the state
87 Environmental Policy Act ("SEPA") for the Metropolitan Transportation Plan, including
88 but not limited to the final environmental impact statement ("EIS"), on Destination 2030
89 dated May 10, 2001 and the EIS Addendum on Destination 2030 dated March 5, 2007,
90 substantially encompass the range of proposed plan-level actions, alternatives and
91 impacts for the Recommended Plan.

92 Q. The county's designated SEPA responsible official issued a notice and
93 statement of adoption on June 14, 2007 adopting the PSRC EIS documents on the
94 Metropolitan Transportation Plan and the associated 2005, 2006 and 2007 addenda; and
95 the county has committed, as stated in the Planning Committee Resolution, the
96 Recommended Plan and the county's notice and statement of adoption, that appropriate
97 project-level environmental review under SEPA will be conducted by the appropriate
98 agencies for the projects in the plan.

99 R. The county's comprehensive plan contemplates by reference the projects in the
100 Recommended Plan.

101 S. RCW 36.120.070 provides that the question of whether or not RTID shall be
102 created and whether or not the Recommended Plan shall be approved may be submitted
103 by participating counties to the qualified electors of the proposed RTID for their
104 ratification or rejection.

105 T. RCW 36.120.070 requires participating counties to submit the proposition as a
106 single ballot proposition including Sound Transit’s plan to support its system and
107 financing plan, or additional implementation phases thereof, developed under chapter
108 81.112 RCW to the voters at the November 2007 general election.

109 U. As authorized by RCW 36.120.070, the Planning Committee has drafted the
110 ballot proposition on behalf of the county legislative authorities. The ballot proposition is
111 set forth in the Planning Committee Resolution in substantially the form set forth in
112 section 4, chapter 509, Laws of 2007.

113 V. It is in the best interests of the residents of the county that the county shall
114 participate and submit the Recommended Plan, including the proposed revenue sources
115 and RTID boundaries recommended in the Recommended Plan, to the voters at the
116 November 2007 election.

117 W. The Recommended Plan is a “regional transportation investment plan” as that
118 term is defined in RCW 36.120.020(7) and meets the requirements for a regional
119 transportation plan set forth in chapter 36.120 RCW.

120 X. The boundaries for the proposed RTID identified in the Recommended Plan
121 include at least all of the contiguous areas within Sound Transit’s regional transit
122 authority serving the county, meeting the requirements set forth in RCW 36.120.030(1).

123 Y. The proposition authorized to be submitted to the voters and described in this
124 ordinance has for its object the furtherance and accomplishment of a system of regional
125 transportation that constitutes a single purpose. The Recommended Plan and Sound
126 Transit’s ST2 Package together identify transportation improvements consisting of road
127 and transit projects that form integral parts of, and are naturally and necessarily related to,

128 a single regional transportation system, as part of a comprehensive approach to
129 transportation investments to help reduce transportation congestion, increase road and
130 transit capacity, promote safety, facilitate mobility of freight and people and improve the
131 health, safety, and welfare.

132 **SECTION 2. Election to participate; approval of recommended plan and**
133 **boundaries for submittal to voters; future modifications.**

134 The county elects to participate in the RTID and approves the RTID boundaries
135 and Recommended Plan for submittal to the voters in the form of a single ballot
136 proposition that approves formation of the RTID, approves the RTID Recommended Plan
137 and approves the revenue sources necessary to finance the plan. Upon approval of the
138 Recommended Plan by the voters (as approved, the "Plan"), the Plan may be modified
139 from time to time only as permitted by state law and Planning Committee Resolution PC-
140 2007-02.

141 **SECTION 3. Call for special election.** In accordance with RCW 29A.04.321, a
142 special election to be held in conjunction with the general election is called for November
143 6, 2007, to consider a proposition approving the creation of RTID and approving the
144 Recommended Plan and the revenue sources set forth in the Recommended Plan. The
145 manager of the records, elections and licensing services division shall cause notice to be
146 given of this ordinance in accordance with the state constitution and general law and to
147 submit to the qualified electors of the proposed RTID within the county, at the special
148 county election, the proposition hereinafter set forth. The clerk of the council shall
149 certify that proposition to the manager of the records, elections and licensing services

150 division, in the following form, as drafted by the Planning Committee pursuant to RCW
151 36.120.070:

152 **SOUND TRANSIT (A REGIONAL TRANSIT AUTHORITY)**

153 **AND**

154 **RTID (A REGIONAL TRANSPORTATION INVESTMENT DISTRICT)**

155 **PROPOSITION #__**

156 **REGIONAL ROADS AND TRANSIT SYSTEM**

157 To reduce transportation congestion, increase road and transit capacity,
158 promote safety, facilitate mobility, provide for an integrated regional
159 transportation system, and improve the health, welfare, and safety of the
160 citizens of Washington, shall Sound Transit (a regional transit authority)
161 implement a regional rail and transit system linking Lynnwood, Shoreline,
162 Northgate, Seattle, Bellevue, Redmond, SeaTac airport, Kent, Federal
163 Way and Tacoma as described in the Sound Transit 2 plan, financed by
164 the existing taxes approved by the voters in 1996 and an additional sales
165 and use tax of up to five-tenths of one percent imposed by Sound Transit,
166 all as provided in Resolution No. [2007-insert number]; and shall a
167 regional transportation investment district (RTID) be formed and
168 authorized to implement and invest in improving the regional
169 transportation system by replacing vulnerable bridges, improving safety,
170 and increasing capacity on state and local roads to further link major

171 education, employment, and retail centers as described in Moving Forward
172 Together: A Blueprint for Progress – King Pierce Snohomish Counties,
173 financed by a sales and use tax of up to one-tenth of one percent and a
174 local motor vehicle excise tax of up to eight-tenths of one percent imposed
175 by RTID, all as provided in Resolution No. PC-2007-02; further provided
176 that the Sound Transit taxes shall be imposed only within the boundaries
177 of Sound Transit, and the RTID taxes shall be imposed only within the
178 boundaries of the RTID?

179 YES.....

180 NO.....

181 **SECTION 4. Voter approval.** As required by RCW 36.120.070, the electorate
182 considering the proposition will be the voters voting within the boundaries of the
183 proposed RTID. A simple majority of the total persons voting on the ballot proposition is
184 required for approval. The proposition shall not be considered approved unless both a
185 majority of the persons voting on the proposition residing in the proposed RTID vote in
186 favor of the proposition and a majority of the persons voting on the proposition residing
187 within the Sound Transit regional transit authority vote in favor of the proposition.

188 **SECTION 5. Severability.** If any provision of this ordinance shall for any
189 reason be held to be invalid, such invalidity shall not affect or invalidate any other
190 provision of this ordinance, but this ordinance shall be construed and enforced as if such
191 invalid provision had not been contained herein; provided, that any provision which shall

192 for any reason be held to be invalid shall be deemed to be in effect to the extent permitted
193 by law.


194 SECTION 6. Ratification. The Convening Motion, the county's participation in
195 the RTID Planning Committee and the certification of the proposition by the clerk of the
196 council in accordance with law before the election on November 6, 2007, and any other
197 act consistent with the authority and before the effective date of this ordinance are hereby
198 ratified and confirmed.

199


Ordinance 15854 was introduced on 6/18/2007 and passed by the Metropolitan King
County Council on 6/25/2007, by the following vote:

Yes: 9 - Mr. Gossett, Ms. Patterson, Ms. Lambert, Mr. von Reichbauer, Mr.
Dunn, Mr. Ferguson, Mr. Phillips, Ms. Hague and Mr. Constantine
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

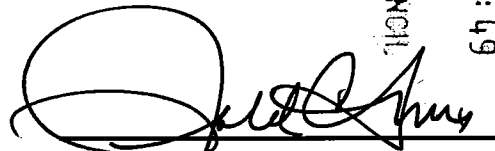

Larry Gossett, Chair

ATTEST:



Anne Noris, Clerk of the Council

APPROVED this 6 day of July, 2007.

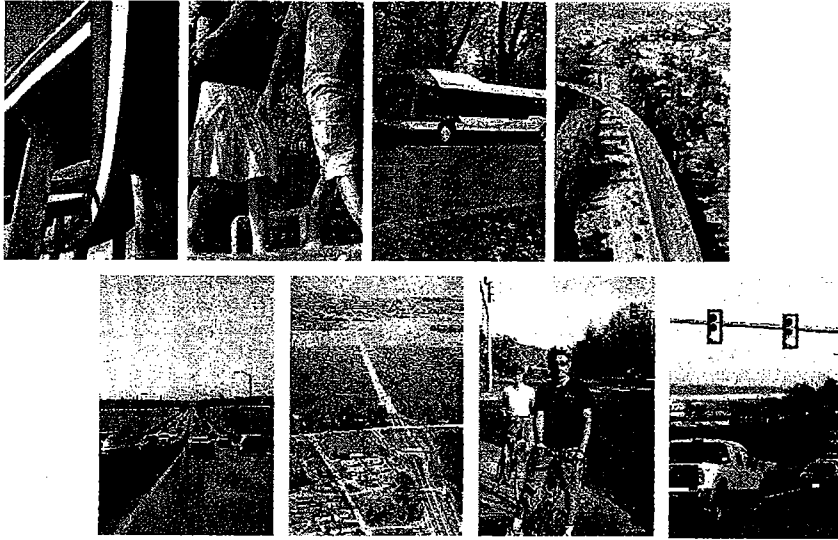


Ron Sims, County Executive

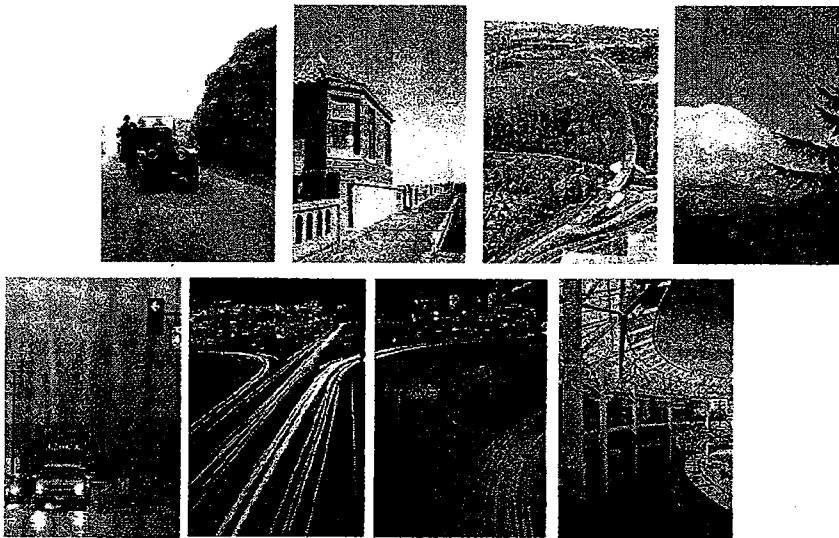
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CLERK
KING COUNTY COUNCIL

Attachments A. Moving Forward Together: A Blueprint for Progress King, Pierce, Snohomish
Counties

15854

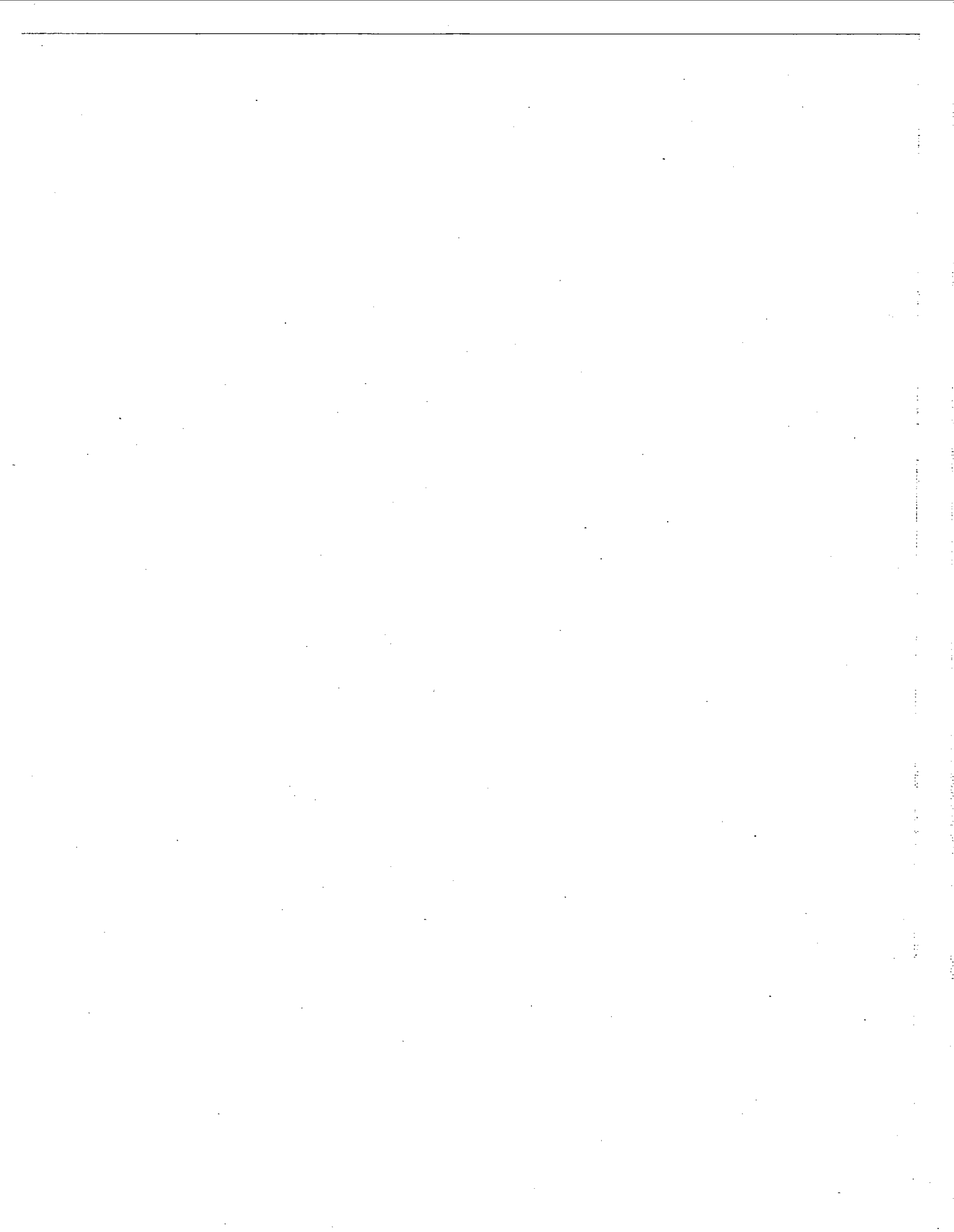


Moving Forward Together:
A Blueprint for Progress
King, Pierce, Snohomish Counties



Regional Transportation Investment District

Planning Committee Recommendation
June 8, 2007



Regional Transportation Investment District

Moving Forward Together: A Blueprint for Progress King, Pierce, Snohomish Counties

Planning Committee Recommendation

June 8, 2007

Regional Transportation Investment District planning committee members:

| | |
|---|--|
| Shawn Bunney, Pierce County, executive board chair* | Jane Hague, King County** |
| Julia Patterson, King County, executive board vice chair* | Kirke Sievers, Snohomish County** |
| Dow Constantine, King County* | John Koster, Snohomish County** |
| Reagan Dunn, King County* | Dave Sommers, Snohomish County |
| Tim Farrell, Pierce County* | Barbara Gelman, Pierce County |
| Dave Gossett, Snohomish County* | Dick Muri, Pierce County |
| Gary Nelson, Snohomish County* | Roger Bush, Pierce County |
| Terry Lee, Pierce County** | Larry Gossett, King County |
| Calvin Goings, Pierce County** | Kathy Lambert, King County |
| Larry Phillips, King County** | Pete von Reichbauer, King County |
| Bob Ferguson, King County** | Doug MacDonald, Secretary of Transportation, WSDOT |

*executive board member

**executive board alternate



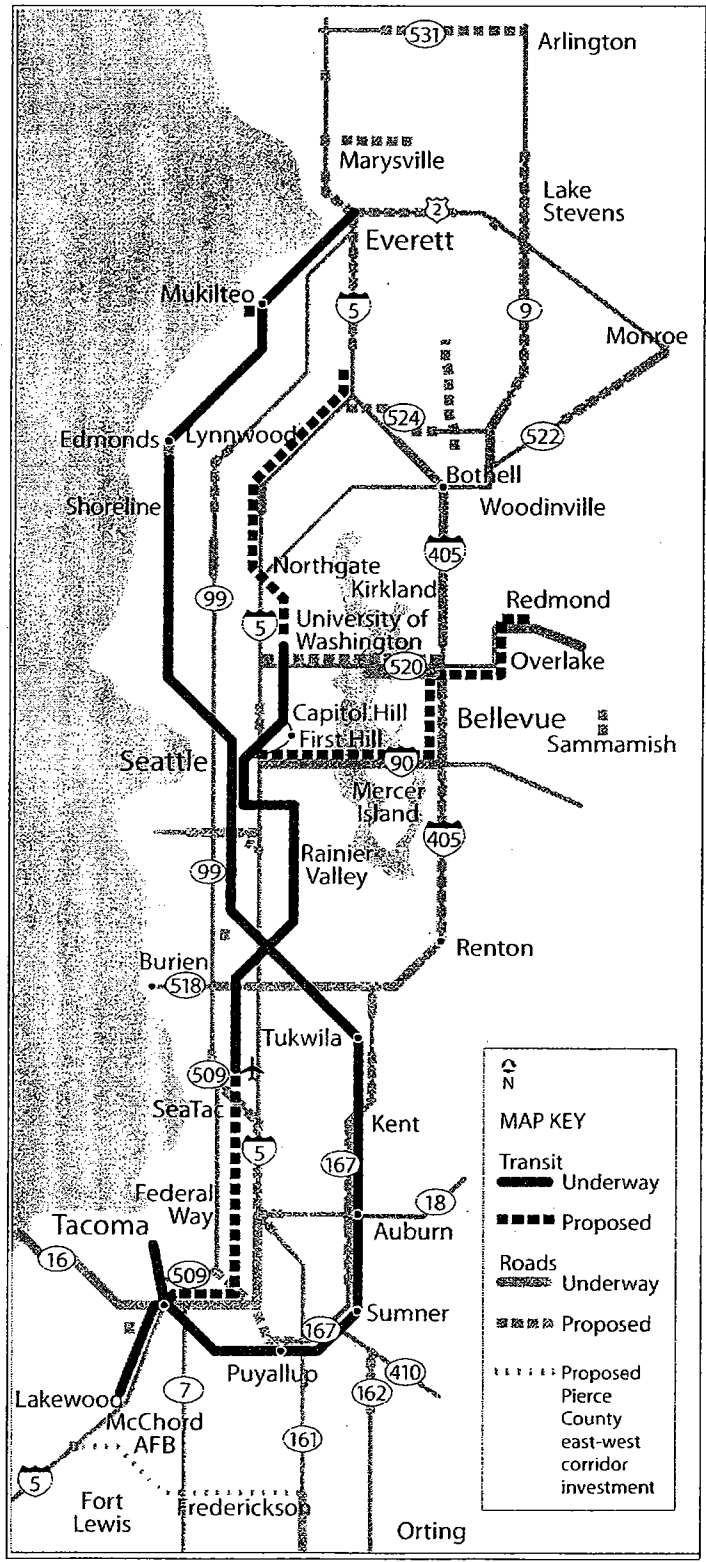
Regional Transportation Investment District

Moving Forward Together: A Blueprint for Progress King, Pierce, Snohomish Counties

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The Draft Roads & Transit Investment Package



I. Introduction

The central Puget Sound region is on the verge of a great initiative. This spring, the Regional Transportation Investment District (RTID) will finish its plan: the *Blueprint for Progress*. We've been coordinating our planning with Sound Transit's plans for their phase two, *Sound Transit 2*. Our joint *Roads & Transit* plan when implemented will dramatically improve our highways, transit, and safety, and benefit the way people and goods get around the region for generations to come.

The *Blueprint for Progress* is our opportunity to do to do things better, on a scale equal to the traffic problems we face.

Traffic: What it's Doing to Us

Traffic. No other issue has vexed our region for so long. Our past failure to make focused transportation investments is the single biggest threat to our economic prosperity and quality of life.

We have a lot at stake. The central Puget Sound region is the fastest growing area and economic hub for our state. The region is part of a global economy, home to major seaports and employers, including: Boeing, Costco, The Gates Foundation, Microsoft, Nordstrom, Paccar, Puget Sound Energy, REI, Russell Company, Starbucks, Washington Mutual (WaMu), and Weyerhaeuser. Our unique and attractive landscape of mountains, rivers, lakes, and salt water make our region a destination and nurture an environmental ethic. However, our desirability as a place to live and visit, our economic success and our population growth are causing the region to struggle with serious transportation problems.

Extreme and prolonged traffic congestion and aging infrastructure threaten to overwhelm our prosperity. More households than ever before have two workers, and homes and businesses are more dispersed as a result of workers seeking affordable housing and the rise of new employment centers in mid-sized cities. Not surprisingly, traffic congestion, travel times, travel unpredictability, and vehicle crashes have increased.

Meanwhile, the population of the central Puget Sound region continues to grow rapidly, with nearly another 1 million more people expected to be living in King, Pierce, and Snohomish counties by 2030. Most will be our children and our children's children. That is a 40 percent increase in just the next 23 years. Last year alone, our population increased by 60,000 people in Snohomish, King, and Pierce counties—that's 5,000 more people each month. As that trend continues, our already overburdened transportation system will grind to a halt.

More than 40 years of underinvestment in our transportation system has finally caught up with us. Some of our aging infrastructure is dangerous; our roads are overflowing with traffic, and the public wants more to be done now.

It's About Time

Our transportation crisis is the target of RTID's *Blueprint for Progress*—a coordinated plan to improve critical transportation corridors, improve safety, invest in transit-friendly improvements and build new bridges that will reduce traffic backups and keep people and freight moving in the most congested corridors in Snohomish, King and Pierce counties.

The *Blueprint for Progress* invests first in the most congested corridors across central Puget Sound, such as I-405 between Renton and Bellevue, which experiences up to 14 hours of traffic congestion a day. The *Blueprint* will make traffic flow better on I-5 by connecting key roads and freeways: for example linking SR 509 to I-5 south of Sea-Tac Airport and reducing the back-up on I-5. The *Blueprint* will also improve heavily congested roads such as SR 9 and US 2 that serve designated growth areas in Snohomish County.

Band-aids and quick fixes won't cut it anymore. We need to make substantial investments in our most heavily-traveled corridors to make a real difference.

RTID is focusing on investments that do the most to reduce congestion and ease choke points—both where they exist today and where they will be in the future. We are planning to phase the construction to minimize disruptions. The project financing is being timed to reduce costs and to leverage limited dollars.

We are coordinating the road improvements with Sound Transit's phase 2 (ST2) investments that will expand on the regional transit and light rail system currently being built. The transit package will include light rail extensions from Seattle north to South 164th Street/Ash Way in Snohomish County, east to the Overlake Transit Center in Redmond and the Microsoft campus and south to downtown Tacoma, along with more commuter rail and express bus service in all three counties. A number of our road investments are designed to reduce bus and car conflicts and delays.

Light rail will dramatically reduce the time it takes to get from Bellevue to Qwest Field in downtown Seattle—from 37 minutes on transit today to about 20 minutes. That's every day, reliably and predictably.

The *Blueprint* and *Sound Transit 2* combine to form the *Roads & Transit* package. The *Roads & Transit* package will present to voters the first unified program of investments in highways, bridges, light- and commuter-rail, HOV lanes, park & ride lots, and express and local bus service in the central Puget Sound area. We are making sure all of them work together for everyone—whether they drive a car or truck or take transit.

We can do this and, fortunately, we are not starting from scratch. The *Blueprint for Progress* builds on the investments in roads, bridges and freight and truck routes that were approved by the legislature in 2003 and 2005, the Nickel and the Transportation Partnership Act (TPA) programs, and the voters upheld the TPA program when some tried to repeal it. Sound Transit's program builds on the investments voters approved in phase one, *Sound Move*, 10 years ago.

One Region, One Transportation Plan

We have made great strides since state legislation in 2002 allowed Snohomish, King, and Pierce counties to develop a regional transportation proposal. It is culminating with our cooperation with Sound Transit and other transit-agency partners in 2007 to develop an integrated *Roads & Transit* package.

Getting here hasn't been easy or assured. The complexity and size of our transportation problems are immense. Despite this, the *Blueprint for Progress* reflects years of close collaboration by local leaders to reach a common view on which transportation projects are going to be built in the Puget Sound region—from Arlington to Lakewood—over the next 20 years.

RTID members—whether we are from urban, suburban or rural communities—are united by a shared vision for the future: a regional transportation system that works and supports a vibrant economy with good jobs.

Public Helps Shape the Plan

The *Blueprint for Progress* is the result of efforts by thousands of community leaders and citizens from across central Puget Sound to reach agreement on the most significant regional transportation investments since the freeway system was built fifty years ago.

RTID members listened to the public, local officials and community leaders as we made decisions on our transportation priorities. People told us to get things done and to think big—to focus on investments that do the most to reduce congestion, address dangerous conditions and make a difference.

The RTID planning committee will send the final *Blueprint for Progress* to the Snohomish, King and Pierce county councils and executives for approval in June 2007. The approved RTID plan will be combined with *Sound Transit 2* as the *Roads & Transit* measure to be placed on the ballot in November 2007.

It's Time to Get Moving

Many of us have lived through the explosive growth in our region. Imagine what our traffic problems will be when another million people come to the Puget Sound region in the next 20 years. The stakes couldn't be higher. The choice is simple: we can get moving on our traffic problems, or we can do nothing and keep sitting in traffic. The *Blueprint for Progress* is about getting us moving.

II. Proposed Investment Strategy and Plan

Overview

The state legislature authorized the creation of regional transportation investment districts in 2002. (See RCW 36.120) Major urban regions were given authority to create investment districts because many of the state's transportation facilities have failed to keep up with population growth and because the state cannot by itself fund in a timely way necessary improvements on the state system.

Snohomish, Pierce and King counties convened the first meeting of the RTID planning committee authorized by the state on June 19, 2002, to begin planning a regional transportation investment strategy. A variety of factors have contributed to how the RTID developed its investment strategy over time. The Puget Sound Regional Council (PSRC), Washington State Department of Transportation (WSDOT), and local government transportation planners provided traffic flow and origin and destination travel information that were used to help identify investments with the greatest congestion relief benefit. WSDOT staff analyzed previous projects to factor in-funding from the 2003 Nickel and 2005 Transportation Partnership Act (TPA) approved by the state.

The RTID executive board considered ways to leverage these state investments. Some projects were removed from consideration as other funding became available for construction. For example, the RTID executive board previously considered funding the HOV lanes on I-5 in Pierce County; however, the state TPA is now funding that project. Other factors for project selection included Sound Transit phase 2 planning, and successful votes in 2006 for the City of Seattle's *Bridging the Gap* and King County's *Transit Now* proposals. In addition, public comments from the 2006 and 2007 public comment periods have been analyzed and included where possible.

The RTID executive board worked with WSDOT and other project lead agencies to ensure cost estimates are up to date. This plan uses cost update information from the fall of 2006, reflecting the recent high construction costs due to world-wide demand for materials and labor. The WSDOT web site, www.wsdot.gov, includes detailed information on the cost update assumptions and methods. The costs of projects have changed due to increases in base costs, including rights-of-way purchase assumptions, commodity prices, and scope changes; risk of project delay or other major external events that could increase project costs; and inflation. RTID used independent experts to review the initial investment strategy and worked with WSDOT to ensure that all projects have a high probability of being built within the estimated cost.

The project scopes included in the original *Blueprint for Progress* have been re-examined to ensure the highest value project for the most cost-efficient investment. A project sequencing and staging plan is included with this plan in Appendix C.

State and Regional Policy Foundation

This investment strategy builds upon State goals and objectives regarding the operation of an efficient statewide transportation system, including regional investment in state facilities. Substitute Senate Bill 5412 amends RCW 47.01 to include the following policy goals:

Preservation: To maintain, preserve, and extend the life and utility of priorities 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 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 continuously improve the quality, effectiveness, and efficiency of the transportation system.

Furthermore, RCW 36.120 sets forth performance criteria to be considered in selecting transportation projects to improve corridor performance. Relative to the state's policy goals, RTID is aimed primarily at the mobility goal. RTID's project selection and performance criteria set by law are:

- Reduce the level of congestion and improve safety (*mobility and safety*)
- Improve travel time (*mobility*)
- Improve air quality (*environment*)
- Increase daily and peak period person and vehicle trip capacity (*mobility*)
- Reduce person and vehicle delay (*mobility*)
- Improve freight mobility (*mobility*)
- Make cost-effective investments (*stewardship*)

Additionally, RCW 36.120.020 identifies the following goals for traffic mitigation during construction in affected corridors:

- Reduce drive alone trips
- Reduce delay per person and per unit of goods
- Improve system performance

Environmental Review and Policy Direction

The Pacific Northwest has a strong environmental ethic including protection of natural resources and endangered species, reducing water and air pollution, preserving farm land and open space, protecting neighborhoods, and leading an active and healthy lifestyle. The *Blueprint for Progress* includes investments that restore and protect habitat. Investments also include sidewalks, bicycle lanes, bus-only lanes, HOV lanes, opportunities for HOT lanes, traffic signals, bus stops and shelters, park and ride lots, bus purchases and operational expenses for traffic mitigation provided solely for specific projects as outlined in this plan. These may include transit service hours; trip reduction incentives; nonmotorized mode support; and ridematching services. This plan includes guiding principles to optimize the regional transportation system and to coordinate with the State of Washington to ensure that state environmental goals are achieved.

The RTID planning committee reviewed the proposed investment strategy for conformance with the Puget Sound Regional Council's metropolitan transportation plan, *Destination 2030*, and they also reviewed the associated environmental documents that were provided to them electronically and in hard copies. In addition, the planning committee also reviewed Sound Transit's *Sound Transit 2* plan and its associated environmental documents. RTID staff worked closely with staff from the PSRC and Sound Transit to coordinate analysis and assumptions to develop an integrated transportation plan for the voters to consider that is consistent with *Destination 2030*. Appropriate project-level environmental reviews will be conducted by the proper agencies for the projects in the proposed Regional Transportation Investment District plan. The RTID investment plan includes highways of statewide significance, arterials, local collectors, transit capital and service investments. *Destination 2030* explicitly references major regional projects and addresses more generally investments at the arterial level as well as localized transit investments. Changes in facilities associated with projects, and changes of projects that are referenced in *Destination 2030* will not change the programmatic analysis associated with this plan.

Transportation and land-use planning have a direct relation to climate change. A system-wide approach is needed to account for and mitigate climate change impacts in the planning, design, construction and operation of transportation projects in the region. On May 4, 2007, the RTID executive board took action to work with the Puget Sound Regional Council to examine and address climate change policies and strategies as part of the required update to *Destination 2030*.

Most of the RTID investments are transportation facilities currently owned by the State of Washington. According to CTED and Department of Ecology, nearly 50% of greenhouse gas emissions in Washington State come from the transportation sector. The governor and state legislature have adopted goals to cut greenhouse gas emissions 50% below 1990 levels by 2050. Recent actions by the state to meet these goals include requiring new cars and light trucks to reduce CO₂ emissions by more than 30%, and a renewable fuel standard requiring 2% of transportation fuel sold to be biodiesel or ethanol.

On top of these measures, the state has committed to reducing per capita vehicle miles traveled to support an environmentally sustainable transportation system. The State of Washington and Puget Sound counties are national leaders in managing vehicle miles traveled. Efforts currently underway such as linking land use and transportation planning will need to be enhanced to achieve climate change goals. The measures may be as far-

reaching as creating affordable housing near jobs; supporting transit-oriented development; increasing alternatives to single-occupancy vehicle trips; and increasing the use of technology and telecommuting. The RTID recognizes that a comprehensive approach is needed to combat climate change and supports the state commitment to reducing vehicle miles traveled. Over the life of the investment plan, the RTID will do this by using its funding to leverage commitments from partner agencies to seek opportunities to reduce vehicle miles traveled. The transit components of the highway projects in the *Blueprint* are sequenced to maximize congestion relief and mobility and the construction mitigation funds are expressly permitted to help shift modal choice. RTID will also work with the lead agencies it funds to encourage identification of opportunities to reduce vehicle miles traveled during design, engineering, construction and operations phases of the projects referenced in the plan.

Anticipating Change

The *Blueprint* identifies transportation projects which, in conjunction with the transit proposal recommended by Sound Transit, represent cost-effective investments to reduce levels of congestion, improve safety, travel time or air quality, increase person and vehicle trip capacity, reduce person and vehicle delay and improve freight mobility within the proposed RTID boundaries. The accompanying financial plan projects that the two revenue sources identified in the *Blueprint* will produce adequate revenues to construct the recommended transportation projects over the projected construction schedule. The estimated costs of the projects assume that certain facilities will be built as part of these projects based on the best engineering and cost projections currently available, including the detailed projections required under RCW 36.120.040(5).

The legislation that authorizes the creation of RTID acknowledges that over the twenty-year investment plan period for RTID, there are likely to be circumstances that may require changes to the transportation projects and certainly modifications to the facilities being considered to implement those projects. These circumstances could include unexpected cost increases for materials, unforeseen environmental conditions, the availability of new technologies or additional federal, state or local funding and other factors that may or may not be foreseeable but are currently unknown.

The legislation establishes limits on the ability of the RTID board to change the transportation projects contained in the voter-approved *Blueprint* while it also acknowledges the likelihood of changed circumstances. The legislation specifically addresses the authority to change the transportation projects and the sources of revenue and allows a change in transportation projects or revenue sources only if two or more participating counties adopt a resolution to modify the plan and voters approve the redefined plan. The RTID board is also authorized to modify the plan to change transportation projects within a county with board and county voter approval, subject to maintaining overall equity among the participating counties. If the cost of a transportation project exceeds its original cost estimate by more than twenty percent, the RTID board may submit to voters a ballot measure that redefines the scope of the project, its schedule, or its costs or the counties may elect to have RTID proceed with the project. The legislation thus assures voters that the RTID board cannot substitute a new project for an approved project or abandon an approved project without resubmitting the issue to the voters.

The legislation acknowledges that transportation projects may have many components and many ways to achieve the mobility, capacity, safety, and environmental goals of the approved projects. These components, as identified in the legislation, can include highway approaches, high-occupancy vehicle lanes, flyover ramps, park-and-ride lots, bus pullouts, vans for vanpools, buses, signalization, ramp metering, operational expenses for traffic mitigation, and other system management improvements. The legislation requires that RTID issue reports, at least annually, to indicate the status of project costs, project expenditures, revenues and construction schedules. These reports may include progress toward meeting the performance criteria established under the legislation.

The completion of the transportation projects recommended in the *Blueprint* will take over twenty years. Each project must be designed and engineered, be subject to environmental review, be approved by the RTID board, be contracted for and constructed. Some of the projects may not commence construction for many years. Subject to the constraints imposed by the legislation, RTID needs to reserve to itself the ability to adjust to changing or unforeseen conditions as it designs the projects and implements the *Blueprint*. Thus, the descriptions of the facilities to be constructed as part of the transportation projects may be modified or replaced with other facilities to implement or improve the same transportation project. Furthermore the sequence of constructing facilities or transportation projects likewise may be modified over time to accomplish the plan, and thus reflect adaptation to changed conditions.

The RTID board will adopt procedures for approving any modification or replacement of a facility or change in sequencing, which will include a public notice procedure and opportunities for public comment. In addition, any modification or replacement of a facility or change in sequencing will be included in the report requirement by the legislature under RCW 36.120.140(4). Although facilities may be modified or replaced, or sequencing changed, upon RTID board approval, in accordance with the board's adopted procedures, any modifications of the plan to change a transportation project must be completed in accordance with RCW 36.120.140(1) or (2), as applicable. If a transportation project cost exceeds its original cost by more than twenty percent as identified in the plan, the board may proceed only in accordance with RCW 36.120.140(3).

The authorizing legislation and the *Blueprint* attempt to balance the need to define with voter consent the projects to be undertaken and the practical need to implement the *Blueprint* with some flexibility to best achieve its goals.

Guiding Principles

The RTID executive board refined a set of principles to help frame the roads investments that are in the *Blueprint for Progress* and will be in the regional *Roads & Transit* package. These principles combine RTID statutory requirements; principles from the original *Blueprint for Progress* adopted on January 26, 2006; and revised principles adopted by the executive board on January 12, 2007. Principles were further expanded in making final investment decisions based on public comment received on the January 26, 2007 draft *Blueprint*.

The guiding principles are listed below:

Build Off Existing Investments in Key Areas

Focus on corridors where the value of existing state and local investments can be significantly increased by completing additional improvements in that corridor.

Focus on important time-sensitive corridor improvements that were not funded or have not been adequately funded by state or local investments.

Recognize that there are shared cost responsibilities for the SR 520 Bridge as described in the SR 520 funding strategy in this plan.

Prioritize Regional Investments into Critical Corridors and Key Investments

Recognize that the region's needs exceed our ability to fund all projects at the same time.

Make investments that further the purposes of the Puget Sound Regional Council's metropolitan transportation plan, *Destination 2030*, to provide transportation mobility and access. Ensure that projects are included in *Destination 2030* and are consistent with associated environmental documents.

Focus on corridors and investments to reduce congestion and improve safety, improve travel time, increase daily and peak person and vehicle trip capacity, reduce person and trip delay, and improve air quality.

Improve freight mobility.

Utilize an implementation plan that provides incentives for re-investing cost savings, efficiencies, and subsequent matching funds to enhance the transportation benefits in that corridor.

Optimize the regional transportation system by focusing on ways to increase mobility within corridors and anticipate change

Use regional funding of state facilities to leverage system management that assures reliable system performance. Reliable system performance is defined as an average travel speed of 45 miles per hour for half the weekdays on a corridor segment. The system performance is not reliable if average travel speed drops below 45 miles per hour for an hour or more. This measurement may be improved over time to better assess system performance but not to accommodate reduced system performance.

Ensure reliable system performance by continuously evaluating design, engineering, construction, and operations to make sure that investments accommodate technology for active traffic management, tolling, intelligent transportation systems, and other technologies that may emerge over the life of the investment plan.

If this evaluation determines that a corridor is unreliable or is projected to become unreliable, the RTID board will work with Washington State and its tolling authority, if necessary, to implement variable pricing, HOT lanes, tolling, and other management tools in the following King County corridors: SR 520, I-90, I-405, SR-167, SR-509. The RTID will work with the State or its tolling authority, if necessary, to implement pricing or tolling measures on highways of statewide significance if they are necessary to fund completion of projects defined in the plan or pay for essential improvements, and may use such funds to retire debt early or reduce the amounts for other revenue sources. In Snohomish and Pierce counties, the RTID board will work with PSRC and WSDOT to ensure tolling feasibility work is accomplished comparable to that completed to date in King County.

Build on the State of Washington SR 167 HOT lane pilot program. The State of Washington has recently undertaken several tolling studies and has adopted legislative direction about the future of tolling. The Regional Transportation Commission (RTC) found "...there is a vital need for ... tolls as a source of revenue and to manage demand." In 2006-2007 the Legislative Evaluation and Accountability Program in its capital study identified corridors in the region for future pricing strategies. During the 2007 legislature HB 1094 and SB 5412 also provide direction on future tolls and pricing.

Work with the State of Washington and its tolling authority to ensure, that when instituted, tolls within the RTID benefit the regional transportation system. Build on the priorities identified in the United States Department of Transportation's national strategy to reduce traffic congestion and the Urban Partnership Agreement, as well as other current and future USDOT congestion relief programs. These priorities now include technology tolling, transit, and telecommuting options.

Look to examples from other states that have adopted design guidelines for highways that are more accommodating to emerging technologies, policy priorities, and unique geographical constraints and conditions.

Ensure RTID-funded investments are constructed using the best practices for energy savings and reduced emissions consistent with state policy. Encourage the purchase of hybrid buses or other clean technology. Consider the provision of services for plug-in electric cars at park and ride lots.

Support integrated transportation and land use within the region by ensuring investments serve designated urban growth areas with a mix of jobs and housing.

Create an Integrated Regional Transportation Plan that Includes Both Roads and Transit Together

Model integration after successful examples of combined road and transit packages from San Diego, Denver, and Vancouver, B.C.

Review project phasing and staging to maximize reliability and certainty of the region's transportation system while minimizing disruption during construction.

Plan for transit to assist in traffic flow as an eligible investment for RTID funding to provide construction traffic impact mitigation.

Demonstrate to our voters that we have a unified regional transportation plan that makes sense and is affordable.

Keep the Roads & Transit Package Affordable

Ensure that investments are cost effective.

Limit revenue sources.

Reduce reliance on the sales tax and place primary reliance on the motor vehicle excise tax (MVET) to provide the necessary funding.

Use bonding to the extent necessary to implement the *Blueprint for Progress* projects on a timely basis.

Leverage federal, state, regional, and local funds to minimize financing costs.

Ensure Project Delivery Accountability

Optimize investments by remaining flexible and using alternative contracting approaches for project delivery such as design-build.

Establish accountability mechanisms to encourage the State of Washington and other transportation facility owners receiving regional funds to comply with project reporting requirements to be set by the district. These measure will include but not be limited to the following provisions in Chapter 47.01.012 (Section 6) RCW:

Balance system safety and convenience through all phases of a project to accommodate all users of the transportation system to safely, reliably and efficiently provide mobility to people and goods.

Develop strategies to gradually reduce the per capita vehicle miles traveled based on consideration of a range of reduction methods.

Consider efficiency tools including high-occupancy vehicle and high-occupancy toll lanes, corridor specific and system-wide pricing strategies, active traffic management, commute trip reduction, and other demand management tools.

Promote integrated multi-modal planning.

Encourage engineers and architects to design environmentally sustainable, context sensitive transportation systems.

Leverage regional funds to achieve the greatest ecosystem benefits by coordinating project level environmental mitigation.

Coordinate with the Puget Sound Regional Council to achieve policy goals established through *Destination 2030* and updates to *Destination 2030*.

Commit to efficient project planning and delivery by coordinating with Sound Transit from project planning through construction.

Establish system performance metrics to be monitored in conjunction with project sponsors, WSDOT, and PSRC to track system performance and to recommend plan modifications if necessary to achieve reliable system performance.

Work with PSRC and other agencies developing metrics for monitoring environmental and public health impacts related to carbon emissions.

Provide Appropriate Oversight

Issue reports consistent with Chapter 36.120 RCW, at least annually, to indicate the status of project costs, project expenditures, revenues and construction schedules. These reports may include progress toward meeting the performance criteria established under the legislation.

Adopt procedures for approving any modification or replacement of a facility or change in sequencing, which will include a public notice procedure and opportunities for public comment.

Optimize the structure of issuing debt to increase project investments and decrease debt service and interest payments.

Adopt procedures for allocating interest and finance savings to the transportation projects in this plan and to retire debt early.

Allow RTID revenue to be used to back bonds and other debt instruments that may be issued by the state, federal government or other lead agencies in order to minimize finance costs.

Establish financial policies consistent with best practices from the U.S. Government Accountability Office (GAO) and the Washington State municipal finance officers association.

The RTID board will establish an oversight panel to provide independent expertise to the RTID in monitoring plan compliance, contracts with project owners, system performance, and the construction mitigation program.

III. District Boundary

In both King and Pierce counties, the proposed RTID boundary line generally matches the boundaries of the existing Sound Transit district, except for a difference in state law that requires the RTID boundary to include complete parcels of land. In Snohomish County the RTID boundary is larger than the Sound Transit district in order to include key road and highway corridors.

Snohomish County presented a different set of needs because the existing Sound Transit (Central Puget Sound Regional Transit Authority or RTA) boundary only includes the southwest urban growth areas (as far north as Everett) and does not include much of the northern and eastern portions of the county where new designated growth areas are located. The RTID boundary includes four major highways of statewide significance (I-5, State Routes 9 and 522, and US 2); several critical road projects to the north, and local transit services. Significant work was undertaken on how best to address the boundary question. Ultimately, after consultation and legal analysis, it was determined that the best way to proceed was to establish a boundary for the RTID that includes Sound Transit's boundary in King and Pierce counties but that also includes additional areas in Snohomish County.

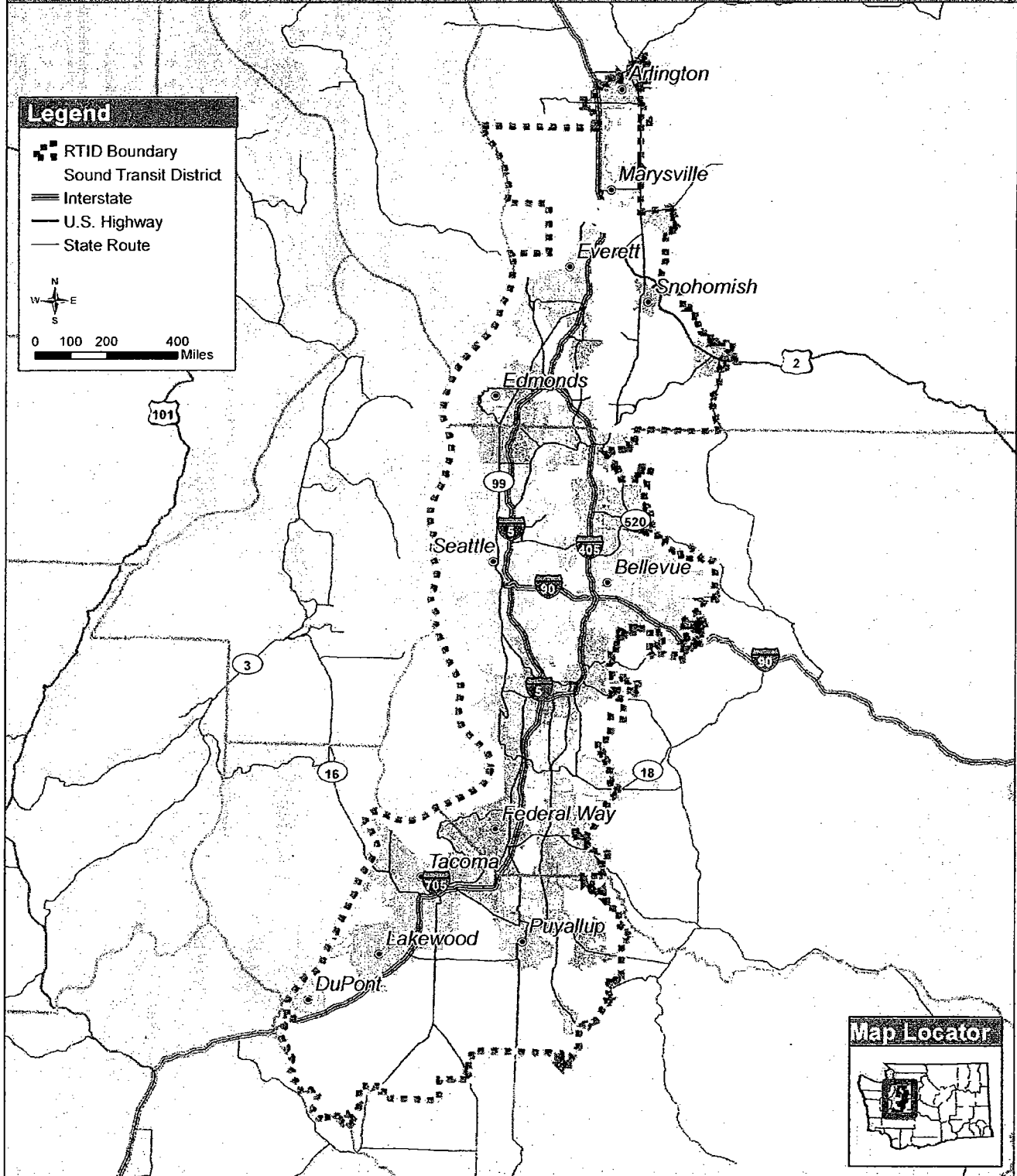
The following guidelines were used in developing the Snohomish County boundary proposal:

- Include projects within the I-5 Snohomish Corridor Action Plan (SNOCAP). This includes both the I-5 and SR 9 corridors from the King County line to Arlington.
- Include the adjoining urban growth areas (UGAs) along the SNOCAP corridor, i.e. I-5 and SR 9.
- Consider existing transit service areas or major routes within Snohomish County for inclusion in the new boundary.
- Include the Tulalip Reservation within the new boundary due to recent and continuing economic development expansion.

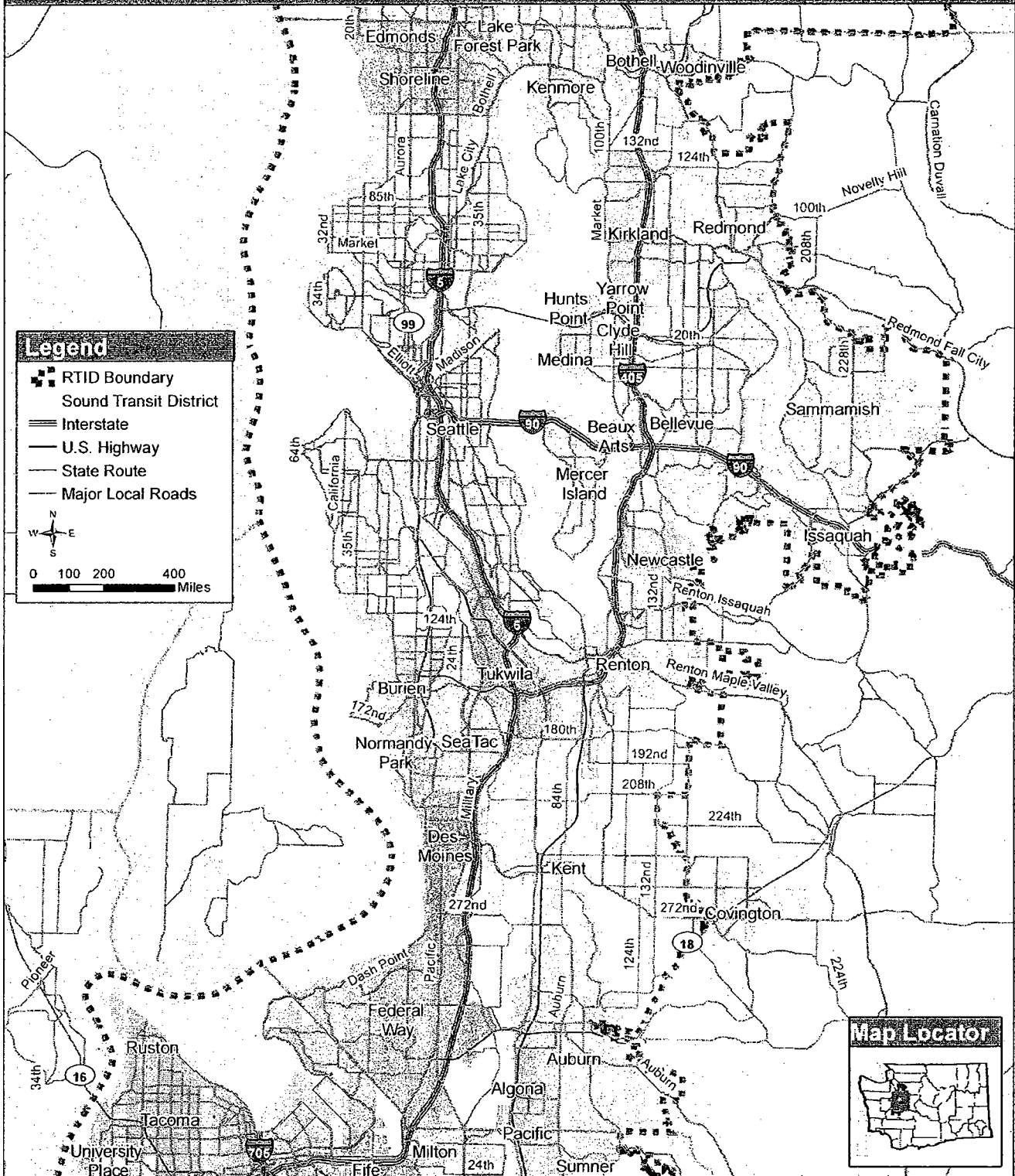
Applying these guidelines resulted in a Snohomish County RTID area bounded by King County to the south; Puget Sound to the west; SR 9 and associated urban growth areas, including Monroe to the east; and Arlington to the north. This boundary allows for a system approach that includes both road and transit projects in the majority of Snohomish County.

The RTID executive board directed staff to take additional steps to establish a legally defined boundary. RCW 36.120.040(1)(a) requires the RTID boundary line to be at least contiguous with the Sound Transit area, and to include complete parcels of land. To meet these requirements, staff worked with county auditors, county election officials and state officials to verify the legal location of the boundary line. Appendix A to this report includes the legal descriptions for the district boundary. Maps of the district are included here and in Appendix A.

Regional Transportation Investment District King, Pierce and Snohomish Counties



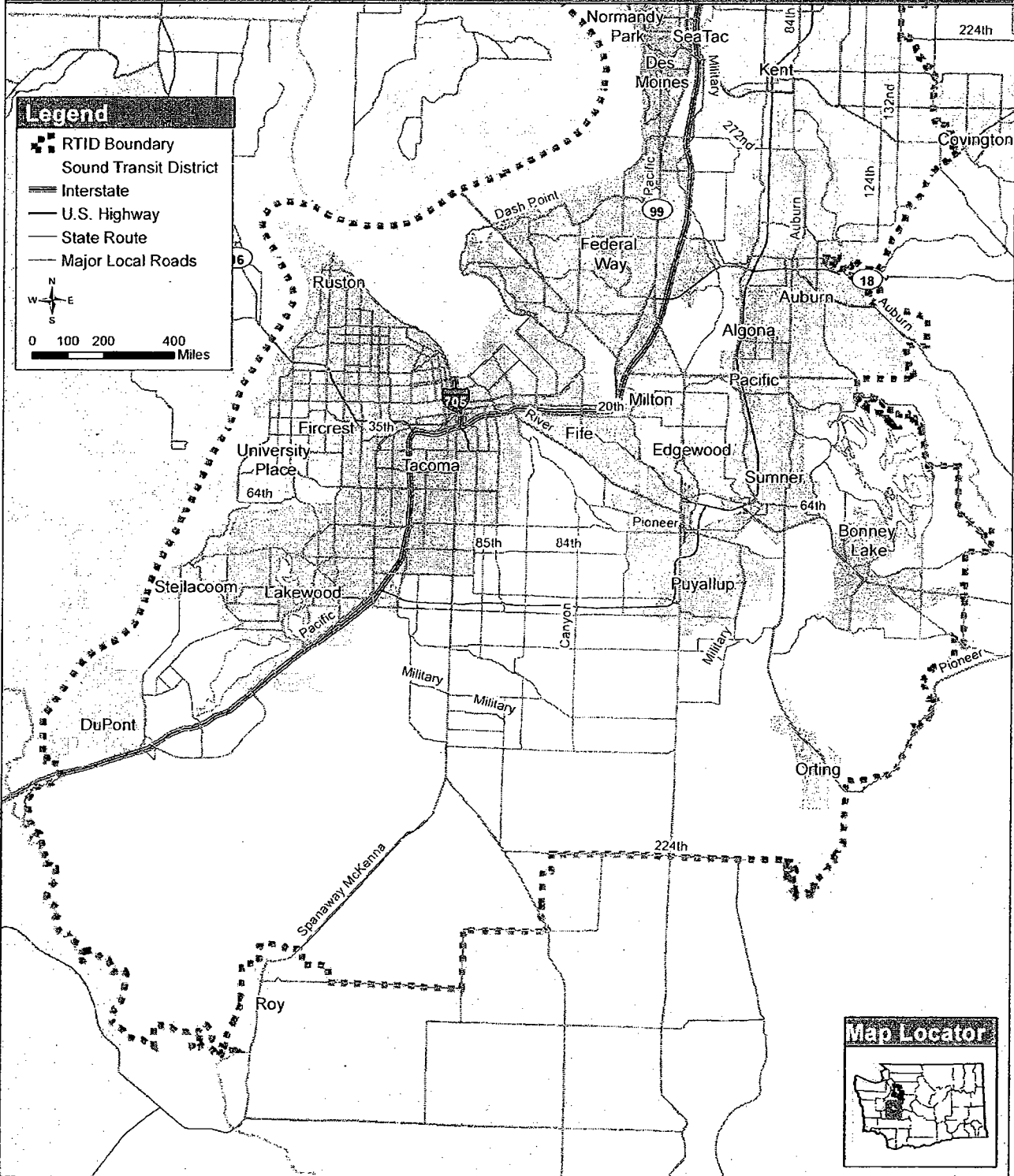
Regional Transportation Investment District King County



Washington State Department of Transportation, Cartography / GIS Section, 30 May 2007

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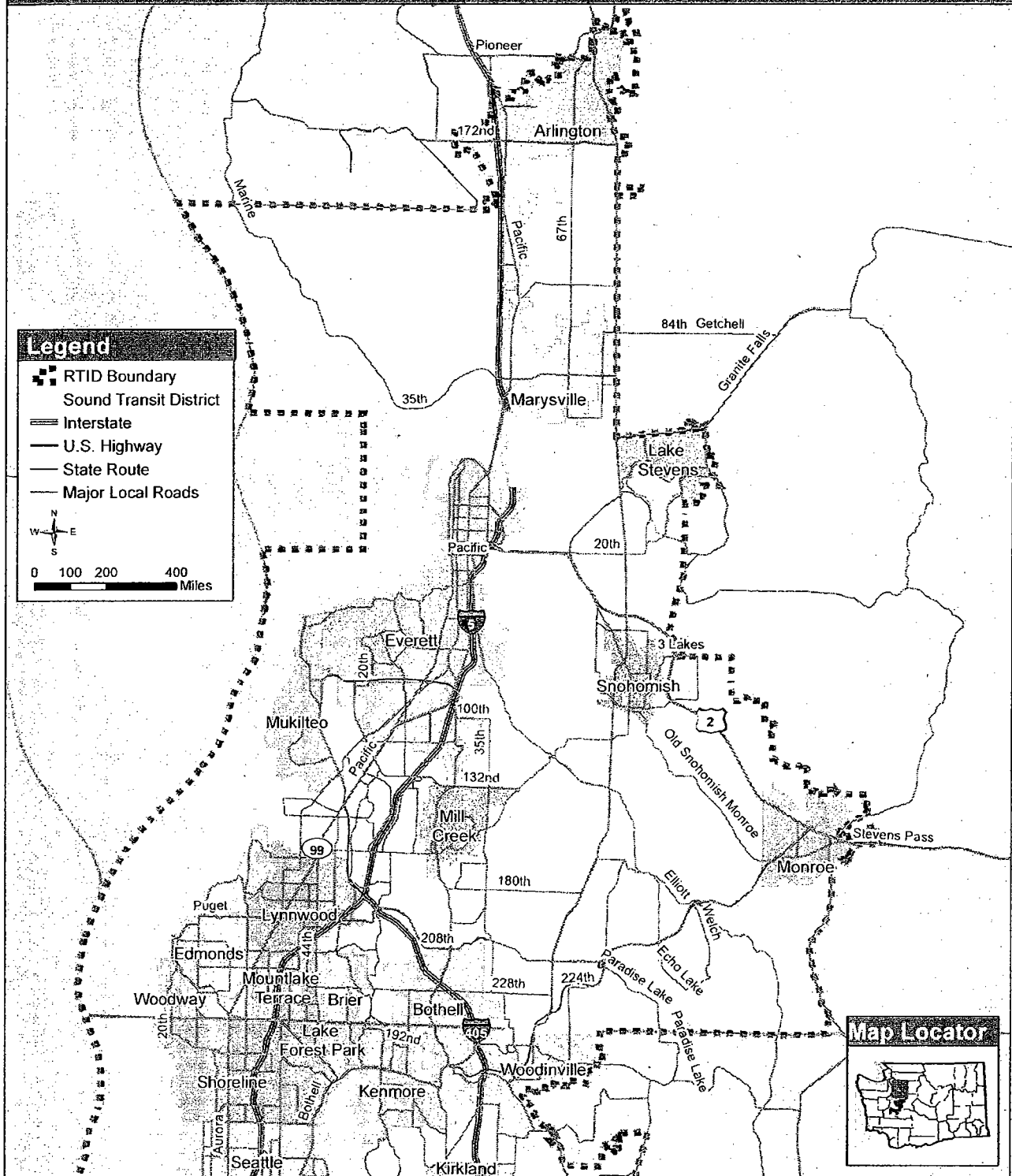
Regional Transportation Investment District Pierce County



Washington State Department of Transportation, Cartography / GIS Section, 30 May 2007

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Regional Transportation Investment District Snohomish County



IV. District Administration and Management

It is the intent of the legislature as codified in 36.120.110 RCW that administrative and overhead costs of RTID be minimized. For projects costing up to \$50 million, administrative and overhead costs may not exceed 3% of the total construction and design project costs per year. For projects costing more than \$50 million, administrative and overhead costs may not exceed 3% of the first \$50 million in costs, plus an additional 0.1% of each additional dollar above \$50 million. These limitations apply only to RTID and do not limit the administration or expenditures of WSDOT.

RTID may not acquire, hold, or dispose of real property provided under RCW 36.120.020(8). Except for limited purposes, RTID may not own, operate, or maintain an ongoing facility, road, or transportation system.

RTID may use the "design-build procedure" for its projects, in which RTID contracts with another party for that party to both design and build the structures, facilities, and other items specified in the contract.

RTID is also responsible for designating a person with experience in financial matters as treasurer. This person may be the treasurer of a county within the district. Such a treasurer would have all of the powers, responsibilities, and duties the county treasurer has related to investing surplus funds. RTID will require a bond with a surety company authorized to do business in Washington, in an amount and under the terms and conditions RTID finds will protect the district against loss. RTID shall pay the premium on the bond.

If the treasurer of RTID is the treasurer of a county, all RTID funds must be deposited with a county depository under the same restrictions, contracts, and security as provided for county depositories. If the treasurer of the district is not the treasurer of a county, all funds must be deposited in a bank or banks authorized to do business in Washington, covered under the State's public deposit protection act and qualified for insured deposits under any federal deposit insurance act as RTID designates by resolution. RTID may provide and require a reasonable bond of any other person handling monies or securities of the district, but RTID must pay the premium on the bond.

In RCW 36.120.200, an account referred to as the Regional Transportation Investment District account was created in the custody of the Washington State Treasurer. State money, if any, may be deposited into this account so that it may be used in conjunction with RTID money to fund transportation projects. Additionally, RTID may deposit funds into this account for disbursement, as appropriate, on projects. There is no requirement for state matching money in the creation of this account. All money deposited in this account will be used for design, right of way acquisition, capital acquisition, and construction, or for the payment of debt service associated with these activities for RTID projects. Only RTID may authorize expenditures from the account. The account is subject to allotment procedures under RCW 43.88, but appropriations are not required for expenditures.

RTID is authorized by RCW 36.120.130(3) to enter into agreements with another agency or the State under which such other agency or the State would issue bonds and RTID would agree to pledge a portion of its revenues to the issuer of the bonds to pay its share of such indebtedness. Under the right circumstances this could be advantageous to RTID taxpayers by lowering interest costs and transaction costs, for example when RTID is partnering on a project with a county or the State with a higher credit rating. In short, RTID revenues could make more capital available for the transportation improvement.

Financial Oversight

As a municipal corporation, RTID will be audited by the Washington State auditor under the authority of RCW 43.09. Independent auditors may also be used at the discretion of the RTID executive board.

Financial Structure

The financial statements of RTID will be maintained in accordance with methods prescribed by the Washington State auditor under the authority of RCW 43.09 and the Office of Financial Management under RCW 43.88. RTID will use the budgeting, accounting, and reporting systems (BARS) for special revenue type funds in the state of Washington as well as general accepted accounting principles (GAAP) established by the governmental accounting standards board (GASB).

The Regional Transportation Investment District account has been established as a non-appropriated, allotted treasury trust account in accordance with RCW 36.120.200. Special revenue funds are accounted for by using the modified accrual basis of accounting. Therefore, revenues are recognized when they become both measurable and available. Expenditures are recognized when the related liability is incurred. Funds are accounted for on a current financial resources measurement focus.

With the current financial resources measurement focus, generally only current assets and current liabilities are included on the governmental funds balance sheet. Operating statements for these funds present inflows (i.e. revenues and other financing sources) and outflows (i.e. expenditures and other financing uses) of expendable financial resources. As an account within the Washington State Treasury, these balances and activities will be reported in the State of Washington's comprehensive annual financial report (CAFR).

In addition to the Regional Transportation Investment District account, the RTID treasurer may establish a special account, into which may be paid district funds. The RTID treasurer may disburse district funds only on warrants issued by the district upon orders or vouchers approved by the district.

