Walla Walla Valley Metropolitan and Sub-Regional Transportation Planning Organization

Metropolitan and Regional Transportation-2040 Plan

FINAL – March 2, 2016

Adopted by the Policy Board

ADMINISTRATIVE MODIFICATION – December 5, 2018

Acknowledgements

This report is the product of a study financed in part by the U.S. Department of Transportation (Federal Highway Administration and Federal Transit Administration), the Washington and Oregon Departments of Transportation, and local government contributions. The contents of this report reflect the views of the Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO), which is responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect official views or policy of the U.S. Department of Transportation. Approval of the report by federal or state agencies constitutes acceptance of the report as evidence of work performed, but does not imply endorsement of the report's findings or recommendations. This report does not constitute a standard, specification, or regulation.

Title VI Assurance

The WWVMPO/SRTPO hereby gives public notice that it is the organization's policy to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, and related statutes and regulations in all programs and activities. Title VI requires that no person shall, on the grounds of race, color, sex, or national origin be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any Federal Aid Highway program or other activity for which the WWVMPO/SRTPO receives Federal financial assistance.

Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with the WWVMPO/SRTPO. Any such complaint must be in writing and filed with the WWVMPO/SRTPO Title VI Coordinator within one hundred, eighty (180) days following the date of the alleged discriminatory occurrence. Title VI Discrimination Complaint Forms may be obtained from the WWVMPO/SRTPO Office, on the website at http://wwvmpo.org/plans--programs.html at no cost to the complainant, by calling Andrea Weckmueller-Behringer at (509) 876-8002, or by faxing to (509) 876-8003.

Assistance received from:

Washington State Department of Transportation (WSDOT)
Oregon Department of Transportation (ODOT)
Valley Transit
Confederated Tribes of the Umatilla Indian Reservation (CTUIR) Planning Department

Walla Walla Valley Metropolitan Planning Organization
and Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO)
A Resolution Adopting the 2040 Plan

RESOLUTION NO. 01-2016

WHEREAS, the Walla Walla Valley Metropolitan Planning Organization and Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO) is the federal-designated Metropolitan Planning Organization and state-designated Regional Transportation Planning Organization and has the responsibility for developing and adopting a long-range transportation plan for each organization; and

WHEREAS, the Metropolitan Transportation Plan and the Regional Transportation Plan have been integrated into a single document titled the Metropolitan and Regional Transportation – 2040 Plan (hereinafter referred to as the "2040 Plan");

WHEREAS, the 2040 Plan addresses the federal metropolitan planning requirements in 23 U.S.C 134 and 49 U.S.C 5303 for a Metropolitan Transportation Plan; and

WHEREAS, the 2040 Plan addresses the Washington State regional transportation planning requirements in Chapter 47.80 RCW for a Regional Transportation Plan; and

WHEREAS, the WWVMPO/SRTPO certifies that federal and state transportation planning requirements are met;

WHEREAS, consistent with federal and state mandates, and with the WWVMPO/SRTPO Interlocal Agreement, Public Participation Plan, and other operating procedures, the WWVMPO/SRTPO has worked with local, state, and federal jurisdictions and agencies in a continuing, cooperative, and comprehensive planning process; and

WHEREAS, local jurisdictions, transit agencies, and the Oregon and Washington State Departments of Transportation (ODOT and WSDOT) submitted projects for inclusion in the 2040 Plan, which are based on reasonably available financial resources; and

WHEREAS, in order to provide interested parties, groups, and individuals the ability to be involved in the plan development and comment on the 2040 Plan, the WWVMPO/SRTPO has made draft documents available for public review, has conducted informational mailings, workshops, open houses, and other efforts, and has made information related to the 2040 Plan development available on the agency's website; and

WHEREAS, the 2040 Plan addresses regionally-significant transportation deficiencies and opportunities, and recommends transportation policies and system improvements for the MPO and SRTPO planning area.

NOW, THEREFORE, BE IT RESOLVED that the WWVMPO/SRTPO Policy Board adopts the 2040 Plan as the current Metropolitan and Regional Transportation Plan for the Walla Walla Valley region.

BE IT FURTHER RESOLVED that the 2040 Plan be submitted to the Oregon and Washington State Departments of Transportation, the Federal Highway Administration, and the Federal Transit Administration.

PASSED AND APPROVED this 2nd of March, 2016.

Signed:

Linda Hall, Chair
WWVMPO/SRTPO Policy Board

Attested:

Andrea Weckmueller-Behringer, Executive Director
WWVMPO/SRTPO

Approved as to Form:

Jared Hawkins, WWVMPO/SRTPO Legal Counsel

Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization Membership and Committee Roster

Walla Walla Valley Metropolitan Planning Organization (WWVMPO) Member Agencies

City of College Place (WA) • City of Milton-Freewater (OR) • City of Walla Walla (WA) • Umatilla County (OR) • Walla Walla County (WA) • Port of Walla Walla (WA) • Valley Transit (WA) • Oregon Department of Transportation (OR) • Washington State Department of Transportation (WA)

Walla Walla Sub-Regional Transportation Planning Organization (SRTPO) Member Agencies

City of College Place (WA) • City of Prescott (WA) • City of Waitsburg (WA) • City of Walla Walla (WA) • Port of Walla Walla (WA) • Valley Transit (WA) • Walla Walla County (WA) • Washington State Department of Transportation (WA)

WWVMPO/SRTPO Policy Board (PB)

Harvey Crowder, Mayor, City of College Place
Linda Hall, City Manager, City of Milton-Freewater
Steve Heimbigner, Mayor, City of Prescott
Randy Hinchliffe, City Administrator, City of Waitsburg
Riley Clubb, Council Member, City of Walla Walla
Larry Givens, County Commissioner, Umatilla County
James (Jim) Johnson, County Commissioner, Walla Walla County
Ron Dunning, Commissioner, Port of Walla Walla
Dick Fondahn, General Manager, Valley Transit
Craig Sipp, Region Manager, ODOT Region 5
Todd Trepanier, Regional Administrator, WSDOT South Central Region

WWVMPO/SRTPO Technical Advisory Committee (TAC)

Robert Gordon, City Engineer, City of College Place
Laurel Sweeney, City Planner, City of Milton-Freewater
Steve Heimbigner, Mayor, City of Prescott
Randy Hinchliffe, City Administrator, City of Waitsburg
Neal Chavre, City Engineer, City of Walla Walla
Robert (Bob) Waldher, Planning Director, Umatilla County
Tony Garcia, Public Works Director, Walla Walla County
J.D. Tovey, Planning Director, Confederated Tribes of the Umatilla Indian Reservation
Paul Gerola, Economic Development Director, Port of Walla Walla
Jesse Kinney, Finance & Administration Manager, Valley Transit
Teresa Penninger, Planning and Program Manager, ODOT
Paul Gonseth, Planning Engineer, WSDOT

Bi-State Coordination Workgroup

Sharleen Bakeman, Federal Highway Administration
Jeremy Borrego, Federal Transit Administration
Teresa Penninger, Planning and Program Manager, ODOT
Linda Howell, Public Transportation Community Liaison, WSDOT
Paul Gonseth, Planning Engineer, WSDOT
Doug Cox, Tribal and Regional Coordination Liaison, WSDOT

WWVMPO/SRTPO Staff

Andrea Weckmueller-Behringer, Executive Director
Elaine Dawson, Planning Assistant

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Glossary

ACS – American Community Survey

ADA – Americans with Disabilities [Act]

BPAC – Bicycle and Pedestrian Advisory Committee

CFR – Code of Federal Regulations

CTUIR – Confederated Tribes of the Umatilla Indian Reservation

ECY – Department of Ecology

EOP – Emergency Operations Plan

EPA – Environmental Protection Agency

FAF3 – Freight Analysis Framework Version 3

FAST – Fixing America's Surface Transportation [Act]

FGTS – Freight and Goods Transportation System

FHWA – Federal Highway Administration

FTA – Federal Transit Administration

GMA – Growth Management Act

HSIP – Highway Safety Improvement Program

HSTC – Human Services Transportation Coalition

HSTP – Human Services Transportation Plan

LOS – Level of Service

MAP-21 – Moving Ahead for Progress in the 21st Century [Act]

MPO – Metropolitan Planning Organization

M/RTIP – Metropolitan and Regional Transportation Improvement Program

M/RTP – Metropolitan and Regional Transportation Plan

MTP – Metropolitan Transportation Plan

NAAQS – National Ambient Air Quality Standards

NHS – National Highway System

NRHP – National Register of Historic Places

ODOT – Oregon Department of Transportation

OTP – Oregon Transportation Plan

PB – Policy Board

PM – Particulate Matter

RCW – Revised Code of Washington

RTP – Regional Transportation Plan

SRTPO – Sub-Regional Transportation Planning Organization

STP – Surface Transportation Program

TAC – Technical Advisory Committee

TAP – Transportation Alternatives Programs

TDM – Travel Demand Model

TDM – Travel Demand Management

TSAP – Transportation Safety Action Plan

TSM&O – Transportation System Management & Operations

UPRR – Union Pacific Railroad

WISAARD – Washington Information System for Architectural and Archeological Records Data

WSDOT – Washington State Department of Transportation

WTP – Washington State Transportation Plan

WWVMPO – Walla Walla Valley Metropolitan Planning Organization

WWVMPO/SRTPO - Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization

USC – United States Code

Introduction

Transportation services and facilities cross jurisdictional boundaries, yet the traveling public views the system as continuous facilities that connect them to a destination, despite the fact that different jurisdictions maintain individual network segments. Creating a seamless transportation system for all users requires cooperation and close coordination of efforts from all involved entities. Metropolitan and regional transportation planning organizations often facilitate such coordination of transportation investments. In the Walla Walla Valley, this responsibility is assigned to the Walla Walla Valley Metropolitan Planning Organization and Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO), which includes representation from states, cities, and counties in the region.

The Walla Walla Valley is nestled north and west of the Blue Mountains in southeast Washington State and northeast Oregon, bordered by the Snake River to the north and the Columbia River to the west. Its planning area is made up of Walla Walla County and portions of Umatilla County (OR), which covers almost 1,300 square miles and is home to more than 65,000 people. The region's economic and cultural center is the metropolitan area, which includes the cities of College Place, Milton-Freewater (OR), and Walla Walla, encompassing 36 square miles. Rural activity centers are located within the cities of Prescott and Waitsburg, and a small number of unincorporated settlements, such as Dixie, Lowden, Touchet, and Wallula provide further concentrations of residential and commercial activity. Close economic ties connect the Walla Walla Valley to the Tri-Cities area of Kennewick, Pasco, and Richland, where transportation planning activities are undertaken by the Benton-Franklin Council of Governments (BFCG). The eastern portion of the Walla Walla Valley also has economic ties to Dayton located in neighboring Columbia County, where transportation planning activities are carried out by the Palouse Regional Transportation Planning Organization (PRTPO).

MPOs' and RTPOs' purpose is to provide a platform for collective definition of regional goals and cooperative decision-making on transportation investments. In order to capture the underlying discussion of vision and values, as well as the results of needs assessments and resource analyses, MPOs and RTPOs document the planning process and outcomes in a long-range plan document which becomes the blueprint that helps guide future investments into the transportation network to address mobility concerns, support continued growth, and work towards achieving regional and community goals.

The Walla Walla Valley Metropolitan and Regional Transportation Plan (M/RTP) – also known as the **2040 Plan** – offers an overview of cross-jurisdictional transportation inventories, identifies region-wide issues and existing needs, and analyzes future travel demand. The focus of the 2040 Plan is to coordinate the selection of the highest priority transportation projects and programs for regional funding and implementation.

The plan is designed to provide a regional vision for future **multimodal** transportation strategies and investments that improve access and mobility within the entire Walla Walla Valley. In terms of roadways, the plan focuses only on those highways, county roads, and city streets that are deemed **regionally significant**. The 2040 Plan also addresses pedestrian, bicycle, and transit transportation infrastructure and services that perform regional functions. The Regional Transportation System therefore includes the following:

- Classified federal-aid arterial and collector roadways
- Valley Transit and Milton-Freewater Public Transportation facilities and services
- Railroads, freight and passenger intermodal facilities, and public airports
- Sidewalks, bike routes, and regional multi-use pathways

The 2040 Plan thereby establishes the strategic framework for meeting the region's existing and future transportation needs, and it serves as the link between local agency transportation plans, the region's Human Services Transportation Plan, and the Oregon Transportation Plan and Washington Transportation Plan.

Metropolitan transportation planning is the process of inventorying cross-jurisdictional transportation systems, identifying issues and needs, and analyzing future travel demand.

In urbanized areas with a population of 50,000 or more, the responsibility for transportation planning lies with the designated Metropolitan Planning Organization.

There are specific federal and state requirements related to metropolitan and regional transportation plans. Preparation of a Metropolitan Transportation Plan (MTP) is a Federal requirement for the urbanized areas in and around College Place, Milton-Freewater, and Walla Walla.

Regional transportation planning calls for close coordination with local comprehensive plans to achieve both statewide and local transportation goals.

In counties with urbanized areas, the metropolitan planning organization also performs the functions of the regional transportation planning organization.

The Washington State Growth Management Act establishes the requirements for a Regional Transportation Plan (RTP), which encompasses most of Walla Walla County. The Walla Walla Valley region has been tasked with meeting both the federal and state transportation planning requirements, which overlap in many areas. Local agencies understand the need to view transportation needs and issues collaboratively, and therefore combined the MTP and RTP into a single long-range plan.

This 2040 Plan examines the transportation needs of the Walla Walla Valley over the next 25 years. It builds upon strategies identified by state and local agencies to address short-, mid-, and long-term needs. Since the 2040 Plan is limited to available funding, it focuses on identifying priorities, policies, and a strategic framework to define and select investments and programs with the greatest regional benefit. It is a multi-modal plan with projects and strategies often serving more than one mode of travel and meeting multiple regional priorities.

Regulatory Background

The Walla Walla Valley MPO/SRTPO is a relatively new organization, formed as a result of the 2010 federal census.

Walla Walla Valley Metropolitan Planning Organization

Established on March 27, 2013, the Walla Walla Valley Metropolitan Planning Organization (WWVMPO) is a bi-state transportation planning agency located in the Walla Walla Valley region. As the federally designated MPO for an urbanized area with a population greater than 50,000, the WWVMPO carries out the **continuing, cooperative, and comprehensive (3C) multimodal transportation planning process** that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight and to foster economic growth and development, while minimizing transportation-related fuel consumption and air pollution. (23 USC 134)

Federal regulations require the WWVMPO to develop a regionally coordinated long-range transportation plan and short-range improvement program to ensure consistency and efficient use of federal transportation funds. The MPO planning area, shown in Figure 1, includes the cities of College Place, Milton-Freewater, and Walla Walla, and portions of the counties of Umatilla and Walla Walla.

The majority of funding for the WWVMPO is provided through transportation planning grants from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA), administered and supported by the Oregon and Washington State departments of transportation (ODOT and WSDOT).

Walla Walla Sub-Regional Transportation Planning Organization

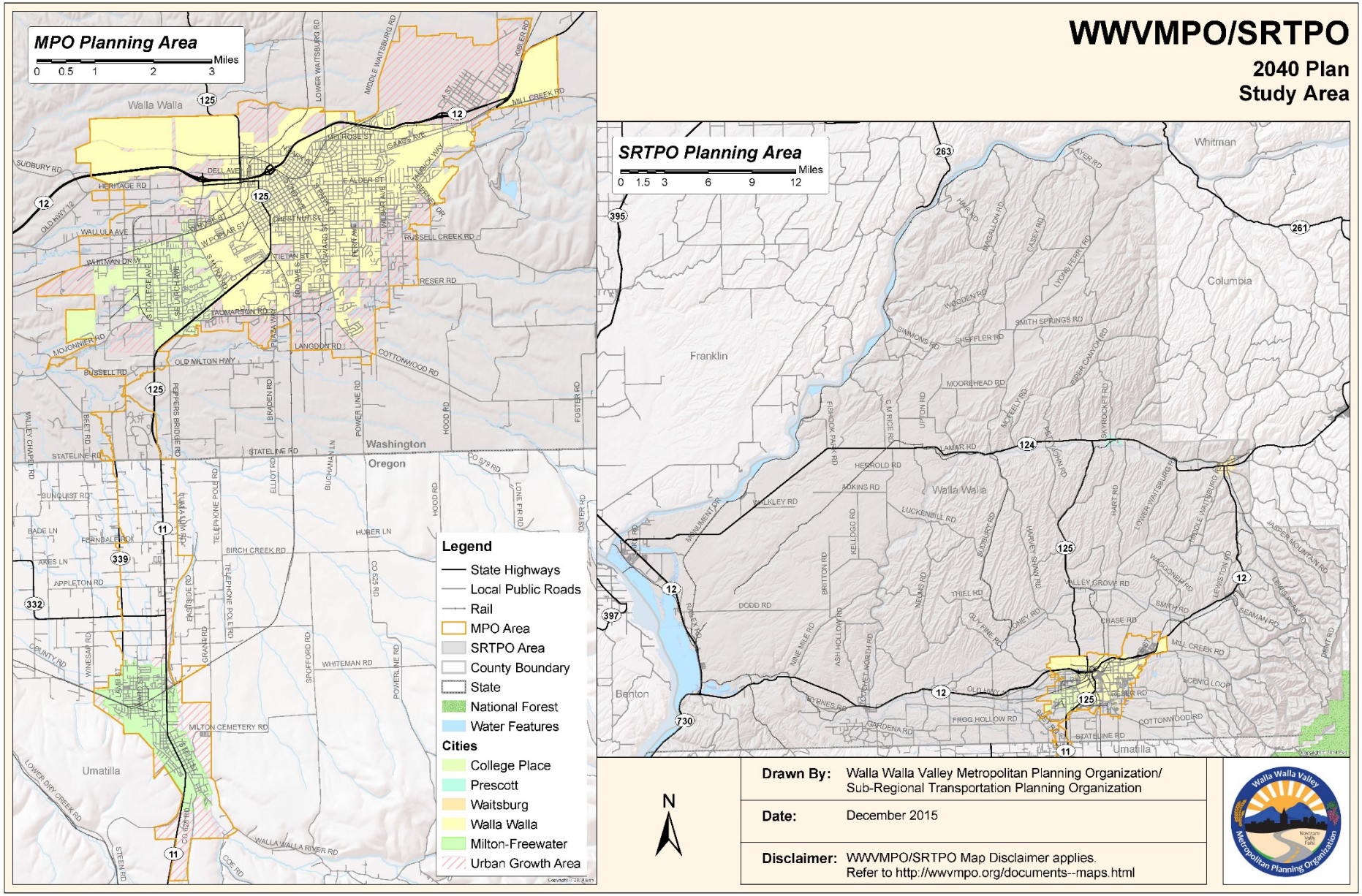
The Walla Walla Sub-Regional Transportation Planning Organization (SRTPO) was created by an agreement, effective July 1, 2013, between the Benton-Franklin-Walla Walla RTPO and the WWVMPO as a means to make regional planning efforts with the new MPO more efficient. The SRTPO boundary, also shown in Figure 1, assigns almost all of Walla Walla County to the WWVMPO, as the area covered under the newly developed SRTPO. The Burbank area, a small portion of western Walla Walla County, is by U.S. Census determination within the Kennewick-Pasco-Richland urbanized area. Therefore, this portion of Walla Walla County is part of the Benton-Franklin RTPO and MPO planning area.

The Walla Walla SRTPO activities comply with Washington State's RTPO requirements (RCW 47.80), which call for **transportation planning, at all jurisdictional levels, to be coordinated with local comprehensive plans** in order to achieve both statewide and local transportation goals.

Instead of creating a separate Policy Board (PB) and Technical Advisory Committee (TAC) for the SRTPO, the WWVMPO chose to expand the current MPO PB and TAC to include additional members. Agencies participating as members of the SRTPO include the MPO members in Washington State and representatives from the cities of Prescott and Waitsburg.

Funding for the SRTPO is appropriated directly from WSDOT, and is used to carry out the regional transportation planning program.

Figure 1: Walla Walla Valley MPO and SRTPO Study Area



Metropolitan and Regional Transportation Plan - Legal Requirements

Federal Transportation Planning Requirements

FAST, the Fixing America's Surface Transportation Act, was signed into law on December 4, 2015. It is a five-year surface transportation authorization bill that replaces MAP-21, the Moving Ahead for Progress in the 21st Century Act. FAST provides five-year funding for surface transportation improvements and guides the growth and development of vital transportation infrastructure.

FAST largely maintains the program structure and funding shares established by MAP-21, which provided for the creation of a streamlined, performance-based, and multimodal program for the U.S. transportation system. FAST builds upon the efforts undertaken as part of previous transportation laws, including: the Intermodal Surface Transportation Efficiency Act (ISTEA – adopted in 1991); the Transportation Equity Act for the 21st Century (TEA-21 – adopted in 1998); the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU – adopted in 2005); and MAP-21 (adopted in 2012). The continuous, cooperative, and comprehensive metropolitan transportation planning processes established by the predecessor legislation is continued and further enhanced. Pending additional federal guidance on the implementation of FAST, the 2040 Plan used MAP-21 guidance in its development process and MAP-21 references throughout the remainder of the document.

MAP-21 focused on improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery. The overall goals of MAP-21 were to:

- Strengthen America's highways
- Establish a performance-based program
- Create jobs and support economic growth
- Support the Department of Transportation's aggressive safety agenda
- Streamline Federal highway transportation programs
- Accelerate project delivery and promote innovation

MAP-21 defined the incorporation of performance measures and targets into the process of identifying needed transportation improvements and project selection. MAP-21 prescribes that the metropolitan transportation planning process shall provide for consideration and implementation of projects, strategies, and services that will address the following factors:

- Support the **economic vitality** of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency
- Increase the **safety** of the transportation system for motorized and non-motorized users
- Increase the **security** of the transportation system for motorized and non-motorized users
- Increase **accessibility and mobility** of people and freight
- Protect and enhance the **environment**, promote **energy conservation**, improve the **quality of life**, and promote **consistency** between transportation improvements and State and local planned growth and economic development patterns
- Enhance the **integration and connectivity** of the transportation system, across and between modes, for people and freight
- Promote **efficient** system management and operation
- Emphasize the **preservation** of the existing transportation system

In addition to these planning factors, MAP-21 establishes broad national goals in seven performance areas. States are asked to invest resources in projects to achieve individual targets that collectively make progress toward identified national performance goals:

- Safety – to achieve a significant **reduction in traffic fatalities and serious injuries** on all public roads
- Infrastructure Condition – to maintain the highway infrastructure asset system in a **state of good repair**
- Congestion Reduction – to achieve a significant **reduction in congestion** on the NHS
- System Reliability – to **improve the efficiency** of the surface transportation system
- Freight Movement and Economic Vitality – to **improve the national freight network**, strengthen the ability of rural communities to access national and international trade markets, and **support regional economic development**
- Environmental Sustainability – to enhance the performance of the transportation system while **protecting and enhancing the natural environment**
- Reduced Project Delivery Delays – to reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by **accelerating project completion** through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices

Once goal-oriented performance rules are in place, states and MPOs are tasked to set targets in support of these measures, and long-range plans should describe how program and project selection helps achieve the targets.

Based on MAP-21 guidance, the preparation of the MTP is done in cooperation with Washington State and Oregon DOTs, local government agencies, and transit operators in the region. Per 23 USC 134 and 23 CFR 450.322, the MTP is required to:

- Address no less than a **20-year planning horizon**
- Include both **long-range and short-range strategies and actions** for an integrated multi-modal transportation system
- Provide for the **consideration of the planning factors**
- Be based on **coordination and consultation** with Federal, State, Tribal, and local resource and regulatory agencies and the **participation of interested parties**
- Inventory existing and proposed transportation infrastructure and services that provide **important national and regional transportation functions**
- **Project transportation demand** of persons and goods based on the latest available estimates and assumptions for population, land use, employment, and travel
- Include **pedestrian** walkway and **bicycle** transportation infrastructure, and as appropriate, transportation and **transit** enhancement activities
- Establish **operational and management strategies** to improve system performance, relieve congestion, and maximize safety and mobility
- Assess capital investments and other strategies to **preserve the existing system and provide capacity** increase based on regional priorities and needs
- Include a **safety element**
- Discuss potential **environmental impacts and mitigation** activities
- Develop a **financial plan** that demonstrates how the MTP can be implemented

All transportation projects and programs must be consistent with the MTP to be eligible for Federal transportation funds. The MTP must be updated at least every four to five years.

Washington State Transportation Planning Requirements

The Washington State Growth Management Act (GMA) sets forth the state requirements for a Regional Transportation Plan. The GMA sets up RTPOs as the venue for identifying regional priorities and coordinating transportation planning at all jurisdictional levels with local comprehensive plans. The RTP plays an important role in achieving consistency between state, county, and city plans and policies. RTPOs are required by state law to certify that the transportation elements of local comprehensive plans:

- Reflect the guidelines and principles established by the RTPO;
- Are consistent with the adopted regional transportation plan; and
- Conform to the requirements of RCW 36.70A.070.

Preparation of the RTP is done in cooperation with WSDOT, local government agencies, ports, and transit operators in the region. Per RCW 47.80.030, the RTP is required to:

- Be based on a **least cost planning** methodology that identifies the most cost-effective facilities, services, and programs
- Identify existing or planned transportation facilities, services, and programs that should function as an **integrated regional transportation** system
- Establish **level of service standards** for state highways and state ferry routes of regional significance
- Include a **financial plan** demonstrating how the RTP can be implemented, indicating contributions from public and private sources that are reasonably expected to be made available to carry out the plan
- Assess regional development patterns, capital investment and other measures necessary to **preserve the existing regional transportation system and make efficient use** of existing transportation facilities to relieve congestion and maximize mobility
- Establish a proposed regional transportation approach to guide the **development of an integrated, multimodal regional transportation system**
- Establish the **relationship of high capacity transportation providers and other public transit providers** with regard to responsibility for, and the coordination between, services and facilities

All transportation projects, programs, and transportation demand management measures within the region that have an impact upon regional facilities or services must be consistent with the RTP and with the adopted regional growth and transportation strategies. The RTP must be reviewed every two years for concurrency and updated every four years.

Administrative guidelines are provided by WSDOT to assist in preparing the plan. The guidelines cover identification and application of data, identification of projects, financial evaluations, and agency and public involvement activities. Additional guiding principles for the regional transportation planning program are laid out in Washington Administrative Code (WAC) 468-86-090.

Oregon State Transportation Planning Requirements

Oregon Administrative Rule (OAR) Chapter 660, Division 12 implements Statewide Planning Goal 12 (Transportation) to provide and encourage a safe, convenient and economic transportation system.

Division 12 directs transportation planning in coordination with land use planning to:

- Promote the development of **transportation systems adequate to serve** statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged
- Encourage and support the **availability of a variety of transportation choices** for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation
- Provide for **safe and convenient** vehicular, transit, pedestrian, and bicycle access and circulation
- Facilitate the **safe, efficient, and economic flow of freight** and other goods and services within regions and throughout the state through a variety of modes including road, air, rail, and marine transportation
- **Protect existing and planned transportation facilities**, corridors, and sites for their identified functions
- Provide for the construction and implementation of transportation facilities, improvements, and services necessary to **support acknowledged comprehensive plans**
- Identify how **transportation facilities** are provided **on rural lands** consistent with the goals;
- **Ensure coordination** among affected local governments and transportation service providers **and consistency** between state, regional, and local transportation plans
- Ensure that changes to comprehensive plans are supported by **adequately planned transportation** facilities

Fully Compliant 2040 Plan

The WWVMPO/SRTPO developed the 2040 Plan in full compliance with the aforementioned transportation planning requirements.

Committee Structure

Policy Board

The WWVMPO/SRTPO Policy Board oversees the continuous, comprehensive and cooperative transportation planning process conducted for the Walla Walla Valley region. It provides policy direction and a forum for transportation decisions. The Policy Board must approve all transportation projects in the region receiving FHWA or FTA funding. It is supported by the MPO Staff, and receives technical advice and recommendations on projects and programs from the Technical Advisory Committee and Human Services Transportation Coalition. The Policy Board is made up of 11 voting members. Additional details about the Policy Board can be reviewed in the bylaws.

Technical Advisory Committee

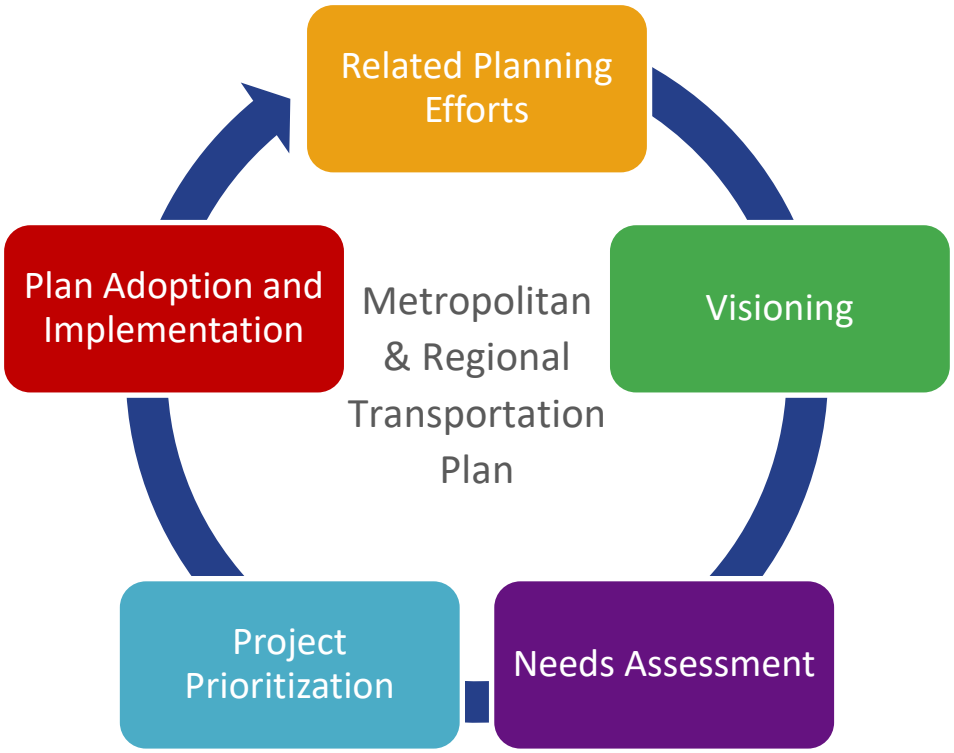
The WWVMPO/SRTPO Technical Advisory Committee provides technical insight and expertise to the Policy Board & MPO Staff regarding transportation planning and projects in the region. The TAC is made up of 12 voting members. Additional information about the responsibilities of TAC members can be reviewed in the charter and in the voting criteria.

Human Services Transportation Coalition

The Human Services Transportation Coalition (HSTC) is an open planning group of the WWVMPO/SRTPO; no membership is required. Participants assist with identifying gaps in transportation services, analyzing unmet transportation needs and prioritizing strategies to address them. The Coalition contributes to the Human Services Transportation Plan (HSTP) for the region, which was initially created in 2014 and is updated every four years with interim project updates at two-year intervals. Participants in the HSTC include representatives from regional human service providers that provide transportation to their clients or coordinate transportation on behalf of the community.

2040 Plan Development Process

The WWVMPO/SRTPO, on behalf of member jurisdictions and agencies, employs a continuous, comprehensive, and cooperative transportation planning process to guide the development of the Metropolitan and Regional Transportation Plan.



- **Related Transportation Planning Efforts** – The first step in this planning process is the realization of how the Walla Walla Valley plans and programs complement and build upon interrelated planning efforts.
- **Visioning** – Secondly, the planning process calls for the development of a unique regional vision that provides an overview of the community desired transportation outcomes, sufficiently detailed to support the definition of goals and objectives.
- **Needs Assessment** – Once a vision, goals, and objectives have been defined, the community – including stakeholders, partner agencies, and transportation system users – consider existing and future resources and needs, and develop a comprehensive transportation system assessment.
- **Project Prioritization** – Another important step in the planning process is the weighing of community goals in the context of limited resources, which often calls for balancing investments among the various competing priorities.
- **Plan Adoption and Implementation** – Public involvement, stakeholder engagement, and input from planning partners are critical throughout the entire planning process, and particularly, in establishing and defining commonly agreed-upon investment strategies. The underlying coordination and cooperation are vital to building community-wide support for the adoption and implementation of the 2040 Plan, which in turn impacts local city and county planning and development efforts.

The following sections briefly delve into each one of the 2040 Plan development process steps.

Related Transportation Planning Efforts

The 2040 Plan provides the link between statewide and local activities, and therefore, builds on efforts put forth in the Washington State, Oregon, and local agency transportation plans. The following sections briefly summarize the goals of the statewide and local plans.

Washington Transportation Plan

The Washington Transportation Plan 2035 (WTP) was adopted in January 2015 as a comprehensive and balanced statewide transportation plan that establishes a 20-year vision for the development of the system, from state highways and ferries to sidewalks and bike paths, county roads, city streets, public transit, air, and rail. The WTP identifies the total unfunded statewide need over the next 20 years, identifies significant transportation issues, and recommends statewide policies and strategies to the legislature and Governor.

The WTP is required to be consistent with the state's growth management goals, reflect the priorities of government, and address regional needs, including multimodal transportation planning. The WTP is based on the following six policy goals established by the Legislature:

1. **Economic Vitality** – to promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy
2. **Preservation** – to maintain, preserve, and extend the life and utility of prior investments in transportation systems and services
3. **Safety** – to provide for and improve the safety and security of transportation customers and the transportation system
4. **Mobility** – to improve the predictable movement of goods and people throughout the state
5. **Environment** – to enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment
6. **Stewardship** – to continuously improve the quality, effectiveness, and efficiency of the transportation system

Oregon Transportation Plan

The Oregon Transportation Plan (OTP) was adopted in September 2006. It is a 25-year plan that comprehensively assesses state, regional, and local public and private transportation facilities and services. Anticipating a population growth of 41 percent and a freight growth of 80 percent over the life of the plan, the OTP establishes a vision, goals, and associated policies to guide needed investments. The goals of the plan are:

1. **Mobility and Accessibility** – to provide balanced, efficient, and integrated transportation systems that are reliable, accessible, and cost-effective
2. **Management of the System** – to improve efficiency by optimizing operations and management, extending asset life and reducing maintenance costs

3. **Economic Vitality** – to expand and diversify Oregon's economy through the provision of safe, energy-efficient, and environmentally sound transportation of people and goods
4. **Sustainability** – to encourage conservation and integrate land use and transportation choices, in order to meet present needs without compromising the needs of future generations
5. **Safety and Security** – to build, operate, and maintain the transportation system that is safe and secure for all users
6. **Funding the Transportation System** – to expand ways to fund a viable transportation system in a fair and fiscally responsible manner
7. **Coordination, Communication and Cooperation** – to help transportation users and providers build an integrated system, align interests, remove barriers, and offer innovative, equitable solutions

Local Agency Transportation Plans

Local counties and cities prepare, and regularly update, their Comprehensive Plans which include transportation elements. Priorities and improvement strategies to address existing and future transportation needs are identified in these plans. The primary focus is on arterials and collector streets within each jurisdiction. However, needs within designated Urban Growth Areas (UGAs) and important connections to other jurisdictions are also described in these plans.

The local comprehensive plans were reviewed to identify possible transportation improvements and programs for the 2040 Plan. The M/RTP is also consistent with local land use plans and uses local forecasts to ensure consistency with the regional transportation system needs. Local agency goals and policies were reviewed and were found to be consistent with the 2040 Plan goals.

Visioning

Transportation plan goals are traditionally based on the planning factors stipulated in the Federal surface transportation legislation. However, it is important to adapt the goals to reflect the unique conditions of the region. Local, state, and federal agencies and governing bodies, public and private transportation providers, the business community, and the public therefore worked together to define the community's visions and goals that guide transportation policy and investment decisions in the Walla Walla Valley.

Outreach Activities

Pending additional FAST guidance, outreach activities were designed to fulfill MAP-21 obligations. It contains specific requirements for coordination, consultation, and public participation in the metropolitan transportation planning process. Above and beyond simply complying with MAP-21 requirements and its own Public Participation Plan, the WWVMPO/SRTPO recognizes the importance of involving the public and all interested parties in creating a well-developed transportation system that meets the region's mobility needs.

- **Stakeholder Meetings** – The visioning process was kicked off by a series of meetings with community planners and transportation engineers from WWVMPO/SRTPO member entities, as well as State and local agencies, and other community stakeholders. These meetings were designed to gather existing plans, reports, data, and professional knowledge of ongoing projects, development patterns, and community concerns to create an initial framework, including an overview of challenges and opportunities affecting each mode of transportation.
- **Member Interviews** – WWVMPO/SRTPO staff met with each member jurisdiction to discuss current and anticipated transportation concerns, challenges, and anticipated future developments.
- **Public Visioning Workshop** – The WWVMPO/SRTPO conducted interactive public visioning workshops in July and August of 2015, where participants were able to learn about the planning process and share their concerns, visions, and transportation preferences.

For additional information on outreach activities, please refer to the *Public Involvement* Chapter.

2040 Plan Vision

Preserve and improve the safety, connectivity, and efficiency of our transportation system, and provide mobility options for all users to enhance quality of life and to be consistent with community character.

Vision, Goals, and Objectives

Based on the input received from the public, local stakeholders, and member entities, the WWVMPO/SRTPO crafted the 2040 Plan vision, which was endorsed by the TAC and subsequently adopted by the WWVMPO/SRTPO Policy Board.

Adopted alongside the 2040 Plan vision, the following goals and accompanying objectives[1] further verbalize the feedback received during the outreach.

- **Safety** – Reduce the number of fatalities, injuries, crashes, and eliminate hot spot locations.
  - Reduce fatalities.
  - Reduce injury crashes.
  - Reduce number of conflict points.
  - Improve sight distance.
  - Implement clear zone.
  - Improve design and maintenance of infrastructure to enhance safety.
- **System Preservation** – Maintain, preserve, and extend the useful life of transportation infrastructure.
  - Establish transportation improvement priorities through data collection and analysis.
  - Coordinate timing of maintenance activities with utility work.
  - Prioritize preservation over capacity expansion projects.
  - Identify and reserve corridors and right-of-way for future transportation facilities and services.
- **Quality of Life** – Foster livable community with increased transportation choices
  - Design a transportation system that serves all users.
  - Promote walking, biking, and public transportation.
  - Ensure that transportation improvements and services are provided equitably.
- **Economic Vitality** – Support and enhance the movement of people and goods to ensure a thriving economy.
  - Improve accessibility to regional employment and activity centers.
  - Encourage visually attractive streetscapes.
  - Implement strategies and facilities to support tourism.
  - Improve freight transportation options.

[1] Please note: Several objectives are applicable across multiple goals. To avoid duplication, each statement is only shown once based on the strength of association with the respective goal.

- **Regional Connectivity** – Focus on regional benefits and integrate transportation across jurisdictions.
  - Improve regionally significant corridors and cross-jurisdictional connectivity.
  - Promote consistent design standards.
  - Improve coordination among transportation providers.
- **Connectivity and Continuity** – Build an interconnected transportation network across all modes.
  - Close infrastructure or service gaps.
  - Provide meaningful connections between modes.
- **Efficiency - Connections, Accessibility, and Operations** – Optimize the transportation network, its performance and accessibility.
  - Improve transportation operations and maximize network efficiency.
  - Integrate access management principles.
- **Distinct Community Character** – Develop right-sized transportation solutions consistent within their urban and rural environment.
  - Improve integration of transportation and land use.
  - Plan context-sensitive projects in line with expected use and regional growth.
- **Funding for Maintenance and Improvements** – Identify and maintain sustainable funding.
  - Identify alternative funding opportunities.
  - Evaluate operational alternatives ahead of capacity projects.

Criteria and Performance Measures

These locally defined goals and objectives are important for guiding the desired transportation outcomes, and are used to define project selection criteria. For additional information on project prioritization and selection, please refer to the *Project Prioritization* Chapter of the 2040 Plan.

The 2040 Plan vision, goals, and objectives will also guide the subsequent development of regional performance measures and targets to monitor the implementation of the 2040 Plan. As MAP-21 calls for performance- and outcome-based planning, it requires the definition of performance measures, particularly in the following areas to meet national performance goals:

- Pavement condition on the National Highway System (NHS)
- Performance of the NHS
- Bridge conditions on the NHS
- Fatalities and serious injuries on all public roads
- On-road mobile source emissions
- Freight movement on the Interstate System.

The WWVMPO/SRTPO is working closely with WSDOT in regard to anticipated Federal performance rules and subsequent target setting by States and the MPOs, which is required within 12 and an additional 6 months, respectively, following the promulgation of the final Federal rules. The WWVMPO/SRTPO performance measures and associated targets will be fully established at that time, and will be used to track regional progress.

Needs Assessment

Within the region, the nature and distribution of residential population and employment sites impact the manner in which the transportation system is accessed and used. In order to evaluate existing travel patterns and establish a baseline to which future needs can be compared, the WWVMPO/SRTPO gathered current and forecasted

population and employment data, information about land use patterns, and development trends. The resulting population and employment projections are used in the travel demand model to analyze various transportation projects. For an in-depth description of socioeconomic growth trends, refer to the *Regional Growth* Chapter.

In order to develop efficient and effective transportation solutions, it is imperative to assess the current state of the transportation system in light of community growth trends. For the 2040 Plan, this assessment includes an inventory of the transportation infrastructure and services for each mode of travel to determine existing and projected travel demand, and identify unmet transportation needs. Mode-specific inventories and needs assessments are contained in the specific modal chapters: *Pedestrian and Bicycle*, *Public Transportation*, *Intermodal Freight and Interregional Passenger Transport*, and *Roadways*.

Project Prioritization

Walla Walla Valley cities and counties bring their highest-need transportation projects to the table. As only limited resources are available for implementation, it is important to establish a clear process for project prioritization and selection to ensure that the projects proposed for inclusion in the 2040 Plan provide the greatest transportation benefit to the community and the entire region.

An environmental mitigation analysis must be conducted with the list of proposed projects to look for potentially negative impacts on environmental, cultural, or historical resources. This high-level, conceptual analysis intends to avoid obvious environmental constraints that would affect the implementation of a specific project. An Environmental Justice analysis must also be performed to determine the potential impacts of proposed projects on low-income and minority populations. The goal of this system-level analysis is to avoid un-proportionally negative impacts on these vulnerable populations.

Furthermore, fiscal feasibility has a significant impact on determining the final list of transportation improvements. Federal and state planning requirements mandate that the 2040 Plan be fiscally constrained and only include projects that are expected to have adequate funding, including any required local matching funds. Establishing both estimated costs and revenues is critical for the creation of a financially feasible plan. The revenue projection identifies anticipated funding streams from local, state and Federal sources. Project costs are calculated based on historical expenditures for similar improvements and adjusted for anticipated year-of-expenditure inflation. A fiscal constraint analysis is performed to compare the anticipated year-of-expenditure costs to the anticipated revenues to determine if sufficient and timely financial resources are likely, thus restricting the list of proposed transportation improvements to only those that can be funded throughout the life of the plan.

Detailed information on *Project Prioritization*, *Environmental Analysis*, and the *Financial Plan*, can be found in the respective chapters of the 2040 Plan.

Plan Adoption and Implementation

The plan was vetted through TAC evaluation, Policy Board recommendation, and public review and comment. The public comment period for the draft Walla Walla Valley Metropolitan and Regional Transportation – 2040 Plan took place from January 7, 2016 through February 3, 2016. All comments or suggestions received on the draft 2040 Plan from the public, committee members, or any local organization, whether positive or negative, were included in the final document. (Please note that substantial comments may have been summarized.)

Adoption of the final 2040 Plan occurred on March 2, 2016. The adopted plan was then shared with ODOT, WSDOT, the Federal Highway Administration and the Federal Transit Administration, and all WWVMPO/SRTPO member entities.

Implementation of the recommended transportation policies, strategies, and investments will, in part, be accomplished through the programming of projects in the annual Metropolitan and Regional Transportation

Improvement Program (M/RTIP), which programs short-term projects and improvements funded through a variety of Federal and state transportation grants. Recommended policies and investments will also be refined as part of local city and county planning efforts and associated investments, as the transportation elements of local comprehensive plans and the 2040 Plan will work hand-in-hand.

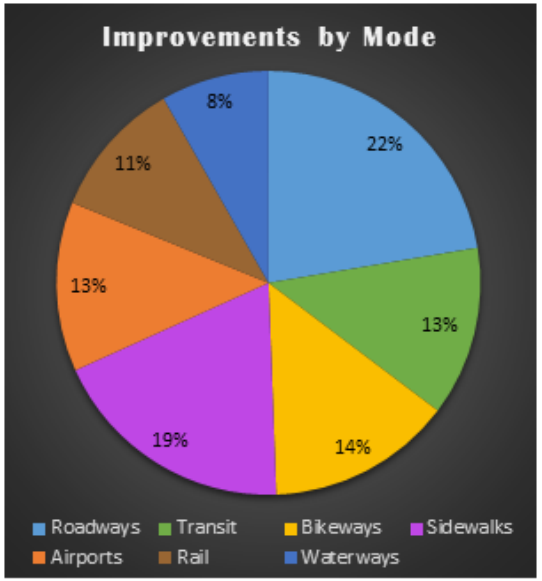
Progress towards implementation of the 2040 Plan will be monitored, and the plan will be reviewed and updated in regular intervals to ensure its concurrency and relevance.

Transportation Vision and Goals

For the Walla Walla Valley

Local, state and federal agencies, public and private transportation providers, community representatives, and the public worked together to define the region's visions and goals that guide transportation policy and investment decisions.

WHEN ASKED ABOUT FUNDING PRIORITIES 70% OF RESPONDENTS PREFERRED IMPROVEMENTS OVER NEW INFRASTRUCTURE



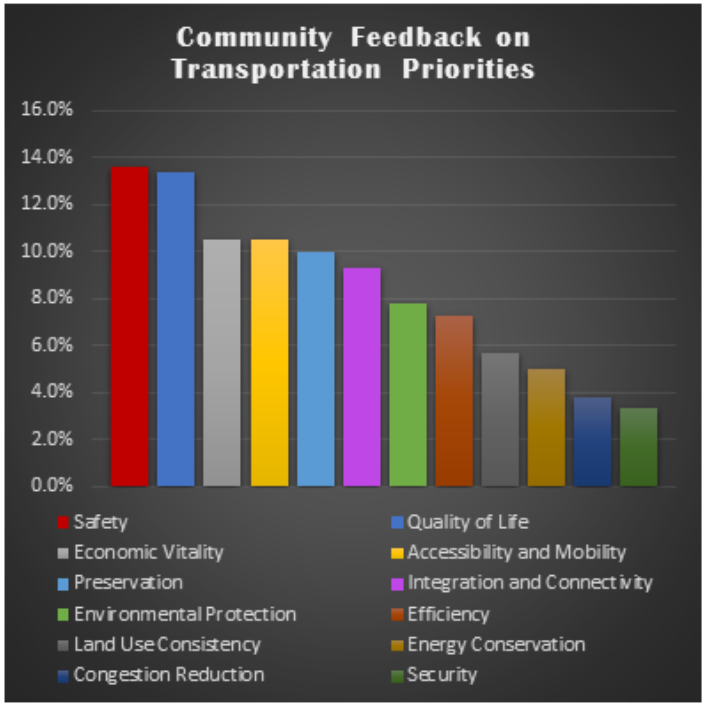
IF NEW INFRASTRUCTURE WAS TO BE BUILT, 40% VOTED FOR BIKEWAYS AND 27% ADVOCATED SIDEWALKS

Vision

Preserve and improve the safety, connectivity, and efficiency of our transportation system, and provide mobility options for all users to enhance quality of life and to be consistent with community character.

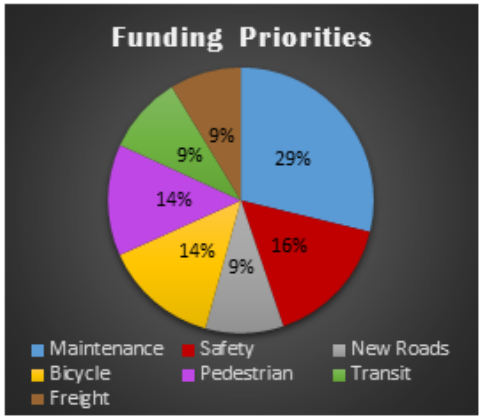
Goals

- Safety
- System Preservation
- Quality of Life
- Economic Vitality
- Regional Connectivity
- Connectivity and Continuity
- Efficiency - Connections, Accessibility, and Operations
- Distinct Community Character
- Funding for Maintenance and Improvements



THROUGH WORKSHOPS, THE COMMUNITY RANKED TRANSPORTATION PRIORITIES FOR THE REGION

HOW SHOULD $100 BE DIVIDED?



Public Involvement

Public involvement is more than fulfilling federal and state requirements or statutory obligations. It is integral to good transportation planning. Without meaningful public participation, there is a risk of making far-reaching decisions that do not match the needs or vision of the communities and the region that the plan is set to serve. The 2040 Plan public involvement activities coincided with major decision points and were designed to gather the information needed to make a lasting contribution to the quality of life in the Walla Walla Valley. The 2040 Plan outreach informed the planning process of the communities' needs and goals, and thereby created the guiding principles for policies, programs, and project selection. The WWVMPO/SRTPO conducted the 2040 Plan public involvement in compliance with its Public Participation Plan objectives, its Title VI Policy, and with consideration of individuals with Limited English Proficiency.

Public Involvement Guidance

Public Participation Plan

The fundamental objective of the WWVMPO/SRTPO Public Participation Plan (PPP) is to ensure that the concerns and issues of everyone with a stake in transportation are identified and addressed in the development of short- and long-range programs and plans for the Walla Walla Valley. The WWVMPO/SRTPO is responsible for actively involving all affected parties in an **open, cooperative, and collaborative process** that provides stakeholders meaningful opportunities to influence transportation decisions. The gathered feedback allows decision makers to fully consider the social, economic, and environmental consequences of their actions, and assures the public that transportation programs support adopted land use plans and community values.

Developed in consultation with interested parties, the PPP details strategies for conducting targeted outreach, incorporating visualization techniques, using electronic media, holding public meetings, and responding to public input. The PPP complies with Federal regulations, which establish the following goals for public outreach:

- Maintain a proactive public involvement process
- Support early and continuing involvement of the public in developing plans
- Provide complete information, timely public notice, and full public access to key decisions
- Consider and respond to public input received during the planning process
- Seek out and consider the needs of those traditionally underserved by existing transportation systems, including but not limited to low-income and minority households
- Provide all interested parties with reasonable opportunities to comment on the contents of the transportation plan

Title VI Policy

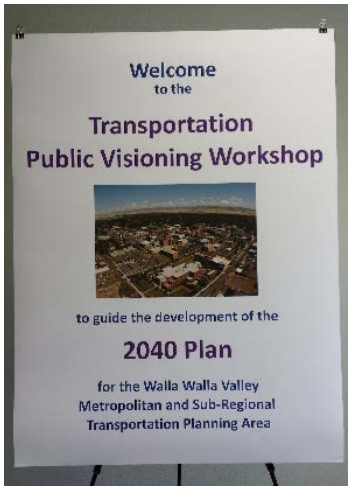
As a recipient of federal transportation funds, the WWVMPO/SRTPO **complies with all associated non-discrimination requirements** as provided by Title VI of the Civil Rights Act of 1964 and by the Civil Rights Restoration Act of 1987. Through its Title VI Policy statement, the WWVMPO/SRTPO provides assurance that no person shall on the grounds of race, color, national origin, or sex be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any WWVMPO/SRTPO sponsored program or activity, whether they are federally funded or not.

Limited English Proficiency

As a recipient of federal transportation funds, the WWVMPO/SRTPO also takes reasonable steps to provide **meaningful access to transportation planning information** for Limited English Proficient (LEP) individuals, for whom English is not their primary language and who have a limited ability to read, speak, write, or understand English.

According to the 2009-2013 American Community Survey (5-year estimate), 20 percent of the population in Walla Walla County speaks a language other than English at home; 9% speak English less than "very well." In the City of Milton-Freewater, 50 percent of the population speaks a language other than English at home and 23% speak English less than "very well". Consideration of the needs of this population group was incorporated into the 2040 Plan development process.

2040 Plan Public Involvement Activities



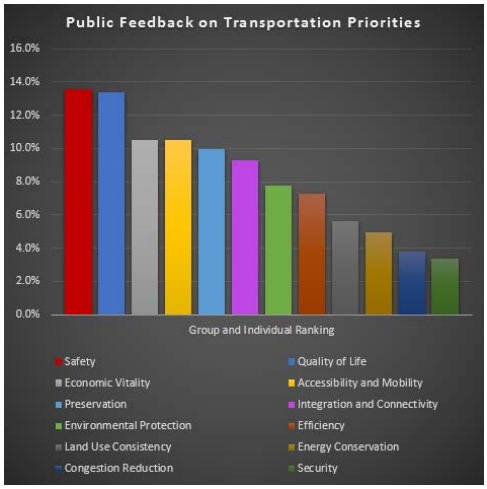
Round 1 - Transportation Visioning Workshops

The WWVMPO/SRTPO conducted three identical public visioning workshops where participants were able to share concerns, visions, and preferences regarding the transportation issues and funding priorities that should be addressed in the 2040 Plan. Identical visioning workshops were held on various dates and locations:

- July 30, 2015 - Milton-Freewater Community Building
- August 4, 2015 - College Place City Hall Council Chambers
- August 12, 2015 - City of Walla Walla Police Department Community Room

The public was notified of the workshops through English and Spanish notices in newspapers, press releases to media outlets, email announcements, and on the WWVMPO/SRTPO website.

At the workshop participants were engaged through individual and interactive group dialogue to discuss current issues and concerns related to the transportation system, as well as their desired vision for the community's future network.



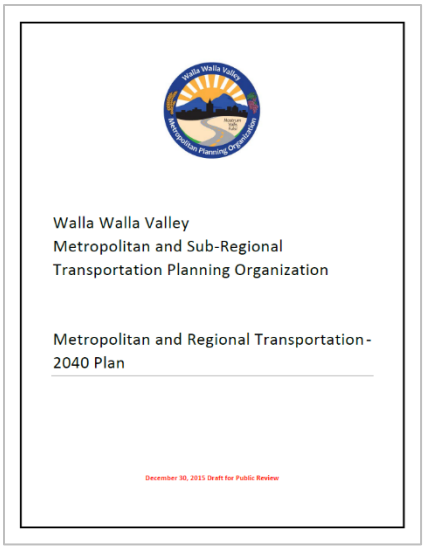
The public feedback gathered through the visioning workshop activities was directly incorporated into the development of the vision, goals, and objectives, which guided the entire 2040 Plan development.

Round 2 - Transportation Inventories and Action Recommendations

An online forum was established and two identical open houses were hosted at the WWVMPO/SRTPO office on November 12 and 16, 2015. Meeting attendees were provided with information about the current state of transportation for all modes, and were given the opportunity to complete a survey regarding their top priorities for mode-specific action steps and recommendations to be included in the 2040 Plan. MPO/SRTPO Staff were available to answer questions and provide more details. The same information and survey were also provided on the WWVMPO/SRTPO website, along with a video about the purpose and goals of the 2040 Plan, which could be viewed on YouTube.

The public was notified of the open houses and online content through English and Spanish notices in newspapers, media releases to radio stations, email announcements, and on the WWVMPO/SRTPO website.

The action step and recommendation survey results were directly incorporated into the plan recommendations.



Round 3 - Review of and Comments on 2040 Plan Draft

Between January 7 and February 3, 2016, a copy of the 2040 Plan Draft was posted on the WWVMPO/SRTPO website at http://wwvmpo.org/public-participation.html. Hard copies of the document were also available for review at the WWVMPO/SRTPO office, Walla Walla Library, Waitsburg City Hall, and Milton-Freewater Library.

The 2040 Plan Draft provided information about the regulatory background, related national, state, and local planning activities, the discussion of regional growth trends, the current state of transportation for all modes, identified issues and needs, policy recommendations, and the financially feasible list of prioritized improvement projects.

The public was invited to review the document and provide comments. All comments received are included in Appendix A of the final 2040 Plan.

Regional Growth

Affecting the Walla Walla Valley MPO/SRTPO Area

As regional population and employment increases, so too does traffic. Understanding regional trends, and the ability to anticipate the effects of improvements is critical to planning for a transportation system that will effectively handle growth as it occurs.

NUMBER OF OCCUPIED HOUSEHOLDS

24,075

NEW HOUSEHOLDS BY 2040

3,625

POPULATION DENSITY

MPO/SRTPO Area = 50 People/Sq Mile Urbanized Area = 1,579

AVERAGE HOUSEHOLD SIZE

After decades of slow decline, the average number of persons per household has been stable since 2000.

Washington = 2.54 Oregon = 2.49

Walla Walla Valley MPO/SRTPO = 2.71

NUMBER OF PEOPLE EMPLOYED NOW

Washington MPO area = 22,700 Oregon MPO area = 2,800

Walla Walla Valley MPO/SRTPO = 28,800

NUMBER OF PEOPLE EMPLOYED BY 2040

36,000 = 5 new jobs every week

Walla Walla = $40,735
College Place = $41,426
Milton-Freewater = $33,086
Oregon Average = $50,229
Washington Average = $59,478

Source: Census 2009-2013 ACS

MEDIAN HOUSEHOLD INCOME

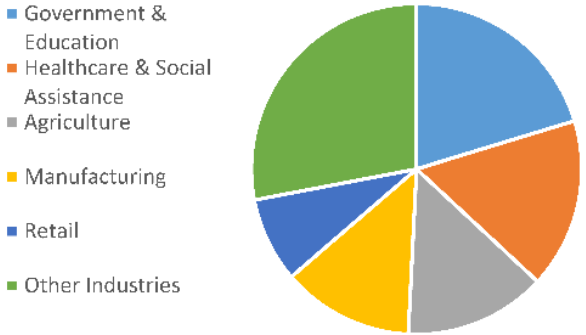
HOW MANY PEOPLE LIVE IN OUR REGION NOW?

HOW MANY NEW PEOPLE WILL BE HERE BY 2040?

9,795

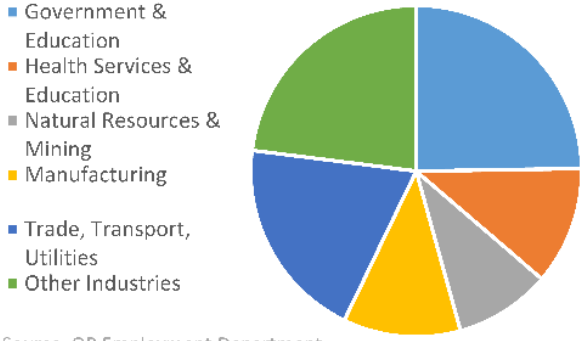
= 1 new person almost every day

Major Industries - Walla Walla County



Source: WA Employment Security Department

Major Industries - Eastern Oregon



Source: OR Employment Department

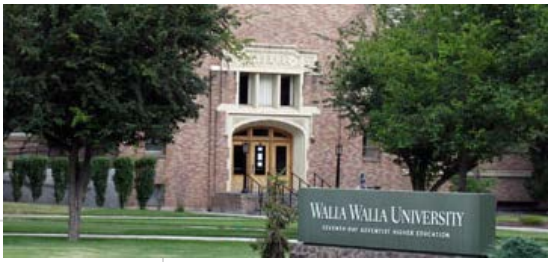
Regional Growth

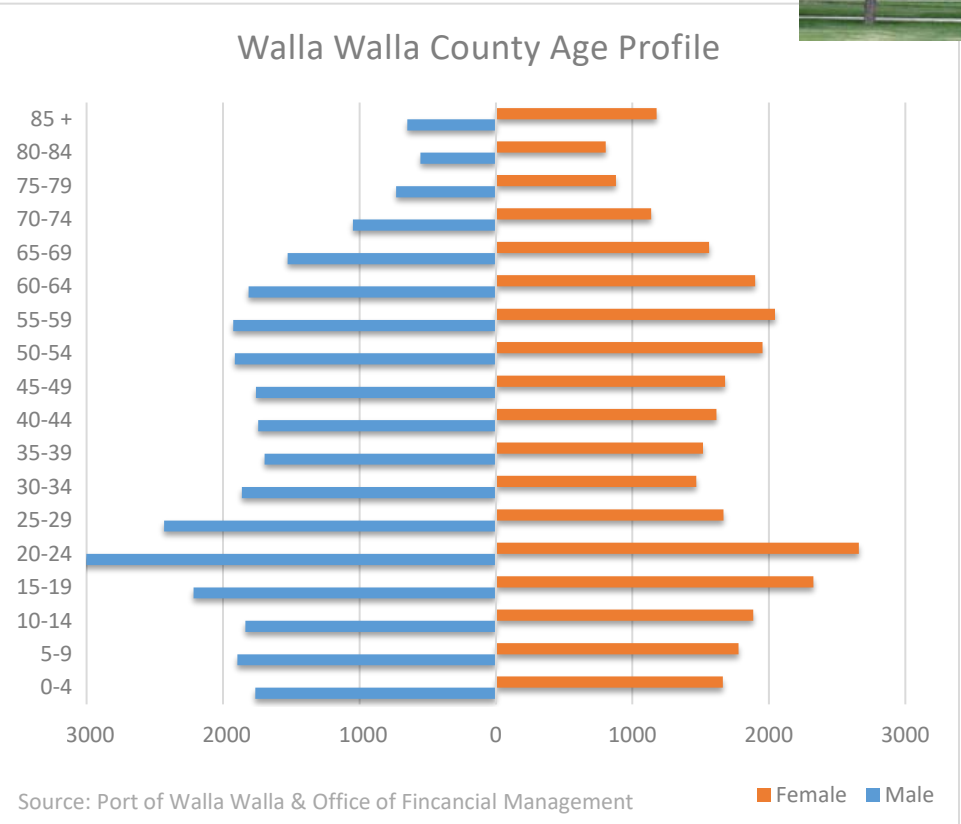
The nature and distribution of population and employment impact the manner in which the transportation system is used and accessed. The WWVMPO/SRTPO gathered current and projected population and employment data, land use information, and reviewed commute trends to analyze existing and forecasted travel patterns.

Population

The Walla Walla Valley has grown steadily over the past decade. According to U.S. Census data for the years 2000 and 2010, the regional population increased by 6% to a total of 65,205 people, who live in approximately 24,075 households. On average, 2.71 persons live in each household in the Walla Walla Valley, which makes the regional household size slightly larger than Oregon (2.49), Washington State (2.54), or the national (2.63) average.

The average age of Walla Walla Valley residents is slightly above statewide or national average. A breakout by age group can be seen in the following graph. It is important to note the spike in young adults (20 to 24 years of age), which is due to the fact that the region is home to three higher education facilities.





According to the US Census, the percentage of young children (under 5 years of age) is smaller than the national average, with 5.8% and 6.5%, respectively.

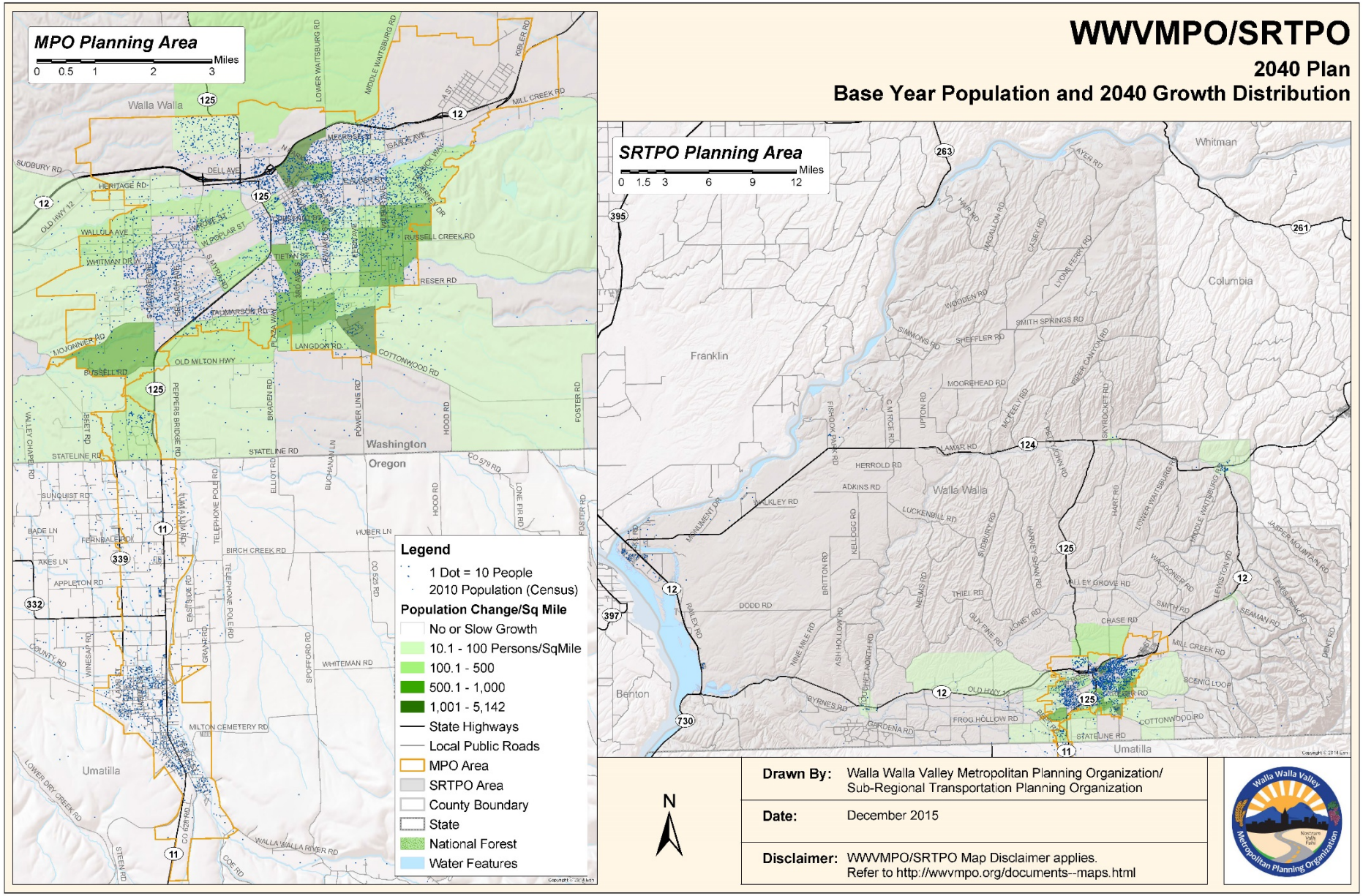
An even more significant difference exists when looking at the percentage of the population under the age of 18 years, who account for 21.7% locally and 24.0% nationally.

The reverse is true for older adults, aged 65 years or more. There, the local percentage of 16.5% is higher than the national average of 13.4%.

As travel habits and patterns change with age, these facts are important to remember. Particularly, because additional “Baby Boomers” (those born between 1946 and 1964; now 51 to 69 years of age) are headed for retirement, and their commuting habits will drastically change.

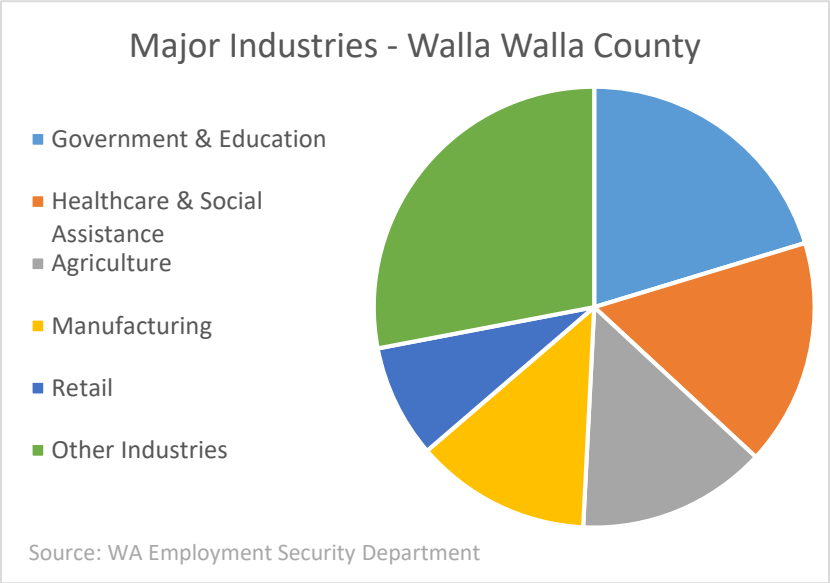
Based on historical growth and county projections prepared by the Washington State Office of Financial Management (OFM), the population is estimated to increase by an additional 15% through the year 2040, when an estimated 75,000 residents will live in the region. The 2010 population density and anticipated population growth through the year 2040 are shown in Figure 2.

Figure 2: WWVMPO/SRTPO 2010 Population and anticipated 2040 Growth



Employment and Income

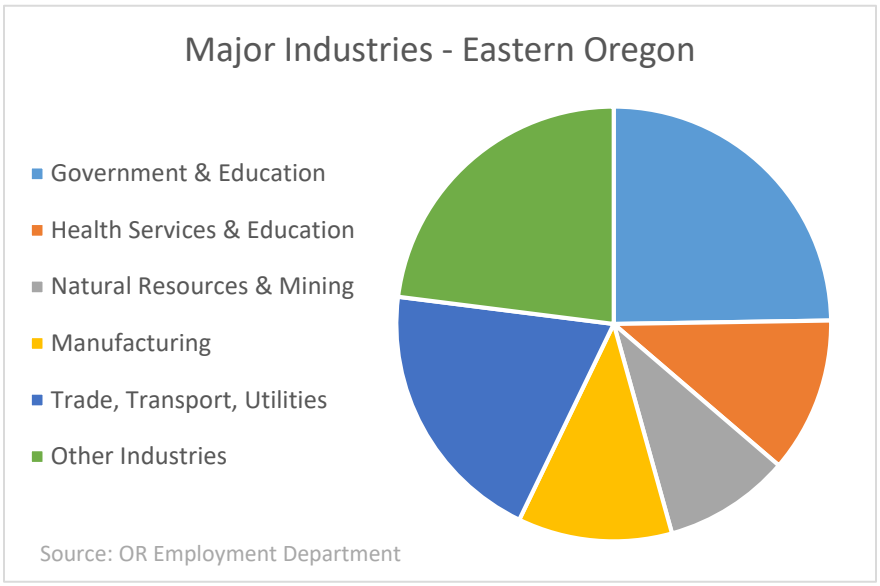
In tandem with regional population growth, employment also grew between 2000 and 2010, although recent year statistics stipulate a 6% decline in employment in 2013 and a 1.5% recovery since then.



Based on Washington State Employment Security Department statistics and American Community Survey (ACS) data, WWVMPO/SRTPO area employers currently provide 28,800 jobs, most of which are in the government, education, healthcare, or natural resources and agriculture sectors.

Over the next five years, the manufacturing, retail, warehousing, healthcare, and education sectors are expected to grow, although a significant change in the current mix of employment sectors is not anticipated.

Using long-term projections provided by the Oregon Employment Department and Washington State Employment Security Department, the Walla Walla Valley labor force and associated employment is anticipated to grow by 25% to 36,000 in the year 2040, thereby slightly outpacing population growth.



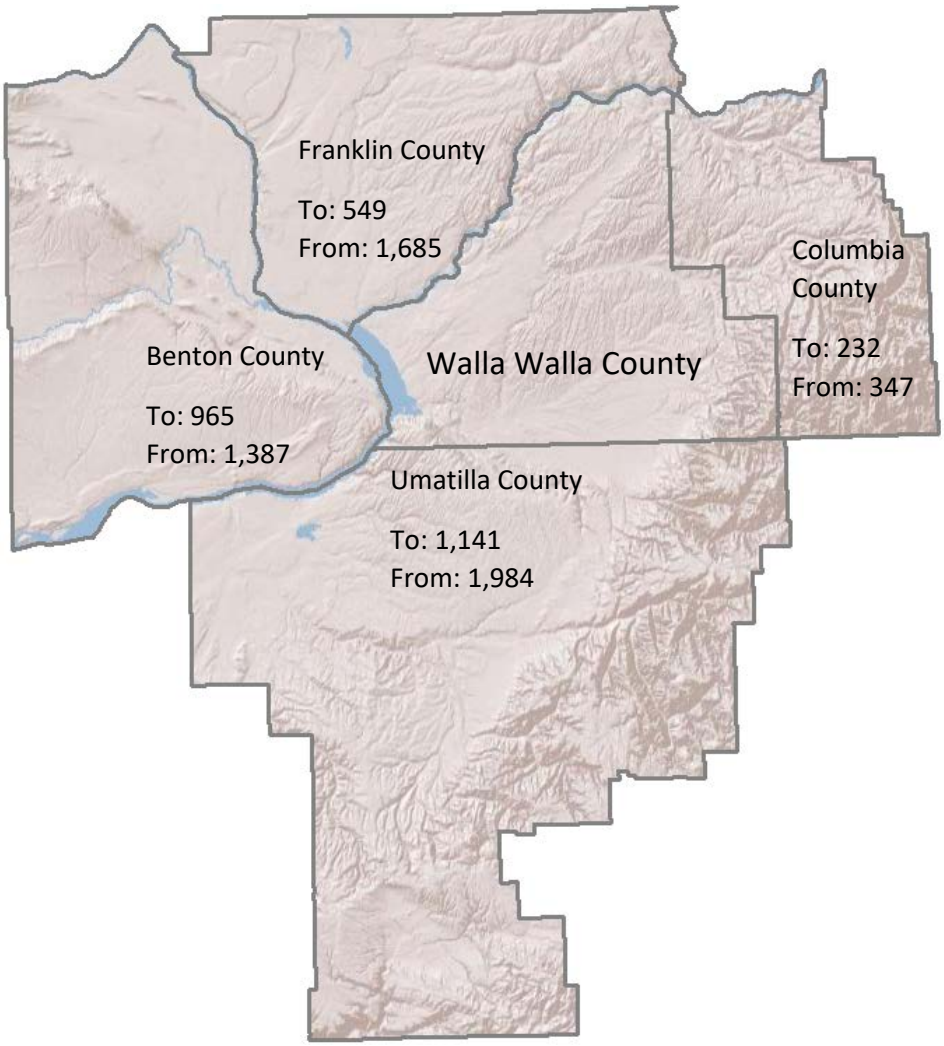
Based on information provided by the 2009-2013 ACS, the average household income in the Walla Walla Valley is approximately $45,000 per year, which is well below the Oregon ($50,229), Washington State ($59,478) and national ($53,046) average for median household income. This also affects the number of households living below the federal poverty threshold, which varies greatly within the region:

- Low – 16.5% and 17.8% for all of Umatilla County and Walla Walla County, respectively
- High – 21.4% and 33.5% for the cities of Walla Walla and Milton-Freewater

In all cases, the percentage of households living in poverty is significantly higher than the Oregon (16.2%), Washington State (13.4%), and national (15.4%) average.

Commute Patterns

Within the Walla Walla Valley, 28,800 jobs and 24,075 households create a positive jobs-to-housing balance.



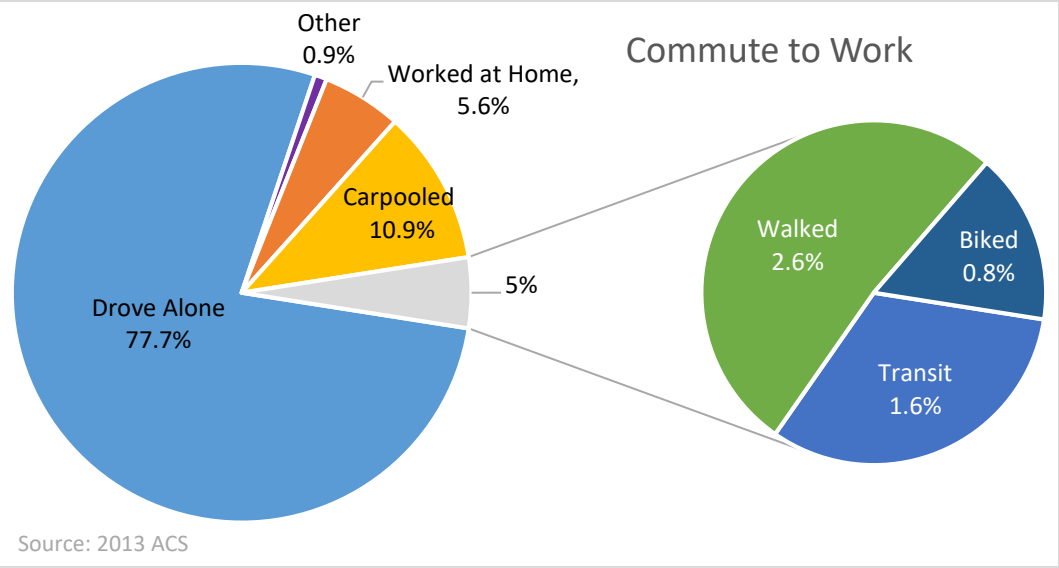
Based on 2009-2013 ACS data, 78.9% of residents live and work within Walla Walla County.

On an average workday, over 2,000 employees come to Walla Walla County from Oregon, 96.9% of these cross-state commuters live in Umatilla County. Conversely, over 1,250 workers commute from Walla Walla County across the Oregon border to work there.

The graphic captures the inter-county commute movements between Walla Walla County and its nearest neighbor counties.

Commuters traveling to or from other counties only account for a small portion – 3.7% of all recorded commute trips.

Within the Walla Walla Valley area, most workers commute by private automobile and almost 78% drive alone.



Although times vary greatly within the region, it takes Walla Walla Valley residents on average just over 16 minutes to get to work in comparison to the Oregon (22.8), Washington State (25.9), and national (25.8) average.

Existing and Future Land Use

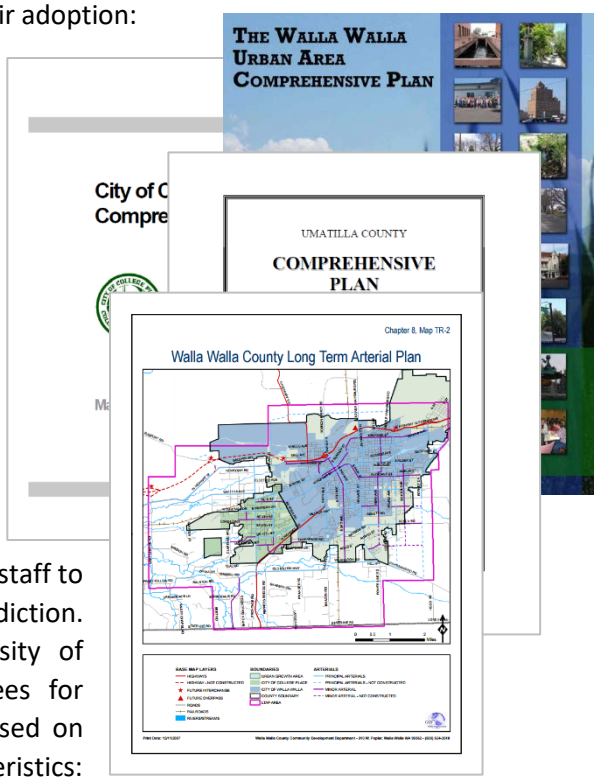
A high priority for the 2040 Plan is the **right-sizing and context-sensitive** design of projects to support and enhance regional and community character. A thorough understanding of prevailing land use patterns, and knowledge of new developments and anticipated land use changes, is therefore important in order to ensure consistency between the transportation system and the land parcels that are accessed and served.

> Although the linkage between land use and transportation facilities and services is highly complex, dispersed and low density developments generally rely on automobile travel, whereas mixed-use and high density developments allow for a variety of transportation options.

A strong land use-transportation link is also of importance to Oregon and Washington State. The purpose of Oregon's Statewide Planning Goal 12 is to avoid principal reliance on any one mode of transportation; provide transportation facilities, improvements, and services to support acknowledged comprehensive plans; ensure consistency among state, regional, and local transportation plans; and ensure that changes to comprehensive plans are supported by adequate planned transportation facilities. Similarly, the goals of the Washington State Growth Management Act are to encourage development in urban areas; reduce sprawl; provide for coordination with county and city comprehensive plans; and ensure that public facilities are adequate to serve developments.

To assist the WWVMPO/SRTPO in the assessment of transportation system adequacy and land use consistency, policies and recommendations contained in local comprehensive plans, transportation elements or system plans, and other studies were reviewed as part of the development of the 2040 Plan. The following list provides the names of the major planning documents, along with the year of their adoption:

- College Place - Comprehensive Plan (2008, amended 2014)
- Milton-Freewater - Transportation System Plan (1999)
- Prescott - Comprehensive Plan (2000)
- Waitsburg - Comprehensive Plan (2008)
- Walla Walla - Comprehensive Plan (2007)
- Walla Walla - Bicycle and Pedestrian Plan (2013)
- Umatilla County - Comprehensive Plan (1983, revised 2014)
- Umatilla County - Transportation System Plan (2002)
- Walla Walla County - Comprehensive Plan (2009)
- Walla Walla County - Long-Term Arterial Plan (2004)
- Port of Walla Walla - Comprehensive Plan (2012)
- Port of Walla Walla - Economic Development Plan (2015)



In addition, the WWVMPO/SRTPO collaborated with local planning staff to collect base year land use information for each member jurisdiction. Primary components of the data were the number and density of residential developments, as well as the number of employees for businesses and other establishments, which were aggregated based on their similarity of associated commute and customer travel characteristics:

- Agriculture
- Manufacturing
- Construction
- Wholesale and transport
- Lodging, i.e. hotels
- Food and entertainment
- Retail
- Medical services
- Office
- Primary and secondary schools
- Universities and colleges

The location-specific data on current population and employment by type is a direct input into the regional travel demand model, which replicates existing traffic volumes and travel patterns. Member entities also provided information on future land use, population, and employment based on their adopted comprehensive plans, zoning ordinances, and other sources reflective of local development trends. This future data is used in the regional travel demand model to assist in determining transportation needs for the year 2040.

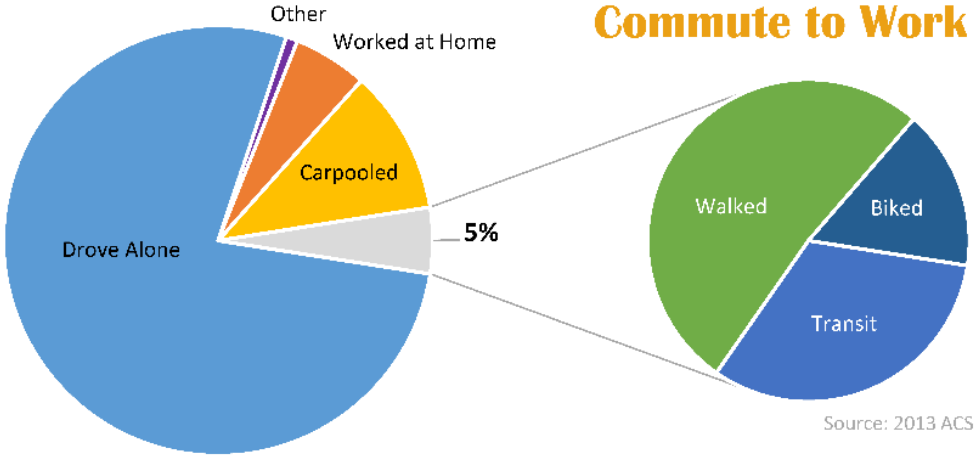
Pedestrians & Bicyclists

In and Around the Walla Walla Valley

Walking and cycling is a viable and safe transportation alternative. Walking is a cornerstone of transportation and comprises a portion of every trip made in the Walla Walla Valley.

Cycling is a particularly useful commute option in the urbanized area, although recreational biking throughout the study area has steadily grown in popularity.

Commute to Work



Source: 2013 ACS

Commuting by bicycle has gained in popularity, having increased by more than **60%** between 2000 and 2012.

2012-2014 PEDESTRIAN & BICYCLE RELATED CRASHES

INVOLVING PEDESTRIANS: 40 Total, 36 Injuries, 3 Fatalities

INVOLVING BICYCLISTS: 46 Total, 41 Injuries, 0 Fatalities

If a PEDESTRIAN is hit by a CAR traveling 20 mph, the survival rate is 98% (...think School Zone)
At 40 mph, the survival rate drops to 65%
At 60 mph, it is only 5%

14 MILES of existing BIKE LANES
36 MILES of SHARED TRAILS
124 MILES of additional BIKE ROUTES

The promotion of walking and bicycling can be accomplished through the adoption of **Complete Street policies**. Such policies aim to provide **safe and accessible transportation design for all modes** of travel, instead of focusing solely on automobiles.

33% OF PROJECTS SUBMITTED FOR INCLUSION IN THE 2040 PLAN INCLUDE PEDESTRIAN OR BICYCLE IMPROVEMENTS

AVERAGE COST OF INFRASTRUCTURE

$1.2 to 2 million – 1 Mile of NEW 2-LANE ROAD
$450,000 – 1 Mile of MULTI-USE PATH
$160,000 – 1 Mile of 5ft-wide SIDEWALK
$100,000 – CURB EXTENSION RETROFIT for 1 intersection
$22,500 – 1 RAPID FLASHING BEACON
$22,000/year – STRIPING 1 Mile of BIKE LANE
$13,000 – 1 CURB EXTENSION
$12,500 – 1 Mile of BIKE ROUTE SIGNAGE
$10,000 – 1 FLASHING BEACON for crossing

STATE OF ACTIVE TRANSPORTATION PLANNING

5 Ordinances requiring SIDEWALKS
1 City BIKE/PEDESTRIAN PLAN
0 adopted COMPLETE STREETS POLICIES

Pedestrian and Bicycle Transportation

Introduction

Active transportation modes like walking and cycling are an integral part of the transportation system. These modes of transportation provide options that are beneficial to both individual and environmental health, as well as contribute to the efficiency of the entire transportation network. Pedestrian and bicycle facilities that are accessible, direct, and continuous have been shown to be economically beneficial to the surrounding community, and also improve safety for everyone using the roadway system. Furthermore, walking and cycling enriches the livability of the Walla Walla Valley, reduces congestion, improves mobility, and enhances the overall quality of life for residents.

Existing Facilities

Pedestrian Infrastructure

Walking represents the first and last segment of any trip for all transportation users, and sidewalks are the primary pedestrian facility within Walla Walla Valley cities. To date, **a complete inventory of sidewalks and associated pedestrian amenities has not been prepared**; however, it is generally known that there are considerable gaps in the existing sidewalk network, and additional sidewalks are needed to complete connections for pedestrians in already built-out areas. Looking forward, the majority of Walla Walla Valley cities requires that new residential developments include sidewalks.

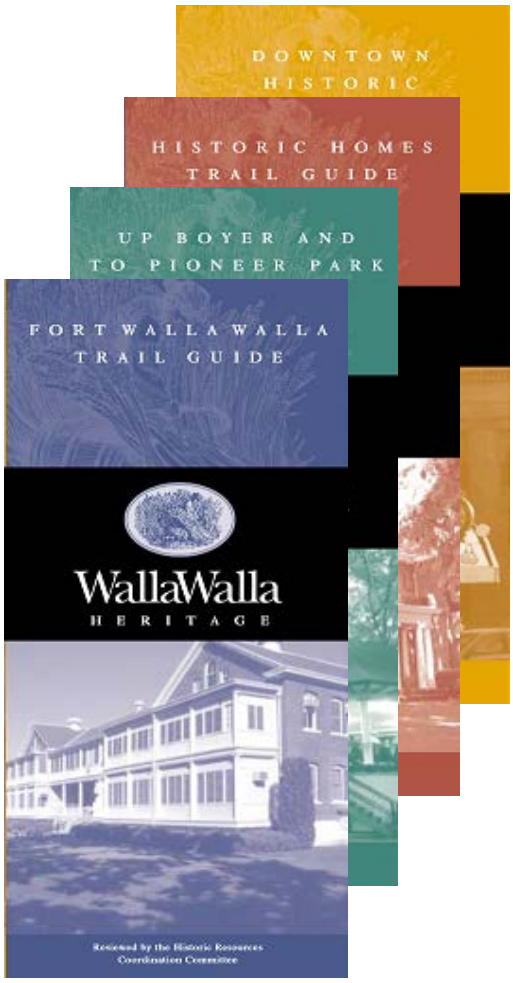
Furthermore, activities are ongoing to make **needed upgrades** to pedestrian infrastructure, and ensure that sidewalks and crossings are accessible **as prescribed by the Americans with Disabilities Act** (ADA).

Noteworthy Promotion of Walking

In order to highlight the benefits of walking, the City of Walla Walla provides detailed brochures on four walking tours that showcase unique cultural and historic resources within the City:

- **Historic Downtown** – features the history, restoration, and renovation of downtown Walla Walla
- **Historic Homes** – focuses on grand historic homes on South Palouse Street and other nearby roads
- **Up Boyer and to Pioneer Park** – highlights Boyer Avenue, Whitman College, and Pioneer Park
- **Fort Walla Walla** – showcases buildings in historic Fort Walla Walla Park and Museum

On its website, the City publishes additional walking info.



Bicycle Infrastructure

Within the Walla Walla Valley, three different types of bicycle infrastructure play a prominent role.

- Dedicated bicycle facilities encompasses 14 miles of bike lanes and 36 miles of multi-use paths.
  - The **on-street bike lanes** are striped and often located between the travel lane and a parking lane.
  - The majority of existing **multi-use paths** are off-street trails located within or near parks and along select greenbelts. The City of Walla Walla Parks and Recreation Department maintains several of these paths, including the Mill Creek Trail from Eastgate Lions Park to the Community College, the Highway 12 Trail from Wellington Avenue to 8th Avenue, and the Fort Walla Walla Park Trail from the amphitheater to the VA Medical Center.
- The significant majority of bicycle infrastructure consists of widened, **shared-use lanes**, which account for 124 miles of bike routes.

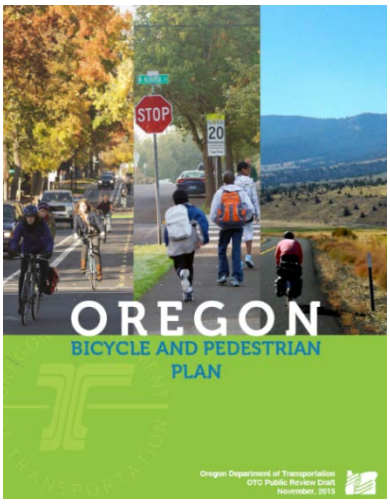
In addition, bike racks are available in select downtown core areas. Furthermore, Valley Transit and Milton-Freewater Public Transportation buses are also equipped with racks to allow for the transport of their patrons' bicycles.

An inventory of City of Walla Walla-maintained bicycle infrastructure exists. The City has also captured infrastructure in neighboring jurisdictions. To date, a systematic, regional approach to establishing and implementing a **cross-jurisdictional bicycle network has not been undertaken**.

It is also noteworthy that several county roads have become known as **unofficial bicycle routes**. The routes crisscross the entire Walla Walla Valley and provide connections to nearby cities. However, these unofficial routes have not been acknowledged **nor vetted for potential safety concerns**.

Plans and Studies

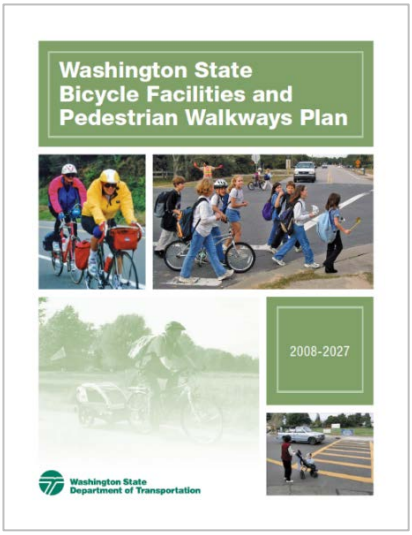
Oregon State Bicycle and Pedestrian Plan - Draft



According to the draft, which was made available for public review in November 2015, the purpose of the Oregon Bicycle and Pedestrian Plan is to support decision-making for walking and biking investments, strategies, and programs that can help implement an interconnected, robust, efficient, and safe transportation system for Oregon. The framework provided by this plan will assist with prioritizing needs and selecting walkway and bikeway improvement. It is intended as a guide for the state to prioritize projects, provide design guidance, and collect important data in an effort to support biking and walking. Oregon recognizes bicycle and pedestrian networks as integral, interconnected elements of the transportation system that contribute to diverse and vibrant communities, and health and quality of life.

Washington State Bicycle Facilities and Pedestrian Walkways Plan

Adopted in 2008, the Washington State plan covers a period of twenty years and includes strategies for improving connections, increasing coordination, and reducing traffic congestion. The statewide goal is to increase bicycling and walking while reducing injuries and deaths. The plan sets a specific goal of decreasing collisions by five percent

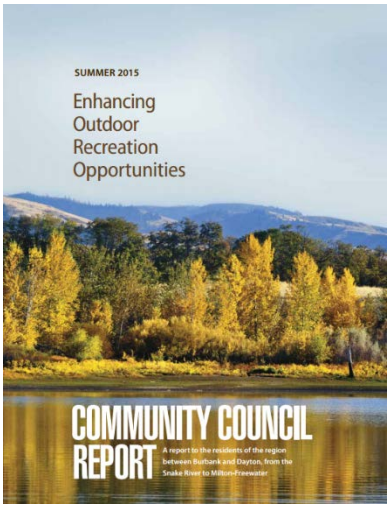


per year through 2027, while doubling the amount of biking and walking trips. The scope of the plan includes:

- Establishing a statewide strategy for addressing bicycle and pedestrian transportation.
- Integrating bicycle and pedestrian travel with public transportation.
- Coordinating WSDOT, local municipalities, regional planning entities, and transit agencies.
- Determining the role of bicycle and pedestrian transportation in reducing automobile congestion.
- Assessing statewide bicycle and pedestrian needs on city streets, county roads, and state highways.

Washington State also views bicycling and walking as integral components of the transportation network.

Enhancing Outdoor Recreation Opportunities Study



The Walla Walla Community Council sponsored a study on Enhancing Outdoor Recreation Opportunities and the resulting final report was released in summer 2015. The issue statement for this study asked, "How can we promote, enhance, and develop outdoor recreational opportunities and accessibility to improve the region's quality of life and economic vitality?" The study committee acknowledged that spending time outdoors has positive effects on the physical and mental health of community members, and simultaneously instills in them a sense of responsibility to the environment. The study obtained multiple perspectives on the issue, including 30 resource experts and outdoor recreation users. The final report provides study conclusions and recommendations from the committee; the following findings relate to pedestrian and bicycle transportation.

Conclusions

- Outdoor recreation can be enhanced by creating both urban and remote trail networks that link multiple trails, allow users to avoid vehicular traffic, and/or lead to functional destinations.
- Recreating outdoors offers physical and mental health benefits to all users. Communitywide promotions about the health benefits of outdoor recreation may be effective for improving the health of individuals.
- It would be beneficial for counties and municipalities in the region to have a comprehensive plan for their parks.
- Public transportation could be optimized to allow residents and visitors easier access to outdoor recreation opportunities.

Recommendations

1. Conduct a region-wide survey and use existing data to determine demographics, usage patterns, preferences, and barriers to access of outdoor recreation users and potential users.
2. Assess parks and park programs to understand how to enhance use by children and families, and encourage the region's cities and counties to create comprehensive master plans for parks and green spaces.
3. Promote the physical and mental health benefits of engaging in outdoor recreation opportunities to all populations.
4. Connect the public to communities and landmarks via a network of trails in the region, such as completing a River Walk from Bennington Lake to the Whitman Mission.

5. Advocate for uniformity in regional public transportation services to enhance access to outdoor recreation through:
    a. Providing on-demand stops along established routes.
    b. Including racks on all public transportation vehicles that could accommodate recreation gear.
6. Adopt bicycle-friendly community standards and seek certification for the region.

2010 Regional Bicycle and Pedestrian Transportation Plan

Originally prepared by the Benton-Franklin Council of Governments, the 2010 Regional Bicycle and Pedestrian Transportation Plan covers a multi-county area, including Benton, Franklin, and Walla Walla counties. Since then, safety concerns related to several roadways in Walla Walla County have been raised.

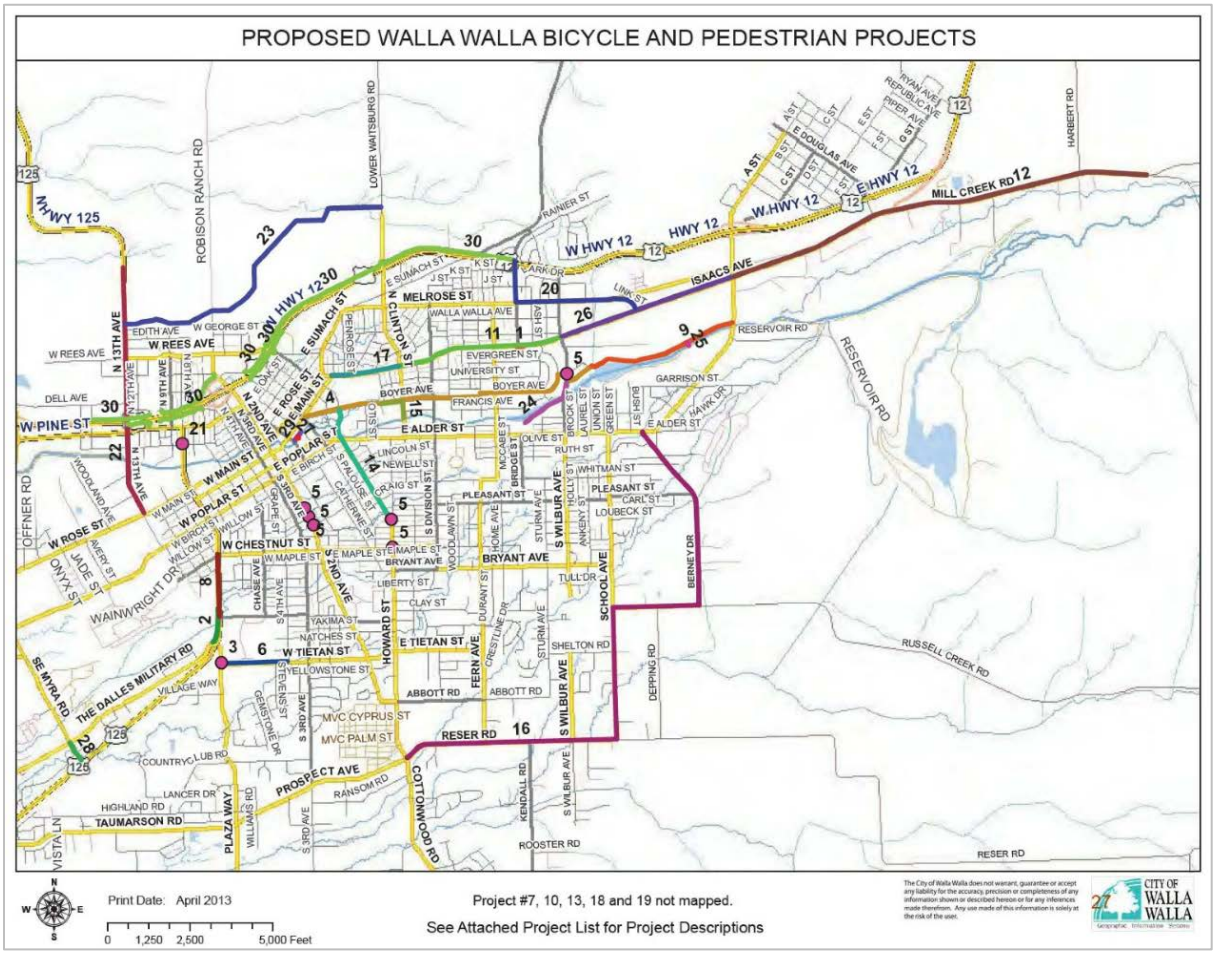
City of Walla Walla Bicycle and Pedestrian Plan

Within the study area, the only city- or county-adopted bicycle and pedestrian plan is maintained by the City of Walla Walla and was last updated in 2013. The overarching goal as stated in the plan is to develop a walkable, ADA accessible, and bicycle friendly community. Specific goals listed in the 2013 Bicycle and Pedestrian Plan include:

- Developing a regional bike trail from Rooks Park to Whitman Mission
- Increasing walking and bicycling to at least 15% of all trips
- Reducing the number of pedestrian and bicyclist collisions
- Increasing connectivity between residential areas, downtown, schools, shopping centers, recreation areas and neighboring cities

Figure 3 provides an overview of proposed pedestrian and bicycle infrastructure projects.

Figure 3: City of Walla Walla – Bicycle and Pedestrian Plan



Source: Walla Walla Bicycle and Pedestrian Plan

The Walla Walla Bicycle and Pedestrian Advisory Committee (BPAC) advises the City on biking and walking issues and is responsible for making recommendations regarding the planning, design, and implementation of facilities. The BPAC meets monthly to discuss bicycle and pedestrian related concerns and activities. The committee also maintains a list of proposed projects that is updated annually. The most recent list of prioritized projects and activities is shown in Table 1.

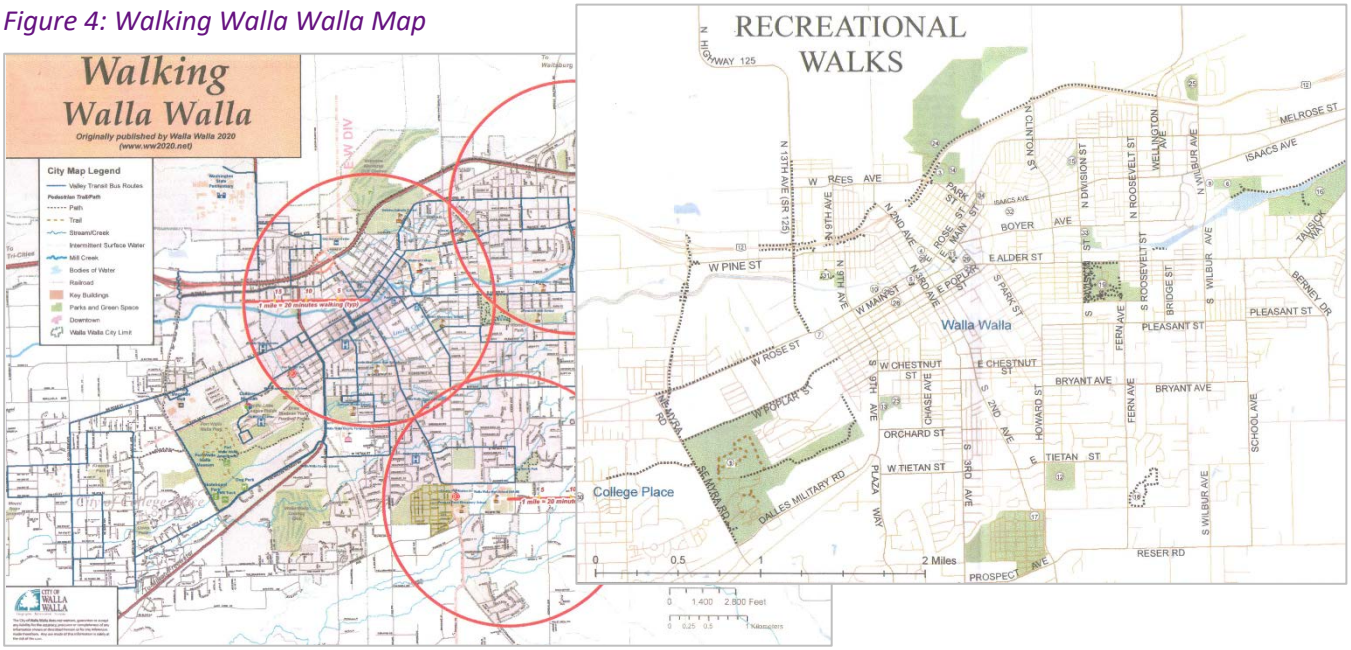
Table 1: BPAC 2015 Priority List of Projects and Activities

Project	Project Termini	Status
Signage and Striping	Share the road, safety signs, restripe crosswalks and bike lanes, etc.	New
Wilbur at University Crosswalk Improvements	Wilbur Ave and University St	New
Bike Lanes on Roosevelt St	Isaacs Ave and Melrose St	New
Boyer Ave Bike Boulevard	Downtown to Mill Creek Trail	New
Edison Trail	Cambridge Dr and Edison Elementary School	Partially Complete
School Ave Sidewalks	Pleasant St and Woodmere Loop	New
Park St Bike and Pedestrian Improvements	Whitman College and Howard St	Study
Isaacs Corridor Pedestrian Safety	Rose St and Wilbur Ave	Study Complete
Plaza Way Sidewalks	Village Way and Taumarson St	New
Odd Fellows Home Area ADA accessibility	Boyer Ave and Clinton St	New
Cottonwood Rd Sidewalks	Thunder Ridge Rd and Russell Creek	New
General Citywide Sidewalk Repair/Infill		Ongoing

Source: BPAC, June 9, 2015 meeting materials

The BPAC is also responsible for the reproduction of a sidewalk and trails map that is distributed through several venues. Figure 4 shows excerpts of the most recently released map of sidewalks and recreational trails.

Figure 4: Walking Walla Walla Map



Source: BPAC

Programmed Improvements

The top ten projects identified on the City of Walla Walla BPAC list involve efforts to improve signage and striping for existing crosswalks and bike lanes, and adding sidewalks and bike lanes in high use areas. However limited funding prevents much progress on completing many of these projects in the near future. Only the cities of Walla Walla, Waitsburg, and College Place, as well as WSDOT have identified funding and programmed pedestrian improvement projects for implementation by 2018.

- A new sidewalk will be added to a section on Isaacs Avenue and the corner of Tietan Street and Plaza Way in Walla Walla. A Pedestrian crossing beacon will also be added on Rose Street in Walla Walla.
- Waitsburg will add sidewalks on sections of Main Street, East 8th, East and West 7th, and replace the sidewalk on Academy Street.
- The CARS reconstruction project in the City of College Place includes new sidewalks and pathways on College Avenue and Rose Street.
- WSDOT will be improving accessibility along existing sidewalk sections of State Route 125.

In general, more pedestrian and bicycle facilities are added in combination with roadway improvement projects than as stand-alone projects.

Issues and Needs

Safety

Pedestrians and bicyclists are considered vulnerable transportation users and accounted for three fatalities in the region between 2012 and 2014. During this timeframe, 40 crashes involved pedestrians and resulted in 36 injuries; 46 crashes involved bicyclists and resulted in 41 injuries. Several additional pedestrian fatalities occurred in 2015.

On average, pedestrian and bicyclist fatalities accounted for 15 percent of all traffic fatalities within Walla Walla Valley (2012 to 2014), compared to 16 percent statewide (2008 to 2013). The number of statewide traffic fatalities continually decreased from 2008 through 2013, and then increased to 465 in 2014. It is important to note that school-aged children and adults older than 65 years represent a disproportionately high share of these crashes.

When involved in traffic crashes, pedestrians and bicyclists are seriously injured or killed more than 93 percent of the time, while drivers involved in these same collisions are seriously injured or killed 39 percent of the time. Motor vehicle speeds are a contributing factor to the severity of pedestrian and bicyclist traffic crashes. National research shows that if a pedestrian is hit by a vehicle traveling at 40 mph, he or she has a 65 percent chance of being killed; at 20 mph, the fatality rate is 5 percent. The majority of Washington pedestrian and bicyclist fatalities in the past 10 years occurred in areas where the posted speed was 35 mph or greater.[2]

Planning and Implementing Context-Sensitive and Complete Streets

'Complete Streets' take into account pedestrians, cyclist, motorists, and transit riders of all ages and abilities. The approach emphasizes improvements that enhance the reliability, safety, and convenience for all modes of transportation, thereby allowing the user to select the best way to reach their destination, regardless of whether they are traveling by foot, bike, car, or bus. 'Context-Sensitive' design balances often competing transportation, community, and resources needs through adapted design features and operating principles.

[2] For more information on the national study, see http://www.trb.org/Main/Blurbs/154863.aspx.

Need for a Regionwide Pedestrian and Bicycle Inventory

Pedestrian and bicycle travel does not stop where a sidewalk or a bike lane ends. The gaps in pedestrian and bicycle facilities and the lack of network connectivity result in longer, indirect travel between destinations for active transportation users. In order to be able to choose among the most beneficial alignments and infrastructure options, pertinent regional information and data should be compiled.

Stakeholder Identified Issues and Priorities

Through consultation with local pedestrian and bicycle stakeholder groups the following issues and priorities were identified for walking and cycling in the region:

- Issues
  - Limited funding for projects
  - Maintenance and sustainability of facilities
  - Community attitude/apathy about physical activity
  - Lack of continuous facilities across communities
  - Lack of comprehensive transportation planning
- Priorities
  - Safe streets and intersections
  - Health of individuals
  - Efficient and effectively designed bikeable corridors and a walkable community
  - Improve connectivity between major destinations and communities
  - Increase signage and way finding on routes for alternative transportation
  - Ongoing maintenance of bikeable and walkable areas
  - Economic vitality
  - Increase transportation modes around natural resource areas
  - Increase connectivity to public transportation

Recommendations

Economic and community development is dependent on the quality of life in the Walla Walla Valley. In order to enhance overall quality of life within the region, it is important to maintain a balance among all modes of transportation and to recognize the relationship between transportation and land use.

The following bicycle and pedestrian recommendations were prioritized based on input received from the public, community stakeholder groups, and member entities:

- Conduct a regional bicycle and pedestrian study, and implement identified recommendations and improvements to design effective and efficient corridors for a bikeable and walkable community.
  - Work with planning partners, advocacy groups, and interested stakeholders; create a regional vision; and analyze alternative options and alignments to create a Walla Walla Valley guide for the integration of cross-jurisdictional, non-motorized transportation options.
- Make streets and intersections safer for pedestrians and cyclists.
  - Analyze crashes involving pedestrians and cyclists; implement design improvements, public education, or appropriate enforcement actions.
- Improve maintenance of bike routes and sidewalk facilities.
  - Establish a regionwide inventory of pedestrian and bicycle infrastructure, assess component conditions, and implement routine maintenance.

- Improve connectivity to major destinations and natural resource areas.
  - Identify and close gaps in pedestrian and bicycle connections to significant activity centers; engage public and private partners to provide appropriate amenities at the destinations.
- Encourage a Context-Sensitive Solutions approach.
  - Assist member entities with project development.
- Promote the retrofitting of existing roadways with pedestrian and bicycle infrastructure.
  - Use the regionwide inventory of pedestrian and bicycle infrastructure to identify potential areas for improvement.
- Based on data obtained through the compilation of a bicycle and pedestrian inventory and a regional study, develop and adopt a regional methodology for evaluating the level of service for non-motorized transportation.
  - Local variations of the Bicycle Environmental Quality Index (BEQI) or Pedestrian Environmental Quality Index (PEQI) could be adopted as a method for evaluating cycling and walking related infrastructure. Both EQIs utilize a combination of qualitative and quantitative indicators, which are ranked as either highest, high, average, low, or poor quality. The following transportation and environmental conditions are evaluated:
    - Street design, i.e. driveway cuts, buffer area, width of infrastructure, continuity, condition, etc.
    - Intersection safety features, i.e. lighting, visibility, engineering counter measures, etc.
    - Traffic characteristics, i.e. vehicle volumes, number of lanes, vehicle speed, etc.
    - Safety or perceived safety, i.e. lighting, litter, line of sight, etc.
    - Nearby land uses, i.e. amenities, retail use, vacancies, etc.

Public Transportation

Service in Walla Walla Valley

In the Walla Walla Valley, public transportation includes traditional fixed route bus service, commuter vanpool service, special services for the elderly and mobility impaired, and an on-demand response service in various portions of the region.

LOCAL PROVIDERS – connecting Walla Walla, College Place & Milton-Freewater

SERVICE AREA POPULATION

53,000 **82.5% live within ¼ mile of a route**

Valley Transit & Milton-Freewater Public Transp.

NUMBER OF ANNUAL FIXED ROUTE BUS TRIPS

700,600

Fixed Route = "Transit service using rubber-tired passenger vehicles operating on fixed routes and schedules" – *aka* your regular bus service

NUMBER OF ANNUAL DEMAND RESPONSE TRIPS

52,600

Demand Response = "Small buses or van (even taxis) operating in response to calls from passengers" – also includes paratransit services for elderly and mobility impaired

NUMBER OF ANNUAL COMMUTER VANPOOL TRIPS

12,500

Vanpool = "Small buses or vans transporting a group, traveling directly from their homes to regular destinations – *aka* shared ride commute

REGIONAL PROVIDERS – connecting with local providers in the Walla Walla Valley

Kayak Public Transit

96,000 annual trips – service from Pendleton, Adams, Athena & Weston

Travel Washington – Grape Line

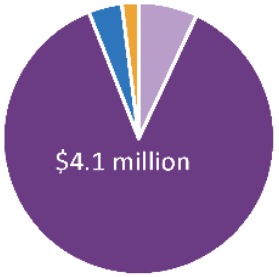
6,800 annual trips – service to Tri-Cities, airports, Greyhound & Amtrak

Columbia County Public Transportation

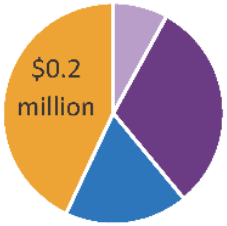
Commute trips – service from Dayton & Waitsburg

Intercity Bus = These regional transit providers connect the Walla Walla Valley with other cities outside the region

Valley Transit

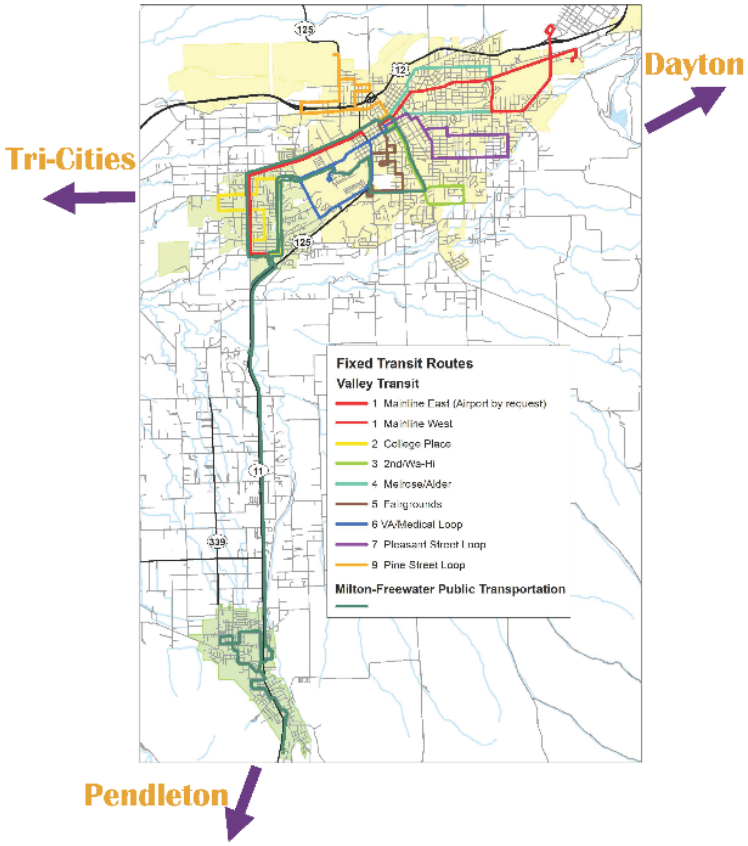


Milton-Freewater Public Transportation



FUNDING SOURCES

Fare Revenue · Local Funds · State Funds · Federal Funds



Public Transportation

Introduction

Public transportation is a very important component of the overall transportation system as it increases mobility, expands accessibility, and provides additional transportation choices for the Walla Walla Valley and its residents. Critical mobility needs of elderly, youth, disabled, and low-income residents are often met by the available public transportation services. Coverage areas and levels of service involve coordination to deliver an efficient network across service providers. Public transportation should also provide sufficient connections to other modes of transportation in the region.

Existing Service

The WWVMPO/SRTPO area is currently served by fixed route, paratransit, demand response, and vanpool services. Several providers share transfer locations that allow riders to connect between routes and systems. Based on an analysis of available fixed-route bus service, more than eighty percent of the homes within the cities of College Place, Milton-Freewater, and Walla Walla are within walking distance (one-quarter mile) of a bus route.

Valley Transit

As the largest regional public transportation provider, Valley Transit offers multiple services. Some services, for example Dial-A-Ride, have specific requirements and must be activated through registration, while others, such as the West and East Loop Routes on weekday evenings and Saturday, are simply an addition to the fixed routes.

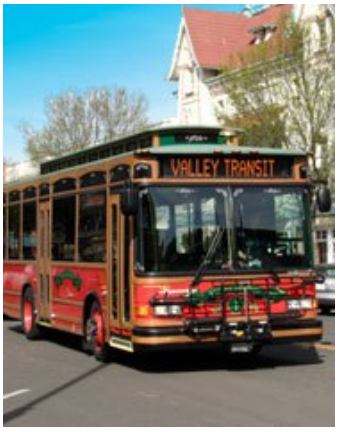


Image courtesy of Valley Transit

Fixed Route

Traditional fixed-route transit service is provided throughout the Walla Walla and College Place urban area. Eight routes meet at a centrally located transfer center in downtown Walla Walla at Main Street and Fourth Avenue. All buses are air-conditioned for passenger comfort and have low-floors with ramps at the front door to make boarding easy for people who use mobility aids. Most routes have bus service every 30 minutes and two neighborhood routes run once each hour. Weekday service begins at 6:15 am and ends at 5:45 pm. The normal fare is 50 cents and the reduced fare is 25 cents for seniors and disabled riders holding a reduced fare permit.

Image courtesy of Valley Transit

Dial-A-Ride

Dial-A-Ride is a special service, which uses lift-equipped mini-buses to transport people with mobility limitations that prevent them from using Valley Transit's regular fixed-route bus service. Dial-A-Ride is available during the same hours as the fixed-route bus: Monday through Friday, from 6:15 am to 5:45 pm. The fare is 75 cents. It is necessary to register for Dial-A-Ride before making a trip reservation.

Evenings and Saturday Flex-Routes

Valley Transit provides a flex-route service for the general public on weekday evenings and Saturdays. The West Loop and the East Loop, depart in 45-minute intervals and provide convenient service to most of the cities' popular destinations. Flex-routes are a route deviation type of service, which means the schedule for each flex-route provides enough time for the trolley bus to vary from the regular route to pick up people who live within one-

quarter mile (about 3 blocks) of the route. A reservation is recommended if passengers want the trolley bus to deviate from its route, as reservations will be accommodated ahead of requests from walk-on passengers.

Connector

Complementing the evening and Saturday flex-route service, the Connector is an extension of transit service to areas of Walla Walla and College Place that do not have a nearby bus route. It is available during evening and Saturday service hours to transport those who live more than one-quarter mile from the West Loop or East Loop routes. Trips are provided from stops in the Connector zones to the West Loop or East Loop, which will be used to complete the trip, or the entire trip may be provided by the Connector mini-bus. This provides a service area similar to the eight fixed-routes, which operate during weekday service hours, but with a reduced number of vehicles that is more appropriate for times with less demand.

Vanpool and Carpool

Vanpool is a program for people who need to drive a long distance to work. Valley Transit will lease a twelve passenger van to a group of people to share the ride. The commute to work must either begin or end in the Walla Walla area.

Valley Transit is also a member of RideShareOnline.com, which offers free online carpool matching services to Washington and Idaho residents.

Transfer Center

At its transfer center located on Main Street and Fourth Avenue, Valley Transit provides space for intercity buses, thereby facilitating transfers to buses from Grape Line, Kayak Public Transit, Milton-Freewater Public Transportation, and Columbia County Public Transportation. These regional providers offer travel options to the Tri-Cities, Dayton, Waitsburg, Milton-Freewater, Pendleton, Mission, and La Grande. Stops for the Grape Line in the Tri-Cities include the Pasco Airport, Greyhound, Amtrak, and Ben Franklin Transit.

Image courtesy of Valley Transit

City of Milton-Freewater

Image courtesy of BIRTA

The City of Milton-Freewater provides several public transportation options for its citizens, including fixed-route transit, demand response service, and intercity bus connections to College Place and Walla Walla. Milton-Freewater coordinates its public transportation services with Valley Transit, Kayak Public Transit, and Grape Line. The city's website at www.mfcity.com provides the current routes and fares, or patrons may use their smart phones and a QR code to get the information.

Fixed Route

Mondays through Fridays, the City of Milton-Freewater operates a fixed-route bus service along a route that serves 17 locations within and near Milton-Freewater, operating three round trips throughout the morning and early afternoon. Cyclists are welcome as the bus is equipped with a bicycle rack. The City's bus also has a lift and tie-down stations for wheelchair-bound patrons; and if transportation to the nearest bus stop is needed, the taxi service may be contacted.

Senior and disabled patrons may qualify for half-price fares on the bus by completing an application and receiving an ID card, which may be used on the City's fixed-route bus and on Valley Transit's fixed-route service.

Demand Response

Taxi Ticket dial-a-ride program, has been a continuous public transportation service since 1971. It's a program designed for senior citizens aged 60 years and older, and for people with disabilities regardless of age. The service operates Monday through Friday, and service is provided to residents living within a five-mile radius of the city center. The Taxi Ticket program is a door-to-door, demand response service. After establishing proof of age or disability at City Hall, patrons may purchase as many tickets as they believe they would use, then call for taxi service using the phone number printed on the ticket.

The City's taxi drivers are trained to help patrons in and out of the vehicle, and also provide assistance with any non-motorized mobility aids, while providing service in a standard taxi vehicle. Taxi drivers also have access to the City's van, which is equipped with a power lift and tie-downs for wheelchair-bound patrons.

Intercity Bus Service

Mondays through Fridays, three times a day, the City of Milton-Freewater bus also makes round-trip connections to select locations within College Place and Walla Walla.

Kayak Public Transit

The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) offers bus service on a fixed route six days per week. Kayak Public Transit operates a total of seven routes, serving the area of southeast Washington and northeast Oregon. The transit service is free for all riders.

The Walla Walla Whistler route provides connections between Pendleton and Walla Walla. The Monday through Friday service runs from 5:00 am to 7:30 pm and includes stops in several different cities, such as Milton-Freewater and College Place. Kayak Public Transit also utilizes the Valley Transit transfer center in downtown Walla Walla. Saturday service covers all of the same destinations as the weekday route and operates from 9:00 am to 6:45 pm.

Image courtesy of Kayak Public Transit

The CTUIR operated service also offers a voucher-based taxi program for Umatilla Indian Reservation residents and workers, seniors, people with disabilities, and low-income families. Visitors to businesses located on the Reservation may also use this service. Information on fares and schedule can be obtained from CTUIR's website.

Travel Washington, DBA Grape Line

Image courtesy of Travel Washington

The Grape Line runs a reservation optional service seven days a week with one route between the Walla Walla Regional and Pasco airports. There are three fixed-route round trips each day, starting at the Walla Walla Regional Airport at 6:15 am and ending there at 10:30 pm. Stops are located in four cities along the route: College Place, Touchet, Wallula, and Burbank. Grape Line buses also stop at the transfer and transit centers in both Walla Walla and Pasco, respectively. Riders can make reservations online, by phone, or in person at two ticket offices. Current schedule and fare information is available at www.grapeline.us/index.htm.

Columbia County Public Transportation

Based in Dayton, Columbia County Public Transportation provides a demand-response service to all residents of Columbia County, as well as to residents of Waitsburg and Dixie. Transportation is also available to residents of Booker Rest Home for transportation to medical appointments and to attend community events. Additionally, Columbia County Public Transportation provides service to Waitsburg and Walla Walla. Service is available Monday through Friday from 6:00 am to 7:00 pm. Fares for riders can be found at www.ccptransit.org/fares.html.

Grant County People Mover

Based in John Day, Oregon, the Grant County People Mover is a curb-to-curb transportation service, which is available to the public. Among other routes, the service offers a once weekly round-trip between Prairie City or Monument and Walla Walla, via stops in Dale, Ukiah, Pilot Rock, Pendleton, and Milton-Freewater, Oregon. Advance reservation is required. More information is available at http://www.grantcountypeoplemover.com/.

Plans and Studies

Human Services Transportation Plan

The Walla Walla Valley Human Services Transportation Plan (HSTP) is a coordinated community effort to develop a unified, comprehensive strategy that identifies how to meet the transportation needs of individuals with disabilities, older adults, youth, and those with limited incomes. WSDOT is responsible for allocating federal funding aimed at achieving coordinated human service transportation in the state. The regional HSTP must identify prioritized strategies in order to be eligible for certain federal funding programs. The current Walla Walla Valley HSTP was approved in December 2014, and outlines the following top priority strategies for meeting the transportation needs of the special needs population:

1. Improve the distribution of information about public transportation options in the Walla Walla Valley region
2. Sustain and enhance the existing public transportation services
3. Coordinate transportation providers to meet the demand of services for the special needs population
4. Provide new options with transportation services like improved safety, convenient payment and expanded schedules

The Human Services Transportation Coalition (HSTC) is an open planning group of the WWVMPO/SRTPO; no special membership is required. Participants continually assist with identifying gaps in transportation services, identifying unmet transportation needs, and prioritizing new strategies as needed. The Coalition contributed to the coordinated HSTP for the region which will be updated every four years; interim project updates will occur in two-year intervals. Participants in the coalition include representatives from regional human service providers who directly provide transportation to clients or coordinate transportation on behalf of the community.

Valley Transit Six-Year Transit Development Plan

The current Transit Development Plan for Valley Transit establishes the agency's direction for 2015 through 2020. It provides guidance for the development and delivery of future transit service in the Walla Walla County Public Transportation Benefit Area. The plan conforms to state public transportation policy objectives and supports local comprehensive planning and economic objectives within the Walla Walla Valley.

As part of the Transit Development Plan, Valley Transit identified the following action strategies:

- **Mobility** - Facilitate movement of people and goods to contribute to a strong economy and a better quality of life for citizens
- **Preservation** - Preserve and extend prior investments in existing transportation facilities and the services they provide to people and commerce
- **Safety** - target construction projects, enforcement and education to save lives, reduce injuries and protect property
- **Economic Vitality** - Improve freight movement and support economic sectors that rely on the transportation system such as agriculture, tourism and manufacturing
- **Environmental Quality and Health** - Bring benefit to the environment and our citizens' health by improving the existing transportation infrastructure

Walla Walla Valley Origin-Destination Study

In 2015, Valley Transit and the City of Milton-Freewater sponsored a study designed to analyze travel patterns and transit rider characteristics, and to collect suggestions for potential service changes. An independent consultant conducted passenger surveys of patrons on Valley Transit, Milton-Freewater Public Transportation, Grape Line, Kayak Public Transit, and Columbia County Public Transportation fixed routes in the Walla Walla Valley. All five service providers utilize the Transfer Center located in downtown Walla Walla. Figure 5 shows the route coverage for each provider in and out of the City of Walla Walla.

The purpose of the onboard transit survey was to collect information about origins and destinations, travel behaviors, and overall satisfaction with provided transit services. Results of this survey across all respondents are summarized below:

Most Reported Trip Purpose

1. To and from work
2. To and from school
3. To and from recreation or social activities

Most Reported Origin/Destination Location

1. Walla Walla High School
2. Walla Walla Community College
3. Transfer Center in downtown Walla Walla
4. Walmart in City of College Place
5. Walla Walla County buildings

Potential Service Improvements

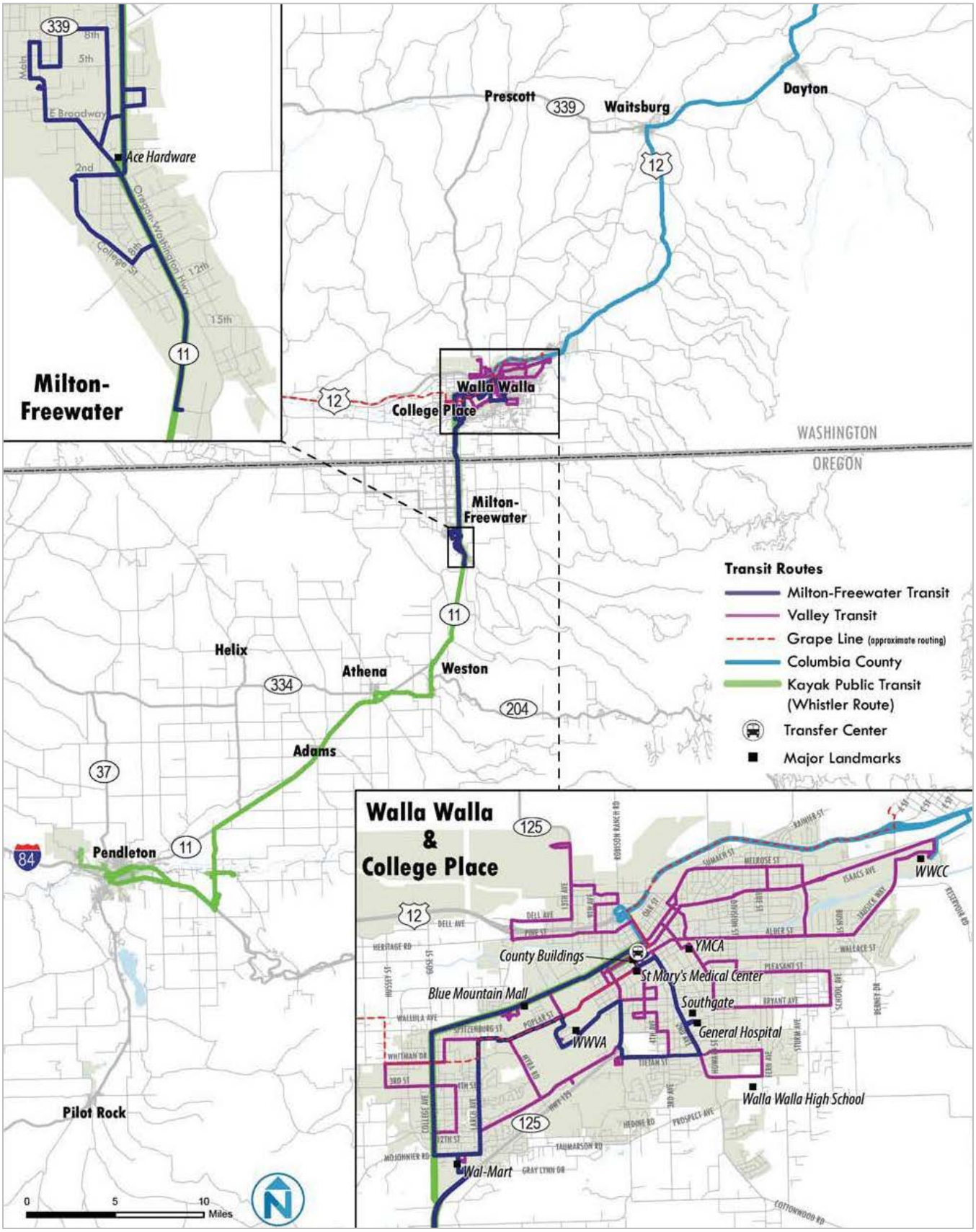
1. Offer service on Sunday
2. Offer more service on Saturday
3. Offer service later in the day

The most common mode for traveling to a transit stop was either by walking or wheelchair. A little more than half of the survey respondents reported using transit service on five or more days per week. If transit service was not available, respondents indicated they would make the trip by walking or wheelchair, someone would drive them, or they would just not make the trip. Based on the overall characteristics and behaviors of survey respondents, results indicated a high level of dependence on transit service.

Results of the survey also revealed the following issues affecting all five transit service providers:

- Schedule coordination
- Route duplication/service overlap
- Service gaps
- Lack of transfers between providers

Figure 5: Public Transportation Routes within the Walla Walla Valley

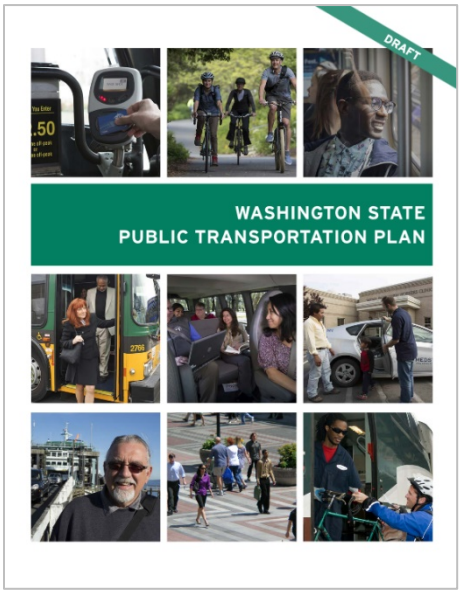


Source: Walla Walla Valley Origin and Destination Study

Blue Mountain Inter-Regional Transit Association

Although neither a plan nor study, the Blue Mountain Inter-Regional Transit Association (BIRTA) is nonetheless an important forum for anyone searching for public transportation services within the greater north-eastern Oregon area. BIRTA is a network of providers who work together to better coordinate the provision of transportation services to the communities within Umatilla, Morrow, and Walla Walla counties. BIRTA's providers offer fixed-route and dial-a-ride services. The providers involved in this association include Valley Transit, Milton-Freewater Public Transportation, Grape Line, Kayak Public Transit, the cities of Hermiston and Pendleton, RSVP Transportation, Good Shepherd Health Care System, Mid-Columbia Medical Transportation Brokerage, Battle Mountain American Vets Ladies Auxiliary, Foster Grandparents and Senior Companions, Hermiston Senior Center, St. Patrick's Senior Center, Stokes Landing Senior Center, and Boardman Senior Center. Through partnerships and information sharing, BIRTA strives to provide communities, especially seniors and individuals with disabilities, the solutions to their transportation needs.

Washington State Public Transportation Plan - Draft



A draft of the Washington State Public Transportation Plan was made available for public review in October 2015. Based on the expanded definition of public transportation as all modes other than single-occupancy vehicle travel, the vision for public transportation in Washington State is that all transportation partners work together to provide a system of diverse, integrated public transportation options. The plan provides a blueprint to better integrate all modes of transportation to meet the needs of people across the state. Four key challenges for public transportation were identified:

- **Demand** - The demand for access to jobs, schools, services and community is growing, but public transportation providers' ability to meet this demand is constrained.
- **Congestion** - Congestion is hurting our economy and quality of life, and we must find ways to move more people with even greater efficiency.
- **Funding** - Traditional methods for funding mobility are increasingly unsustainable.
- **Disruptive Change** - Emerging technologies and business models are challenging organizations to redefine how people communicate, work, travel and transact.

Programmed Improvements

Revenue projections for public transportation allow for current services to be maintained, while additions or improvements to service rely on additional funding sources. For the near future, programmed expenditures will focus on planning, vehicle maintenance and replacement, and operations.

- In 2015, Valley Transit secured funding for the purchase of several buses and paratransit vehicles.
- Financed through a special grant, Valley Transit will undertake a technology project focused on providing transit passengers with real-time schedule and bus location information; automated onboard ADA-compliant stop and location announcements; and enhanced online services for trip planning.

Issues and Needs

Unmet Transportation Needs

Despite the fact that over 80 percent of the population in the urbanized area of the region lives within one-quarter mile of a transit route, challenges to meeting the public transportation needs remains, particularly for residents living in the more rural parts of the Walla Walla Valley.

Extended service hours for existing transit routes is a need often expressed by public transportation users.

The unmet mobility needs of special population groups raise additional concerns as door-to-door service demand exceeds existing service level. Providers are faced with constrained funding level and large rural areas, where the mobility needs of older adults and disabled residents are currently not sufficiently addressed.

Image courtesy of Valley Transit

Provider Coordination

Coordination across providers should be a high priority in order to provide a seamless system for the transit users, as well as improve existing services and eliminate inefficient redundancy for each involved provider. Coordination strategies and an implementation plan should be jointly developed by the transit providers in the region.

Stakeholder Identified Issues and Priorities

Through consultation with local transit stakeholders, the following public transportation issues and priorities were identified for the region:

- Issues
  - Service overlap across providers
  - Customer demand for a higher level of service
  - Limited funding
  - Underserved groups such as seniors and students
  - Lack of wayfinding and signage
- Priorities
  - Efficient routing
  - Economically smart
  - Accessibility
  - Effective coordination across service providers
  - Public awareness of available service
  - Multi-modal design in community planning
  - Adequate amenities at transit stops and centers

Recommendations

Following the adoption of the 2040 Plan, the WWVMPO/SRTPO is planning to conduct a regional public transportation study to assess the need for transportation services in rural areas of the Walla Walla Valley.

The following public transportation recommendations were prioritized based on feedback from the public, community stakeholder groups, and member entities:

- Improve service overlap and provider coordination.
  - Engage representatives from all regional public transportation providers to identify strategies which improve service coordination and efficiencies.
- Conduct a regional transit study with a particular focus on rural public transportation; implement identified recommendations and improvements.
  - Work with transportation service providers, advocacy groups, and interested stakeholders; create a regional needs inventory; and analyze options to enhance access and mobility for currently underserved areas and populations.
- Increase transit accessibility and connectivity to pedestrian and bicycle infrastructure.
  - Evaluate and improve walking and biking access to transit routes.
- Improve public awareness of available service.
  - Provide improved online trip planning services; offer mobile, real-time bus schedule and estimated arrival time information.

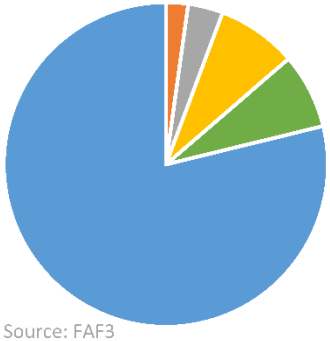
- Extend service hours for transit.
  - Provide extended service hours on select transit routes based on highest demand of passengers.
- Increase transportation options to and from the airport.
  - Transit service hours should be extended to provide service to coincide with flight departure and arrival schedules at the Walla Walla Regional Airport.
- Based on data obtained through the completion of a regional transit study, develop and adopt a regional methodology for evaluating the level of service for public transportation.
  - A regionwide level of service will provide a framework for assessing the basic access to public transportation services throughout the region.

Freight & Interregional Transport

Service in Walla Walla Valley

Our economic vitality requires efficient, safe and secure freight transportation. The Walla Walla Valley goods movement network consists of trucking, railroad and air cargo facilities.

Goods movement connects businesses, suppliers, markets and consumers nationally, even globally, and facilitates our regional specialization.



Inbound-Outbound-Intraregional Freight Tonnage by Mode

0.01%	Air (not shown - includes Truck-Air)
2.2%	Water
3.5%	Multiple
8.0%	Rail
7.5%	Other
78.9%	Truck

Source: FAF3

DID YOU KNOW?

In 2013, TRUCKS carried...

- On 9th St/SR 125 within Walla Walla & College Place, placing 1,500 trucks on the road per day — **5 million tons**
- On US 12 from US 730 to SR 125 Spur — **6.5 million tons**
- On US 12 from WW/Franklin County line to US 730 — **11.6 million tons**

On Pine St in Walla Walla between N 13th Ave & Myra Rd, **every 4th vehicle is a truck.**

Source: WSDOT

THAT'S A LOT OF TRUCKS ON THE ROADWAYS!

However, on the 514 miles of designated freight routes in the MPO/SRTPO Area, only **1 fatality** and **14 injuries** occur each year in crashes involving commercial trucks.

Growth in Freight Tonnage by 2040

49% - Increase in FREIGHT TONNAGE by 2040 in eastern OR & WA

49% - More TRUCK tonnage 59% - more RAIL tonnage

Source: FAF3

AIR PASSENGER BOARDINGS HAVE INCREASED 25% OVER THE PAST 5 YEARS AT WALLA WALLA REGIONAL AIRPORT...

2015 WILL BE A NEW RECORD YEAR!

Source: Port of Walla Walla

OF THE 331 MILES OF RAILROAD TRACKS, 24.5% ARE CURRENTLY ABANDONED...

The Union Pacific (UP) Class I railroad transports freight along the Snake River through northern Walla Walla County.

IN 2012, UP TRANSPORTED MORE THAN 5 MILLION TONS OF FREIGHT

The Palouse River & Coulee City (PCC) shortline rail provides freight service to Milton-Freewater, College Place, Walla Walla, Lowden, Prescott, Waitsburg, and Dayton.

IN 2012, PCC CARRIED LESS THAN 0.1 MILLION TONS OF FREIGHT

Near Wallula, a junction connects PCC with BNSF and UP tracks.

Source: WSDOT

THE WASHINGTON GRAIN TRAIN

SERVES OVER 2500 CO-OP MEMBERS, including the Co-Op in Prescott

OPERATES 118 GRAIN CARS

MOVED 2500 CARLOADS IN 2010

Source: WSDOT

COLUMBIA AND SNAKE RIVERS ARE FREIGHT AND GOODS TRANSPORTATION SYSTEM DESIGNATED WATERWAYS IN THE MPO/SRTPO

Source: WSDOT

Intermodal Freight and Interregional Passenger Transport

Introduction

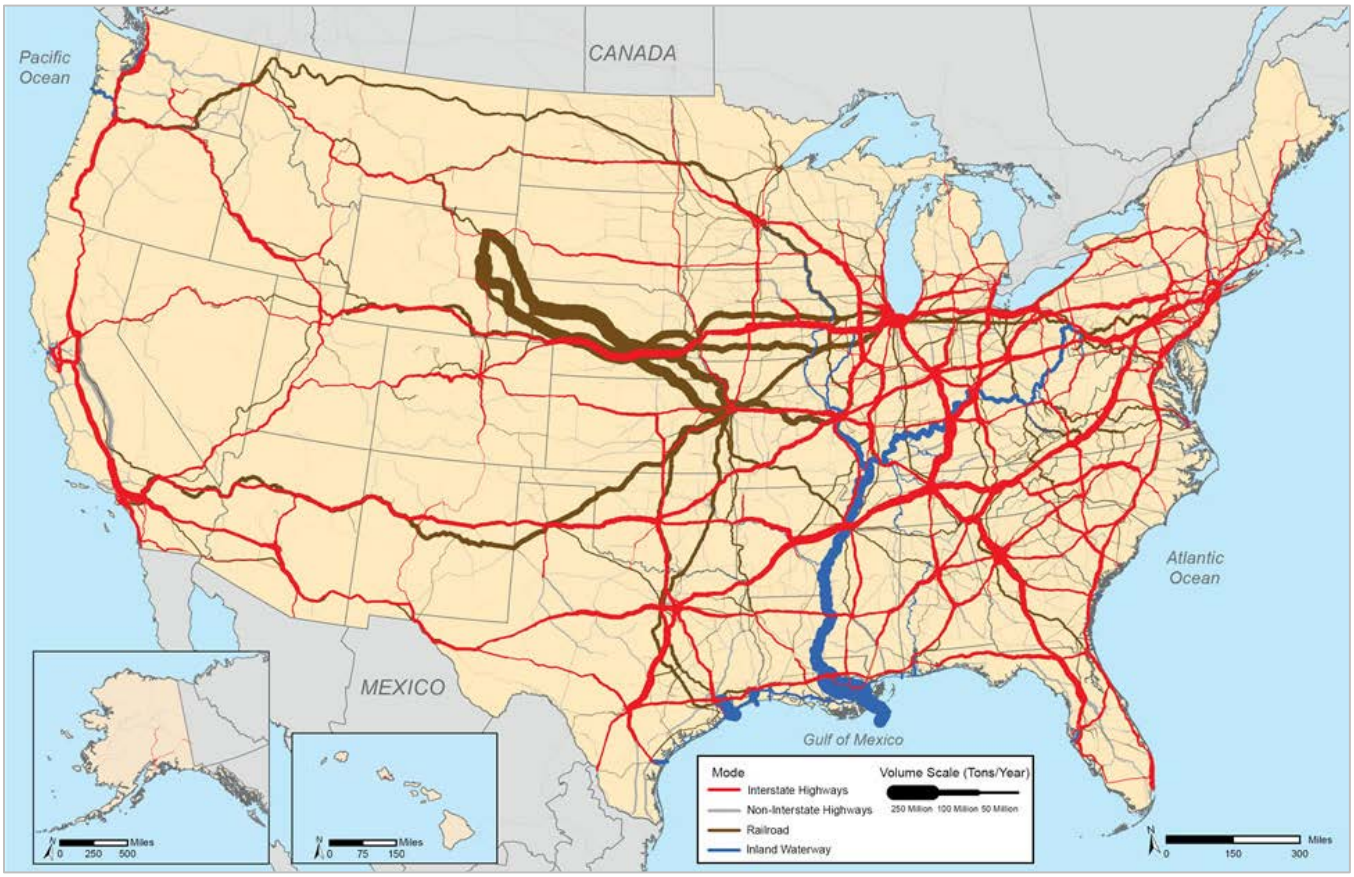
Walla Walla Valley's connection to statewide, national, and international markets, goods, and destinations is of vital importance to the economic vitality of the region and to the quality of life for its residents. Through the movement of goods via air, pipeline, rail, truck, and waterway, the region can export locally grown and manufactured goods, and import those items which are not produced nearby. Adequacy and connectivity of the freight network, which spans multiple modes of transportation, significantly impacts the cost and speed of these goods movements. Similarly, passenger movements to and from statewide, national, or international locations are facilitated by a variety of modes. The 2040 Plan therefore examines the existing multi-modal transportation system facilitating both freight and passenger transport, and identifies areas of concern or need.

Existing Conditions

National Framework

The Walla Walla Valley freight system cannot be analyzed in a vacuum. It is therefore important to view freight volumes and projected future needs **within the larger statewide and national context** as they directly impact the number of trucks or trains on local roadways and tracks. The WWVMPO/SRTPO uses the Federal Highway Administration Freight Analysis Framework 3 (FAF3) database, in part to supplement **limited local data**, and in part to visualize how the region is connected to nationwide freight flows. The FAF3 captures not only inbound and outbound freight, intraregional shipments, and also through movements, which neither start nor end within the Walla Walla Valley, but nonetheless affect the region's transportation network capacity and conditions. Figure 6 shows these national freight flows for rail, trucks, and waterways.

Figure 6: National Freight Flows in 2010 – Rail, Truck, and Waterway



Source: FHWA Freight Management and Operations

The nation's growth in population, households, employment, and businesses drives the need for efficient movement of freight. Long-term economic growth will result in even greater demand for freight transportation. As shown in Table 2, the U.S. population grew by 25 percent between 1990 and 2011, while the U.S. economy, measured by **gross domestic product (GDP), increased by 68 percent** when adjusted for inflation. Employment by industry sector changed significantly over the same time, generally marked by a decrease in manufacturing, agriculture, and natural resource occupation. It is also important to note that foreign trade grew faster than the overall economy, doubling in inflation-adjusted real value between 1990 and 2011.

Table 2: Socioeconomic and Economic Characteristics of the U.S.

	1990	2000	2010	2011	Percent Change 1990-2011
National population *(thousands)*	248,791	282,172	309,326(R)	311,588	25.2
Households *(thousands)*	93,347	104,705	117,538	118,682	27.1
Median household income *(2009 $)*	47,637(R)	52,301(R)	48,476(R)	47,735	0.2
Civilian labor force *(thousands)*	125,840	142,583	153,649(R)	153,945	22.3
Employed[1] *(thousands)*	118,793	136,891	139,295(R)	140,896	18.6
Business establishments *(thousands)*	6,176	7,070	7,397	7,354	19.1
Gross domestic product *(millions 2009 $)*	8,945,400(R)	12,565,200(R)	14,779,400(R)	15,052,400	68.3
Foreign trade *(millions 2009 $)*	1,364,100(R)	3,027,500(R)	3,993,700(R)	4,226,900	209.9

Source: Freight Facts and Figures 2013 (R) = revised

[1] Data for 1990 are estimated using the Bureau of Labor Statistics crosswalk from the 1990 to the 2002 Census Industry Classification system.

Considering the significant historic growth, it is important to analyze how future productivity and trade might impact the freight network which facilitates this economic activity. Table 3 provides an overview of existing and projected U.S. freight shipments by mode.

Table 3: U.S. Freight by Mode

	2012				2040			
(Million Tons)	**Total**	**Domestic**	**Exports[2]**	**Imports[2]**	**Total**	**Domestic**	**Exports[2]**	**Imports[2]**
Truck	13,182	12,973	118	92	18,786	18,083	368	335
Rail	2,018	1,855	82	82	2,770	2,182	388	201
Water	975	542	95	338	1,070	559	164	347
Air, air & truck	15	3	5	7	53	6	20	27
Multiple modes & mail[1]	1,588	453	540	595	3,575	645	1,546	1,383
Pipeline[1]	1,546	1,421	13	112	1,740	1,257	17	467
Other & unknown	338	277	47	14	526	362	130	34
Total	19,662	17,523	901	1,238	28,520	23,095	2,632	2,794

Source: Freight Facts and Figures 2013

[1] Total and domestic for 'multiple modes & mail' and 'pipeline' were revised based on FAF3 database improvements.

[2] Imports and exports that pass through the U.S. from a foreign origin to a foreign destination are not included for any mode.

Exports and imports are set to increase by 212 and 264 percent, respectively, indicating that more freight will be moved greater distances as part of an expanding supply chain among global trading partners. Overall, it is estimated that **total U.S. freight tonnage will increase by 45 percent**. Truck freight is anticipated to experience the largest change, accounting for an additional 5.6 billion tons in year 2040.

Eastern Oregon and Washington State

Although, the FAF3 regions for eastern Oregon and eastern Washington State include a larger area than just the Walla Walla Valley, they are representative of the mode mix and freight network prevalent in the region. Table 4 shows the freight mode shares and anticipated growth, which provides valuable information for the study area.

Table 4: FAF3 data for Eastern Oregon and Washington State

	2015					2040				
(Kilo Tons)	**Total**	**% by Mode**	**Out-bound**	**In-bound**	**Intra-Region**	**Total**	**% by Mode**	**Out-bound**	**In-bound**	**Intra-Region**
Truck	715,762	*79.1*	262,564	271,583	181,615	1,063,092	*78.9*	377,441	429,386	256,265
Rail	72,660	*8.0*	22,015	47,351	3,294	115,393	*8.6*	33,660	77,524	4,208
Water	20,345	*2.2*	6,872	12,364	1,109	19,048	*1.4*	6,363	11,427	1,257
Air, air & truck	66	*0.0*	18	47	0	175	*0.0*	66	109	0
Multiple modes & mail	31,384	*3.5*	18,432	9,570	3,381	38,294	*2.8*	23,231	11,727	3,336
Pipeline	50,452	*5.6*	26,293	15,257	8,902	82,877	*6.2*	37,353	25,952	19,572
Other & unknown	14,155	*1.6*	5,063	6,469	2,622	27,980	*2.1*	8,889	14,191	4,900
Total	904,824	*100.0*	341,257	362,643	200,924	1,346,860	*100.0*	487,004	570,317	289,539
% Growth 2015-2040						*48.9*				

Source: Freight Analysis Framework 3

A **freight tonnage growth of almost 49 percent** is anticipated between 2015 and 2040. Inbound, outbound, and intraregional truck freight will grow at the same rate and retain its top spot by mode. The largest growth rate is forecast for air and air-truck movements, set to increase by 168 percent; however, they account for only a fraction of overall goods movement by tonnage.

Regional Intermodal Freight

Following the previous overview of the national freight network the Walla Walla Valley is tied into, the following sections focus on regional freight generation and resulting freight traffic.

The Walla Walla Valley benefits from its agricultural advantage based on mild climate, highly productive soils, and extended growing season, as well as its designation as an American Viticultural Area. Known for its historical charm and natural beauty, bolstered by a growing food and entertainment sector, the region has also become a destination for tourists.

This mix of opportunities is responsible for the area's diverse economic and industrial makeup. The unique demands placed on the freight transportation system by local **freight generators** can be determined by looking at significant establishments, manufacturing, and warehousing operations in the Walla Walla Valley. The largest employers in the region are agricultural based companies:

- Broetje Orchards employs approximately 2,400 employees.
- Tyson Fresh Meats provides jobs for 1,380 workers.

The region is also home to several large manufacturing companies and a warehouse-shipping business, which generate additional freight, some of which is likewise associated with regional agriculture:

- Boise Paper employs 600 workers and produces paper and packaging materials.
- Key Technology has 430 employees and produces automated food-processing equipment.
- Nelson Irrigation employs 175 workers and manufactures agricultural and turf irrigation equipment.
- Railex is a freight forwarder, specializing in wine and produce shipments. Their Wallula location has 140 employees.

It is noteworthy that a new industrial park complex will begin operating near U.S. 12 and Clinton. It is anticipated that the commercial development, which includes warehousing operations, will produce just over 1,200 additional weekday trips.

Furthermore, Umatilla and Walla Walla counties combined have over 2,500 farms, which **annually produce crops and livestock worth $860 million**. Associated food processing industry in the region includes apple production facilities, custom meat facilities, and wine production facilities, and provides additional annual sales worth billions of dollars. While Walla Walla Valley agriculture is predominately identified by wheat, wine, onions, and fruit orchards, the region also produces a significant amount of alfalfa and alfalfa seeds. Truck, rail, and barge transportation is readily available to deliver local produce and products to state- and nationwide, or other major markets. Each mode of freight transportation is therefore discussed in greater detail.

Truck

As indicated by the FAF3 data, the majority of freight movement into, out of, and within the Walla Walla Valley is performed by heavy trucks, which is consistent with much of the country. Washington State designated certain highways as important to statewide freight transportation, which are categorized and regularly monitored.

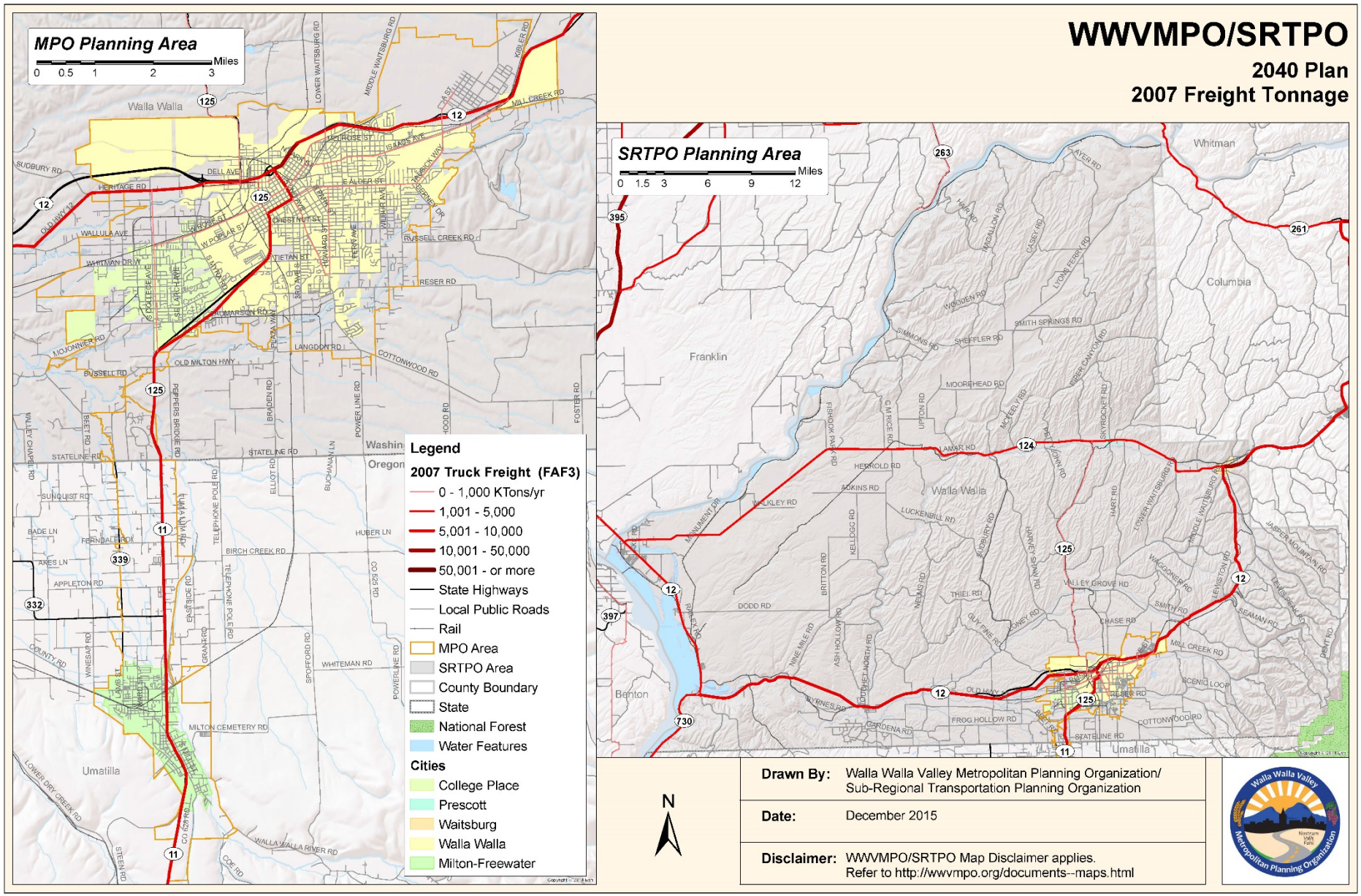
These **Freight and Goods Transportation System** (FGTS) routes partially overlap the federal FAF3 routes. Table 5 gives an overview of high use routes within Walla Walla County, and Figures 7 to 9 show 2007 and 2040 FAF data.

Table 5: Walla Walla County Roadways with Heavy Truck Volumes

State Route	Description	2013 Tonnage	2013 Daily Trucks	Truck Percentage
12	Franklin/Walla Walla Co. line to US 730	11,600,000	2,200	18%
12	US 730 to SR 125 Spur	6,540,000	1,300	19%
730	Oregon State Line to US 12 (Wallula)	6,500,000	1,100	46%
125	Oregon State Line to W Rose St	4,990,000	1,500	10%
125 Spur	SR 125 to US 12	3,700,000	940	25%
12	SR 125 Spur to Walla Walla/Columbia Co. line	2,880,000	650	21%
124	US 12 (Burbank) to US 12 (Waitsburg)	2,460,000	480	21%
730 Spur (Wallula)	Wallula Spur	2,170,000	380	29%
125	W Rose St to SR 125 SP	1,930,000	560	10%
125	SR 125 SP to Washington State Penitentiary	1,050,000	320	10%
125	Washington State Penitentiary to SR 124	370,000	120	14%

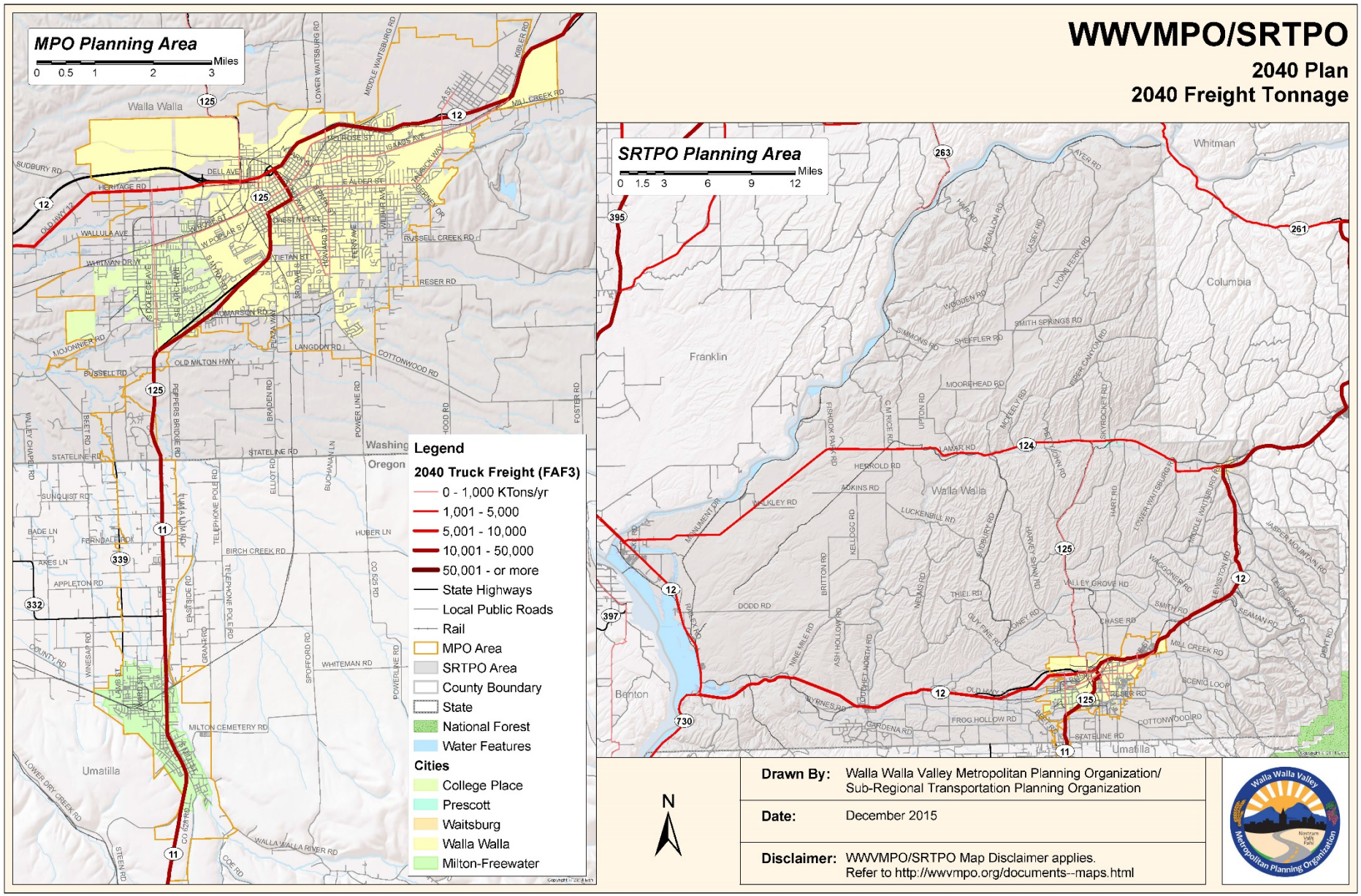
Source: WSDOT

Figure 7: FAF3 Base Year Truck Freight Flows



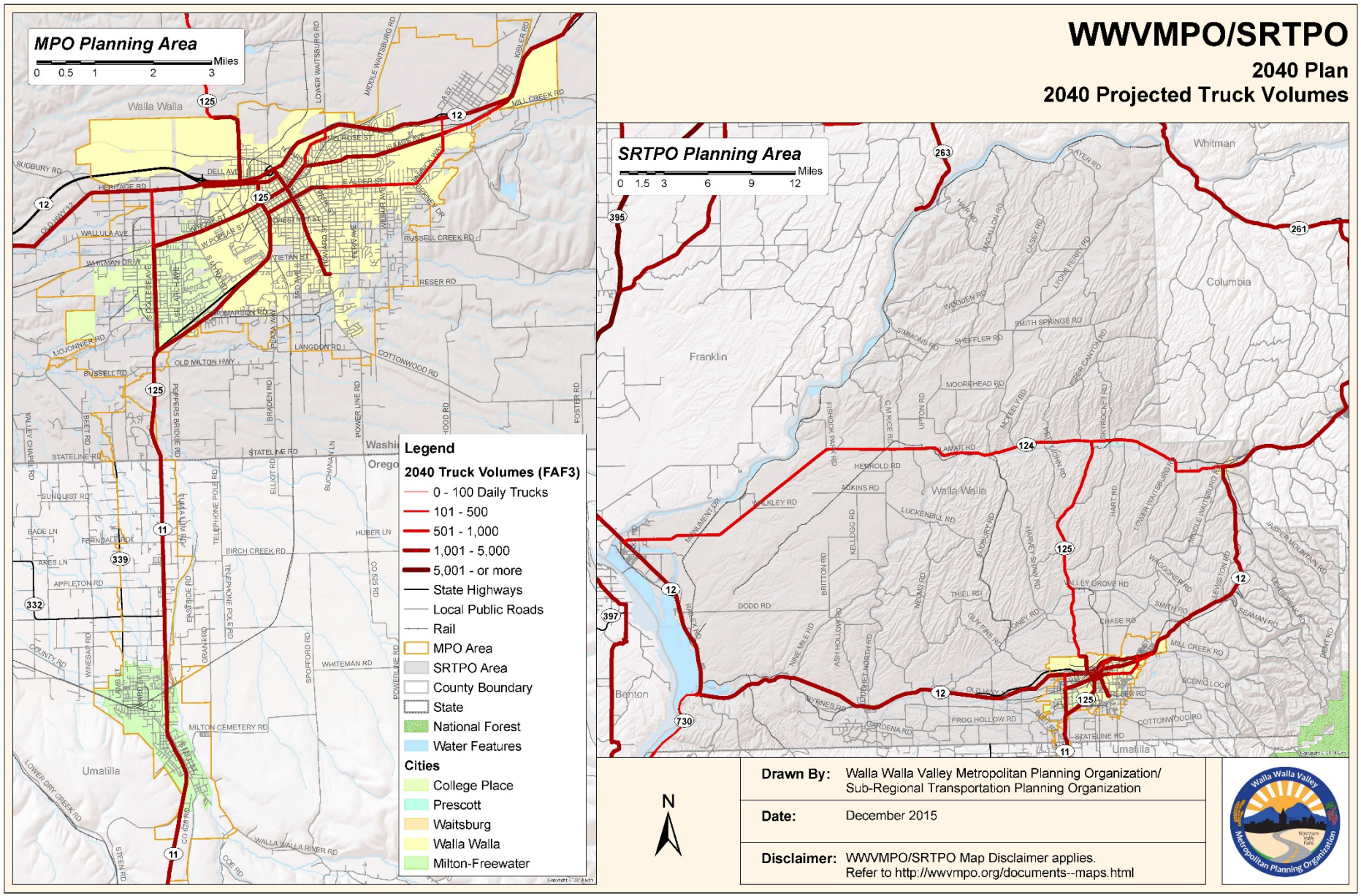
Source: FAF3

Figure 8: FAF3 2040 Truck Freight Flows



Source: FAF3

Figure 9: FAF3 2040 Truck Volumes



Source: FAF3

It is important to note that when the FAF3 data was compiled, analyzed and projected out to the year 2040, Myra Road had not yet been completed and is therefore not shown in the truck freight network. It is safe to assume that the 2040 truck movements, as shown in Figure 9, will also utilize Myra Road, as it provides another direct link to U.S. 12, which the FAF3 data projects to have average daily volumes of over 2,000 trucks per day in 2040.

Rail

Railroads

Rail service within the Walla Walla is provided through a combination of Class I and Short Line railroads. The **Union Pacific** Railroad (UPRR) owns and operates tracks that connect Burbank to Lyons Ferry, and then continue on to Spokane, northern Idaho, and to the nationwide UPRR network beyond. South of Burbank, at the Attalia junction, connectivity is provided with the **Burlington Northern Santa Fe** (BNSF) railroad, which provides connectivity to the Tri-Cities area, Spokane, as well as Yakima and the remainder of the nationwide BNSF network. The **Palouse River & Coulee City Railroad** (PCC) operates freight service from a connection with UPRR at the Zanger Junction in Wallula to Walla Walla. PCC also runs from Dayton in neighboring Columbia County through Walla Walla and Milton-Freewater to Weston in Oregon. PCC primarily transports food products, grain, farm machinery and fertilizer. It is important to note that in 2012 WSDOT completed rehabilitation of the freight line between the Columbia River and Dayton.

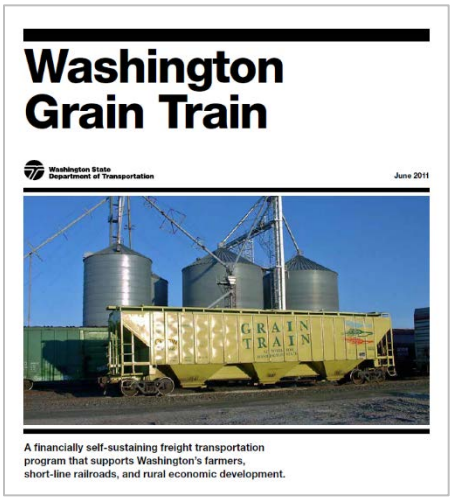
Within the Walla Walla Valley, there are several sizeable stretches of abandoned rail tracks.

Railex

In order to bring local wines and produce to markets as far as the East Coast, privately-held Railex operates a cold storage facility and runs **unit train operations**, which allows intermittent addition or removal of refrigerated rail cars as needed along the route. The company is located in Wallula in western Walla Walla County, and the location of its wine distribution center near a Class I rail line allows it to tap into a nationwide system of rail infrastructure. Collection of local products from within a 350-mile radius is supported through Railex' location along a National Highway System route.

Washington State Grain Train

Within the Walla Walla Valley, the wheat industry's distribution system encompasses three modes: rail, trucks, and barges. An important component of this transportation system is Washington's Grain Train, which WSDOT jointly manages with the ports of Moses Lake, Whitman County, and Walla Walla. Established in the '90s in response to a grain car shortage, the Grain Train carries **grain** from eastern Washington areas **to deep-water ports** along the Columbia River. It serves more than 2,500 cooperative members, including farmers in the Walla Walla Valley. The program allows farmers to rent grain cars to transport their grain to shipping terminals. Currently, there are 118 grain cars, of which 100 are owned by WSDOT and 18 are owned by the Port of Walla Walla.



Railroad Crossing

111 railroad crossings are located within Walla Walla County; 98 of these are at grade, of which **7 railroad crossings traverse state highway routes**. Nine railroad crossings are located in the Oregon portion of the WWVMPO/SRTPO, of which eight crossings are at grade; the railroad crossing at State Highway 11, just south of NE 8th Avenue is grade separated.

Waterway

The Columbia and Snake rivers serve as the principal waterways in the Walla Walla Valley and allow for the transport of bulk commodities on barges. Proper maintenance of the channels, locks, and dams ensures the continued viability of this system. It is important to note that barging is the least-cost, most fuel-efficient mode of freight transportation.

Main commodities moved out of the Walla Walla Valley are **agricultural and paper products**. Both rivers are included in WSDOT's designated waterway FGTS; and in 2013, the Columbia and Snake rivers carried 5.2 million and 2.7 million tons of freight, respectively.

Air

Walla Walla Regional Airport is capable of accommodating both commercial **air passenger traffic as well as air carriers**. Generally, only high-value and time-sensitive goods are moved via air freight based on the relatively high transportation cost. Over the life of the 2040 Plan, the weight and value of freight moved by air is projected to increase significantly. FAF3 and WSDOT projections for air freight growth in eastern Washington are very similar. Based on the anticipated, significant growth, air carrier operations at the Walla Walla Regional Airport should be monitored regularly. Table 6 provides on overview of recent year air carrier activity at the airport.

Table 6: Walla Walla Regional Airport

Year	Air Carrier Operations[1]
2010	1,024
2011	1,008
2012	924
2013	753
2014	948
5-Year Change	-7.4%

Source: Walla Walla Regional Airport
[1] Operations during control tower hours

Within the Walla Walla Valley, there are two heliports and six **additional airports**, most of them are in private hands. Martin Field, located west of College Place, is a privately owned, public-use airport, which reported 4,000 local operations in 2010.

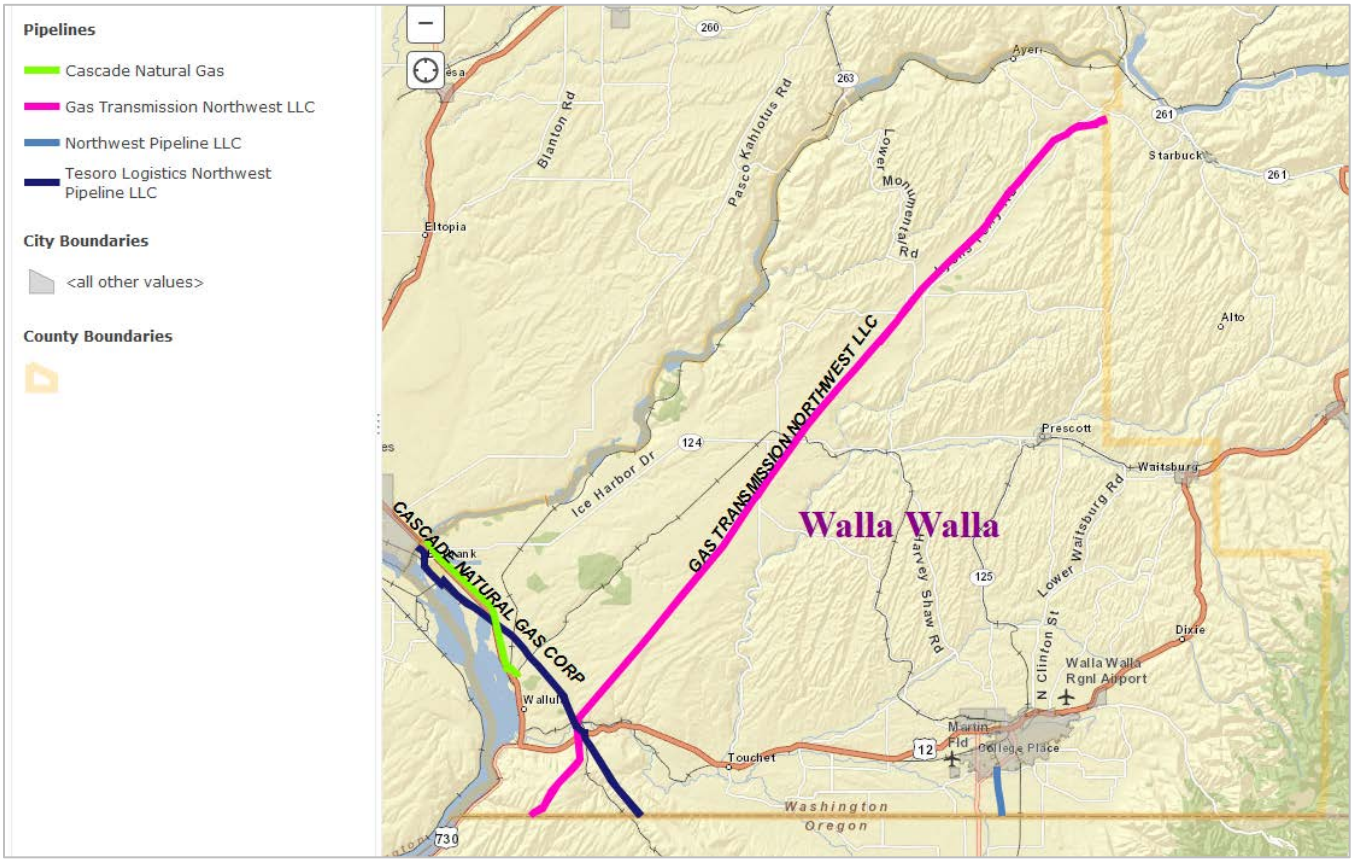
Pipeline

Pipelines represent a highly efficient method of transporting petroleum or natural gas products. Four **pipeline operators are active** in the Walla Walla Valley, as shown in Figures 10 and 11:

- Cascade Natural Gas
- Gas Transmission Northwest
- Northwest Pipeline
- Tesoro Logistics Northwest Pipeline

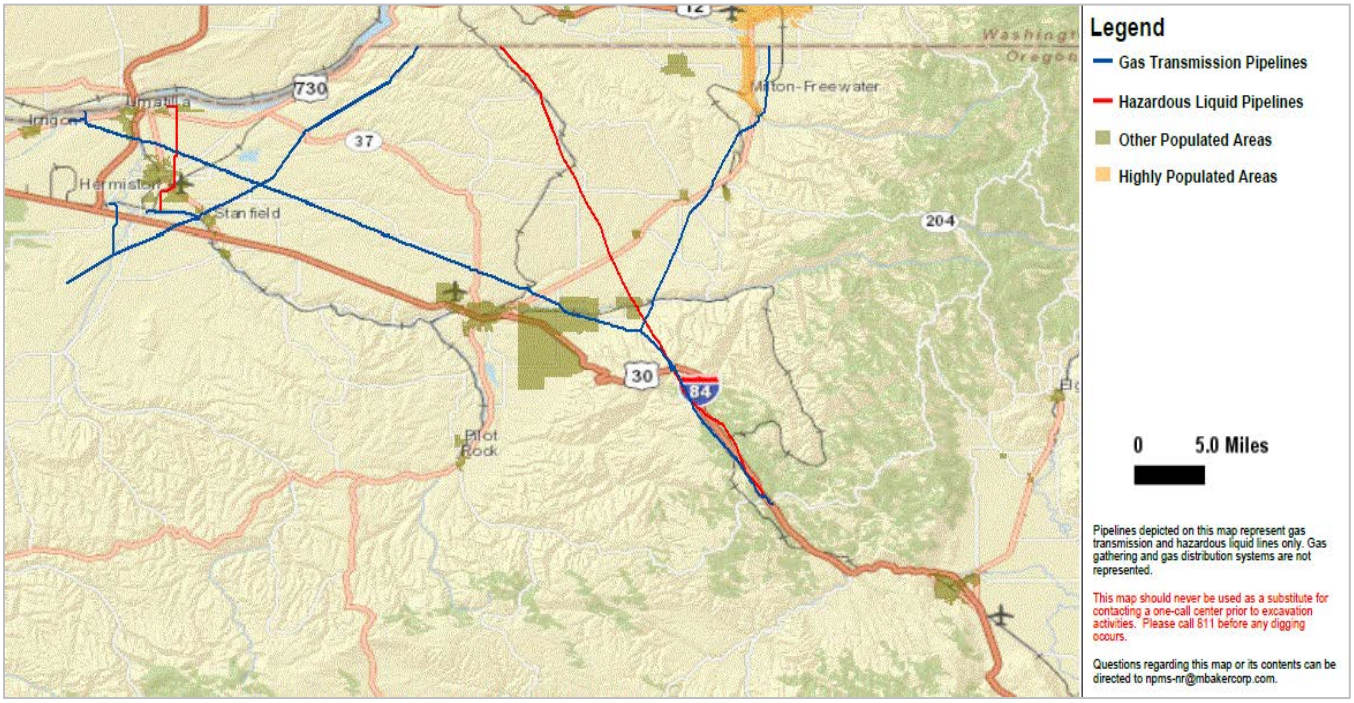
Within the region, no enforcement actions were taken against any of these pipeline operators within the last ten years. Exact freight volumes are unknown.

Figure 10: Pipelines located in Walla Walla County



Source: Washington State Utilities and Transportation Commission

Figure 11: Pipelines located in Umatilla County



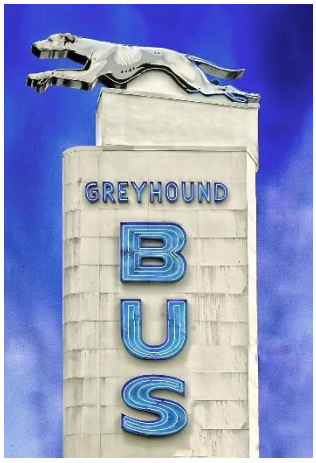
Source: National Pipeline Mapping System

Interregional Passenger Transport

Within the Walla Walla Valley, interregional passenger transport is limited given the relatively small population size of the MPO and SRTPO area. Immediate interregional connections to Dayton, Pendleton, and the Tri-Cities area were already discussed within the *Public Transportation* Chapter. The following sections will focus on the region's connections to locations elsewhere in the state or nation.

Intercity Rail and Bus

As previously mentioned in the *Public Transportation* Chapter, WSDOT's **Grape Line** connects the Walla Walla Valley to the Tri-Cities region. With this connection to the Tri-Cities area, passengers can tap into a nationwide network of passenger rail and intercity bus service.



Amtrak

The Amtrak station, located at the Pasco Intermodal Train Station in the neighboring Tri-Cities area, can be accessed via Amtrak's Thruway Connecting Service, which is provided through WSDOT's Grape Line strictly by reservation. From the Amtrak station in Pasco, travelers can access the **Empire Builder**, which provides service to Portland (Oregon) or Spokane, Grand Forks, Fargo, Minneapolis, Milwaukee, and Chicago.

Greyhound

Greyhound operates a curbside bus stop in Touchet; however, the nearest full-service Greyhound station is also located at the Pasco Intermodal Train Station. From there connections are provided to 41 destinations within Washington State, 48 locations in Oregon, and further on to **3,800 destinations** in the U.S., Canada, and Mexico.

Air Passenger Transport

The Walla Walla Regional Airport (ALW) provides daily, commercial flight **service directly to the Seattle-Tacoma International Airport** (SEA), where air passengers can connect to nationwide and international destinations. Table 7 shows the number of boarding and alighting air passengers. To address the considerable increase in the number of patrons, a third daily round trip begins operating in March 2016.

Table 7: Walla Walla Regional Airport Commercial Air Passengers

Year	Outbound Passengers	Inbound Passengers
2010	29,050	28,592
2011	32,127	32,002
2012	31,825	31,537
2013	33,050	33,454
2014	36,272	36,313
5-Year Change	24.9%	27.0%

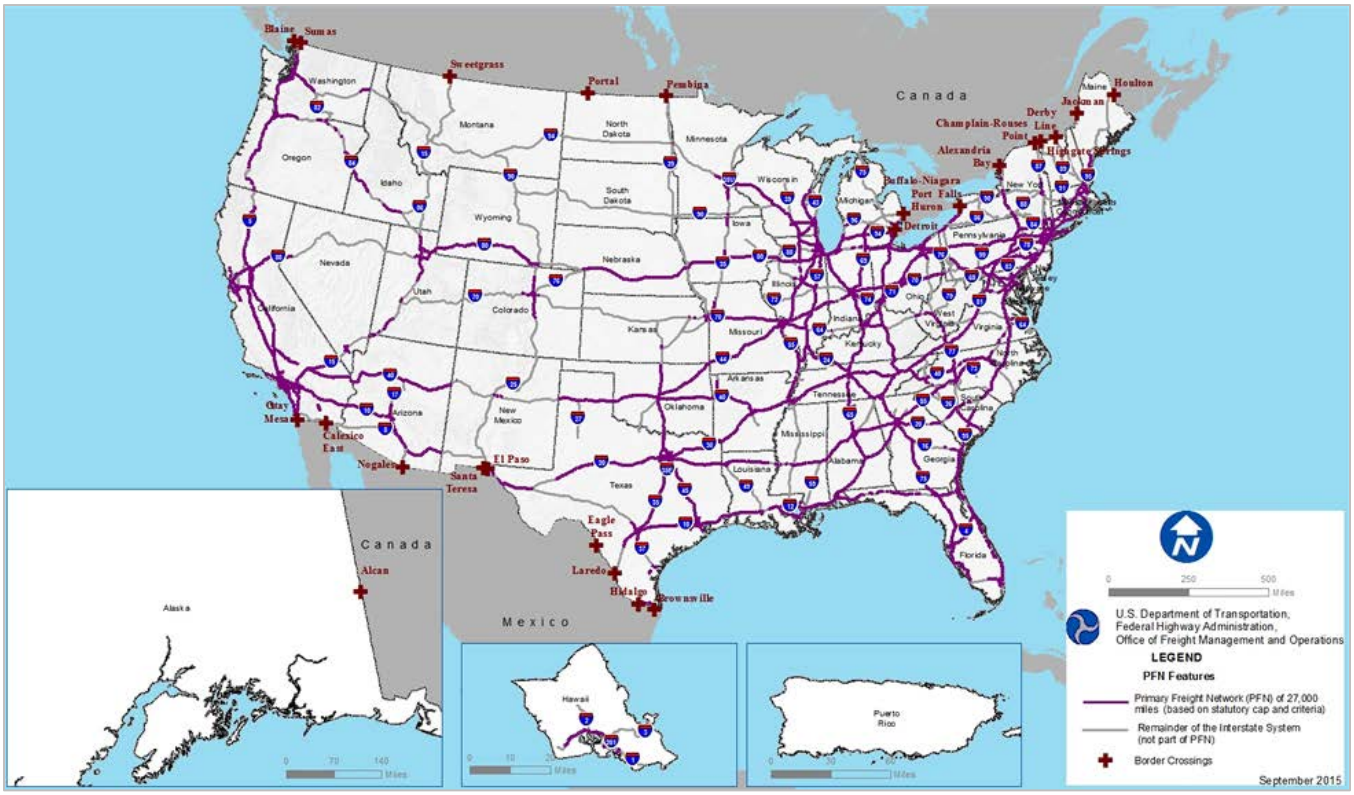
Source: Walla Walla Regional Airport

Plans and Studies

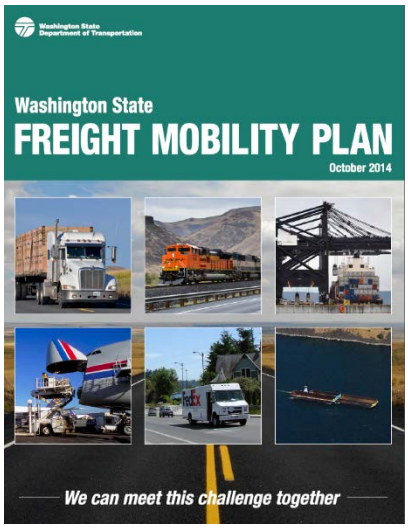
National Freight Network

MAP-21 called for the establishment of a National Freight Network to guide states in their strategic freight investments. The final designation of the Highway Primary Freight Network (PFN) occurred in October 2015. As can be seen in Figure 12, no routes were identified within the Walla Walla Valley.

Figure 12: Highway Primary Freight Network



Source: FHWA – Final Highway PFN



Washington State Freight Mobility Plan

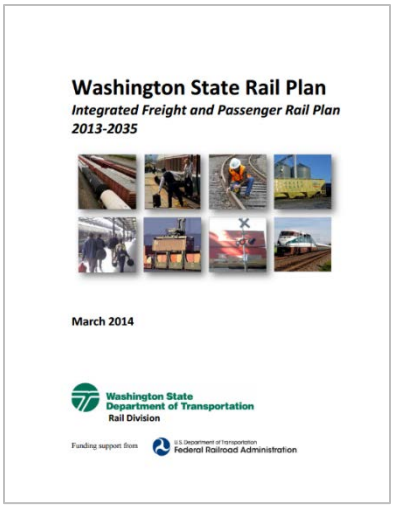
Adopted in 2014, the Washington State Freight Mobility Plan complies with identified National Freight Goals, and the plan's primary purpose is to guide cost effective capital and operating investments in the state freight system.

The plan identifies U.S. 12 and State Route 125 as freight economic corridors, carrying significant amounts of freight tonnage every year. The plan also calls for the widening of U.S. 12, and it considers the proper maintenance of the locks and dams on the Columbia Snake River System (CSRS) a priority. Funding for related projects was not identified.

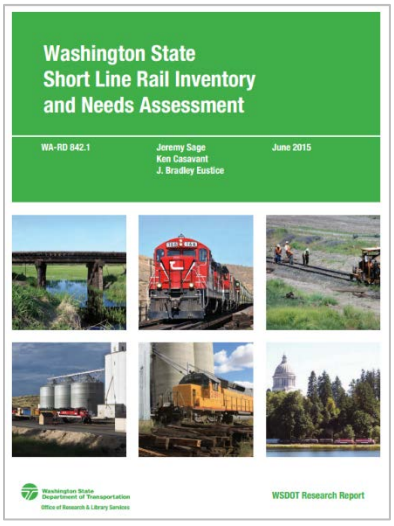
Washington State Rail Plan

Approved in 2014, the Washington State Rail Plan guides public investment into the state's rail transportation system. It provides integrated planning for freight and passenger rail needs, and includes short- and long-term funding strategies. Several action steps are of importance to the Walla Walla Valley:

- Collect data to support inventory of short-line railroad needs, address maintenance needs in grant and loan programs, and identify funding needs to meet state interest
- Facilitate discussions between communities and railroads to address at-grade crossing concerns
- Continue grant and loan programs as the state's proactive approach to preserving rail lines that are vulnerable to abandonment



The plan further notes that rapidly growing freight volumes are anticipated to exceed capacity ahead of year 2035. The short-term, 5-year plan component consists of funded projects, whereas the long-term, 20-year projects are largely unfunded. Among the funded 5-year plan projects was a new UPRR siding in Wallula and the building/ relocation of tracks within the Port of Walla Walla to support the development of a new wind transload warehouse.

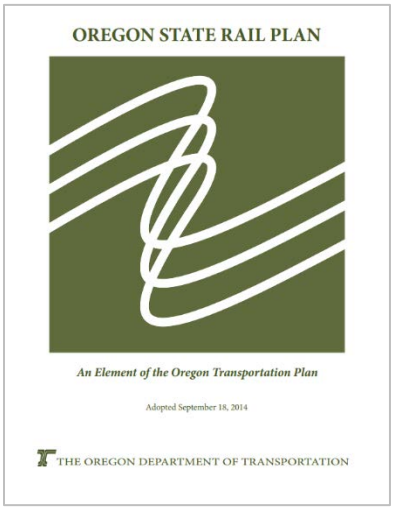


WA State Short Line Rail Inventory and Needs Assessment

The 2015 study of short lines finds that more than 55 percent of short line miles within Washington are not able to efficiently handle modern freight rail load limits. The study identifies overarching needs and strategies, citing fear of continuing abandonment, the need to preserve port access, and societal and economic benefits associated with short lines.

Oregon Freight Plan

Completed in 2011, the Oregon Freight Plan examines the state's freight system in terms of economic impact, freight transportation demand, effects of climate change, funding needs, and alternative scenarios. General strategies and action steps are identified, none of which are directly related to the Oregon area of the WWVMPO/SRTPO.



Oregon State Rail Plan

Adopted in 2014, the Oregon State Rail Plan assesses freight needs for Class I and Non-Class I railroads, along with the needs associated with passenger rail transportation. Siding, mainline track maintenance, and signal upgrades are discussed, as well as track mileage with weight restrictions and poor conditions.

In the plan, the PCC line from Spofford northeast of Milton-Freewater to Weston was identified as at-risk for abandonment due to low traffic volumes.

Programmed Improvements

WSDOT has identified U.S. 12 as an important freight economic corridor, which carries a significant amount of freight every year.

- As part of the Connecting Washington package of transportation projects, funding was programmed for the widening of U.S. 12 between Nine Mile Hill and Frenchtown - Phase 7.
- Although not fully funded, monies have also been programmed for the design and right-of-way acquisition needed for the final segment of the U.S. 12 widening between Wallula and Nine Mile Hill - Phase 8.

Needs and Issues

Truck Volumes on Community Roadways

State Route 125 is part of the WSDOT designated FGTS. On average, it carries up to 1,500 trucks daily through one of the busiest commercial corridors within the City of Walla Walla. Myra Road offers a parallel route that is marked by considerably fewer drive way cuts and intersections, greatly minimizing conflict points.

Stakeholder Identified Issues and Priorities

Through consultation with local stakeholder groups the following freight and interregional transportation issues and priorities were identified:

- Issues
  - Lack of a four lane highway eastbound & westbound through the area
  - Inadequate identification of primary truck freight routes
  - High volume of freight truck traffic on non-freight routes
  - Increase in volume of freight truck traffic
  - Rules for loading & unloading are not followed on city streets
  - Local funding match requirement is a burden for a small rural airport
  - Participating in the FAA control tower cost sharing program is also a fiscal burden
  - Maintaining and growing the passenger volume is key to retaining service provided by Alaska Airlines
- Priorities
  - Walla Walla is a destination area and not a pass-through to other places
  - Provide for efficient and cost effective transportation linkages
  - Enable movement of freight, especially agricultural products
  - Establish Myra Road as primary truck route
  - Improve operational efficiency
  - Provide access management along Highway 12
  - Maintain the Grain Train program for transportation of grains to a barge
  - Maintain steady growth of products transported from the Railex warehouse to the east coast
  - Maintain a gradual annual increase in passenger volume
  - Maintain the current volume of daily air cargo flights

Recommendations

The efficient and expedient facilitation of freight and interregional passenger transport will support and enhance the economic vitality of the Walla Walla Valley.

The following recommendations were prioritized based on public feedback, community stakeholder input, and member entity discussion:

- Establish Myra Road as a primary truck route.
  - Coordinate with WSDOT to have Myra Road included in the Freight and Goods Transportation System; and consider access management treatments along the route to support efficient travel flow.
- Discourage freight truck traffic on non-freight routes and improve identification of primary truck routes.
  - Provide clear wayfinding and signage, and promote major truck routes, to minimize disruptions to local travel as well as improve efficiency for freight shippers; consider imposing and enforcing potential weight restrictions on local streets as a deterrent if necessary.
- Encourage the Port of Walla Walla and WSDOT to continue the Grain Train program.
  - In support of local agriculture, the program should be continued to maximize freight transport efficiencies and minimize the number of additional trucks on regional roadways.
- Encourage WSDOT to seek funding to complete Phase 8 of the widening of U.S. 12.
  - U.S. 12 is an important interregional connector and provides for significant freight movements, into, out of, and through the Walla Walla Valley.

Regionally Significant Roadways

In the Walla Walla Valley

The extensive roadway infrastructure in the Walla Walla Valley is the foundation of the overall transportation network. The roadway network carries cars, transit buses, and freight trucks, and offers bicycle lanes and pedestrian infrastructure in urban settings.

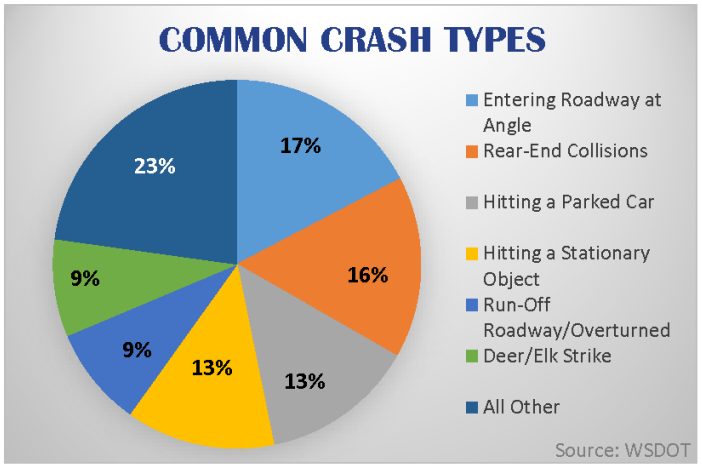
WHAT DO WE CURRENTLY HAVE IN THE REGION?

2,513 Total miles of PUBLIC ROADWAYS, which include
149 Miles of US and STATE HIGHWAYS and
527 Miles of other REGIONALLY SIGNIFICANT ROADWAYS
for a total of 676 Miles of FEDERAL-AID HIGHWAYS/ROADWAYS
which are **eligible** for **Federal** Transportation **Funding**

WE DO HAVE SOME SAFETY CONCERNS...

2,767 Total CRASHES, resulting in 970 PEOPLE INJURED and 22 FATALITIES over the course of three years (2012-2014)

COMMON CRASH TYPES



CRASH CAUSE

24% because of DRIVER INATTENTION/ DISTRACTION

10% related to SPEED

5.7% related to DRUGS & ALCOHOL

Did you know that most crashes happen...
DURING THE DAY 63% on DRY PAVEMENT 77%

ROADWAY FUNCTION...

VEHICLE THROUGHPUT vs. INDIVIDUAL PROPERTY ACCESS

FUNCTIONAL CLASSIFICATION DETERMINES ROADWAY DESIGN

194 Miles of ARTERIALS higher speeds, greater distances & more access control

482 Miles of COLLECTORS lower speeds & connect local roads to arterials

1837 miles of LOCAL ACCESS ROADS
lowest speeds/throughput & greatest access to parcels

DID YOU KNOW?

One lane can move **1,550** to **1,900** vehicles per hour - based on design, speed, signal density, # of driveways & nearby land use/activity

Single-lane roundabouts or intersections handle up to **1,800** cars/ hour

Exclusive left-turns can increase intersection throughput by **20%**

Roundabouts can reduce crashes by up to **51%** & injuries up to **73%**

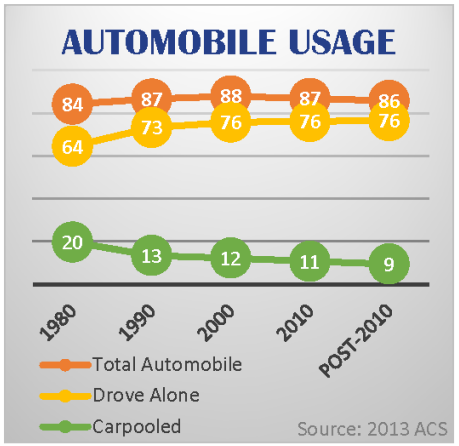
ROADWAY & BRIDGE CONDITION...

It would cost approximately $66 MILLION to CHIP SEAL all LOCAL PUPLIC ROADWAYS just once

6% of regional BRIDGES have a SUFFICIENCY RATING of 50% or less - 18% have a RATING of 75% or less

Source: FHWA National Bridge Inventory

AUTOMOBILE USAGE



TRENDS...

CARPOOLING RATE is falling...

More ELECTRIC CARS...

Funding through ROAD USER FEES?

And... What about AUTONOMOUS CARS?

Roadways

Introduction

Within the Walla Walla Valley, more than 2,500 miles of public roadway exist. These roadways are the backbone of the transportation system; they provide the primary infrastructure needed to move cars, trucks, buses, bikes, and pedestrians. Limited financial resources dictate that the 2040 Plan focus on regionally significant highways, county roads, and city streets, all of which are classified, federal-aid arterial and collector roadways.

Existing Conditions

The WWVMPO/SRTPO area encompasses urbanized, transitional, and rural sections, all of which have distinct transportation needs. Of the publicly maintained roadways, **149 miles are U.S. and state highways and 527 miles are county and city roadways**; all of them are deemed regionally significant. These roadways, functionally classified as collectors or arterials, are eligible for federal transportation funding.

Functional Classification

Most travel involves movement through the network of interdependent roadways, each serving two primary functions: a) **access** to specific locations and b) **mobility** in terms of distance, volume, and speed. Table 8 provides an overview of the interplay between roadway classification and function, and Figure 13 shows the federal functional classification system within the Walla Walla Valley, along with those roadways that are part of the National Highway System (NHS), which is of interregional and nationwide importance.

National Highway System

The NHS consists of roadways important to the nation's **economy**, **defense**, and **mobility**. It includes the Interstate system, the Strategic Highway Network, and Major Strategic and Intermodal Connectors.

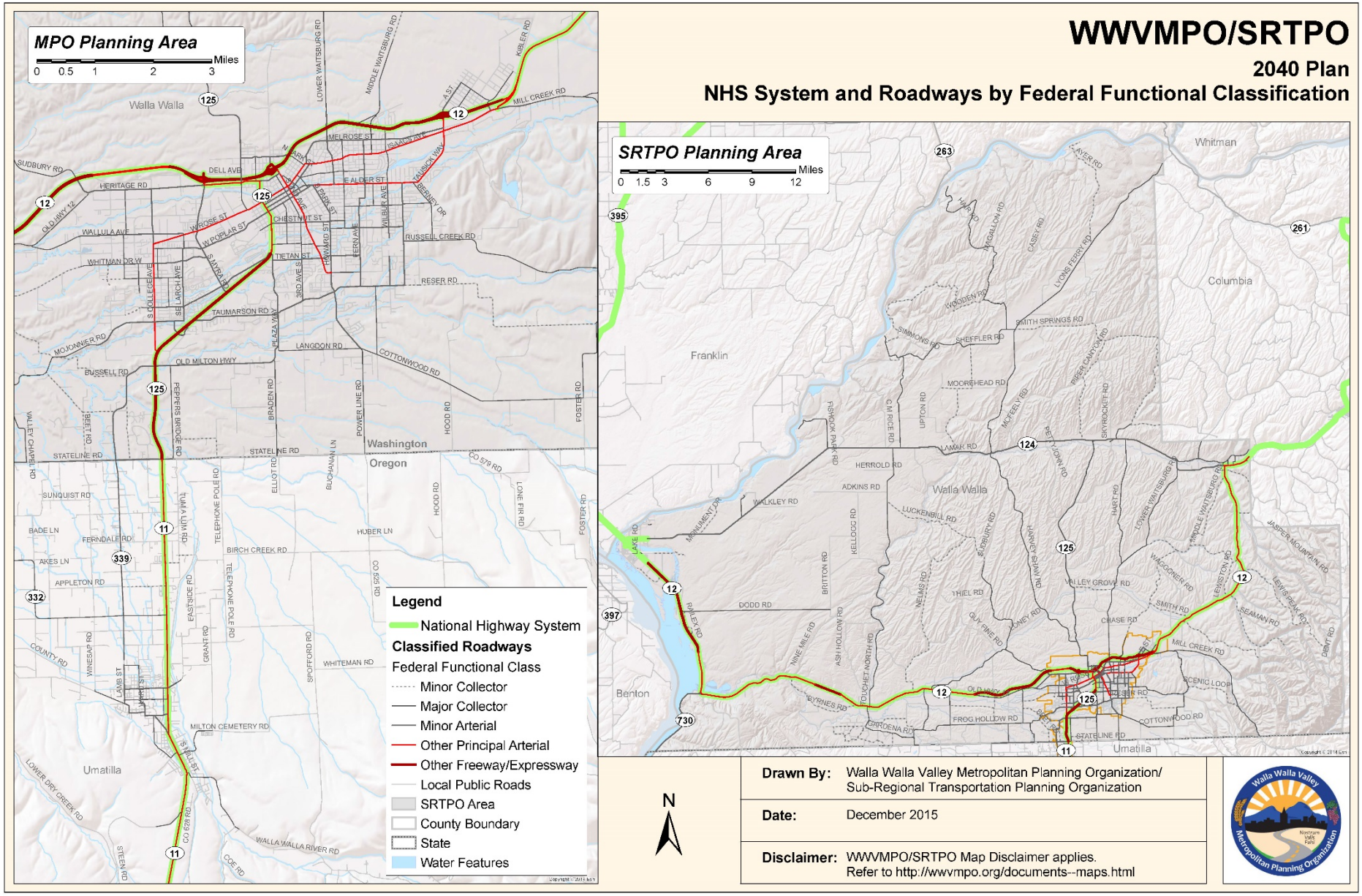
Table 8: Functional Classification and Travel Characteristics

Functional Classification	Access Points	Speed Limit	Distance Served	Traffic Volume	Number of Lanes	Significance
Arterial	Few	Highest	Longest	Highest	More	Statewide
Collector	Medium	Medium	Medium	Medium	Medium	Medium
Local	Many	Lowest	Shortest	Lowest	Fewer	Local

Source: Federal Highway Administration

It is noteworthy that due to their importance for grain and produce transport, which is a cornerstone of the economic vitality of the region, select **farm roads** are included in the classified roadway system. However, 16.7 miles of these roadways are currently paved with gravel, and therefore have limited usability, which is **dependent on weather conditions**.

Figure 13: Federal Functional Classified Roadways in the Walla Walla Valley



Source: ODOT and WSDOT Geographic Information System (GIS) files

Condition of Regional Roadways and Bridges

Table 9: Pavement Condition on Highways

Pavement Condition	Percent of Mileage
Good	32.1%
Fair	12.8%
Poor	11.5%
Unclassified or Not Yet Rated	43.6%

Source: ODOT and WSDOT

Of particular interest to the region is the overall condition of roadways and bridges, as maintenance activities are both important as well as expensive; however, a comprehensive **inventory for all regionally significant roadways**, documenting functional class, overlay type, lane widths, additional treatments, and roadway conditions, has not been completed to date. Individual city and county data sets with **partial information** exist. At this time, complete pavement condition data is limited to U.S. and state highways; the associated data sets are maintained by ODOT and WSDOT. Table 9 provides an overview.

Table 10: Bridge Sufficiency Ratings

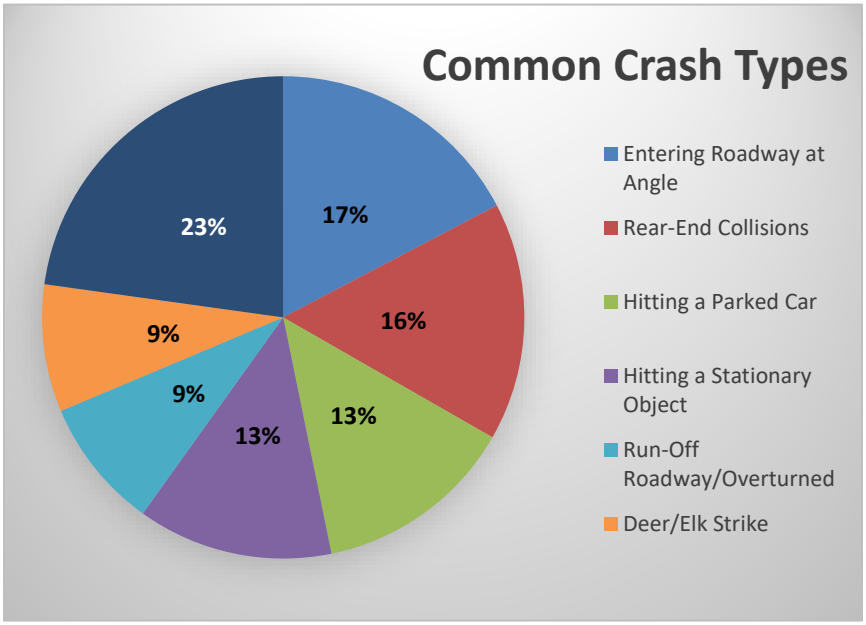
Sufficiency Rating	Percent of Bridges
Over 75	52.7%
50 to 75	17.6%
Under 50	4.2%
Not Rated	25.6%

Source: ODOT and National Bridge Inventory

262 bridges are located within the Walla Walla Valley. Some of them were built as early as 1900; **18 percent of bridges were built before 1950**. Table 10 provides an overview of bridge sufficiency ratings, which take into account the condition of bridge deck, super-, and substructure, as well as the evaluation of structure, clearance, and inventory.

Crashes and Collisions

Between 2012 and 2014, a total of **2,767 crashes** occurred, which caused **970 injuries** and **22 fatalities**. In a quarter of the crashes, these collisions are caused by driver inattention and distraction. Although **speed** related crashes and those occurring under the influence of **alcohol or drugs** account for 16 percent of all collisions, they are **responsible for 32 percent of all fatalities**. Contrary to common belief, most crashes occur in dry weather (77 percent) and daylight (63 percent) conditions, and more than a third of all collisions (36 percent) are related to intersections.



Source: WSDOT and ODOT crash statistics

Systemwide Trends

Since the year 2000, and after decades of steady increases, total automobile travel has decreased by two percent nationwide; at this time, approximately 86 percent of the U.S. population commute via automobile, whereas the percentage of **automobile use** in the Walla Walla Valley is **three percent higher**; however, the regional rate of carpooling is also greater than throughout the rest of the nation. Commuting via transit, walking, or biking accounts for a total of five percent regionally, compared to more than eight percent nationwide.

Walla Walla Valley roadways are anticipated to experience **moderate growth of 20 percent** in terms of vehicle miles of travel (VMT), commensurate with expected population and employment growth over the next 25 years. During the same time frame, drivers are projected to encounter a 24 percent increase in travel time, which is indicative of a **slight increase in delays**.

Complete Streets and Context-Sensitive Solutions

Within the Walla Walla Valley, there is public interest for the application of the Complete Streets approach that consider the **needs and abilities of all users** as part of the development of transportation projects. The Complete Streets concept overlaps with the FHWA-, ODOT-, and WSDOT-supported Context-Sensitive Solutions principles, which encourage the consideration of land use, community character, and transportation and infrastructure needs in an integrated manner; Context Sensitive design balances **transportation needs with community, aesthetic, social, economic, and environmental values** during the planning and design of roadway projects. Both approaches strive to provide transportation outcomes that achieve the following:

- Optimization of safety and convenience for all users
- Efficient and effective use of financial resources
- Preservation of existing community character, aesthetic, environmental, historic, and natural resources

The results of the previously discussed **2040 Plan visioning process** provide the clear directive to evaluate potential transportation improvements as to how well they relate and support community identified priorities.

Modeling and Roadway Deficiency Analysis

Replicating travel behavior, analyzing future roadway infrastructure needs, and showing the impact of capital improvement projects are the main purpose of a regional travel demand model (TDM). Upon establishing the WWVMPO/SRTPO in 2013, it was determined that such a model would be useful in determining roadway deficiencies and vetting improvement scenarios. TDMs have been used since the early 1960's, and over the years, have been significantly refined. In general, the models replicate transportation networks; are supplied with base year land use, population, employment, and special generator information; are then calibrated to replicate base year travel behavior; and subsequently used to determine future travel demand based on projected population and employment growth.

Travel Demand Model Structure

The base year model is a representation of the Walla Walla-College Place-Milton-Freewater urbanized area transit and roadway transportation networks and the prevalent travel patterns associated with these services and facilities. The Walla Walla Valley TDM replication of travel behavior within the region is based on the supply and demand principle, and it requires input from multiple data sets.

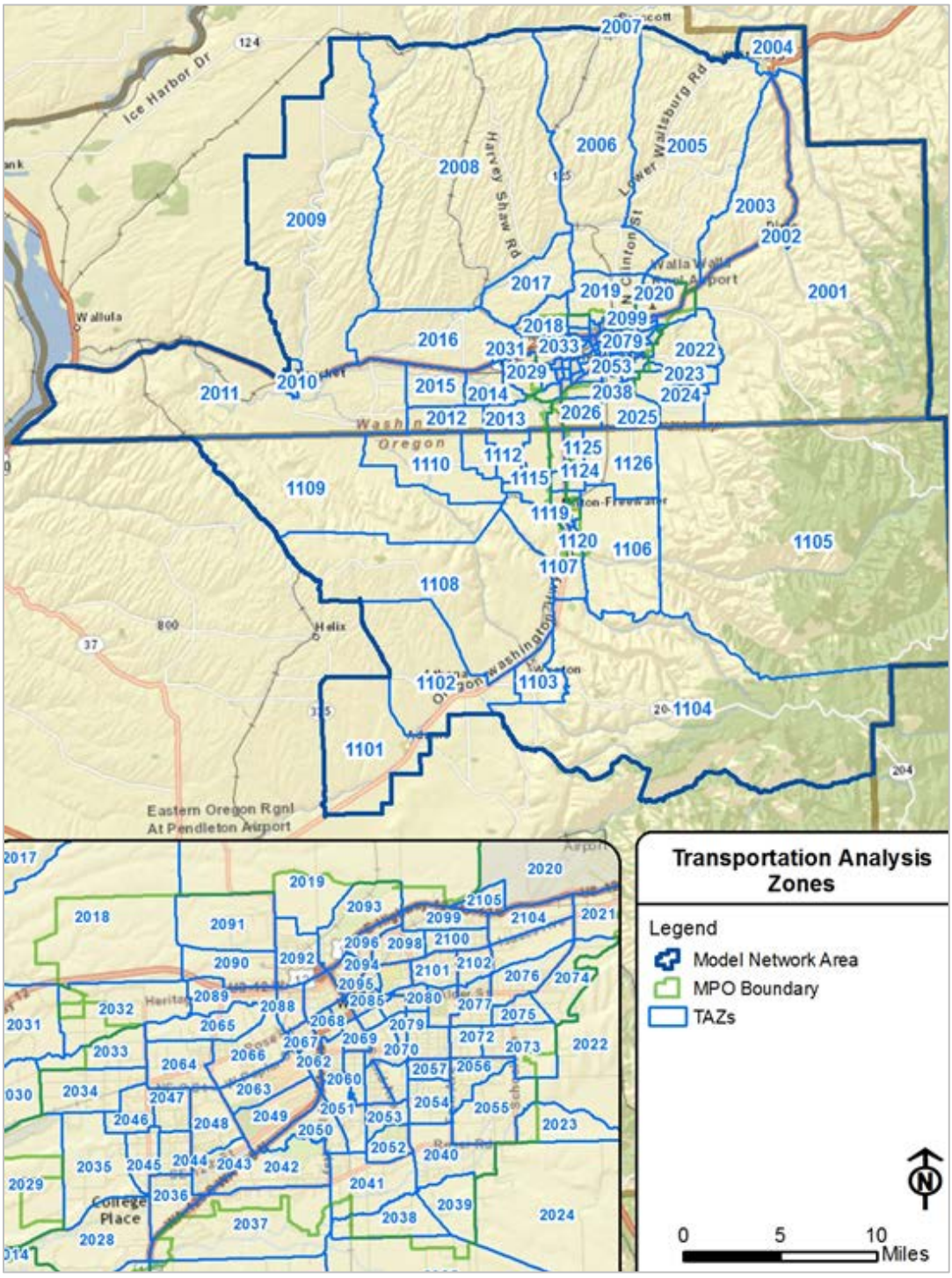
- The supply side of the TDM is provided through information on the existing roadway network and transit routes, which determine capacity, throughput, and travel speed.[3]
  - **Roadway** - Functional classification, number of lanes, and type of intersection control
  - **Transit** - Routes, service hours, and service frequencies
- The demand side of the TDM is indirectly represented through various socioeconomic data sets.
  - **Population** - Number of people, distribution of households, household size, and income
  - **Employment** - Number of workers, distribution of employment sites, and employment by type, such as agricultural, manufacturing, retail, education, etc.

[3] It is important to note that the WWVMPO travel demand model has the capability to model transportation modes other than roadways and transit. However, at the time the model was initially developed, a complete inventory of bicycle and pedestrian infrastructure and associated usage was not available.

- Also part of the demand side of the TDM, certain trips are difficult to extract from the number of residents or employees. For example, the number of visitor trips to a hospital is often captured through other variables, such as the number of available beds. The use of **special generators**, associated variables and trips, is determined on a case by case basis to allow for a realistic replication of prevalent travel patterns.

WWVMPO/SRTPO member entities provided the population and employment information, which has been aggregated into 131 traffic analysis zones (TAZs), shown in Figure 14. These TAZs were delineated to work hand-in-hand with the transportation network.

Figure 14: WWVMPO TDM Internal Zones



Modeling Process

The interaction among traffic zones occurs as each zone produces and attracts person trips. The population, household, and employment information assigned to each zone, determines the number of trips that are produced and/or attracted. The number and purpose of generated trips, i.e. work, school, shopping, etc., varies by region. Built on a PT Visum platform, the Walla Walla Valley travel demand model uses the typical four-step, gravity modeling process to determine the number of total trips, and which path and mode they are likely to take.

- **Trip Generation** - Households are the primary producer of trips and employment sites are the primary attractors. The productions and attractions are converted to vehicle trips that enter and leave each zone.
- **Trip Distribution** - To determine in which zone a trip might end, the trip distribution examines the attractiveness of zones based on proximity and travel time. The higher a zone's attractiveness, the larger the "gravitational pull."
- **Mode Choice** - Several modes of transportation are offered within the TDM. The mode choice steps accounts for whether people drive alone, carpool, or use transit.
- **Assignment** - During the trip assignment step, it is determined which path each respective trip will take from its zone of origin to its destination.

These four steps produce usage on all transit routes and traffic volumes on all roadways in the network.

Model Calibration and Validation

Once the TDM produces ridership and traffic volumes, internal model rules are calibrated by adjusting factors and components until the TDM replicates known travel patterns. During the validation of the TDM, modeled transit usage and traffic volumes are compared to actual ridership and traffic counts. Once the modeled results match the traffic counts within an acceptable range of error, the model can then be used to test future year scenarios.

Deficiencies and Forecasted Travel Demand

Based on anticipated population and employment growth, two distinct travel demand scenarios are analyzed:

- 2040 No-Build Scenario
  - In this scenario, no additional capacity projects, intersection improvements, or transit expansions are included. The existing roadway network and transit system is subjected to the projected population and employment growth.
- 2040 Build Scenario
  - Subjected to the same population and employment growth and associated demand as the No-Build Scenario, the new network evaluates, committed and proposed, capacity projects and intersection improvements.
    - 24 intersections with traffic control improvements
    - 6 extensions of existing roadways to close current gaps
    - 4 road diet projects, with a reduction of existing 4-lane roadways to 3 lanes (1 in each direction, plus a center-turn lane)
    - 1 updated intersection channelization
    - 1 roundabout
    - 1 conversion of a one-way to a two-way roadway
    - Widening of U.S. 12 to 4 lanes between Wallula and Frenchtown (partially funded)
    - Grade separated interchange at U.S. 12 and Clinton Street (currently unfunded)

The color-coded results for volume to capacity and level of service outcomes of both scenarios are shown in Figures 15 and 16.

Figure 15: 2040 No-Build Scenario

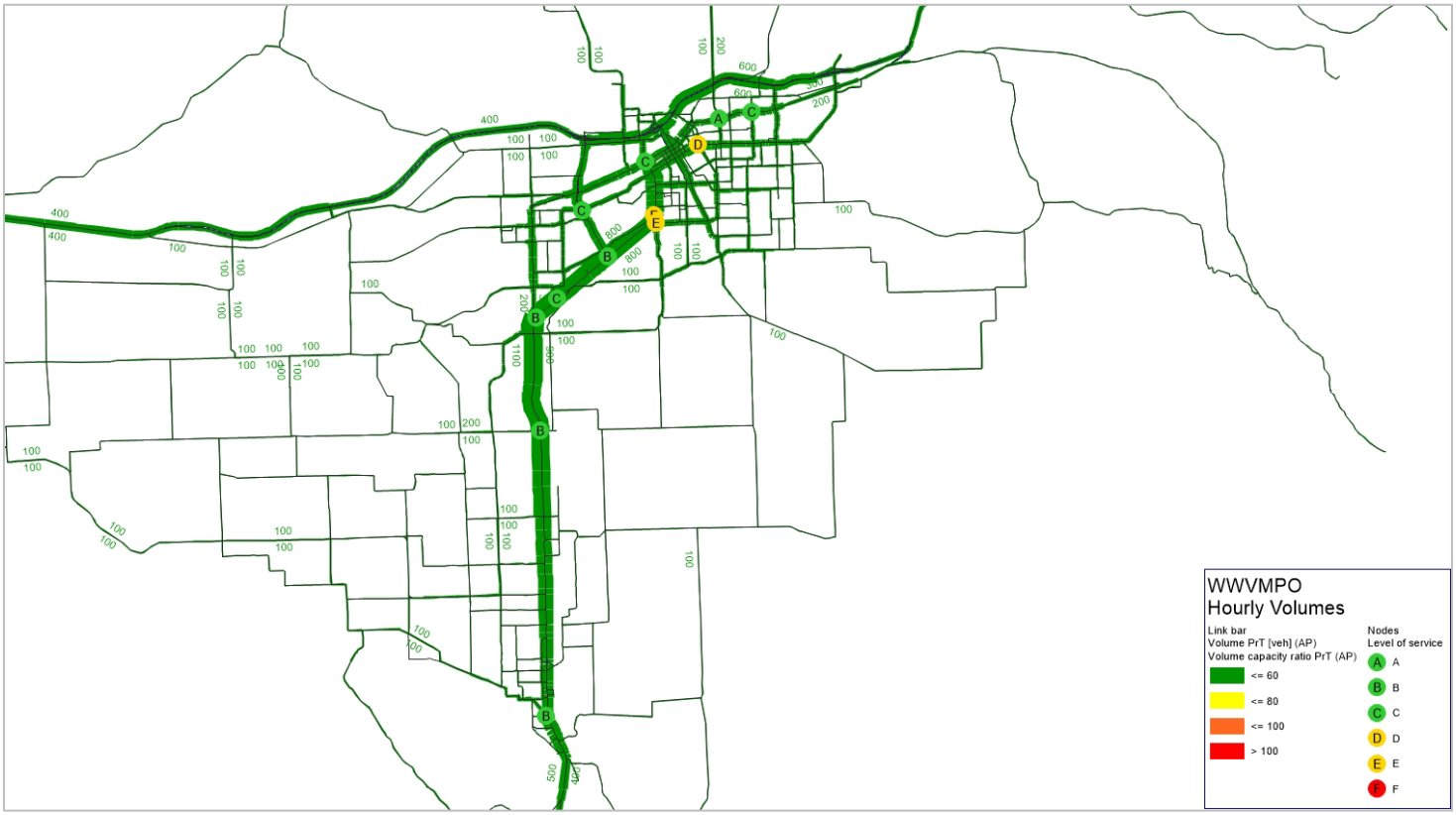
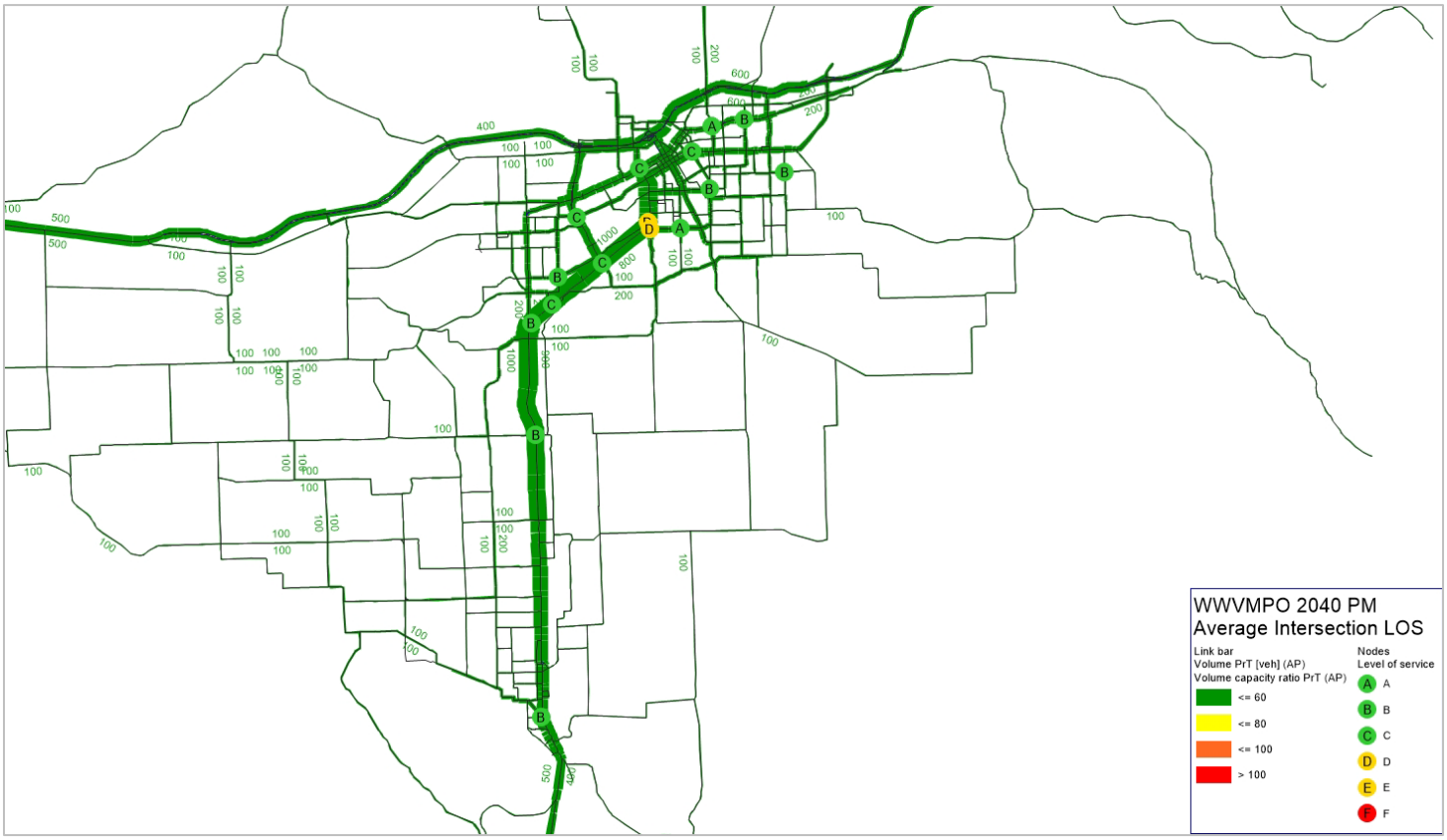
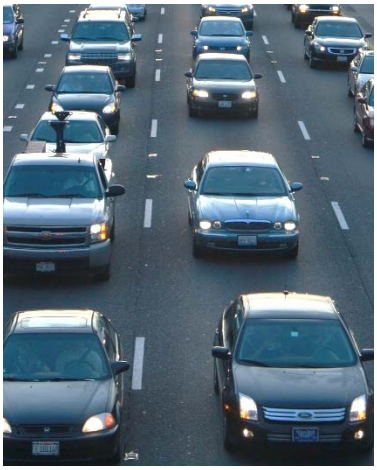


Figure 16: 2040 Build Scenario



Level of Service Considerations and Anticipated Travel Improvements

Level of service (LOS) is a common measure for roadways and aims to assess the **flow of traffic**. The six LOS designations range from A to F, where LOS A represents free flow at posted speed, and through progressively worsening delays and congestion, LOS F represents grid-lock.



Level of Service for State Highways

WSDOT has set LOS C as the standard for state highways located outside of the urban growth areas, which is representative of an overall stable traffic flow. Within the urbanized area, LOS D has been set as the standard.

As can be seen from the results of the 2040 No-Build and Build scenarios, state highways and other regionally significant roadways **operate at acceptable levels of service**.

The congestion in the urbanized area is tied to intersections. Delays are primarily experienced by automobile drivers who wish to make **left turn movements**. The average PM peak intersection LOS, shown in Table 11, indicates a significant improvement between the 2040 No-Build and Build scenarios. On average, a **43 percent reduction in delay** is attributed to the implementation of the proposed capacity projects.[4]

Table 11: 2040 No-Build and Build Scenario Intersection – PM Peak Level of Service for all Movements

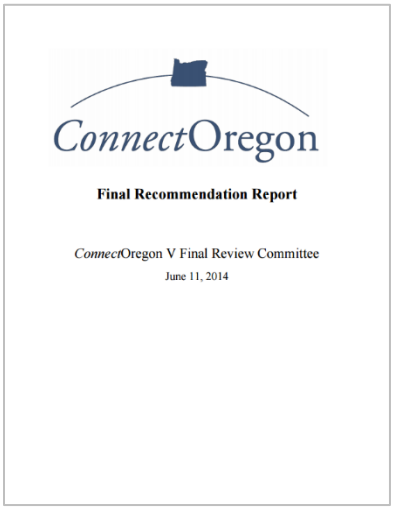
	No-Build Scenario			Build Scenario		
Intersection	**Control Type**	**Average Delay (Seconds)**	**Average LOS**	**Control Type**	**Average Delay (Seconds)**	**Average LOS**
North Clinton Street & US 12	TWSC	1185.13	F	(Modeled as grade separated)		
East Chestnut Street & South Howard Street	TWSC	157.41	F	Signalized	13.23	B
Plaza Way & West Tietan Street	Signalized	77.54	E	Signalized	39.99	D
Dalles Military Road & WA 125	Signalized	65.29	E	Roundabout	27.38	D
East Alder Street & South Park Street	Signalized	43.79	D	Signalized	27.29	C
Southeast 12th Street & Southeast Larch Avenue	TWSC	41.92	E	Signalized	12.99	B
Meadowbrook & WA 125	Signalized	33.80	C	Signalized	33.51	C
North 9th Avenue & West Rose Street	Signalized	32.04	C	Signalized	32.00	C
Northeast C Street & West Poplar Street	Signalized	24.97	C	Signalized	22.81	C

[4] The calculation of reduction in average delay does not include the Intersection of North Clinton Street & U.S. 12.

	No-Build Scenario			Build Scenario		
Intersection	**Control Type**	**Average Delay (Seconds)**	**Average LOS**	**Control Type**	**Average Delay (Seconds)**	**Average LOS**
East Isaacs Avenue & North Roosevelt Street	Signalized	23.70	C	Signalized	11.56	B
South College Avenue & WA 125	Signalized	17.72	B	Signalized	16.57	B
SE Myra Road & WA 125	Signalized	17.12	B	Signalized	30.31	C
Wilbur Ave & US 12	TWSC	16.47	C	TWSC	19.39	C
South Columbia Street & South Main Street	Signalized	14.63	B	Signalized	14.49	B
South 3rd Avenue & West Tietan Street	TWSC	9.95	A	Signalized	8.50	A
East Isaacs Avenue & North Clinton Street	Signalized	9.23	A	Signalized	9.16	A
US 12 & SR 124	AWSC	8.96	A	AWSC	8.97	A
Bryant Street & South Wilbur Avenue	TWSC	8.95	A	TWSC	9.57	A
Gose Street & Wallula Avenue	TWSC	8.51	A	TWSC	6.10	A
East Broadway Avenue & South Main Street	TWSC	3.94	A	TWSC	3.81	A
Oregon-Washington Highway & Sunnyside Road	TWSC	3.79	A	TWSC	2.81	A
De Haven Street & East Broadway Avenue	TWSC	1.79	A	TWSC	1.93	A

AWSC – All-Way Stop Control; TWSC – Two-Way Stop Control

Plans and Studies



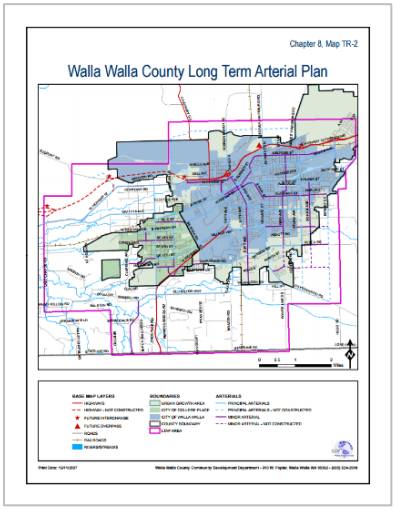
*Connect*Oregon V

Finalized in June 2014, *Connect*Oregon V prioritized air, marine, public transit, rail, freight, and non-motorized transportation projects, and out of a pool of 104 projects, selected 37 for funding worth $42 million. No project was identified for implementation in the Oregon portion of the WWVMPO/SRTPO.

It should also be noted that the application for *Connect*Oregon VI funding closed on November 20, 2015. A final decision on project selection is anticipated for August 2016.

Connecting Washington

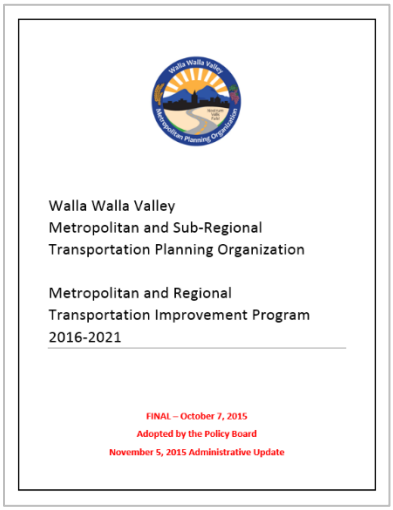
Approved in July 2015, Connecting Washington is the state's newest transportation funding package, which will invest $16.1 billion over the next 16 years. The funding list includes three projects within the Washington State portion of the WWVMPO/SRTPO, worth just under $173 million.



Long-Term Arterial Plan

In 2004 and 2005, Walla Walla County and the cities of College Place and Walla Walla jointly developed a long-term vision for an arterial system that would serve the combined urban area. The main purpose of the plan was to plan for a seamless transportation system with cross-jurisdictional connectivity that would be able to accommodate anticipated future growth. In addition, the plan was designed to guide right-of-way preservation for needed transportation infrastructure.

2016-2021 WWVMPO/SRTPO Transportation Improvement Program



The Walla Walla Valley Metropolitan and Regional Transportation Improvement Program (M/RTIP) is a short-term implementation document, derived from the city and county six-year Comprehensive Transportation Programs - developed and adopted by each of the local member agencies, the six-year Transit Development Plan - developed and adopted by the local public transportation agency, and the states' project lists - developed by the Departments of Transportation with jurisdiction in the study area.

For the current six-year cycle through 2021, the M/RTIP programmed 32 projects worth $193.3 million within Washington State and one project for $3.8 million within Oregon. Almost 100 illustrative projects are also listed, for which no funding has been secured.

Programmed Improvements

Connecting Washington

The following three projects have secured funding, which was authorized as part of the most recent Washington State transportation funding package:

- State Route 125/Plaza Way - Intersection improvements
- U.S. 12 (Phase 7), from Nine Mile Hill to Frenchtown Vicinity - Construction of new 4-lane, divided highway
- U.S. 12 (Phase 8), from Wallula to Nine Mile Hill - Preliminary engineering and right-of-way acquisition for new 4-lane, divided highway

2016-2021 WWVMPO/SRTPO Transportation Improvement Program

In addition to five public transportation and three pedestrian projects, as well as the three Connecting Washington projects mentioned above, the following roadway projects are programmed for implementation as part of the 2016-2021 M/RTIP:

- SR 125 Spur/N 13th Ave to Myra Rd – ADA Compliance (512501Z36) – WSDOT – 2018-2019
- SR 125/Oregon State Line to 12th Ave N – ADA Compliance (512501Y36) – WSDOT – 2017-2019

- Asphalt/Chip Seal Preservation Walla Walla Valley MPO (BPWWV) – WSDOT – 2016-2021
- Main Street Bridge Replacement (Waitsburg3) – Waitsburg – 2016
- Middle Waitsburg Road MP 3.0 to MP 3.2 (WA-02316) – Walla Walla County – 2016
- Foster Road MP 1.00 to MP 2.00 (WA-06145) – Walla Walla County – 2016
- Mill Creek Road MP 3.96 to MP 4.36 (WA-06914) – Walla Walla County – 2016
- Mill Creek Road MP 8.00 To MP 9.40 (WA-01832) – Walla Walla County – 2016-2017
- Blue Creek Bridge on Mill Creek Road MP 6.3 (WA-01884) – Walla Walla County – 2016-2017
- Mill Creek Road At 5 Mile Road MP 1.10 to MP 1.96 (WA-06147) – Walla Walla County – 2018-2019
- Mill Creek Road MP 1.96 to MP 3.96 (WA04640) – Walla Walla County – 2018
- 15-17 SCR – Intersection Safety Implementation Program (500008T36) – WSDOT – 2016-2017
- 15-17 SCR Region Wide Basic Safety – Signing (500007S36) – WSDOT – 2016-2017
- SR 124/Monument Road/RR Xing – Construct Bridge (512402N36) – WSDOT – 2016-2017
- SR 730/in various locations North of Oregon Border_Rockfall Prevention (573001D36 through 573001J36) – WSDOT – 2016-2021
- US 12/Nine Mile Hill to Frenchtown Vic – Build New Highway (501213X36) – WSDOT – 2017-2021
- US 12/Wallula to Nine Mile Hill – Build New Highway (501203A36) – WSDOT – 2018-2021
- Birch Creek Rd: Walla Walla River Bridge Replacement (18420) – Umatilla County – 2014-2016

Issues and Needs

Among the most pressing concerns identified for Walla Walla Valley roadways are crash reduction, the preservation and update of aging infrastructure, and the lack of regional connectivity.

Safety

The Washington Traffic Safety Commission (WTSC) produces quarterly reports on crashes resulting in fatalities and serious injuries as part of their commitment to Washington State's Target Zero. Target Zero is a combined effort of WTSC, the Washington State Police, and WSDOT, aimed at reducing the number of fatalities and serious injuries to 'zero' by 2030. The Walla Walla County Traffic Safety Task Force manages the local implementation of Target Zero.

At this time, traffic fatalities and serious injury crashes have not shown the desired downward trend that would allow the Walla Walla Valley to reach its Target Zero goal. Furthermore, Walla Walla County has a higher than average number of fatalities and serious injuries, ranking 26th in population size, but 20th in terms of serious injury accidents when compared to Washington State data in 2013; and worse, the number of fatalities more than doubled from 4 in 2013 to 9 in 2014.

Limited Maintenance Funding Impact on Pavement and Bridge Conditions

As part of the discussion of system-wide maintenance costs, several maintenance scenarios and their underlying assumptions were evaluated. In collaboration with partner agency technical staff, ODOT, and WSDOT representatives, it was determined that maintenance activities are currently insufficiently funded, and pavement maintenance cycles are often deferred or less costly, shorter-lived maintenance activities are undertaken. Maintenance "by the book" is desired, but additional, steady funding streams have to be identified to address the increasingly aging roadways and bridges within the region.

Lack of Continuous Thoroughfares

Walla Walla Valley cities and their infrastructure have grown somewhat 'organically' since the region was first settled by Euro-Americans in the 1860's. As a result of this organic growth, roadways are not necessarily organized in a grid pattern. Several important thoroughfares have been identified and built out in the urbanized area, which encompasses the cities of College Place, Milton-Freewater, and Walla Walla. However, because of the lack of a consistent grid layout, parallel routes that provide additional connections across jurisdictional boundaries are rare. As the region continues to grow long-term, the pressure on the existing thoroughfares will therefore continue to increase, unless additional connections are put in place to act as reliever routes.

Congestion and Delay

Current and forecasted traffic volumes are relatively low and existing roadway capacity is sufficient to handle anticipated population and employment growth through the year 2040. However, that does not mean that automobile travel is unimpeded. Outdated and inefficient traffic control devices along important thoroughfare corridors impact the flow of traffic significantly.

Stakeholder Identified Issues and Priorities

Through consultation with member entities, local stakeholder groups, and the public, the following roadway transportation issues and priorities were identified:

- Issues
  - Growth in housing developments using U.S. 12 intersections
  - Number of non-continuous routes in the City of Walla Walla
  - Lack of an all-weather standard for roads
  - Aging and functionally obsolete bridges
  - Inability to adequately maintain existing roads
- Priorities
  - Increase safety and prevent the loss of life
  - Maintain a tolerable level of congestion in all core downtown areas
  - Provide more clustered parking areas
  - Economic development
  - Support complete streets design and mixed use
  - Minimize environmental impacts
  - Maintain and improve core transportation infrastructure

Recommendations

The roadway network is an integral part of the community. It not only provides for the movement of automobiles, but regional roadways also offer right-of-way and infrastructure for bus, bicycle, and pedestrian travel. As such, roadways remain the primary component in addressing the region's transportation needs.

The following roadway related recommendations were prioritized based on the analysis of roadway performance, public feedback, community stakeholder groups, and member entity feedback:

- Increase maintenance of existing roads and bridges, and improve core transportation infrastructure.
  - Establish a region-wide inventory of roadway and bridge infrastructure, assess asset conditions, identify additional funding sources, and prioritize ongoing roadway maintenance.
- Increase safety and prevent loss of life, and adopt 'Target Zero' as performance measure for the WWVMPO/SRTPO area.

  - Analyze systemic collisions and hotspot crash locations; prioritize applicable design improvements; and support appropriate enforcement actions.

- Provide a comprehensive update to the Long-Term Arterial Plan.
  - Engage regional planning partners to cooperatively develop a community supported, long-term vision for a system of thoroughfares within the urbanized area, to identify reliever routes and aid in the preservation of right-of-way for needed transportation infrastructure.

- Support a Context Sensitive Solutions approach to project development.
  - During the development of improvement projects, take into account anticipated user needs and unique community features, values, and resources to achieve balance between safety, access, mobility options, and efficiency.

Level of Service Standard

- For the Washington portion of the study area, adopt LOS D within and LOS C outside of the urbanized area for all regionally significant roadways, which is reflective of the standards set by WSDOT for the state highway systems.
- Within the Oregon portion of the study area, adopt the volume-to-capacity (V/C) ratio 0.90 on regional highway-freight routes and 0.95 on regional highways, district, and local interest roads, which is reflective of the standards set by ODOT.
  - Monitor performance of the regionally significant roadways system; focus resources on improvements at intersections to mitigate forecasted congestion and delays.

Operations and Maintenance Strategies

Building new roads and adding capacity to existing roadways comes with a high price tag. To make the most of limited transportation funding, state, regional, and local agencies are using travel demand management (TDM) and transportation system management & operations (TSM&O) strategies to increase the capacity and efficiency of existing roadways.

The following sections highlight TDM and TSM&O efforts already employed in the Walla Walla Valley and additional best practices that could be considered. While the WWVMPO/SRTPO is not directly responsible for the implementation of transportation improvements, the agency works closely with its member counties and cities towards the increasing efficiency and performance of the existing transportation system.

Travel Demand Management

Travel Demand Management strategies seek to either reduce the number of cars on roadways through a) encouraging the use of transit, walking, or biking, b) increasing the number of people traveling in each vehicle, or c) redistributing demand away from congested areas and peak travel times through use restrictions, congestion pricing, ramp metering, or other methods.

Walla Walla Valley Existing Travel Demand Management Strategies

The following TDM strategies are currently used in the Walla Walla Valley:

- Bicycle racks are provided on Valley Transit and Milton-Freewater Public Transportation buses, which encourages travel by bicycle and transit.
- Valley Transit also provides ride-sharing services and resources through its Vanpool program and Carpool link.
- Member cities have identified areas for mixed use, which support the development of residential and commercial land uses in close proximity, thereby decreasing the need to drive and increasing opportunities for walking and biking.
- In several build-out areas, buffer zones are provided between sidewalks and automobile traffic.
- Pedestrian amenities, such as street trees or awnings for shade, wide sidewalks, and street furniture, greatly improve walking comfort in select areas.
- Member entities completed several sidewalk and pedestrian improvements, including sidewalk bulb-outs to increase visibility at crosswalks.
- Pedestrian hybrid beacons have been installed to provide pedestrian-activated crossing warnings.

These TDM efforts should be continued and expanded.

Best Practices in Travel Demand Management

In addition to the TDM strategies already implemented in the Walla Walla Valley, there are additional best practices that have been successful in managing demand in similar areas nationwide and could be considered for local implementation.

Strategies to Increase Transit Use, Walking, or Biking

Improving the quality of transit, pedestrian, and bicycle services and infrastructure, providing increased options, and addressing real and perceived safety concerns will assist in reducing the number of car trips:

- Transit
  - Expand the **service area** of the transit system to reach more.
  - Improve **bus frequency** to provide more convenient travel times.

- Educate the public on available non-automobile transportation options and services, and provide a **one-stop resource center** to help travelers navigate the region.
- Enhance **rider amenities** to increase patron comfort and convenience while waiting for the bus or while riding it; improvements include shelters, benches, and leaners, or wireless internet access and on-vehicle information systems.
- Increase **connectivity to pedestrian and bicycle facilities** to enhance access to transit stops and final destinations.

- Walking
  - Improve pedestrian facilities both in terms of **gaps** in the network, as well as **condition** of existing infrastructure.
  - Improve the quality of the **pedestrian experience** through higher density development, a mix of uses, reduced building setbacks, and design treatments such as facade variations and ground floor transparency to provide visual interest and a safer pedestrian experience.

- Biking
  - Provide **bicycle parking** as the lack of a secure parking space for bicycles may keep some people from biking.

  - Implement a **bike-share program**, which allows users to pick up a bicycle at any self-serve station and return it to any other station located within the system's service area.
  - Improve **bike facilities** both in terms of gaps in the network, as well as condition of existing infrastructure.
  - Increase infrastructure **connectivity** among activity centers and major destinations.
  - **Educate** bicyclists and drivers "sharing the road." Additionally, encourage the development of programs that give new cyclists a "crash course" on traveling in mixed traffic.
  - Increase **enforcement** to ensure all safety laws are followed.

- Employer-Based Activities
  - Provide on-site **transit pass sales** to increase their employees' convenience of using transit.
  - Offer **on-site facilities** to accommodate alternative modes of travel, including bicycle racks, lockers and showers, transit stop improvements at the worksite, and sidewalks connectivity to the entrance.
  - Implement **shuttle services** to and from transit stops and in-between buildings on large campuses.
  - Locate work sites in **mixed-use areas** or transit-oriented developments to provide walking and biking access to shopping, restaurants, and other services nearby.

Strategies to Increase the Number of Vehicle Occupants

Carpool and vanpool programs encourage travelers with common destinations to share vehicles. Research indicates that improving awareness, may help to increase carpool use. Employer-based incentives are also an effective tool for increasing the use of carpools and vanpools:

- Transit
  - Implement a **guaranteed ride home** program, which provides transportation for carpool, vanpools, or even transit users, in the event that the person has to unexpectedly work late or leave early due to an emergency. Programs typically provide taxi service reimbursement for registered participants.

- Employer-Based Activities
  - Creating a **ride-match** bulletin board or utilize available, often times free ride-matching applications, to facilitate the car-pooling of employees.
  - Offer employees **tax free commute benefits** under the Commuter Choice tax benefits provisions, which give financial incentives to employees who switch from driving alone to vanpools or transit.

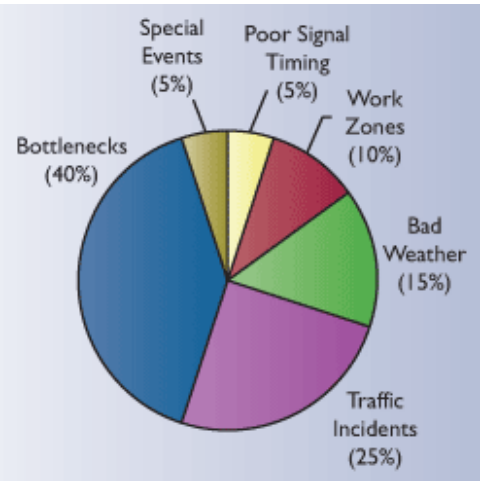
Strategies to Reduce Overall or Peak-Time Travel Demand

- Employer-Based Activities
  - Consider allowing employees to work on a **flex-time schedule**, choosing when they work within set core work hours to avoid peak travel times.
  - Offer **alternative work schedules** to reduce the number of trips during the work week by allowing employees to work longer, but fewer days, or by staggering shifts.
  - Allow employees to **telecommute**, work remotely from home, either full-time or for a specified number of days each week.
  - Provide email or text message **alerts** to employees regarding major accidents or weather-related delays and suggest alternative routes.
  - Offer **on-site services** for employees, such as cafeterias, postal services, dry cleaning, etc. to reduce the need for midday trips by car.
- Parking-Based
  - Provide **shared parking** that serves multiple users or destinations, which is most efficient when the destinations have varied peak periods of activity.
- Land Use-Based
  - Encourage increased **mixed-use** development to promote close proximity of residential, office, retail, civic, and institutional uses.
  - Develop flexible standards based on residential density, employment density, land use mix, and transit accessibility, etc., to establish **parking requirements** for a particular development.
  - Promote **transit-supportive density** levels with 7 or more housing units per acre to support basic 30 minute bus service.

Transportation System Management & Operations

Strategies concerned with the management and operation of the transportation system are designed to improve the performance of existing roadways through increased efficiency and throughput. Poor system performance is caused by a variety of factors, i.e. poor signal timing, bad weather, geometric bottlenecks, etc.

Unlike adding a roadway or additional travel lane, TSM&O strategies offer lower cost alternatives and have a shorter lead-time. The TSM&O approach integrates planning and programming, systems and technology, performance monitoring, technical understanding and leadership, organization and workforce development, and collaboration and partnerships. TSM&O activities focus on traffic signal timing, access management, special event or incident management, traveler information, and others to improve the efficiency and reliability of the transportation network.



Source: FHWA

Walla Walla Valley Existing Travel Demand Management Strategies

The following TSM&O strategies are used in the Walla Walla Valley:

- The City of Walla Walla installed and upgraded traffic signal and control systems at several locations.
- Significant special event planning activities were performed collaboratively by WWVMPO/SRTPO member entities ahead of and in response to the Gentlemen of the Road concert in August 2015.

Best Practices in Transportation System Management & Operations

Additional TSM&O activities could be considered for implementation in the Walla Walla Valley, as they have proven useful in similar-sized areas.

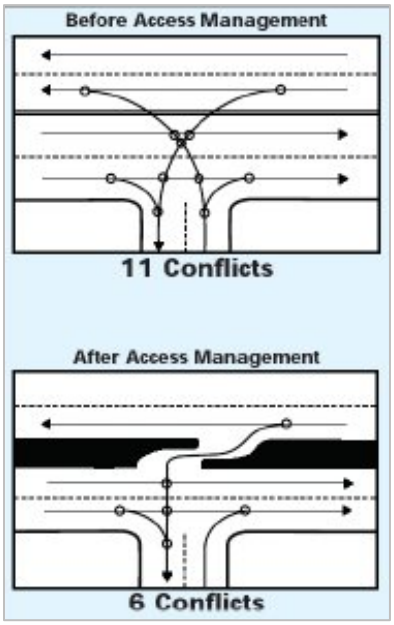
Traffic Signal and Intersection Improvements

Traffic control signage and intersection signals are ubiquitous, and while they provide traffic control and improve safety at intersections, they can also be a significant source of delay. Improving intersection traffic control is a cost-effective way to facilitate improved traffic flow.

- Replace older traffic signal **control technologies** with newer options, phasing out in-pavement magnetic loops in favor of video detection; automatic detection devices for pedestrians and bicycles have also become available.
- Review **timing and phasing** of signalized intersections periodically and optimize signals to decrease congestion, improve flow, and reduce queue length.
- **Coordinate signals** along designated high priority corridors to increase the throughput volume of critical thoroughfares.
- Review **intersection design** and traffic movements to determine the need for channelization changes or protected left-turns.

Access Management

Effective access management improves mobility, accessibility, and safety by reducing crashes, increasing capacity, reducing travel time and delay. Access management regulates the number of access points between land parcels and the adjacent roadways, addressing the number of driveway/curb cuts, placement of medians, and function of service roads. Access management strategies can be used for only certain locations or as part of an integrated corridor access management program.



Source: FHWA

- **Medians** control turning movements to decrease the potential for accidents; they also provide a refuge area for pedestrians or turning vehicles, and reduce mid-block accidents. Medians at critical intersections can have a low curb to ensure access for emergency response.
- Design lots with major roadway frontage, but access from a **reverse frontage** road to decrease the number of driveways along thoroughfares. Design residential driveways to have a **shared access** point to the major roadway.
- Monitor **number of driveways** and encourage proper spacing to provide safe and reasonable access to sites; consult adjacent landowners to avoid conflicting designs.

Traffic Calming

Traffic calming improvements are self-enforcing devices that can assist law enforcement in influencing driver behavior. Traffic calming is often applied to residential streets to slow speeds and discourage through traffic. Designed to slow all vehicles, traffic calming can impact access and response times for emergency response.

- Impose designated movement of traffic at an intersection through **forced turn** islands.
- Require entering traffic to yield to vehicles already in the intersection through construction of **roundabouts**, which have proven effective in reducing intersection speed and severity of crashes, without compromising throughput.
- Consider **speed humps** to reduce travel speeds, caused by driver discomfort when traversed at speeds higher than the posted speed limit.

Additional Management Strategies

The following sections briefly touch on additional strategies that could be explored for implementation in the Walla Walla Valley.

Regional Traffic Incident Management

Detecting, responding to, and clearing traffic incidents to restore normal traffic flow as safely and quickly as possible is the main function of traffic incident management (TIM) strategies. Effective TIM involves coordination among public and private stakeholders, including law enforcement, fire departments, emergency medical services, traffic control, towing and recovery, hazardous material contractors, and the media.

Traveler Information Systems

Using technology to detect, analyze, and disseminate traffic and transit conditions helps travelers choose the best mode and route to reach their destination based on current conditions. Traveler information can include data on next bus arrival, emergency alerts, traffic delays, alternate routes, work zones, planned special events, tourism, and parking management, etc.

Targeted Traffic Enforcement

In areas with complaints about speeding and reckless drivers, targeted speed and law enforcement can be employed to discourage unlawful and dangerous driver behavior. Local traffic departments can assist law enforcement with the identification of hotspots in order to maximize the impact of enforcement activities.

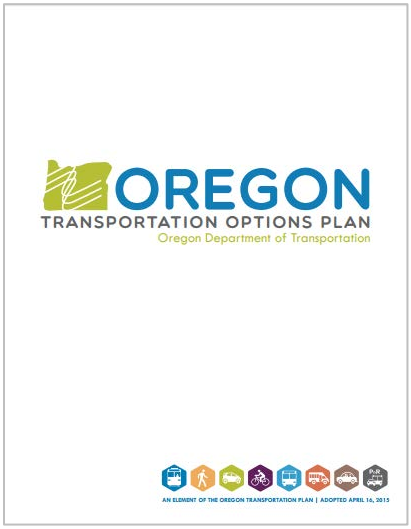
Plans and Studies

Washington Department of Transportation

Although WSDOT has not specifically developed a program or a plan to prescribe TDM or TSM&O activities, the consideration of related strategies has been integrated into the Washington Transportation Plan.

Oregon Transportation Options Plan

The Oregon Transportation Options Plan (OTOP) works in concert with the Oregon Transportation Plan, and provides policy guidance for state and local partners on the topic of promoting efficient, reliable, and affordable transportation through what was historically considered transportation demand management strategies. These options ensure transportation investments are efficient, enhance reliability of the system, expand access, and support broad community goals. According to the funding summary, eastern Oregon invested just under $100,000 in related activities.



Recommendations

- Encourage WWVMPO/SRTPO entities to consider cost-effective Travel Demand Management and Transportation System Management & Operations strategies prior to investing in roadway capacity improvements.
- Consider giving funding preference to projects that incorporate Travel Demand Management and Transportation System Management & Operations strategies.

Transportation Safety and Security

Introduction

The WWVMPO/SRTPO is responsible for addressing safety and security through the programming of transportation improvements; and although the agency's role in the implementation of safety and security measures may be limited, the WWVMPO/SRTPO plays a key role in the coordination among various federal, state, local agencies, all of which have a stake in safety and security in the Walla Walla Valley. By integrating the safety and security goals and objectives of various agencies into the transportation planning process, the WWVMPO/SRTPO ensures that its 2040 Plan and derived programs and studies are consistent with, and help support, regional safety and security planning.

Safety

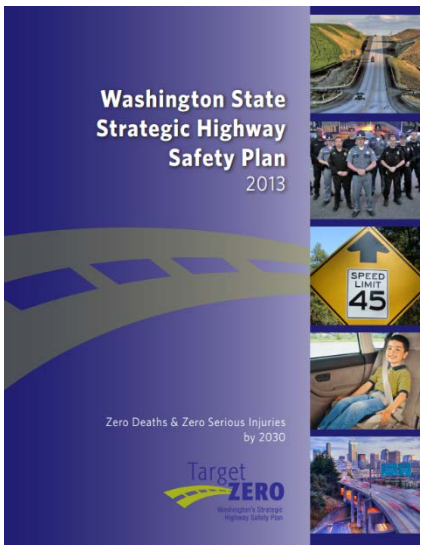
Safety is defined as "freedom from unintentional harm." It usually refers to crashes for all modes of transportation and other unintentional events, which result in loss of property, injuries, or fatalities. Safety planning focuses on improving the operational efficiency of the transportation network as well as influencing individual behavior to reduce the number of crashes.

Safety is one of the seven national goals established under MAP-21 as part of the comprehensive approach to manage the performance of the transportation system. The national safety goal calls for significant reduction in serious injuries and fatalities on all public roadways.

Review of Agencies and Programs

Each state takes a lead role in establishing safety goals for public roadways, while local agencies make safety a priority for all transportation modes.

Washington State Target Zero



Target Zero is Washington State's Strategic Highway Safety Plan (SHSP), which aims to reduce traffic fatalities and serious injuries to zero by the year 2030. It is a high-level strategic plan that satisfies federally required SHSP objectives:

- Set statewide priorities for all traffic safety partners.
- Provide a resource for potential strategies to address each of the priority areas.
- Monitor outcomes at a statewide level for each of the priority areas.

The strategies of Target Zero focus on the four E's:

- **Education** - Give drivers the information to make good choices, such as not driving while impaired, wearing a seatbelt, and avoiding distractions while in their vehicles.
- **Enforcement** - Use data-driven analysis to help law-enforcement officers pinpoint locations with a high number of fatal and serious-injury collisions related to driver behaviors, such as speeding and impairment.
- **Engineering** - Design roads and roadsides using practical, near-term solutions to reduce collisions or severity of collisions if they do occur.
- **Emergency Medical Services** - Provide high quality, and rapid emergency and medical response to injury collisions.

Although not part of the traditional four E's, *Leadership/Policy* strategies are also defined.

Target Zero establishes three priority levels of primary factors in fatal and serious traffic collisions. The levels are based on the percentage of fatalities and serious injuries associated with each factor. In general, priority level one includes factors resulting in the largest number of fatalities and serious injuries:

- Impaired driver involved
- Run-off-the road
- Speeding involved
- Young driver 16-25 involved
- Distracted driver involved
- Intersection related
- Traffic data systems

Table 12 represents data for Walla Walla County and Washington State for the top five factors identified in the priority level one group. The data is based on the contributing circumstances identified on collision reports by specially-trained law enforcement personnel.

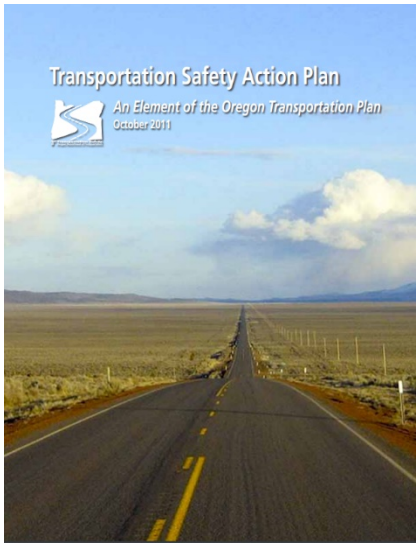
Table 12: Washington State and Walla Walla County Crashes Related to Target Zero Level One Priorities

Target Zero Priority Level One	WA 2013-2014 Fatalities	WA 2013-2014 Serious Injuries	WW County 2013-2014 Fatalities	WW County 2013-2014 Serious Injuries
Impaired Driver	459	788	9	5
Run Off The Road	358	577	7	7
Speeding Involved	343	1,045	3	6
Young Driver 16-25	297	1,321	5	11
Distracted Driver	247	1,075	3	8
Total*	898	3,922	15	30

Source: Washington Traffic Safety Council and Target Zero
** More than one factor is commonly involved in crashes, so totals may be represented in multiple factors*

For each factor in each priority level group, Target Zero outlines numerous objectives and strategies; indicates associated effectiveness rating (proven, recommended, or unknown); and identifies whether the implementation affects education, enforcement, engineering, emergency medical services, and/or leadership and policy.

Oregon Transportation Safety Action Plan



The Oregon Transportation Safety Action Plan (TSAP) serves as its federally required Strategic Highway Safety Plan. Oregon envisions a day when a level of zero annual fatalities and few injuries are the norm in transportation. The TSAP identifies Emphasis Area actions that should be implemented by the year 2020 and 2030. The plan also calls out the specific Oregon Transportation Plan goal and objectives addressed by each action. The strategies included in the TSAP focus on the four E's of education, enforcement, emergency medical services, and engineering. The Emphasis Area actions relevant to the greatest number of fatalities and injuries are impaired driving, not using safety restraints, speed, and inexperience. Related actions should be implemented by the year 2020:

- Safety areas of interest should **include intersection crashes, roadway departure, and pedestrian/bicycle**.
- Improve and expand the delivery system for **driver education** in Oregon.
- Develop strategies to assure the **recruitment and retention of EMS** volunteers.
- Create a plan to insure that safety is considered in construction/ repair decisions.

- Develop a communications strategy for raising awareness and acceptance of the need for law enforcement.
- Establish processes to train enforcement personnel, attorneys, judges and Driver and Motor Vehicle Services Division (DMV).
- Pass legislation to establish .04% blood alcohol content (BAC).
- Continue public education efforts aimed a proper use of child safety seats.
- Consider legislation requiring the inclusion of helmets, reflective gear and lighting with new bicycles.
- Work with partner agencies to position Oregon's EMS system as world class and affordable for the average Oregonian.

The highest priority actions selected from the entire list of actions (112 total) have been highlighted above. In addition, the TSAP recommends to further develop and institutionalize ODOT's Safety Corridor and Roadway Safety Audit program. It is important to note that the TSAP is currently undergoing a significant update.

WSDOT Highway Safety Improvement Program

The Local Programs Division of WSDOT administers funds from FHWA's Highway Safety Improvement Program (HSIP) to local counties and cities in Washington State. Safety funds are programmed and spent according to the State Highway Safety Plan - Target Zero. Local Programs manages three funding streams:

- **City Safety Program** - The goal of this program is to fund the preliminary engineering/design, right-of-way, and construction phases of projects that will use engineering countermeasures to reduce fatal and serious injury crashes on:
  - City streets in cities of any population
  - State highways that serve as arterials within cities with population above 25,000
- **County Safety Program** - The goal of the program is to fund any phase of a project that will use engineering countermeasures to reduce fatal and serious injury crashes on county roads in counties with a prioritized local road safety plan.
- **City/County Corridor Safety Program** - The goal is to fund activities aimed at reducing fatal and serious injury collisions in local communities throughout the state. The program utilizes low cost, near-term solutions to improve traffic safety, including engineering, enforcement, education, encouragement, and emergency services.

ODOT Highway Safety Program

The Traffic-Roadway section of ODOT administers federal funds from the HSIP and the High Risk Rural Roads (HR3) programs to carry out safety improvement projects, designed to achieve a significant reduction in traffic fatalities and serious injuries. Highway safety funds can be used to address safety needs on any public road in Oregon. Funded projects include, but are not limited to, the following areas:

- Channelization
- Curve realignment
- Guardrail or median barrier
- Delineation
- Signal installation or improvement
- Illumination
- Pedestrian paths
- Bicycle lanes
- Slope flattening
- Pavement markings
- Rockfall correction
- Grade separation

Security

Security is defined as "freedom from intentional harm." It typically refers to harm inflicted by people, such as terrorist acts and other criminal activities, as well as harm caused by natural disasters, such as earthquakes, flooding, and severe weather events. Security planning is carried out by various agencies at multiple levels of government, and involves the four phases of emergency management:

- Preparedness
- Response
- Recovery
- Mitigation

State, county, and local jurisdictions follow the six components of the National Incident Management System (NIMS) as a framework for facilitating operations during emergencies:

- Command and management
- Preparedness
- Resource management
- Communications and information management
- Supporting technologies
- Ongoing management and maintenance

During a time of emergency, coordination of efforts across various jurisdictions is a top priority, especially to meet transportation needs.

Review of Local Agencies and Programs

Washington State Military Department Emergency Management Division

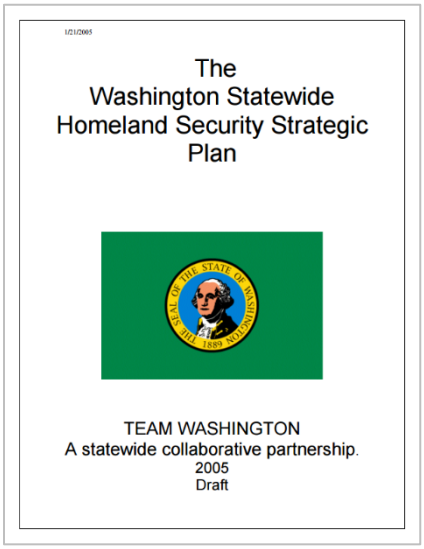
The mission of the Military Department's Emergency Management Division (EMD) is to minimize the Impact of emergencies and disasters on the people, property, environment, and economy of Washington State. The Division notifies and alerts state agencies and local governments of impending emergencies and disasters. During state emergencies, EMD manages the State Emergency Operations Center (EOC) and coordinates the response to ensure help is provided to those who need it quickly and effectively. The EOC is designated as the central location for information gathering, disaster analysis, and response coordination. Representatives from other state agencies, federal government agencies, and local organizations also provide coordination assistance.

The Washington State Comprehensive Emergency Management Plan (CEMP) provides the framework for statewide mitigation, preparedness, response, and recovery activities, while providing a structure for plan standardization throughout the state. It also facilitates interoperability between local jurisdictions, state and federal governments. WSDOT serves as the primary agency for Emergency Support Function (ESF) #1 for Transportation in the CEMP. Activities within the scope of providing transportation support include:

- Processing and coordinating requests for state and civil transportation support
- Reporting damage to transportation infrastructures as a result of the incident
- Coordinating alternate transportation services
- Coordinating the restoration and recovery of the transportation infrastructure
- Performing activities conducted under the direct authority of WSDOT elements such as air, maritime, surface, rail and pipelines
- Coordinating and supporting prevention/preparedness/mitigation among transportation infrastructure stakeholders at the state and local levels

Washington State Patrol Homeland Security Division

The Homeland Security Division (HSD) of the Washington State Patrol is responsible for preventing and preparing for terrorist attacks. There are several units within the HSD, including Vessel and Terminal Security, Explosives Units, Canine Training Unit, and the Organized Crime Intelligence Unit. Members of the HSD work closely with the Military Department's Emergency Management Division.



The Washington Statewide Homeland Security Strategic Plan provides the framework to strengthen the ability to prevent, defend against, deter, and ultimately respond to and recover from terrorist attacks and natural-hazards in Washington State. The objectives of the plan are to:

- Reduce Washington State's vulnerability to acts of terrorism, and natural and technological hazards.
- Prevent, deter, defend against, and dissuade terrorist attacks from occurring within Washington State.
- Prepare citizens, government, tribal nations, and businesses at all levels to effectively respond in the event of any disaster, including a terrorist attack.
- Minimize the damage and effectively respond to and recover from attacks and natural and technological disasters that do occur.

The transportation system is addressed in one of the specific goals of the strategic plan: "to support our economy and communities by keeping people, businesses and government moving and operating with safe and secure transportation systems."

Oregon Military Department Office of Emergency Management

The purpose of the Military Department's Office of Emergency Management (OEM) is to maintain an emergency services system by planning, preparing, and providing for the prevention, mitigation, and management of emergencies or disasters that present a threat to the lives and property of citizens of and visitors to the State of Oregon. The agency is responsible for coordinating and facilitating activities with state and local emergency services organizations. The OEM is divided into three sections:

- Technology and Response
- Mitigation and Recovery
- Plans and Training.

The State of Oregon Emergency Operations Plan (EOP) provides the structure and mechanism for statewide procedures and operation coordination for domestic incident management. The EOP provides a framework for interactions of public and private jurisdictions and organizations within the State of Oregon during and immediately following incidents of significance. Within the scope of providing transportation support during an emergency, activities include:

- Provide or coordinate the provision of transportation support to state agencies, local jurisdictions, tribal governments, volunteer organizations, and non-governmental organizations requiring assistance in performance of their disaster response and recovery missions.
- Coordinate the flow of land, air, rail, and marine traffic in and to the disaster area for the effective movement of relief supplies, personnel, and equipment.
- Liaison with commercial transportation providers concerning significant interruptions of service.
- Support evacuation and re-entry operations for threatened areas.

The EOP also covers any incidents of terrorism using a weapon of mass destruction and/or the intentional disruption of telecommunications controlling elements of critical infrastructure.

Walla Walla County Comprehensive Emergency Management Plan

The Walla Walla County Comprehensive Emergency Management Plan (CEMP) establishes the framework to ensure that stakeholders are adequately prepared to respond to the occurrence of natural, man-made, and/or technological related emergencies or disasters. The plan covers **Walla Walla County and the cities of Walla Walla, College Place, Prescott and Waitsburg**. The mission of the CEMP is to coordinate and facilitate resources to minimize the impacts of disasters and emergencies on people, property, the environment, and the economy.

Valley Transit is the primary agency for the Transportation Emergency Support Function #1. The scope of activities for transportation support includes:

- Coordinate emergency mass transportation requirements that might occur after a disaster or emergency condition within or affecting Walla Walla County.
- Establish the allocation of transportation resources.
- An Emergency Transportation Coordinator in the Walla Walla Emergency Management (WWEM) Operations Center will provide emergency cargo and personnel transportation as a coordinated effort under the authority of one or more members of the Emergency Management Executive Board.

These activities ensure effective utilization of available transportation resources and systems during an emergency or disaster.

Umatilla County Emergency Operations Plan

The Emergency Operations Plan for Umatilla County is an all-hazard plan describing how various agencies and organizations will organize and respond to emergencies and disasters. The EOP provides a framework for coordinated and integrated response and recovery activities. The County views emergency management planning as a continuous process, linked closely with training and exercises, to establish comprehensive preparedness and an organizational culture that prioritizes increased disaster resiliency.

The Umatilla County Emergency Management Department is responsible for transportation support, which includes the following activities:

- Plan for and identify high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to reception areas.
- Coordinate transportation needs for special populations.
- Confirm and manage locations of staging areas and pick-up points for evacuees requiring public transportation.

These services reflect the requirements for an effective emergency management program, of which response is considered a key element.

City of Milton-Freewater Emergency Operations Plan

The Emergency Operations Plan for the City of Milton-Freewater provides guidance on emergency and disaster preparation and response. It serves as an all-hazards document that establishes emergency management activities for natural and manufactured disasters threatening life or property, as well as national security emergencies affecting the City of Milton-Freewater. The plan accomplishes the following objectives:

- Formulate policies designated to protect life and property within the City of Milton-Freewater.
- Provide guidance and assign agency roles to mitigate against, prepare for, respond to, and recover from incidents threatening life or property within the City of Milton-Freewater.
- Establish the Incident Command System (ICS) as the organizational structure to guide activities during an emergency affecting the City of Milton-Freewater.

The role of the city's public transportation system for various types of emergencies is to coordinate mass transit requirements to support evacuation efforts as needed, and/or to assist with the transport of injured victims and people in vulnerable population groups.

Recommendations

Safety

The success of improving safety depends on local participation. A data-driven approach should be utilized to assist with prioritizing programs and projects, as it is important to understand which factors are contributing to the most fatalities and serious injuries locally.

The vision of Target Zero can be more effectively achieved through the implementation of the following recommendations:

- Encourage WWVMPO/SRTPO entities to identify and implement relevant State Highway Safety Plan strategies.
- Consider giving funding preference to projects that incorporate safety improvements.

Security

The existing emergency management plans at all jurisdictional levels appear sufficient. The following recommendations are intended to strengthen transportation security planning across the entire region:

- Assess the most significant threats, high-potential targets, and least hardened infrastructure elements within the WWVMPO/SRTPO area.
- Participate in regular reviews of and updates to emergency management plans.

Performance Management

Performance-based planning, programming, and management, focused on national transportation goals, provides the means to the most efficient investment of federal transportation funds, improves project decision-making, and increases accountability and transparency. (23 USC 150)

In 2012, the passage of the Moving Ahead for Progress in the 21st Century (MAP-21) Act first instituted this requirement for performance-based transportation planning. The Fixing America's Surface Transportation (FAST) Act, signed into law in December 2015, continues MAP-21's overall performance management approach, requiring States and Metropolitan Planning Organizations (MPOs) to undertake performance-based planning and programming to collectively make progress toward identified national goals. These national performance goals have been established for the following seven key areas:

- Safety - To achieve a significant reduction in traffic fatalities and serious injuries on all public roads
- Infrastructure Condition - To maintain the highway infrastructure asset system in a state of good repair
- Congestion Reduction - To achieve a significant reduction in congestion on the National Highway System
- System Reliability - To improve the efficiency of the surface transportation system
- Freight Movement and Economic Vitality - To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development
- Environmental Sustainability - To enhance the performance of the transportation system while protecting and enhancing the natural environment
- Reduced Project Delivery Delays - To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices

State DOTs and MPOs are required to a) establish select performance targets and b) track progress towards achieving these national goals. The promulgation of rules and associated performance measures began in 2012; the first proposed rules were published in 2014; and the first final rules were established in early 2016. The following table provides an overview of transportation system performance related rulemaking:

Performance Areas	Notice of Proposed Rule Making	Final Rule Published	Final Rule Effective	MPO Action to Date
Safety	March 11, 2014	March 15, 2016	April 14, 2016	MPO supports state targets
Highway Safety Improvement Program	March 28, 2014	March 15, 2016	April 14, 2016	
Statewide & Metro Planning; Non-Metro Planning	June 2, 2014	May 27, 2016	June 27, 2016	Currency review in 2018
Transit Asset Management	September 30, 2015	July 26, 2016	October 1, 2016	MPO assists local transit agencies
Pavement and Bridge Performance Measures	January 5, 2015	January 18, 2017	May 20, 2017	MPO supports state targets
System Performance Measures	April 22, 2016	January 18, 2017	May 20, 2017*	MPO supports state targets
Asset Management Plan	February 20, 2015	October 24, 2016	October 2, 2017	Assist DOT

** The portions of the rule related to tailpipe CO2 emissions (GHG measure) were repealed on May 31, 2018*

Safety and Highway Safety Improvement Program

The final rulemaking for safety has two components: Safety Performance Management Measures and the Highway Safety Improvement Program (HSIP). Five performance measures were established to assess safety performance (5-year rolling average) and carry out the HSIP. (23 CFR 490.207(a))

- Number of fatalities
- Rate of fatalities per vehicle miles traveled (VMT)
- Number of combined non-motorized fatalities and non-motorized serious injuries
- Number of serious injuries
- Rate of serious injuries per VMT

On February 7, 2018, the WWVMPO/SRTPO Policy Board agreed to support ODOT's and WSDOT's 2018 targets for the five safety performance targets.

Pavement and Bridges

The final pavement and bridge condition rule outlines measures to assess pavement and bridge conditions on the National Highway System (NHS). (23 CFR 490.307(a) and 23 CFR 490.407(a))

- Pavement
  - Percent of Pavements of the Interstate System in "Good" and "Poor" condition[5]
  - Percent of Pavements of the non-Interstate NHS in "Good" and "Poor" condition
    - *Measured as: Four condition metrics for each pavement section – International Roughness Index (IRI), rutting, faulting, and cracking percent; and three inventory data elements - through lanes, surface type, and structure type.*
- Bridge
  - Percent of NHS bridges in "Good" AND "Poor" condition
    - *Measured as: Good, Fair, Poor classification related to the minimum [lowest] condition rating of the deck, superstructure, substructure, and culverts (National Bridge Inventory (NBI) items 58, 59, 60, and 62, respectively)*

Ahead of the November 16, 2018 deadline, the WWVMPO/SRTPO will take formal action to support ODOT and WSDOT targets for applicable pavement and bridge performance measures.

System Performance

FHWA released the Final Rule for System Performance (23 CFR 490.507), Freight (23 CFR 490.607), and Congestion Mitigation and Air Quality (CMAQ) (23 CFR 490.707 and 23 CFR 490.807).

- National Highway Performance Program (NHPP) –
  - Percent of Person-Miles Traveled on the Interstate System that are reliable
  - Percent of Person-Miles Traveled on the non-Interstate NHS that are reliable
    - Measured as: All traffic/vehicles data in National Performance Management Research Data Set (NPMRDS) or Equivalent (15-minute interval data)
- Freight movement on the Interstate System (NHFP) –
  - Truck Travel Time Reliability Index[5]
- Congestion Mitigation and Air Quality[6] (CMAQ) –
  - Annual Hours of Peak Hour Excessive Delay per Capita
  - Percent of Non-SOV Travel
  - Total Emissions Reduction

[5] It is important to note that there is no Interstate highway located within the WWVMPO/SRTPO area, and thus Interstate related performance measures are not applicable.
[6] The WWVMPO/SRTPO is not currently located within an air quality non-attainment area.

Ahead of the November 16, 2018 deadline, the WWVMPO/SRTPO will also take formal action to support ODOT and WSDOT targets for applicable system performance measures.

Transit Asset Management

Becoming effective on October 1, 2016, the final rule required that all recipients of federal financial assistance under 49 USC Chapter 53, who own, operate, or manage public transportation capital assets, must develop and implement Transit Asset Management (TAM) plans. A TAM plan must include an asset inventory, condition assessments of inventoried assets, a decision-support tool, and a prioritized list of investments to improve the "State of Good Repair" (SGR) levels of their capital assets. The final rule (49 CFR 625) also established SGR standards and four associated SGR performance measures; required coordination of the performance targets with the state DOTs and MPOs; and called for the reporting of asset inventories, conditions, and performance measures through the National Transit Database. The FTA is implementing the TAM requirements using a two-tiered approach, in order to reduce associated resource obligations for agencies operating smaller fleets:

- Tier I – A Tier I provider is a recipient who owns, operates, or manages 101 or more vehicles in revenue service during peak-time regular service across all fixed route modes or in any one non-fixed route mode; or a provider who operates rail transit.
- Tier II – A Tier II provider is a recipient who owns, operates, or manages 100 or fewer vehicles in revenue service during peak -time regular service across all non-rail fixed route modes or in any one non-fixed route mode; a sub-recipient under the 5311 Rural Area Formula program; a sub-recipient under the 5310 Seniors and Individuals with Disabilities program who operates an open-door service; or any American Indian tribe.

Within the WWVMPO/SRTPO, Valley Transit and Milton-Freewater Public Transportation are classified as Tier II operators. The final SGR performance measures that all Tier II Locally Operated Transit Services (LOTS) are required to adopt are:

- Equipment (Non-revenue vehicles) –
  % of non-revenue vehicles that have met or exceeded their useful life benchmark
- Rolling Stock (Revenue Vehicles) –
  % of revenue vehicles that have met/exceeded their useful life benchmark
- Infrastructure (Guideway)[7] –
  % of track segments with performance restrictions
- Facilities –
  % of facilities with a rating below 3.0 on the FTA Transit Economic Requirements Model (TERM) scale

In compliance with the requirements of the final TAM rule, Valley Transit and Milton-Freewater Public Transportation completed their Transit Asset Management Plans by October 2018; the WWVMPO/SRTPO closely coordinated with both transit providers and fully supports their respective targets.

Progress Towards Achievement of Performance Targets

Since its establishment in 2013, the WWVMPO/SRTPO has been implementing elements of performance-based planning as part of its planning and programming activities. As detailed in the *Project Prioritization* Chapter, safety, system preservation, and efficiency were instrumental in the selection process for project inclusion in the 2040 Plan. As called for by federal rules (23 CFR 450.324) and starting with a baseline of 2015/2016/2017, performance reports will become a regular component of subsequent plan development cycles.

The complete set of baseline performance and currently targets relevant to the MPO – as documented and adopted through October 3, 2018 – is contained in Appendix E.

[7] As this asset class includes rail fixed-guideway, track, signals, and systems, it is not applicable to local transit agencies.

Environmental Analysis

Transportation is not just about moving people and freight. The transportation system affects both the natural and built environment, and quality of life was identified as a high priority for transportation planning within the Walla Walla Valley. As part of the transportation planning process, it is therefore important to consider potential social, economic, community, and environmental impacts.

For valley residents, the desired high quality of life is inclusive of the protection of certain populations, such as minorities or low-income households; energy conservation, air quality, and an unpolluted environment; and the preservation of community character, as well as cultural, historical, and natural resources. In order to avoid significant negative impacts on protected populations, community resources, or environmentally sensitive areas, the 2040 Plan includes a high-level analysis and discussion of potential impacts and mitigation strategies to assist the region in determining potential fatal flaws in proposed transportation improvements and to assess the likelihood of needed mitigation strategies.

Protected Populations and Environmental Justice Consideration

The U.S. Department of Transportation (USDOT) mandates that non-discrimination principles be incorporated into the transportation planning and decision-making process. The WWVMPO/SRTPO is responsible for ensuring that a transportation project that receives federal funding does not have a disproportionately high and adverse effect on minority or low-income populations. So called Environmental Justice reviews are therefore conducted to ensure that all people are treated fairly, regardless of their race, origin, or income.

The WWVMPO/SRTPO followed the environmental justice guidance provided in these laws and orders:

- Title VI of the Civil Rights Act of 1964
- The Civil Rights Restoration Act of 1987
- The 1994 Executive Order 12898 on Environmental Justice
- The 2012 updated Final DOT Environmental Justice Order (5610.2(a))

The three cornerstones of environmental justice in the various laws and orders are:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

The WWVMPO/SRTPO therefore conducted public outreach in an inclusive manner and provided materials in English as well as Spanish; furthermore, the agency completed a systemwide analysis of proposed transportation improvements to determine if the projects would have a **disproportionally high and adverse** effect on Environmental Justice populations or might cause potential displacements.

Environmental Justice Populations within the Walla Walla Valley

Using Census data and geographic boundaries, the WWVMPO/SRTPO identified the locations of minority and low-income populations within the Walla Walla Valley.

Minority Populations

Using Census information, a block group is considered a minority census block group when the minority population of the block group is at least 50 percent. Based on 2008-2012 American Community Survey (ACS) data, 53 Census block groups (or portions thereof) make up the WWVMPO/SRTPO study area. Of these, only one block group has

a minority population equal to or greater than 50 percent, and is therefore considered a minority, environmental justice area. However, six additional block groups have a minority population between 25 and 50 percent.

Low-Income Households

The Department of Housing and Urban Development defines low-income as "a family whose annual income does not exceed 80 percent of the median income for the area." Again, using Census geography and data, a block group is considered a low-income block group if the median household income for the block group is 80 percent or less of the median income for the respective county as a whole. Based on 2008-2012 ACS data, the median household income in Walla Walla County across all census tracts is $47,166, whereas the median household income for census tracts within Umatilla County is $48,452. Therefore, any census tract with a median household income equal to or less than $37,733 in Walla Walla County and $38,762 in Umatilla County is considered to be a low-income, environmental justice area. Of Walla Walla County's 12 census tracts, five tracts are considered low-income, environmental justice areas. Of Umatilla County's 15 tracts, one tract encompassing all of Milton-Freewater is considered a low-income area.

For an overview of both minority and low income areas within the Walla Walla Valley, refer to Figure 17. The minority and low-income, environmental justice populations are concentrated in the urbanized portion of the study area, and thereby largely follow spatial patterns common to the majority of United States cities.

Community Resources

People's health and well-being is profoundly shaped by their immediate environments – both built and natural. Employing primarily car-centric design principles in transportation planning throughout previous decades has created a system that does not adequately serve the needs of the poor, the young, the old, and those who do not or cannot drive.

Mobility Choices and Access to Community Services

Urban design, and particularly the transportation system the region has built over time, allows people to access life-sustaining community resources, such as food, shelter, medical services, work, or school, and even recreation and entertainment. The provision of a multimodal transportation system that offers various transportation choices is particularly important; 2008-2012 ACS data shows that almost **1,500 households** in Walla Walla County and over **1,700 households** in Umatilla County **do not have access to a personal automobile**, and therefore rely on alternative transportation modes to get to all of these community resources. Providing adequate public transportation services and a continuous network of pedestrian and bicycle infrastructure that offer safe and efficient connections is paramount.

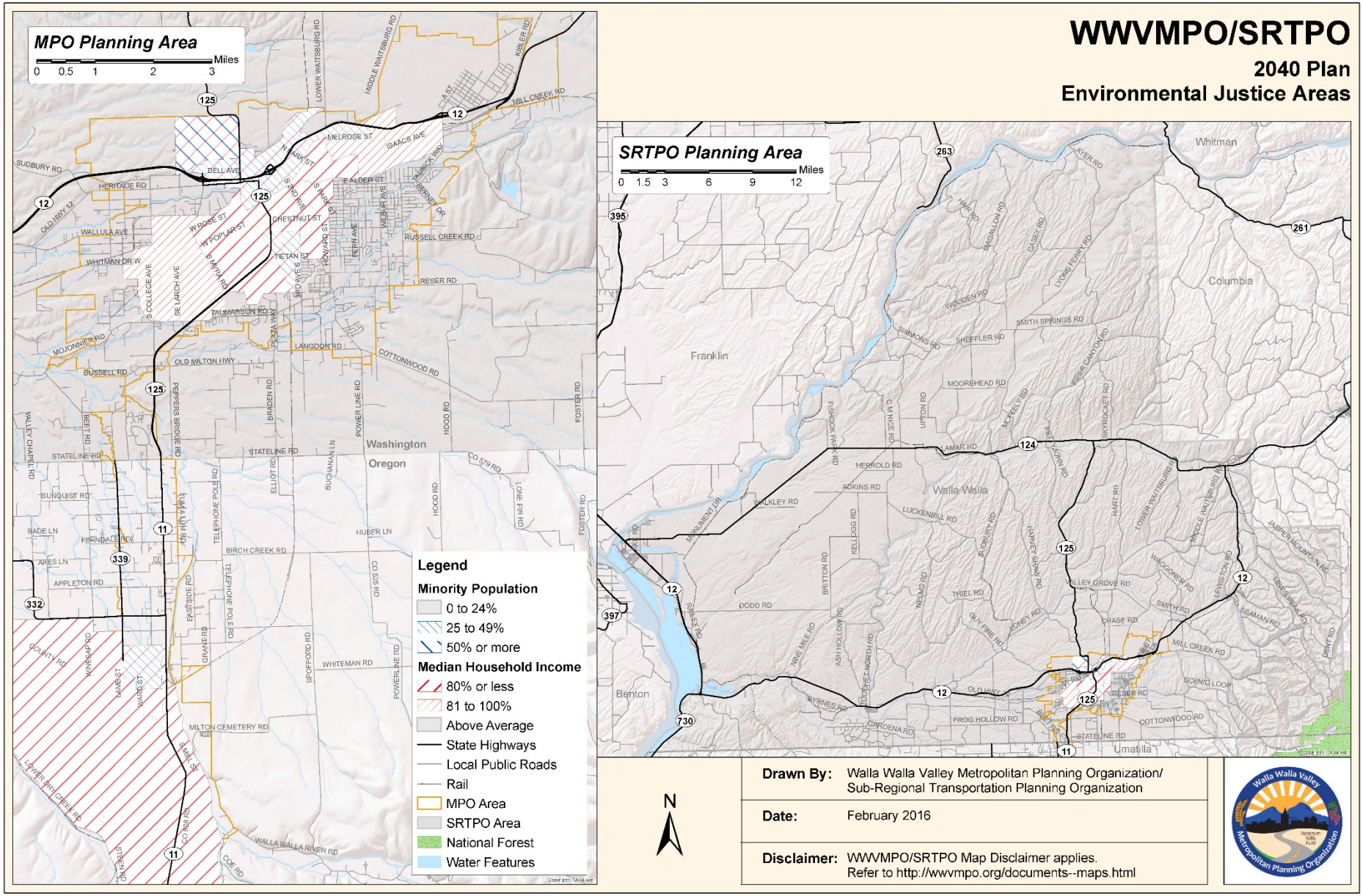
Transportation and Community Health

Personal and community-wide health is intricately linked to the transportation system. Several transportation factors directly impact human health.

- **Safety** - Motor vehicle crashes are a leading cause of death, and particularly affect vulnerable populations.
- **Air Quality** - Reduced vehicle emissions benefit everyone, especially those with respiratory illnesses.
- **Physical Activity** - Bicycle and pedestrian transportation options help to increase physical activity, which lowers the risk of an early death due to heart disease, stroke, high blood pressure, and type 2 diabetes.
- **Access to Goods, Services, and Opportunities** - Affordable and convenient mobility options are important for access to healthy foods, health care, jobs, education, recreational opportunities and other services.
- **Noise** - Transportation noise can cause multiple, adverse health effects, depending on level of exposure.

In an effort to promote healthy and active lifestyles, the Federal Highway Administration (FHWA) and the Center for Disease Control (CDC) have cooperatively developed the Transportation and Health Tool (THT), which incorporates various transportation and health indicators, and identifies strategies to address prevalent issues.

Figure 17: Environmental Justice Areas



Source: 2010 Census Geography; 2008-2012 ACS and WSDOT 2012 ALPACA Data

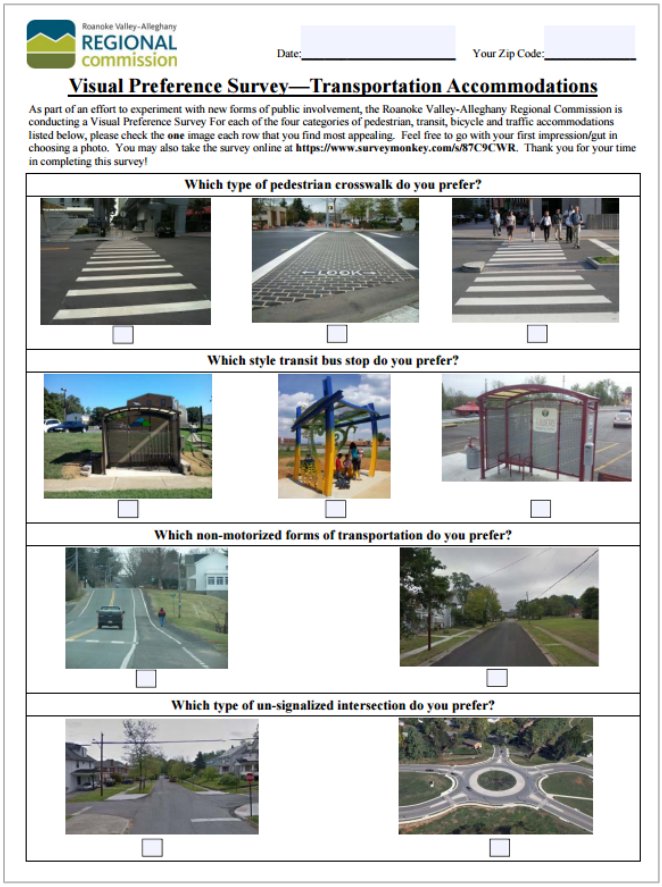
Preservation of Community Character and Place-Making

Travel demand models and capacity or ridership analyses provide data on existing and forecasted transportation needs, but they do not dictate the design elements that take transportation improvements from simply functional, efficient, and safe to complementary and fully integrated into the communities of the Walla Walla Valley.

All parts of the region and each of these communities each have a distinct feel. Preserving this community character, which has grown organically over time must also be considered when evaluating the final placement and design of transportation improvements. An in-depth look at nearby land uses and anticipated developments is needed in order to design context-sensitive solutions that serve local and regional transportation needs, maintain safety and mobility, and at the same time, are respectful of community conditions, dynamics, and desires.

The philosophy behind this type of 'place-making' centers on the belief that a planning and public-participation process that responds to community conditions and needs is critical to achieving transportation design that is truly context sensitive. Several tools can assist in place-making and the development of context sensitive solutions:

- The assembly of **photographic inventories and community mapping** of important activity centers, scenic resources, landscape features, and built environment characteristics aids in the **capture and visualization** of high-value community resources.
- **Visual preference surveys** utilize photographs to make a systematic **quantitative assessment** of the community's existing and desired visual characteristics and perceived quality.
- Through photo enhancements, artist renderings, three-dimensional animation, or scaled models, **visualization techniques and scenario planning** offer the community an advance look at potential options.



Roanoke Valley-Alleghany REGIONAL commission

Date:_____ Your Zip Code:_____

Visual Preference Survey—Transportation Accommodations

As part of an effort to experiment with new forms of public involvement, the Roanoke Valley-Alleghany Regional Commission is conducting a Visual Preference Survey For each of the four categories of pedestrian, transit, bicycle and traffic accommodations listed below, please check the **one** image each row that you find most appealing. Feel free to go with your first impression/gut in choosing a photo. You may also take the survey online at **https://www.surveymonkey.com/s/87C9CWR**. Thank you for your time in completing this survey!

Which type of pedestrian crosswalk do you prefer?

Which style transit bus stop do you prefer?

Which non-motorized forms of transportation do you prefer?

Which type of un-signalized intersection do you prefer?

Source: Roanoke Valley-Alleghany Regional Commission

In 2012, the American Planning Association named Walla Walla in the Top Ten Greatest Neighborhoods

Image courtesy of the City of Walla Walla

The preservation of community character and place-making efforts often emphasizes human-scale transportation improvements that focus not only on the addition of roadway, pedestrian, or bicycle infrastructure, but also on the provision of amenities and streetscaping that allow these transportation improvements to become an integral part of the communities they serve.

Cultural Resources

Named after the Walla Walla people, the area between the Columbia, Snake, and Walla Walla rivers was home to the Walla Walla, Umatilla, and Cayuse peoples long before recorded history. The first foray of Euro-Americans into the Walla Walla Valley occurred during the Lewis and Clark expedition in 1805.

A steady stream of settlers started arriving during the second half of the 19th century. First written records of population numbers were kept from 1860 onward, showing growth from a small population of just over a thousand to almost 20,000 by 1900. To provide a reference point for the population growth, the following years mark the official incorporation of Walla Walla Valley cities:

- Milton - 1873
- Prescott - 1903
- Walla Walla - 1862
- College Place – 1946
- Waitsburg - 1881

As a result of early indigenous population and 19th century settlements, the Walla Walla Valley region has an abundance of archeological and cultural resources.

Prehistoric Resources

The Walla Walla Valley has a rich archaeological heritage that spans over 12,000 years, when the first humans arrived in the Pacific Northwest. With its abundance of **Native American activity**, almost 250 archeological sites have been identified within Walla Walla County alone. Such sites are considered non-renewable resources, deserving of protection, and are therefore not depicted on a map.

Historic Preservation

There are **many sites of historic interest** located within the region. To be listed on the National Register of Historic Places (NRHP), the site must be at least 50 years old and still look much the same as when first built. Furthermore, it must be significant in terms of architecture, landscape, engineering achievements, or historical importance.

- Using the Washington Information System for Architectural and Archeological Records Data (WISAARD), 1,441 sites of historical interest are located within Walla Walla County, as shown in Figure 18, of which 29 are also listed in the NRHP.
- Using the Oregon Parks & Recreation Department; Oregon Heritage: National Register database site, 15 sites of historical interest are found in or near Milton-Freewater, of which five are listed in the NRHP. NRHP eligible sites, as well as those eligible and NRHP-listed, are shown in blue in Figure 19.

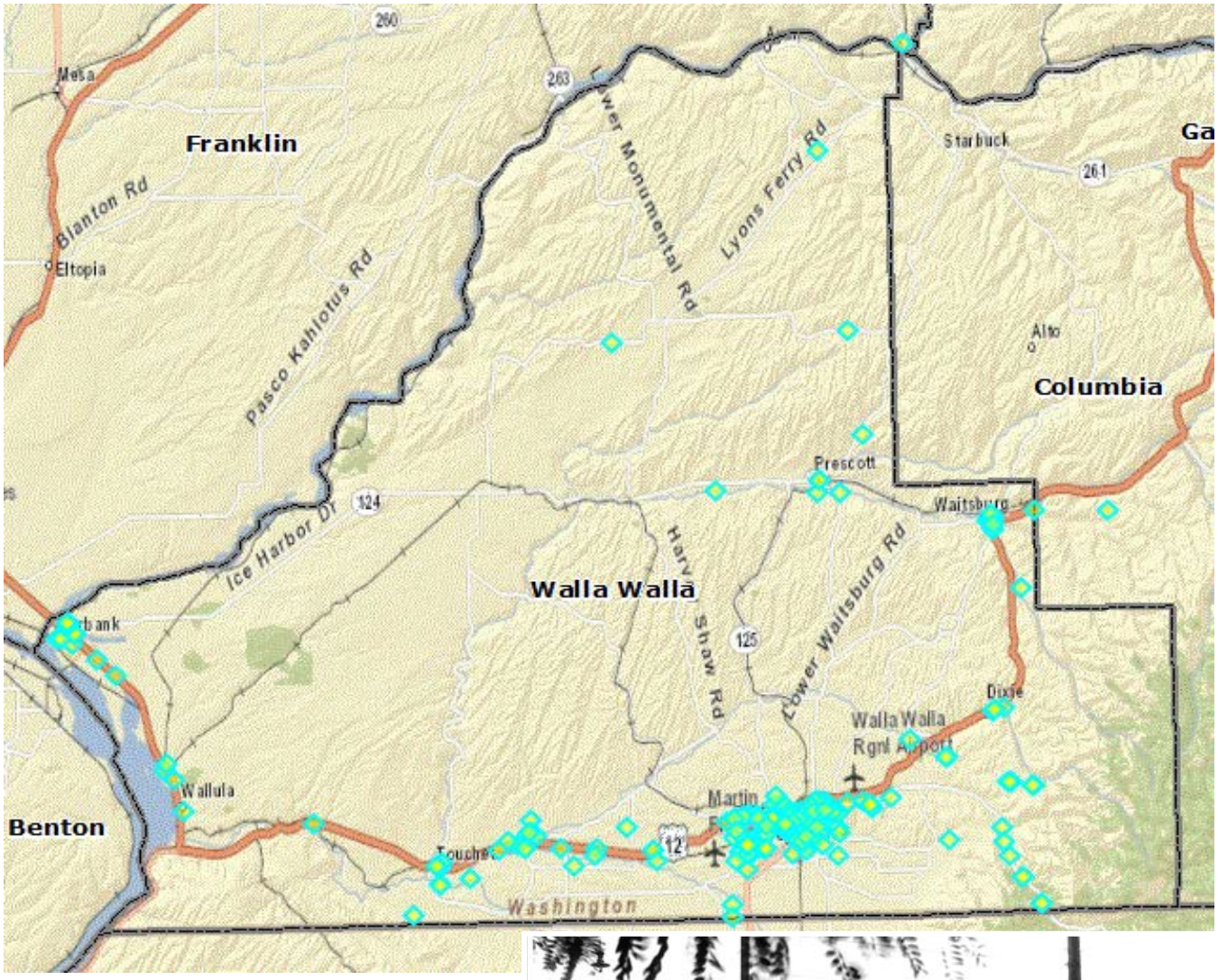
The majority of NRHP sites within the Walla Walla Valley are residential properties of historical or architectural significance. However, Fort Walla Walla and the Whitman Mission cover a larger area. A complete list of all NRHP sites is provided below:

- Walla Walla County -
  - Max Baumeister Building
  - John F. Boyer House
  - William Perry Bruce House
  - Norman Francis Butler House
  - Dacres Hotel
  - Dixie High School
  - Electric Light Works Building
  - Fort Walla Walla Historic District
  - Green Park School
  - Johnson Bridge
  - Kirkman House
  - Liberty Theater
  - Miles C. Moore House
  - Northern Pacific Railway Passenger Depot
  - Osterman House
  - Preston Hall
  - Saturno-Breen Truck Garden
  - Small Elliot House
  - U.S. Post Office – Walla Walla
  - Waitsburg High School
  - Waitsburg Historic District
  - Walla Walla Public Library
  - Walla Walla Valley Traction Company Car Barn
  - Washington School

- George Ludwigs House
- Marcus Whitman Hotel
- Memorial Building – Whitman College
- Whitehouse-Crawford Planing Mill
- Whitman Mission National Historic Site

- In or near Milton-Freewater -
  - Central School
  - Columbia College (City Hall)
  - Williams Frazier Farmstead
  - Perkins Still House
  - Walla Walla Valley Traction Company Passenger Station and Powerhouse

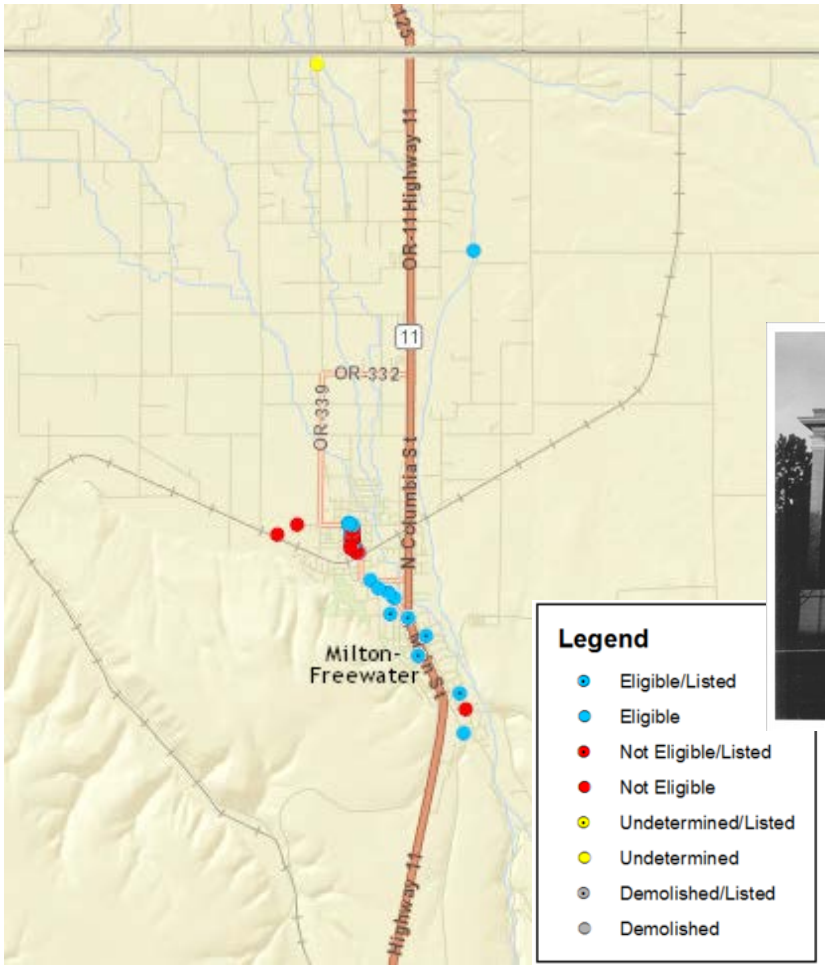
Figure 18: Sites of Historic Interest in Walla Walla County



Source: https://fortress.wa.gov/dahp/wisaard/

Whitehouse-Crawford Planing Mill
Source: http://focus.nps.gov/nrhp/

Figure 19: Sites of Historic Interest in Milton-Freewater



Source: http://maps.prd.state.or.us/histsites/historicsites.html

The abundance of prehistoric activity, historic sites, and NRHP-eligible properties in the Walla Walla Valley calls for particular attention and archeological investigations when expanded, new, or realigned transportation infrastructure is being considered.

Columbia College - Milton-Freewater City Hall
Source: http://focus.nps.gov/nrhp/

Natural Resources

Energy Conservation

Vehicles not only produce emissions, but cars and trucks also consume significant amounts of energy. At this time, most vehicles still use fossil fuels as their main power source. Knowing that fossil fuels have a finite supply and cause several of the previously mentioned air toxics, the Walla Walla Valley can employ several strategies that assist in reducing the amount of energy consumed for transportation purposes

Transportation Technology Trends

The utilization of newer transportation technologies can aid in the reduction of fossil fuel use. Mainstream vehicle technologies include:

- Lighter vehicle materials and improved engines that use conventional fuels more efficiently
- Alternative fuels such as liquefied petroleum gas (LPG), compressed natural gas (CNG), bio diesel, and ethanol
- Electric vehicles (EV) or vehicles with hybrid fuel systems, along with higher capacity batteries
- Fuel cell vehicles (FCV) use clean-burning hydrogen

The implementation of needed infrastructure to fuel alternatively powered vehicles, such as LPG, CNG, EV, or FCV, is costly and has slowed a wide-spread roll-out in the Walla Walla Valley.[8]

Emerging technologies will also have to be monitored and assessed for long-term impacts:

- Autonomous vehicles are speculated to be 5 to 10 years away from main-stream adoption. These driverless cars could significantly affect vehicle ownership, as well as impact traditional and emerging for-hire transportation services, possibly even public transportation.

Alternative Transportation Modes

Energy can also be conserved by redirecting single-occupancy vehicle (SOV) trips – drivers traveling alone in a private automobile - to alternative modes of transportation through public outreach and education. These alternative modes of transportation include carpools, vanpools, or other shared-ride transportation; the utilization of the public transportation system; and non-motorized modes like walking and biking, for all or just a portion of daily trips.

For a list of strategies aimed at increasing the use of alternative modes of transportation, please refer to the previous *Management and Operations Strategies* Chapter.

Air Quality

Air pollutants may come from stationary sources, such as factories or chemical plants, as well as mobile sources, such as motor vehicle engines and off-road vehicles. These air toxics are known or suspected to cause cancer, birth defects, and seriously impact the environment. An increase in motor vehicle traffic has the potential to increase mobile source air pollutants in the Walla Walla Valley. Protecting regional air quality and maintaining compliance with federal air quality standards is therefore a function of the transportation planning process.

National Ambient Air Quality Standards

In 1963, in response to increasing air pollution, the U.S. Congress passed the Clean Air Act (CAA) which established a federal program to research techniques designed to monitor and control air pollution. The CAA requires the Environmental Protection Agency (EPA) to develop National Ambient Air Quality Standards (NAAQS) for air pollutants considered harmful to public health and the environment. Last amended in 1990, the CAA identifies two types of national ambient air quality standards:

- **Primary standards** provide public health protection, including protecting the health of "sensitive" populations such as asthmatics, children, and the elderly.
- **Secondary standards** provide public welfare protection, including protection against decreased visibility and damage to animals, crops, vegetation, and buildings.

When EPA sets or revises a national standard, air quality monitoring data is used to determine if a specific site meets the new or revised standard. Based on this data, state departments concerned with environmental quality make recommendations to EPA about how to designate certain areas of the state. Subsequently, EPA will make the final decision on attainment status:

- Attainment - meeting a standard
- Nonattainment - not meeting a standard
- Unclassifiable - not enough information to classify

[8] Alternative fueling stations can be researched on the U.S. Department of Energy's web site: http://www.afdc.energy.gov/locator/stations/

Mobile Source Air Pollutants

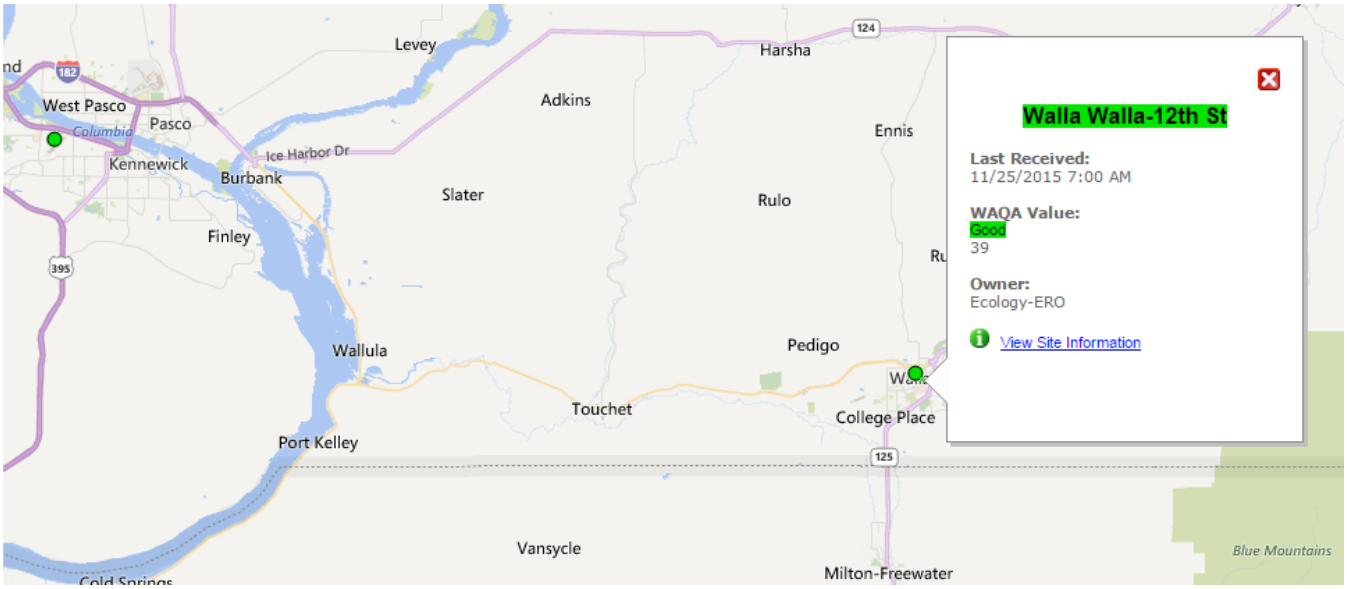
EPA has set standards for six principal "criteria" pollutants:

- **Carbon Monoxide** (CO) reduces oxygen delivery to the body's organs and tissues, and at high levels, the colorless and odorless gas can cause death. In urban areas, the majority of emissions come from mobile sources.
- **Lead** (Pb) can have immediate impacts, such as the reduction of the blood's oxygen carrying capacity, but it is also accumulated in the bones and can affect the nervous system, kidney function, immune system, reproductive and developmental systems and the cardiovascular system. (Lead exposure can also be caused through contaminated drinking water, as well as accidental ingestion of contaminated soil or dust.)
- **Nitrogen Dioxide** (NO_2) is linked to adverse effects on the respiratory system, and it contributes to the formation of ground-level ozone and fine particle pollution. NO_2 forms from mobile source and power plants.
- **Ozone** (O_3) affects the body's respiratory system, especially in children and asthmatics. It is formed when sunlight interacts with emissions from motor vehicles, industry, solvents, and gasoline fumes.
- **Particulate Matter** (fine PM2.5 and coarse PM10) 10 micrometers in diameter or smaller pass through the throat and nose and enter the lungs. Once inhaled, these particles can affect the heart and lungs and cause serious health effects.
  - PM2.5 is made up of pieces of soot, dust, and unburned fuel.
  - PM10 are commonly found near roadways and dusty industries.
- **Sulphur Dioxide** (SO_2) is linked to an array of adverse respiratory effects including bronchoconstriction and increased asthma symptoms. SO_2 emissions come from fossil fuel combustion at power plants and other industrial facilities.

In 2012, EPA strengthened the national air quality health standards for PM2.5. The current standard is 35 micrograms per cubic meter of air. On October 1, 2015, EPA also strengthened the NAAQS for ground-level ozone to 70 parts per billion.

Air Quality Monitoring

The Washington Department of Ecology (ECY) monitors sites throughout the state and has also placed a permanent air quality monitor in the Walla Walla Valley, as can be seen in the website snap shot below



Source: https://fortress.wa.gov/ecy/enviwa/

To keep the public informed, ECY also designed a Washington Air Quality Advisory (WAQA), which incorporates impacts from particle pollution (PM2.5 and PM10), ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide. (Please note that the Oregon Department of Environmental Quality (ODEQ) does not currently operate a permanent monitoring site within the study area.)

Attainment Status

At this time, the Walla Walla Valley is an air quality attainment area and does not violate any of the NAAQS primary or secondary standards. However, as particulate matter is the dominant pollutant in Walla Walla County as well as in the neighboring Benton and Dayton counties, the WWVMPO/SRTPO will monitor a possible increase in air toxics concentration within the region and remain alert to any further changes to NAAQS thresholds.

Prime Farmland

In cooperation with other interested federal, state, and local government organizations, the U.S. Department of Agriculture (USDA) Natural Resources Conservation Service has inventoried prime and unique farmlands in an effort to identify the extent and location of important agricultural lands that can be used for the production of the nation's food supply. **Prime farmland** is defined as land that is not urban or built-up land or located in water areas and has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. Associated soil quality, growing season, and moisture supply are sufficient to feasibly produce sustained high yields when properly managed management. **Unique farmlands** are used for the production of specific high-value crops, and possess a special combination of physical and chemical characteristics needed for the economical production of sustainable high yields of specialized crops, such as nuts, fruits, or vegetables.

A significant portion of soils within the Walla Walla Valley is composed of loess soil deposits and Missoula Flood outwash. Loess soils are full of minerals, can be easily tilled, and extremely fertile. As agriculture is a major component of the region's economic base, the preservation of high-quality agricultural lands is of utmost importance.

Parks and Open Spaces

Walla Walla Valley residents enjoy many parks, recreational facilities, and scenic resources available throughout the area, all of which are considered beneficial resources and essential contributors to the region's quality of life. Parks and open spaces are managed by a variety of agencies and entities. The following provides a brief overview:

- National Park Service
  - Whitman Mission National Historic Site
  - Lewis and Clark National Historic Trail
  - Wallula Gap National Natural Landmark
- U.S. Department of Agriculture
  - Umatilla National Forest
- U.S. Army Corps of Engineers
  - Boating – Ayer Boat Basin, Ice Harbor Lock and Dam, Lower Monumental Lock and Dam, and Matthews Boat Ramp (15 acres)
  - Day Use Facilities – Mill Creek/Bennington Lake Recreational Area, Rooks Park, Shoreline Road, and South Shore
  - Camping – Charbonneau Park (244 acres) and Fishhook Park (46 acres)
  - Habitat Management Units – Hollebeke and Walker (117 acres)

- U.S. Fish and Wildlife Service
  - McNary National Wildlife Refuge
- Municipalities
  - College Place – three parks (total of 21.5 acres)
  - Milton-Freewater – several parks, a sports complex, and a golf course (total of 53 acres)
  - Prescott – 2-acre community park
  - Waitsburg – 2-acre neighborhood park and 14-acre conservancy site
  - Walla Walla – 18 parks, a sports complex, and a golf course (total of 596.6 acres)
- Schools and Higher Education Facilities
  - Local schools, colleges and universities provide an additional 273.7 acres of open space
- Privately managed open space resources include country clubs, cemeteries, memorial gardens, and private parks

As transportation improvements are considered, it is important to ensure that new infrastructure does not encroach upon these parks and reserved open spaces. Parks and open spaces are shown alongside wetlands and flood hazard zones in Figure 20.

Wetlands and Flood Hazard Zones

The transportation network can have significant impacts on the natural environment during the operation, maintenance, and even construction of roadways, particularly through storm water run-off and habitat impacts.

Within the Walla Walla Valley, numerous flood hazard zones exist, which experience periodic flooding within the low-lands adjacent to rivers and creeks. Through extensive settlement and agricultural activities, only few wetlands remain undisturbed; a large portion of remaining wetlands, particularly those of high quality, are managed or owned by state or federal authorities. Unlike flood hazard zones, wetlands are inundated by surface or ground water frequently enough to support certain types of vegetation or aquatic life that require moisture-saturated soil conditions.

- Based on Federal Emergency Management Agency information, approximately 18,160 acres are considered flood hazard zones and either within the floodway or the base flood elevation zone.
- According to the National Wetlands Inventory, 1,033 wetland features exist within the study area.

The placement of transportation facilities within or near flood hazard zones, wetlands, or other environmentally-sensitive areas is strongly discouraged. According to Section 404 of the Clean Water Act, permits may be required for any development, including roadways, which affect designated wetlands and other bodies of water.

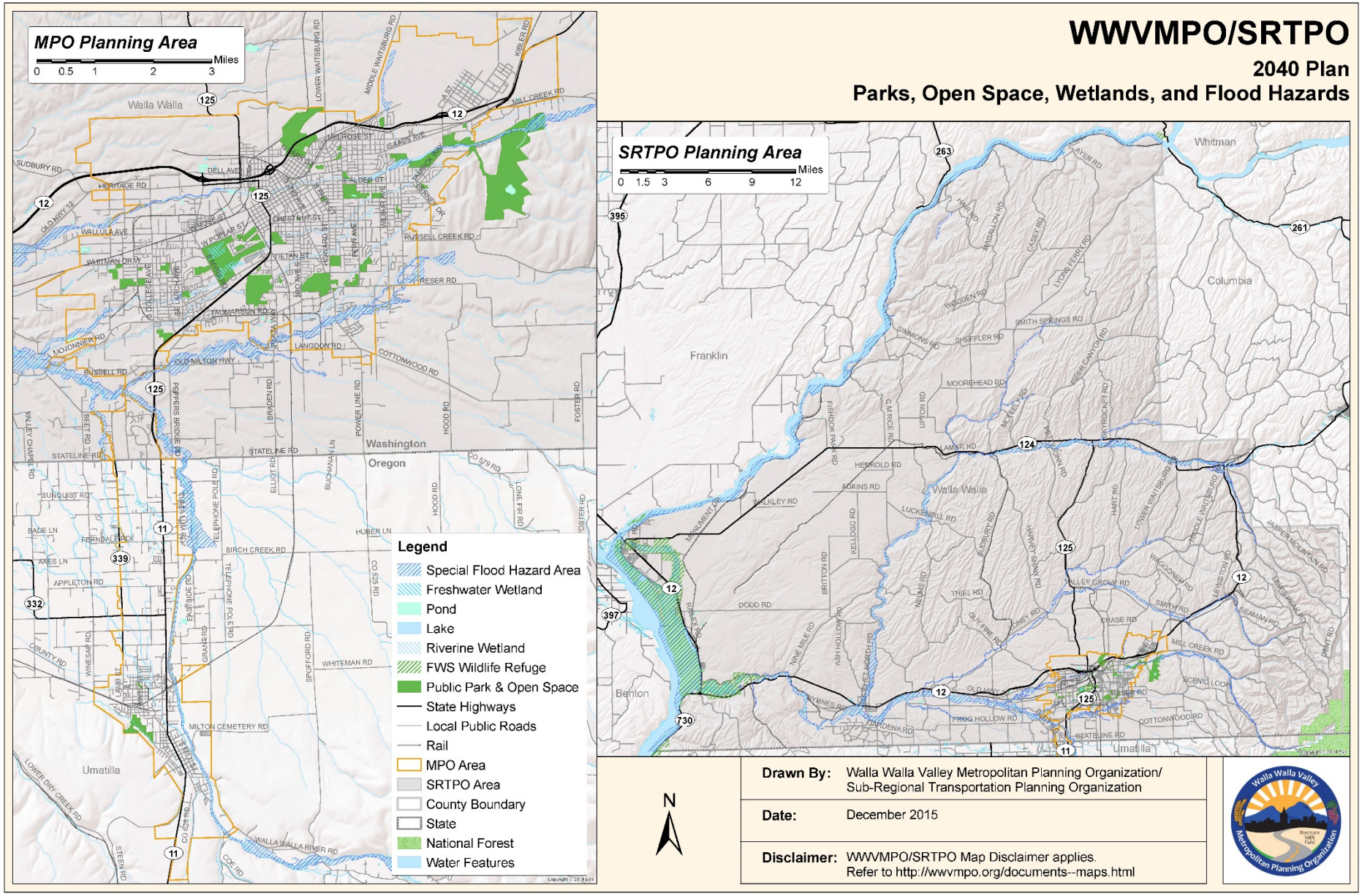
Endangered Species

The Walla Walla River and the Touchet River watershed supports bull trout and steelhead, which are considered threatened species under the Federal Endangered Species Act.

Within the 15,000-acre McNary National Wildlife Refuge and Recreation Area rare and endangered birds can be found, as well as the bald eagle and peregrine falcon. For a complete listing of federally listed, endangered or threatened species, please refer to Appendix B.

Source: U.S. Fish and Wildlife Service

Figure 20: Natural Resources and Critical Areas



Source: City of Walla Walla, OR Explorer, Washington State Department of Ecology, U.S. Department of Agriculture, and U.S. Fish and Wildlife Service

Environmental Mitigation

Federal transportation planning requirements call for a discussion of potential environmental mitigation activities, and potential areas to carry out these activities as part of the long-range planning process. Emphasis should be placed on activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan. According to MAP-21, the discussion is to be developed in consultation with federal, state, and tribal wildlife, land management, and regulatory agencies, and discussed environmental mitigation strategies are intended to be regional in scope, and therefore do not necessarily address potential project-level impacts.

Potential Environmental Mitigation Strategies

Although detailed impact studies are conducted and associated mitigation strategies are assessed once projects move from the planning into the design phase, appropriate mitigation strategies for potential impact scenarios can be discussed at the conceptual stage. Sequencing of impact mitigation typically includes the following:

- **Avoid** the impact altogether by altering project design or alignment, and not implementing a project or part of a project;
- **Minimize** impacts by limiting the extent and magnitude of the project, its implementation, or its construction envelope;
- **Rectify** the impact by repairing, rehabilitating, or restoring the affected environment;
- **Reduce or eliminate** the impact over time by preservation and maintenance operations during the life of the project; and/or
- **Compensate** for the impact by replacing or providing substitute resources or environments.

Potential environmental mitigation activities should also cover project related construction phasing and staging, and may include the minimization of site disturbances through modifying timing, design, and alignment, or eliminating certain project features. Commonly impacted resources and applicable potential mitigation measures and areas are shown in Table 13.

Table 13: Potential Resource Impacts and Associated Mitigation Measures

Affected Resource	Potential Mitigation Measure	Potential Mitigation Areas
Farmland	Potential mitigation measure focus on saving productive farmland through land swapping, fencing replacement or improvement, moving or replacement of farm buildings, replacement or improvement of pasture water resources, or improved access to fields and pastures; in addition, the timing of construction activities or the reimbursement of lost farm income may be considered.	Of particular interest for impact avoidance are parcels of prime farmland. The determination of mitigation approach and potential areas for implementation is project specific, and may occur on- or off-site.
NRHP List or Eligible Sites	Examples of applicable mitigation measures include context sensitive solutions and design modifications, reduction in visual impacts, integration of interpretive displays or educational activities, archeological studies or data recovery, photo documentation or archival recordation, or relocation of historical buildings and bridges.	Historical resource impacts are primarily mitigated on-site and on an individual project or resource basis; compensatory mitigation measures are generally not as prevalent as they are for natural resources.

Affected Resource	Potential Mitigation Measure	Potential Mitigation Areas
Parks and Open Space	Mitigation measures for publicly owned parks, recreation areas, wildlife refuges, or historical sites may include relocation or upgrade of park facilities, purchase of replacement park, expansion of nearby park facility, inclusion of design elements to minimize impacts, landscaping, context sensitive solutions, or advanced land banking.	The Department of Transportation Act - Section 4(f) stipulates that all feasible and prudent alternatives and all possible actions to minimize harm must be considered. Measures and areas for mitigation implementation are determined in consultation with the affected jurisdiction.
Wetlands	Avoidance, minimization, and compensation are key elements of wetland mitigation activities; mitigation banking should be considered to compensate for unavoidable losses.	On-site mitigation is preferable; if not possible, a watershed approach should be utilized; mitigation banks have been established within Oregon and Washington State; however, the study area is not currently served by a designated mitigation bank.
Perennial and Intermittent Streams	Measures should be designed to restore and enhance stream use through channel restoration, bank stabilization, natural stream design, riparian buffer plantings, fish and aquatic habitat improvements, use of specialized culverts, specialized agricultural crossings and fencing, dam removal, drainage remediation, bridge pier removal, and avoidance of in-stream construction work.	Mitigation actions and potential areas for implementation are typically determined during the Clean Water Act - Section 404 permit review process.
Endangered or Threatened Species	Mitigation measures may include specific actions to protect species, preserve or enhance habitats, establish buffer areas, avoid planting food species near roadways, or provide fencing and fauna underpasses; specifically, tree clearance may be restricted, construction activities may occur outside of nesting or spawning season; rare plant species may be relocated; and conservation banking may be used.	Mitigation actions and potential areas for implementation are typically discussed during the consultation process required under the Endangered Species Act - Section 7.

The potential mitigation measures are refined and expanded as project-level impacts are addressed during preliminary engineering and design, and mitigation measures and specific areas for their implementation are determined prior to the implementation of each 2040 Plan project.

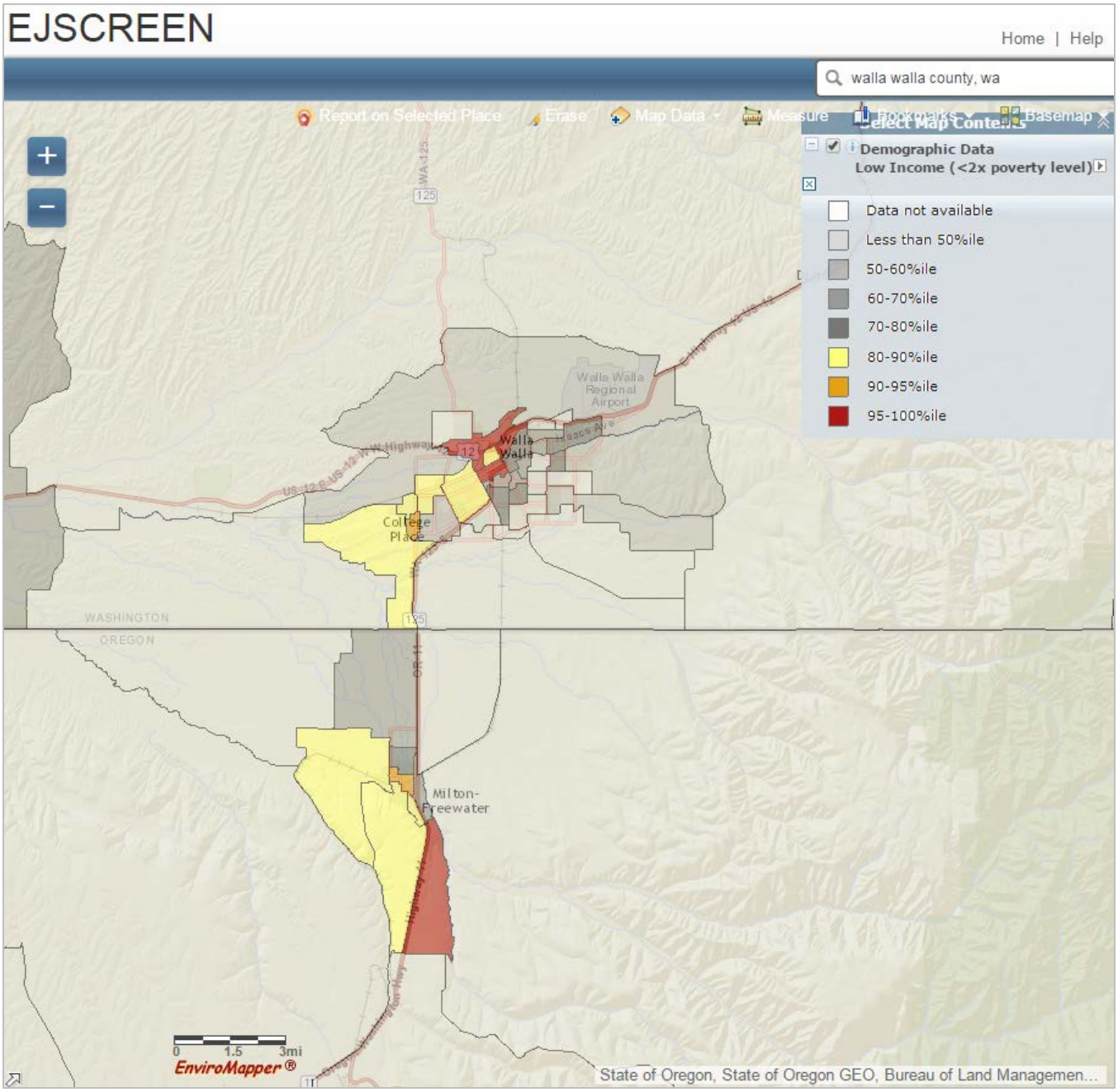
Visualization of Potential Areas of Impact

EJSCREEN and NEPAssist were used to pre-screen for potential impacts and aid in their visualization.

Environmental Justice Analysis and EJSCREEN

The Environmental Protection Agency (EPA) has developed an environmental justice (EJ) mapping and screening tool called EJSCREEN. This tool incorporates various Census and EPA datasets on demographic, health, environmental, and facility-level information, and generally allows users to create maps and detailed reports on potential impacts of transportation projects on human and environmental health within a community or region.

Following the project ranking and fiscal constraint analysis detailed in the *Project Prioritization* and *Financial Plan* chapters, 117 roadway, pedestrian, and bicycle, and 44 transit projects were selected for inclusion in the Plan. Of these projects, 31 directly impact identified EJ areas. However, based on the nature and forecasted effect of these transportation improvements, a disproportionally high and adverse impact is not anticipated.



Community and Natural Resource Impact Analysis and NEPAssist

NEPAssist is a web-based mapping and screening application, also developed by EPA. It is designed to facilitate the environmental review and project planning process with regard to environmental considerations. The tool incorporates environmental data from EPA's Geographic Information System databases and web services, and provides immediate screening of environmental assessment indicators, such as hazardous waste facilities, superfund sites, brownfields, NRHP registered historical sites, wetlands, streams and waterbodies, critical habitats, air quality data, and other environmentally relevant data sets. The tool generally allows users to generate maps and detailed reports on potential impacts.

Based on the review of the 2040 Plan's 117 roadway, pedestrian, and bicycle projects, the planned transportation improvements most commonly impact flood hazard zones.

Final Environmental Scan of Proposed Projects

Although EJSCREEN and NEPAssist were used for the initial screening of potentially impacted resources, the WWVMPO/SRTPO study area turned out to be too large for either web-based tool, which prevented them from generating detailed reports of the potential impacts. Nonetheless, based on the EJSCREEN and NEPAssist findings, the relevant Geographic Information System (GIS) data for the various data layers incorporated in either application was acquired from the respective resource agencies. The subsequent spatial analysis involving the 2040 Plan projects was then completed in-house. Table 14 provides an overview of the results.

Table 14: Environmental Scan Results for Potential Impacts

			By Project Type							
Environmental Resource	**Assumption**	**Number of Impacting Projects**	Bridge	Capacity	Intersection	Non-Motorized	Reconstruction	Safety	Signalization	Other
Census - Minority Block Group	Through or directly adjacent	0								
Census - Low-Income Block Groups	Through or directly adjacent	31	3	4	2	13	5	1	3	
National Register of Historic Places - Sites	Within 100 feet	7		3		3	1			
Parks and Open Space	Within 100 feet	20		4		7	8		1	
Parks and Open Space	Through	1				1				
Wildlife Refuge	Within 100 feet	2					1	1		
Wetlands and Sensitive Aquatic Areas	Within 100 feet	12	5	2		3	2			
Flood Hazard Zones	Through or directly adjacent	95	15	14	3	14	37	6	4	2
EPA - Regulated Facilities and Cleanup Sites	Within 100 feet	0								

Most commonly, the planned transportation improvement projects intersect with flood hazard zones. These and all other potential conflicts will have to be addressed during the final design and implementation of each project.

Financial Plan

Fiscal feasibility is a significant priority in determining the final list of 2040 Plan transportation improvements. Federal and state requirements mandate that the 2040 Plan be fiscally constrained and only include projects that can reasonably be expected to have adequate funding, but certain projects also require that local entities provide matching funds in order to receive state or federal funds. The process for establishing both reasonably estimated costs and revenues is therefore critical for the creation of a fiscally feasible and viable long-range transportation plan. The following financial analysis represents an order of magnitude analysis of revenues that are reasonably expected to be available for transportation investments during the horizon of the 2040 Plan. Also considered is the cost associated with the maintenance of current infrastructure, and the resulting, remaining funds that can be used for the implementation of additional improvements.

Transportation Funding Sources

The 2040 Plan is funded from a variety of **federal, state, and local sources**, which are described in more detail in Appendix C. It is important to note that certain funding sources can only be used for specific project types or locations, such as Federal Transit Administration funding for public transportation projects or National Highway Performance Program for projects on improvements on the National Highway System.

It is also important to note that not all state and locally funded projects have to be programmed in the plan. However, if state or local funds are used to match federal dollars; support projects that require federal approval or other federal action; or projects are of regional significance; then they must be included in the regional plan.

Revenue and Cost Analysis

Multiple steps are involved in the financial analysis and subsequent fiscal constraint required for the 2040 Plan.

Revenue and Cost Information

The WWVMPO/SRTPO worked with its member entities to gather historical revenue and cost information to aid in the development of the financial plan.

- Entities provided recent year budgets and/or historical revenue averages by funding source. All compiled revenue streams were assessed as to their likelihood of future availability.
- Recent year maintenance expenditures were also provided by WWVMPO/SRTPO member entities and were aggregated based on the applied preservation method.
- Submitted as part of the 2040 Plan call for projects, proposed improvements were accompanied by a current-year cost estimate.

Year-of-Receipt and Year-of-Expenditure Inflation

Federal requirements call for the consideration of inflation impacts on transportation revenues and project costs. Estimated revenues must therefore account for their year-of-receipt, whereas projected projects costs must be calculated in year-of-expenditure dollars.

Revenue Growth Estimation

In order to estimate year-over-year revenue growth, WWVMPO/SRTPO staff reviewed recent year transportation funding allocations of annual Surface Transportation Program (STP), Transportation Alternatives Program (TAP), and Federal Transit Administration (FTA). It is important to note that federal funding information was only available for federal fiscal years 2014 and 2015 since the WWVMPO/SRTPO began operating in 2013. More extensive information is available from local entities for state and local revenue streams. However, in light of the limited historical information on federal funding, as well as flat state and local funding, WWVMPO staff recommended keeping transportation **revenue growth at zero percent** over the life of the plan, with the exception of Valley Transit's local transit revenues stemming from sales tax.

Cost Growth Projections

Cost is defined as the total project cost, which includes: planning (e.g. environmental and functional studies); engineering costs (e.g. preliminary engineering and design); preconstruction activities (e.g. line and grade studies, right-of-way acquisition, and corridor preservation); construction activities, and potential contingencies.

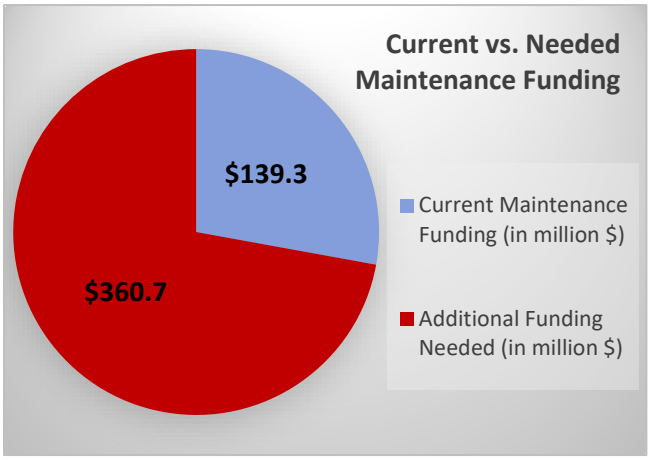
In order to determine increases in cost over time, WWVMPO/SRTPO staff conducted research on historical cost inflation. Such factors are available only for larger geographic areas, which encompass cities in Washington that are not necessarily representative of the member entities of Walla Walla Valley. In the absence of specific local inflation information, staff suggested using a **cost inflation factor of four percent annually**, which is in line with average cost inflation supported by FHWA and FTA. This annual cost inflation factor was subsequently applied to systemwide preservation of existing infrastructure and the implementation of new improvements.

Accounting for Systemwide Maintenance Costs

Existing system preservation costs were accounted for ahead of new project expenditures through the listing of anticipated transit asset replacements or, in the case of roadway infrastructure, through systemwide estimation.

Roadway maintenance expenditures for recent improvements were aggregated and then averaged based on the specific preservation methods employed. Using systemwide information on lane-miles by facility type and ownership for existing roadways aided in the development of several maintenance scenarios that were presented to the Technical Advisory Committee (TAC) for evaluation and potential inclusion in the 2040 Plan. It should be noted that all scenarios account for the four percent annual inflation determined for all transportation costs.

- **Scenario A** accounts for seven-year cycle, chip seal improvements on all regionally significant roadways. Over the life of the plan, Scenario A would have cost $236.7 million.
  - This scenario was rejected by the TAC as unrealistic, as it did not account for more extensive preservation efforts on higher-level roadways, such as state highways.
- **Scenarios B and C** account for seven-year cycle, chip seal improvements and one pavement rehabilitation cycle on significant roadways. Over the life of the plan, Scenario B would provide pavement rehabilitation on all significant roadways and cost $500.0 million, whereas Scenario C would provide pavement rehabilitation on 25 percent of regionally significant roadways at a cost of $302.5 million.
  - Although Scenario B was acknowledged as an ideal, 'by-the-book' maintenance scenario, both B and C were rejected by the TAC as unrealistic based on available funding.
- Scenario D accounts for ten-year cycle, chip seal improvements on all significant roadways and 15-year cycle, pavement rehabilitation on select state highways. Over the life of the plan, Scenario D accounts for $139.3 million in preservation activities.
  - This scenario was produced based on TAC feedback related to current maintenance efforts, and has been incorporated into the financial plan for fiscal constraint purposes.



WWVMPO/SRTPO TAC as well as Policy Board members have acknowledged that although the systemwide maintenance Scenario D is a realistic portrayal of **ongoing preservation activities**, the current maintenance efforts **fall short of what is needed to substantially improve the condition** of existing roadway, pedestrian, and bicycle infrastructure throughout the region.

Fiscal Constraint

The fiscal constraint analysis uses the previously developed revenue estimates and systemwide maintenance costs to account for the funding available for the implementation of additional transportation improvements. Revenue estimates for roadway, pedestrian, and bicycle infrastructure, as well as public transportation services and assets, are shown in Tables 15 and 16.

Table 15: 2040 Plan Estimated Revenues for Roadway-Pedestrian-Bicycle Infrastructure

0% Revenue Growth/Year					
Washington MPO/SRTPO Area		5 years	10 years	10 years	**25 years**
	Source	2016-2020	2021-2030	2031-2040	**2016-2040**
Federal	STP	$ 5,106,745	$ 10,213,490	$ 10,213,490	**$ 25,533,725**
	TAP	$ 341,620	$ 683,240	$ 683,240	**$ 1,708,100**
	NHPP	$ 5,066,235	$ 10,132,470	$ 10,132,470	**$ 25,331,175**
	HSIP	$ 262,250	$ 524,500	$ 524,500	**$ 1,311,250**
	Other	$ 1,613,650	$ 3,227,300	$ 3,227,300	**$ 8,068,250**
State	CWA	$ 147,979,000	$ 24,592,000		**$ 172,571,000**
	TIB	$ 3,371,144	$ 6,742,288	$ 6,742,288	**$ 16,855,720**
	CRAB	$ 2,639,490	$ 5,278,980	$ 5,278,980	**$ 13,197,450**
	Other	$ 2,756,515	$ 5,513,030	$ 5,513,030	**$ 13,782,575**
Local	County	$ 38,611,950	$ 77,223,900	$ 77,223,900	**$ 193,059,750**
	City	$ 10,602,648	$ 21,205,296	$ 21,205,296	**$ 53,013,240**
	TBDs	$ 3,537,500	$ 2,122,500		**$ 5,660,000**
WA - Total Funding		**$ 221,888,747**	**$ 167,458,994**	**$ 140,744,494**	**$ 530,092,235**

0% Revenue Growth/Year					
Oregon MPO Area		5 years	10 years	10 years	**25 years**
	Source	2016-2020	2021-2030	2031-2040	**2016-2040**
Federal	STP	$ 510,494	$ 1,020,988	$ 1,020,988	**$ 2,552,470**
	Other	$ 107,102	$ 214,203	$ 214,203	**$ 535,509**
State	Other	$ 2,399,433	$ 4,798,866	$ 4,798,866	**$ 11,997,165**
Local	County	$ 30,000	$ 60,000	$ 60,000	**$ 150,000**
	City	$ 100,000	$ 200,000	$ 200,000	**$ 500,000**
OR - Total Funding		**$ 3,147,029**	**$ 6,294,057**	**$ 6,294,057**	**$ 15,735,144**

STP – Surface Transportation Program, TAP – Transportation Alternatives Program, NHPP – National Highway Performance Program, HSIP – Highway Safety Improvement Program
CWA – Connecting Washington, TIB – Transportation Improvement Board, CRAB – County Road Administration Board
TBD – Transportation Benefit District

Table 16: 2040 Plan Estimated Revenues for Public Transportation Services and Infrastructure

		0% Revenue Growth/Year for Federal or State Funds and 3.2% for Local Funds			
Valley Transit		5 years 2016-2020	10 years 2021-2030	10 years 2031-2040	**25 years 2016-2040**
Operating	Fed	$ 800,000	$ 2,000,000	$ 2,000,000	**$ 4,800,000**
	State	$ 1,075,000	$ 2,150,000	$ 2,150,000	**$ 5,375,000**
	Local	$ 23,541,096	$ 66,172,760	$ 89,126,401	**$ 178,840,257**
Capital	Fed	$ 6,766,203	$ 10,063,218	$ 19,261,130	**$ 36,090,551**
	State	$ 762,882	$ 241,540	$ 356,566	**$ 1,360,988**
	Local	$ 3,497,259	$ 1,674,890	$ 2,674,974	**$ 7,847,123**
WA - Total Transit Funding		**$ 36,442,440**	**$ 82,302,408**	**$ 115,569,071**	**$ 234,313,919**

		0% Revenue Growth/Year			
Milton-Freewater Public Transportation		5 years 2016-2020	10 years 2021-2030	10 years 2031-2040	**25 years 2016-2040**
Purchased Services	Fed	$ 973,235	$ 1,946,470	$ 1,946,470	**$ 4,866,175**
	State	$ 649,270	$ 1,298,540	$ 1,298,540	**$ 3,246,350**
	Local	$ 1,203,783	$ 2,407,565	$ 2,407,565	**$ 6,018,913**
OR - Total Transit Funding		**$ 2,826,288**	**$ 5,652,575**	**$ 5,652,575**	**$ 14,131,438**

Using the revenue estimates as a starting point, systemwide maintenance activities, as well as recurring transit operations, replacement, or purchased services costs, were deducted to determine the level of funding available for the implementation of the proposed 2040 Plan projects. Tables 17 and 18 provide an overview of the fiscal constraint for roadway, pedestrian, bicycle, and public transportation improvements, respectively for each of the 2040 Plan phases.

Table 17: 2040 Plan Fiscal Constraint Overview for Roadway, Pedestrian, and Bicycle Improvements

Washington MPO/SRTPO Area		
Short-term Phase		
Total Estimated Revenue	$	221,888,747
Estimated Systemwide Maintenance	$	14,153,808
Project Cost	$	207,668,067
Balance	$	66,872
Medium-term Phase		
Total Estimated Revenue	$	167,525,866
Estimated Systemwide Maintenance	$	46,041,902
Project Cost	$	121,001,767
Balance	$	482,197
Long-term Phase		
Total Estimated Revenue	$	141,226,691
Estimated Systemwide Maintenance	$	71,186,829
Project Cost	$	69,136,489
Balance	$	903,373
2040 Plan Total		
Total Revenue	$	530,092,235
Total Maintenance	$	131,382,539
Total for Projects	$	397,806,323
Total Balance	$	903,373

Oregon MPO Area		
Short-term Phase		
Total Estimated Revenue	$	3,147,029
Estimated Systemwide Maintenance	$	163,029
Project Cost	$	2,984,000
Balance	$	-
Medium-term Phase		
Total Estimated Revenue	$	6,294,057
Estimated Systemwide Maintenance	$	3,789,447
Project Cost	$	1,883,609
Balance	$	621,001
Long-term Phase		
Total Estimated Revenue	$	6,915,059
Estimated Systemwide Maintenance	$	4,609,334
Project Cost	$	2,062,178
Balance	$	243,547
2040 Plan Total		
Total Revenue	$	15,735,144
Total Maintenance	$	8,561,809
Total for Projects	$	6,929,788
Total Balance	$	243,547

Note: The above shown revenue estimates and systemwide maintenance costs are purposefully conservative, as they are based on limited historical data.

It should also be noted that the systemwide maintenance costs do not include bridge rehabilitation, as those improvements are location dependent and could not be captured on a systemwide basis.

Table 18: 2040 Plan Fiscal Constraint Overview for Public Transportation Improvements

Valley Transit		
Short-term Phase		
Total Estimated Revenue	$	36,442,440
Operating Cost	$	25,416,096
Capital Revenue	$	11,026,344
Replacement Cost	$	4,288,668
New Capital Purchases	$	3,716,271
Balance	$	3,021,405
Medium-term Phase		
Total Estimated Revenue	$	85,323,813
Operating Cost	$	70,322,760
Capital Revenue	$	11,979,648
Replacement Cost	$	12,314,050
New Capital Purchases	$	-
Balance	$	2,687,003
Long-term Phase		
Total Estimated Revenue	$	118,256,074
Operating Cost	$	93,276,401
Capital Revenue	$	22,292,670
Replacement Cost	$	24,976,158
New Capital Purchases	$	-
Balance	$	3,515
2040 Plan Total		
Total Revenue	$	234,313,919
Total Cost	$	234,310,404
Total Balance	$	3,515

Milton-Freewater Public Transportation		
Short-term Phase		
Total Estimated Revenue	$	2,826,288
Cost for Operation and Purchased Services	$	2,826,288
Balance	$	-
Medium-term Phase		
Total Estimated Revenue	$	5,652,575
Cost for Operation and Purchased Services	$	5,652,575
Balance	$	-
Long-term Phase		
Total Estimated Revenue	$	5,652,575
Cost for Operation and Purchased Services	$	5,652,575
Balance	$	-
2040 Plan Total		
Total Revenue	$	14,131,438
Total for Operation and Purchased Services	$	14,131,438
Total Balance	$	-

Note: The above shown revenue estimates and operating/capital costs are purposefully conservative, as they are in part based on limited historical data.

Project Prioritization

Funding for regional transportation projects is limited, and it is important to have an effective project prioritization process in place that emphasizes the region's vision and goals. The WWVMPO/SRTPO employs a qualitative project prioritization approach that is specifically tied to the transportation priorities gathered from the public, the feedback provided by stakeholders, and the local expertise contributed by each member entity. The resulting 2040 Plan list of projects is therefore a reflection of transportation needs and regional vision.

Planning Factors, Goals, Objectives, and Project Selection Criteria

The Walla Walla Valley transportation planning process considers all eight federal planning factors, described in the earlier section on *Federal Transportation Planning Requirements*. However, in order to determine which of these planning factors play a more significant role within the region, the WWVMPO/SRTPO conducted visioning workshops, stakeholder consultations, and member entity interviews. Based on the feedback of all outreach activities, a clear definition of particular focus areas and the regional transportation vision was formulated. The resulting goals and objectives provided the overarching framework for subsequent policy formulation and guidance for the project selection process.

Building on these regional transportation goals and objectives, a subgroup of the Technical Advisory Committee developed various iterations of project selection criteria to determine what each project should accomplish to promote a specific transportation goal or objective. Since many of the proposed projects are still conceptual in nature and detailed engineering information is not yet available for all, it was determined that a qualitative approach would be more appropriate as it provides an effective approach for all projects across all modes.

Table 19 shows the final 2040 Plan goals, objectives, and associated project selection criteria as approved by the WWVMPO/SRTPO Technical Advisory Committee and the Policy Board. The criteria were subsequently used by each WWVMPO/SRTPO entity to prioritize improvement projects.

Table 19: Goals, Objectives & Criteria

Priority	Goal	Objectives	2040 Plan Criteria
1	**Safety**	Reduce fatalities	Does this project address fatality and injury accidents (automobile, bus, motorcycle, bike, or pedestrian) or a crash hotspot? Does this project improve horizontal and vertical alignment or sight distance issues? Does this project improve design or add safety features (transit bus pullout, pedestrian crossing, buffer area, lighting, etc.)?
		Reduce injury crashes	
		Reduce number of conflict points	
		Improve sight distance	
		Implement clear zone	
		Improve design and maintenance of infrastructure to enhance safety	
2	**System Preservation**	Establish transportation improvement priorities through data collection and analysis	Does this project address known maintenance or condition issues?
		Coordinate timing of maintenance activities with utility work	
		Prioritize preservation over capacity expansion projects	

Priority	Goal	Objectives	2040 Plan Criteria
		Identify and reserve corridors and right-of-way for future transportation facilities and services	
3	**Quality of Life**	Design a transportation system that serves all users	Does this project include a sidewalk, bicycle, carpool/ vanpool, park-and-ride, or transit component?
		Promote walking, biking, and public transportation	
		Ensure that transportation improvements and services are provided equitably	Does this project improve access to an Environmental Justice area (with low income or minority populations)?
4	**Economic Vitality**	Improve accessibility to regional employment and activity centers	Is this project adjacent to a major activity center or does the project improve a thoroughfare connecting significant residential, commercial or industrial sites?
		Encourage visually attractive streetscapes	
		Implement strategies and facilities to support tourism	
		Improve freight transportation options	
5	**Regional Connectivity**	Improve regionally significant corridors and cross-jurisdictional connectivity	Does this project improve a regionally significant corridor?
		Promote consistent design standards	
		Improve coordination among transportation providers	
6	**Connectivity and Continuity**	Close infrastructure or service gaps	Does this project connect “like” infrastructure or provide meaningful new connections?
		Provide meaningful connections between modes	
7	**Efficiency – Connections, Accessibility, and Operations**	Improve traffic operations and maximize network efficiency	Does this project address existing or forecasted congestion and delay issues? Does this project improve operation and maximize efficiency through channelization, traffic control, transit component or other measures?
		Integrate access management principles	
8	**Distinct Community Character**	Improve integration of transportation and land use	Is the project design consistent with nearby land uses and its urban or rural environment?
		Plan right-sized projects in line with expected use and regional growth	
9	**Funding for Maintenance and Improvements**	Identify alternative funding opportunities	Is the project cost reasonable? Are local matching funds available?
		Evaluate operational alternatives ahead of capacity projects	

Development of Unconstrained Project List

The list of proposed projects was developed iteratively in consultation with local and state member agencies. The initial list of projects to be considered for inclusion in the 2040 Plan was developed from a call for projects requested by WWVMPO/SRTPO at the beginning of March 2015. Once all proposed projects were received, an initial project classification process was followed by each agency.

Initial Project Classification

Projects that solely addressed pavement maintenance, and did not include any other improvements, such as widening or the addition of sidewalks and bike routes, were excluded from the prioritization exercise. (Costs related to the upkeep of existing infrastructure are separately accounted for systemwide.) All other transportation improvements were classified by each lead agency as to importance and desired implementation.

- Project Importance
  - High Priority
  - Medium Priority
  - Low Priority
- Year of Implementation
  - Short-term (2016-2020)
  - Medium-term (2021-2030)
  - Long-term (2031-2040)

Ranking of High Priority Projects

Based on the initial revenue forecast for the implementation of 2040 Plan projects, it was estimated that a significant number of projects would fall outside of the fiscal constraint requirements. The members of the TAC sub-committee therefore suggested that only high priority projects should be prioritized in order to improve process efficiency. The approved ranking process was therefore applied only to high priority projects.

1. Projects were evaluated as to how well each one supported each of the nine transportation goals:
   - 3 = project is highly relevant and has a significant, positive impact on the goal
   - 2 = project is relevant and has an average, positive impact on the goal
   - 1 = project has little relevance and only minimal, positive impact on the goal
   - 0 = project has a negative impact on the goal
2. The number of ranking points were then weighted based on the relative importance of each goal and the following weight factors:
   - 5 – Safety
   - 5 – System Preservation
   - 4.5 – Quality of Life
   - 4 – Economic Vitality
   - 3.5 – Regional Connectivity
   - 3.5 – Connectivity and Continuity
   - 3 – Efficiency
   - 3 – Distinct Community Character
   - 2 – Funding

The ranked transportation projects from all WWVMPO/SRTPO agencies were then combined into several lists based on state affiliation and funding source; two lists contained roadway, pedestrian, and bicycle improvements for Oregon and Washington State, respectively, and a third and fourth list contained transit capital and replacement projects. Within each list, the high-priority transportation projects were listed in order from highest to lowest ranking, followed by medium- and low-priority projects.

The resulting, unconstrained lists of projects contained a total of 326 individual transportation improvements for a **total cost of $882.7 million**. However, based on the revenue and maintenance cost analysis included in the *Financial Plan* Chapter, **only $451.2 million are available** for construction and capital improvements.

Plan Recommendations

The following sections provide a summary overview of the policy recommendations listed in the individual modal chapters of the 2040 Plan. Also included are the transportation improvements projects that have been selected for implementation as part of the fiscally constrained, long-range transportation plan for the Walla Walla Valley.

Policy Recommendations

The following policy recommendations are supportive of the goals of the 2040 Plan. Implementation of many of these policies requires support and adoption at the local level. It is recognized that not all entities will choose to implement every recommendation and that not all recommendations are appropriate in all areas of the region. Many recommendations are multimodal in nature and support the vision of a safe, connected, and efficient transportation system for all users. Policy recommendations for each target area are listed in priority order.

Pedestrian and Bicycle

- Conduct a regional bicycle and pedestrian study, and implement identified recommendations and improvements to design effective and efficient corridors for a bikeable and walkable community.
- Make streets and intersections safer for pedestrians and cyclists.
- Improve maintenance of bike routes and sidewalk facilities.
- Improve connectivity to major destinations and natural resource areas.
- Encourage a Context-Sensitive Solutions approach.
- Promote the retrofitting of existing roadways with pedestrian and bicycle infrastructure.
- Based on data obtained through the compilation of a bicycle and pedestrian inventory and a regional study, develop and adopt a regional methodology for evaluating the level of service for non-motorized transportation.

Public Transportation

- Improve service overlap and provider coordination.
- Conduct a regional transit study with a particular focus on rural public transportation; implement identified recommendations and improvements.
- Increase transit accessibility and connectivity to pedestrian and bicycle infrastructure.
- Improve public awareness of available service.
- Extend service hours for transit.
- Increase transportation options to and from the airport.
- Based on data obtained through the completion of a regional transit study, develop and adopt a regional methodology for evaluating the level of service for public transportation.

Intermodal Freight and Interregional Passenger Transport

- Establish Myra Road as a primary truck route.
- Discourage freight truck traffic on non-freight routes and improve identification of primary truck routes.
- Encourage the Port of Walla Walla and WSDOT to continue the Grain Train program.
- Encourage WSDOT to seek funding to complete Phase 8 of the widening of U.S. 12.

Roadway

- Increase maintenance of existing roads and bridges, and improve core transportation infrastructure.
- Increase safety and prevent loss of life, and adopt ‘Target Zero’ as performance measure for the WWVMPO/SRTPO area.
- Provide a comprehensive update to the Long-Term Arterial Plan.
- Support a Context Sensitive Solutions approach to project development.

- For the Washington portion of the study area, adopt LOS D within and LOS C outside of the urbanized area for all regionally significant roadways, which is reflective of the standards set by WSDOT for the state highway systems.
- Within the Oregon portion of the study area, adopt the volume-to-capacity (V/C) ratio 0.90 on regional highway-freight routes and 0.95 on regional highways, district, and local interest roads, which is reflective of the standards set by ODOT.

Maintenance and Operations

- Encourage WWVMPO/SRTPO entities to consider cost-effective Travel Demand Management and Transportation System Management & Operations strategies prior to investing in roadway capacity improvements.
- Consider giving funding preference to projects that incorporate Travel Demand Management and Transportation System Management & Operations strategies.

Safety and Security

Safety

- Encourage WWVMPO/SRTPO entities to identify and implement relevant State Highway Safety Plan strategies.
- Consider giving funding preference to projects that incorporate safety improvements.

Security

- Assess the most significant threats, high-potential targets, and least hardened infrastructure elements within the WWVMPO/SRTPO area.
- Participate in regular reviews of and updates to emergency management plans.

Project Recommendations

Based on the process described in the *Project Prioritization* Chapter, all transportation improvement projects proposed for inclusion in the 2040 Plan were ranked in terms of how well they address each of the nine regional transportation goals. Based on projected revenues and maintenance costs described in the *Financial Plan* Chapter, only select, higher-ranked projects are anticipated for implementation as part of the fiscally feasible plan:

- 117 roadway, pedestrian, and bicycle improvements, covering more than 90 miles of roadways and trails
- 44 transit improvements, including new capital purchases and replacement of existing assets

Roadway, Pedestrian, and Bicycle Improvements

Fiscally constrained roadway, pedestrian, and bicycle facility projects are listed in Tables 20 and 21 for Washington State and Oregon, respectively. Each "Map Key" contained in the tables relates to the corresponding project shown in Figures 21 through 23, which display transportation improvements by 2040 Plan phase.

Public Transportation Improvements

The fiscally constrained lists for Valley Transit new capital and replacement projects are shown in Tables 22 and 23. (Please note: At the time the 2040 Plan was developed, Milton-Freewater Public Transportation did not anticipate any new capital purchases or replacement of transit assets, and all available funding was directed towards the operation and maintenance of existing assets and services.)

Unfunded Improvements

The remaining 11 transit and 154 roadway, pedestrian, and bicycle projects initially proposed for inclusion in the 2040 Plan cannot be implemented with the estimated available revenues. The unfunded projects are included in an **Illustrative List** in Appendix D. As additional funds become available, these projects may be considered for implementation as part of the 2040 Plan.

Table 20: Fiscally Constrained List of Roadway/Bicycle/Pedestrian Projects (Washington MPO/SRTPO Area)

Map Key	Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority	YOE Cost
Short-term Phase 2016-2020								
Not Mapped	Walla Walla	2015 Walla Walla Pedestrian Improvements				$155,924	TIP	$155,924
SW-01	Waitsburg	Main Street Bridge Replacement	E. 1st St	Front Street	Replacement of the Main Street Bridge	$1,700,000	TIP	$1,700,000
SW-02	Waitsburg	Waitsburg Sidewalk Improvements	Academy	E. 8th	Sidewalk Installation	$38,341	TIP	$38,341
SW-03	WW County	Mill Creek Road, Mill Creek Bridge	8.00	9.40	Reconstruct road. Replace bridge	$6,000,000	TIP	$6,000,000
SW-04	WW County	Foster Road	1.00	2.00	Realign and widen road	$460,000	TIP	$460,000
SW-05	WW County	Middle Waitsburg Road	3.00	3.20	Realign and widen road	$200,000	TIP	$200,000
SW-06	WW County	Mill Creek Road	3.96	4.36	Realign and widen road	$400,000	TIP	$400,000
SW-07	WW County	Blue Creek Bridge, Mill Creek Road	5.80	6.50	Reconstruct road. Replace bridge	$2,500,000	TIP	$2,500,000
SW-08	WSDOT	SR 125/Plaza Way			Intersection improvements	$3,900,000	TIP	$3,900,000
SW-09	WSDOT	US 12	Wallula	Nine Mile Hill	Build new highway (PE & RW)	$34,000,000	TIP	$34,000,000
SW-10	WSDOT	US 12 (Phase 7)	Nine Mile Hill	Frenchtown Vic (1,000 f	Build new highway (CN)	134,807,000	TIP	$134,807,000
SW-11	WSDOT	SR 125/OR stateline to 12th Ave N	Stateline	12th Ave N	ADA compliance	$629,425	TIP	$629,425
SW-12	WSDOT	SR 125 Spur/N 13th Ave to Myra Rd	N 13th Ave	Myra Rd	ADA compliance	$116,789	TIP	$116,789
SW-13	WSDOT	US 12/Walla Walla	Crawford Dr	Fraizier Dr	Noise walls	$1,634,505	TIP	$1,634,505
SW-14	WSDOT	US 12/Walla Walla			Wellington Ave noise walls	$1,564,292	TIP	$1,564,292
FALSE	WSDOT	SR 128 et al/SE Washington			Centerline rumble strips	$350,192	TIP	$350,192
SW-15	WSDOT	SR 124/W of Bolles Rd vicinity			Railroad crossing improvements	$2,472,300	TIP	$2,472,300
SW-16	WSDOT	SR 124/Monument Dr/RR Xing - Construct				$8,200,000	TIP	$8,200,000
SW-17	WSDOT	SR 125/Plaza Way Vicinity - Railroad Crossing Improvements				$431,674	TIP	$431,674
SW-18	WSDOT	SR 125/Spring Valley Creek Br Vic - Railroad Crossing Improvements				$10,125	TIP	$10,125
SW-19	Waitsburg	E. 7th Street Sidewalk	Roy Leid	E. 8th	Sidewalk Installation	$97,500	TIP	$97,500
SW-20	Walla Walla	Isaacs Avenue Improvements	Rose	Wilbur	Isaacs Phase 1 - Reconstruct utilities, roadway.	$8,000,000	High	$8,000,000
							Total Cost	**$207,668,067**

Map Key	Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority	YOE Cost
Medium-term Phase 2021-2030								
MW-01	Walla Walla	Isaacs Avenue Improvements	Rose	Wilbur	Isaacs Phase 2 - Reconstruct utilities, roadway.	$8,500,000	High	$14,719,250
MW-02	Walla Walla	Plaza Way Improvements	9th Ave	Village Way	Widening, Resurfacing, Signal Improvements	$1,000,000	High	$1,731,676
Not Mapped	WWVMPO/SRTP	Regional Transit Study			Planning	$100,000	High	$173,168
Not Mapped	WWVMPO/SRTP	Regional Bicycle and Pedestrian Study			Planning	$100,000	High	$173,168
MW-03	Waitsburg	Taggart Road Improvements	Taggart Rd	Hwy 12	Road Extension	$100,000	High	$173,168
MW-04	WW County	Berney Drive	0.00	0.75	Realign road. Replace bridge	$1,200,000	High	$2,078,012
MW-05	Waitsburg	Millrace RR Crossing Improvement	Main St	Bolles Rd	Grade Crossing Improvement	$225,000	High	$389,627
MW-06	WW County	Mill Creek Road	1.10	3.96	Realign and widen road	$4,000,000	High	$6,926,706
MW-07	Walla Walla	9th Avenue Corridor Signal Coordination	Rose	Electric	Interconnect signals for corridor efficiency	$180,000	High	$311,702
MW-08	WW County	Dodd Road	0.94	2.25	Overlay road	$522,000	High	$903,935
MW-09	WW County	Humorist Road W.	0.19	0.70	Reconstruct road and install sidewalk	$1,200,000	High	$2,078,012
MW-10	WW County	Stateline Road, Pine Creek No. 2 Br.	3.10	2.63	Reconstruct road. Replace bridge.	$1,200,000	High	$2,078,012
MW-11	Walla Walla	Howard-Bryant Bridge over Garrison Creek			Replace Structurally Defficient Bridge	$600,000	High	$1,039,006
MW-12	WW County	Pemberton Bridge, Barney Road	2.20	2.30	Reconstruct road. Replace bridge	$400,000	High	$692,671
MW-13	College Place	Combined Ash, B and 4th St Sidewalk	Davis	Academy	SW 4th St grind and overlay w/ sidewalks	$587,616	High	$1,017,561
MW-14	WW County	JB George Road	0.10	0.74	Realign and widen road	$1,200,000	High	$2,078,012
MW-15	College Place	NE C St & Cedar Ave reconstruction	College	Larch	NE C St corridor reconstruction	$1,874,000	High	$3,245,162
MW-16	WW County	Marback Corner Br. Luckenbill Road	1.60	2.50	Realign road. Replace bridge	$1,300,000	High	$2,251,179
MW-17	WW County	Seven Mile Road, Seven Mile Br.	2.20	2.55	Reconstruct road. Replace bridge	$2,500,000	High	$4,329,191
MW-18	WW County	Biscuit Ridge Road, Pflugrad Br.	6.00	6.20	Reconstruct road. Replace bridge.	$500,000	High	$865,838
Not Mapped	Walla Walla	Opticom System Upgrades	various	various	New emergency receivers at multiple locations	$75,000	High	$129,876
Not Mapped	Walla Walla	ADA Self Assessment and Transition Plan	various	various	City-wide ADA requirements	$100,000	High	$173,168
MW-19	College Place	4th Street Extension	Academy	Hayden home	SW 4th St corridor reconstruction	$1,199,528	High	$2,077,194
MW-22	College Place	Combined Ash, B and 4th St Sidewalk	4th	2nd	SW Academy Way- East half street grind & overlay w/sidewalks	**$279,510**	High	$484,021
MW-20	College Place	Combined Ash, B and 4th St Sidewalk	2nd	Whitman	SW Academy Way - grind & overlay w/ sidewalks	incl. in 401CPR05	High	
MW-21	College Place	Combined Ash, B and 4th St Sidewalk	4th	2nd	SW Academy Way- West half street grind & overlay	incl. in 401CPR05	High	

Map Key	Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority	YOE Cost
Medium-term Phase 2021-2030 (Continued)								
MW-23	Walla Walla	Isaacs Ave. Corridor Pedestrian safety	Rose	Wilbur	Crosswalk enhancements, ADA upgrades	$250,000	High	$432,919
MW-24	Walla Walla	Park street Reconstruction	Alder	Howard	Reconstruct roadway	$500,000	High	$865,838
MW-25	Walla Walla	2nd Ave. Sidewalk Infill	Tietan	Howard	Sidewalk Infill	$150,000	High	$259,751
MW-26	Walla Walla	Alder St. IRRP	Merriam	Roosevelt	Reconstruct utilities, roadway.	$2,000,000	High	$3,463,353
MW-27	Walla Walla	Chestnut St. IRRP	2nd	9th	Reconstruct utilities, roadway.	$2,000,000	High	$3,463,353
MW-28	Walla Walla	School Ave. Sidewalks	Pleasant	Woodmere Lp	Street widening and new sidewalk	$100,000	High	$173,168
MW-29	Walla Walla	2nd Ave. Reconstruction	SR12	Rose	Reconstruct Roadway	$550,000	High	$952,422
MW-30	College Place	NE C St & Cedar Ave reconstruction	A	C	NE Cedar Ave corridor reconstruction	$444,205	High	$769,219
MW-31	Walla Walla	3rd and Tietan Signalization			New Traffic Signal, intersection realignment	$750,000	High	$1,298,757
MW-32	WW County	Lower Waitsburg Road, Collins Bridge	5.10	5.20	Bank Protection	$200,000	High	$346,335
MW-33	College Place	Combined Ash, B and 4th St Sidewalk	Whitman	4th	SE Ash Ave grind and overlay	$168,000	High	$290,922
MW-34	WW County	Cottonwood Road	2.60	4.50	Stormwater	$50,000	High	$86,584
MW-35	Walla Walla	Poplar St. Preservation	Alder	Colville	Pavement Preservation	$200,000	High	$346,335
MW-36	WSDOT	SR 124/S Lake Rd	Janell Ln	Tuttle Ln	Intersection improvements	$2,000,000	Medium	$3,463,353
MW-37	WSDOT	US 12/Preston Ave Br Repl	Neal lane	Garden St	Replacement of Preston Ave Bridge	$3,500,000	Medium	$6,060,868
MW-38	WSDOT	SR 124/Burbank Heights	Gallant Rd	DOT Maint Site	Corridor safety improvements	$5,000,000	Medium	$8,658,382
MW-39	WSDOT	SR 124/East of Burbank Heights	DOT Maint Site	E of Agate Rd	Corridor safety improvements	$20,000,000	Medium	$34,633,529
MW-40	Walla Walla	Wilbur at University Crosswalk			Intersection crosswalk safety enhancement	$60,000	Medium	$103,901
MW-41	Walla Walla	9th Ave Sidewalk	Garrison Creek	Dalles Military	Sidewalk infill on west side of 9th Ave.	$82,000	Medium	$141,997
Not Mapped	Walla Walla	Audible Accessible Signal Improvements			2-3 Signals upgraded to APS Capability	$60,000	Medium	$103,901
MW-42	Walla Walla	Poplar St. at 12th Ave. Crosswalk			Intersection crosswalk safety enhancement	$50,000	Medium	$86,584
MW-43	Walla Walla	Poplar at 6th Crosswalk Improvements			Intersection crosswalk safety enhancement	$40,000	Medium	$69,267
MW-44	Walla Walla	Wilbur Ave Improvements	Melrose	S of Alder	Resurface and restripe	$450,000	Medium	$779,254
MW-45	College Place	Birch Ave Reconstruction	Whitman	C	SE Birch Ave corridor reconstruction	$746,646	Medium	$1,292,949
MW-46	Prescott	May St.	Mill St.	RodgersRd	asphalt overlay	$35,000	Medium	$60,609
MW-47	Prescott	Mill St	Railrd trk	Touchet	asphalt overlay	$12,000	Medium	$20,780
MW-48	Prescott	Touchet St.	Mill St.	RodgersRd	asphalt overlay	$35,000	Medium	$60,609
MW-49	Walla Walla	4th Ave. Bridge over Mill Creek			Replace Structurally Defficient Bridge	$750,000	Medium	$1,298,757
MW-50	Walla Walla	Spokane Street Bridge over Mill Creek			Replace Structurally Defficient Bridge	$750,000	Medium	$1,298,757
							Total Cost	**$121,001,767**

Map Key	Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority	YOE Cost
Long-term Phase 2031-2040								
LW-01	Prescott	A Street Reconstruct	1st St.	Front St.	regrade, curb, ADA, access at school, drainage	$30,000	High	$76,899
LW-02	Prescott	A Street Reconstruct	1st St.	Front St.		$450,000	High	$1,153,487
LW-03	Walla Walla	Myra Rd - SR 125 to Taumarson	SR 125	Taumarson	New Construction	$3,350,000	Medium	$8,587,069
LW-04	Walla Walla	Plaza Way Sidewalks	Village Way	Taumarson	Sidewalk infill on both sides of Plaza Way	$400,000	Medium	$1,025,322
LW-05	Walla Walla	Mill Creek Trail Re-Pave	Cambridge	Tausick	Resurface Existing Path	$200,000	Medium	$512,661
LW-06	Walla Walla	Main-Palouse-Boyer Intersection			Complete audible signal at 5-way intersection	$50,000	Medium	$128,165
LW-07	Walla Walla	Poplar St Improvements	Colville	Myra Rd	Resurface and restripe	$700,000	Medium	$1,794,313
LW-08	Walla Walla	9th and Alder Signal Replacement			Replace aging traffic signal	$250,000	Medium	$640,826
Not Mapped	Walla Walla	Central Business Dist. Signal Interconnect	various	various	Downtown signal interconnect to increase efficiency	$150,000	Medium	$384,496
Not Mapped	Walla Walla	Central Business Dist. Signal Upgrade	various	various	Upgrade downtown controllers, cabinets, hardware	$120,000	Medium	$307,596
LW-09	Walla Walla	9th Ave and Main Signal			Replace aging traffic signal	$250,000	Medium	$640,826
LW-10	WW Cty/Cnty	School Avenue Improvements Phase 2	Bryant	Pleasant	Reconstruct to minor arterial standards	$2,000,000	Medium	$5,126,608
LW-11	College Place	Davis Extension	12th	College	SW Davis corridor reconstruction	$1,662,211	Medium	$4,260,752
LW-12	College Place	Davis Extension	4th	8th	SW Davis corridor reconstruction	$1,240,359	Medium	$3,179,417
LW-13	College Place	Davis Extension	8th	12th	SW Davis corridor reconstruction	$1,471,639	Medium	$3,772,258
LW-14	College Place	12th St Extension	College	SW Davis Ext	SW 12th St corridor reconstruction	$596,751	Medium	$1,529,654
LW-15	College Place	12th St Extension	SW Davis Ext	Grandview	SW 12th St corridor reconstruction	$1,285,669	Medium	$3,295,561
LW-16	College Place	Larch/12th Signal			Larch Ave & 12th Ave signalized intersection	$215,000	Medium	$551,110
LW-17	WW County	Lower Waitsburg Road	3.00	4.30	Realign and widen road	$1,800,000	Medium	$4,613,947
LW-18	WW County	Whitman Dr. W	1.00	3.10	Realign and widen road	$1,400,000	Medium	$3,588,626
LW-19	WW County	Scenic Loop Road	3.10	4.12	Realign and widen road	$1,400,000	Medium	$3,588,626
LW-20	WW County	Lower Waitsburg Road	5.20	6.20	Realign and widen road	$1,400,000	Medium	$3,588,626
LW-21	WW County	Depping Road to Berney Dr.	0.30	0.60	Realign and widen road	$2,000,000	Medium	$5,126,608
LW-22	WW County	Lewis Peak Road	0.00	9.24	Reconstruct and realign road	$1,000,000	Medium	$2,563,304
LW-23	WW County	Mojonnier Road	0.14	1.07	Realign and widen road	$1,400,000	Medium	$3,588,626
LW-24	Walla Walla	Rustic Place Bridge over [Yellowhawk] Creek			Replace Structurally Defficient Bridge	$350,000	Medium	$897,156
LW-25	WW County	Mojonnier Road	1.07	2.30	Realign and widen road.	$1,800,000	Medium	$4,613,947
							Total Cost	**$69,136,489**

Table 21: Fiscally Constrained List of Roadway/Bicycle/Pedestrian Projects (Oregon MPO Area)

Map Key	Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority	YOE Cost
Short-term Phase 2016-2020								
SO-01	Umat. County	Birch Cr Rd: Walla Walla River Bridge Replacement				$2,984,000	TIP	$2,984,000
							Total Cost	**$2,984,000**
Medium-term Phase 2021-2030								
MO-01	ODOT	Downtown District Improvements			Pedestrian treatment between SE 12th & SE 8th		High	$70,000
MO-02	ODOT	Civic District Improvements			Pedestrian treatment between SE 8th & SE 3rd		High	$70,000
MO-03	ODOT	N Main St Sidewalk	8th Ave	15th Ave	Sidewalks	$40,000	High	$69,267
MO-04	ODOT	Hwy 11 & Ballou Rd			Reconstruct & raise intersection	$350,000	High	$606,087
MO-05	ODOT	Hwy 11 & Crockett Rd			Grading & turning radius improvements at	$47,000	High	$81,389
MO-06	ODOT	Hwy 11 & Appleton Rd			Turning radius improvements at intersection	$4,000	High	$6,927
MO-07	Milton-	SW 8th	Main St	College	Install sidewalk	$100,000	High	$173,168
MO-08	Milton-	SW 12th	Main St	College	Install sidewalk	$50,000	High	$86,584
MO-09	ODOT	Hwy 11 & Sunnyside			Install traffic signal, turning radius improvements		High	$360,000
MO-10	ODOT	Hwy 11 & Ferndale Rd			Install traffic signal, turning radius improvements	$208,000	High	$360,189
							Total Cost	**$1,883,609**
Long-term Phase 2031-2040								
Not Mapped	ODOT	Walla Walla River Greenway			Multi-use path on the Walla Walla River levee	$500,000	High	$1,281,652
Not Mapped	ODOT	Walla Walla Valley Rail Pathway	M-F	Stateline	Multi-use path along 3.5 miles of abandoned railway	$304,500	High	$780,526
							Total Cost	**$2,062,178**

Figure 21: 2040 Projects for Short-term Implementation

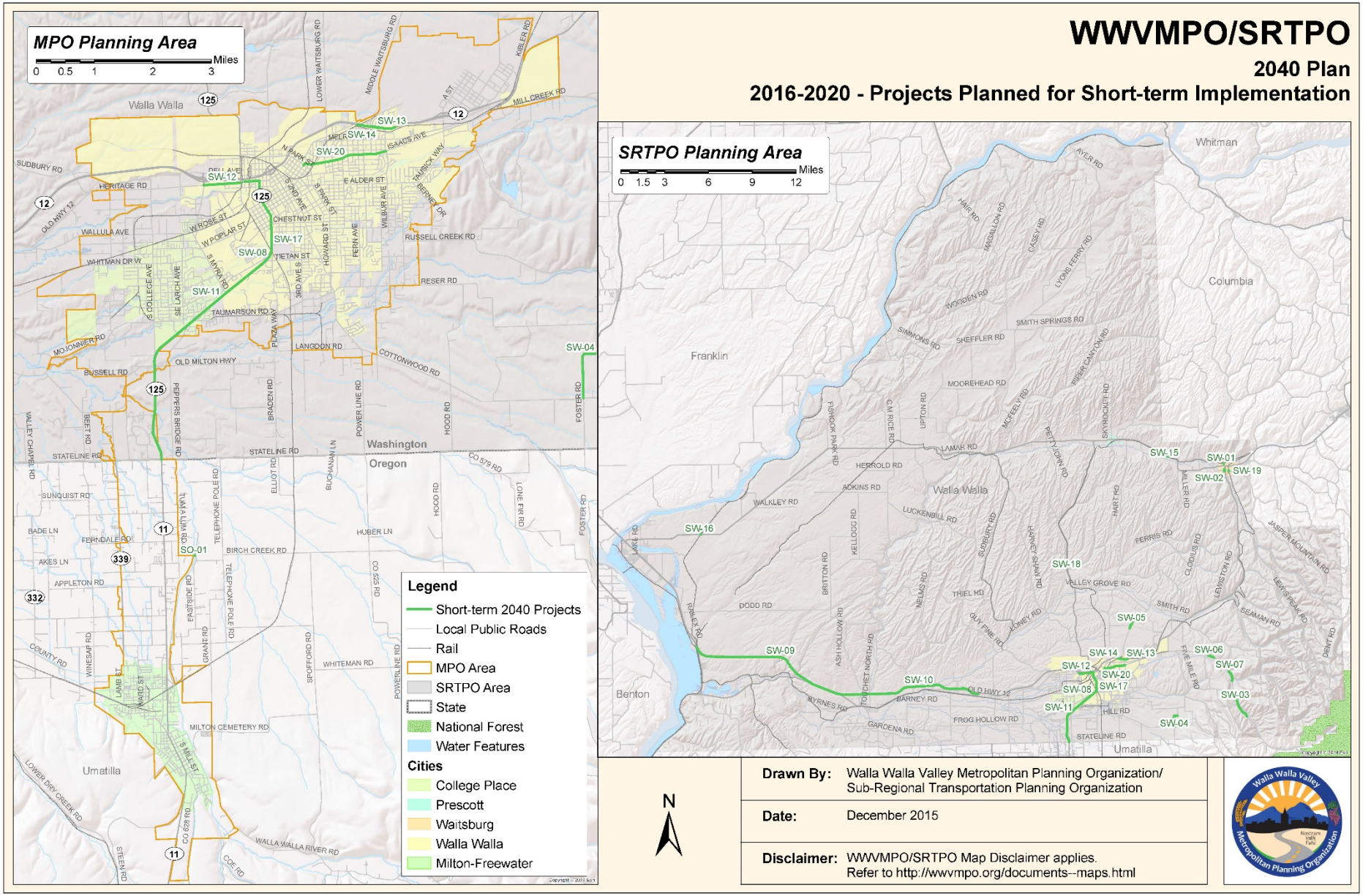


Figure 22: 2040 Projects for Medium-term Implementation

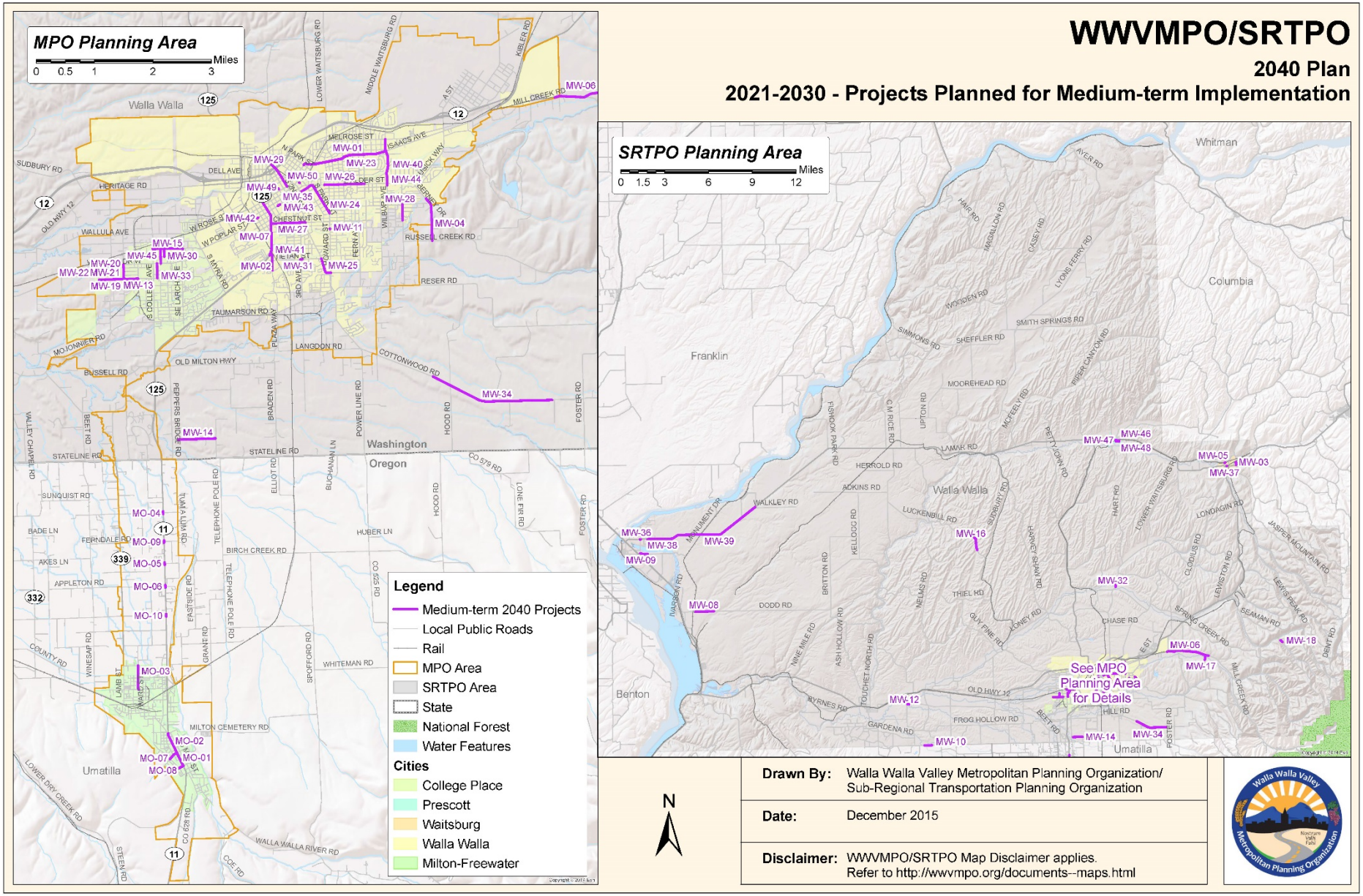


Figure 23: 2040 Projects for Long-term Implementation

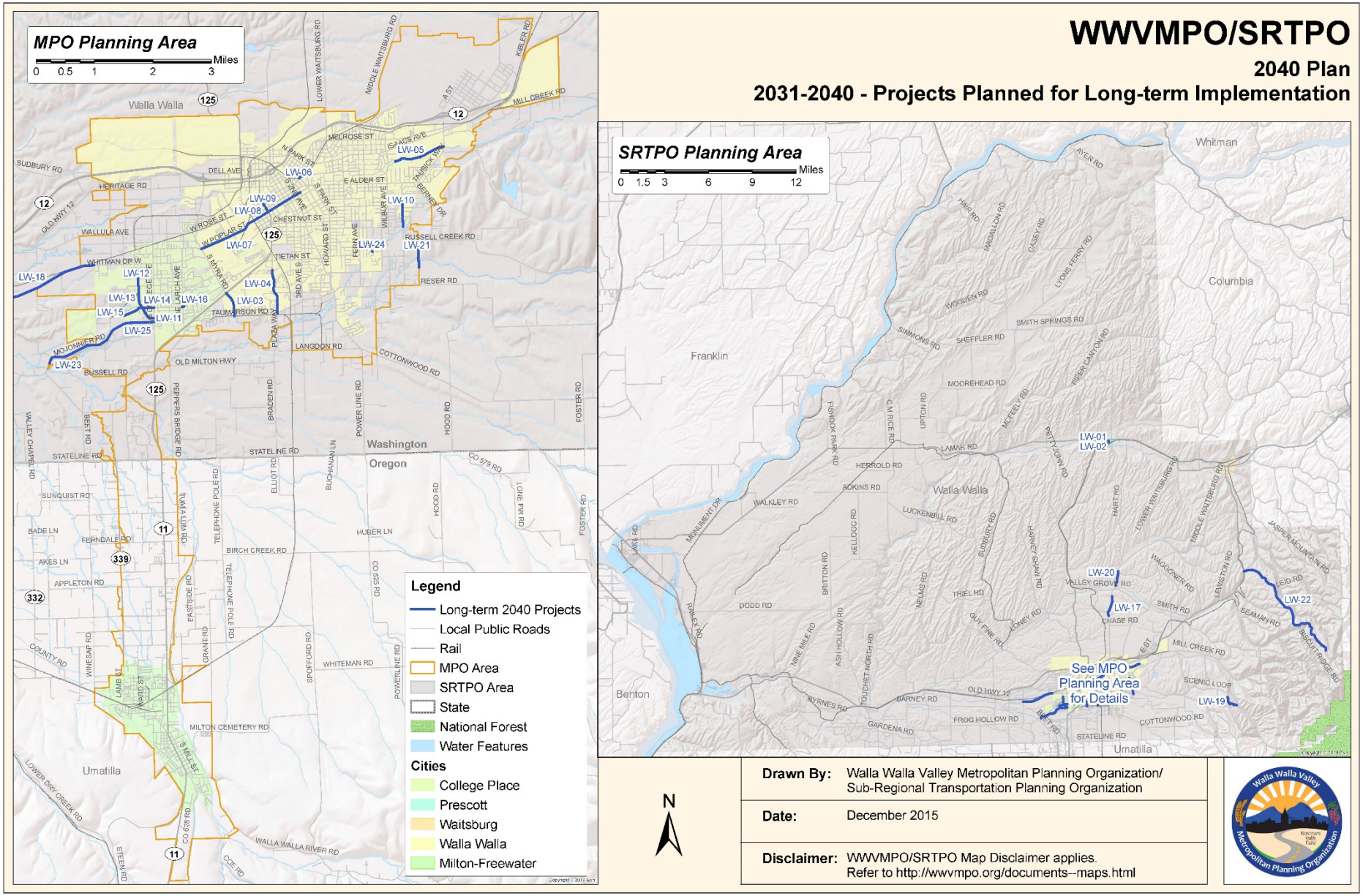


Table 22: Fiscally Constrained List of Transit Capital Projects (Valley Transit)

Project Name	Project Description	Project Type	Original Cost Estimate	Plan Priority	YOE Cost
Short-term Phase 2016-2020					
Three (3) Expansion Paratransit Vehicles for ADA Accessible Service in the Walla Walla Valley	Purchase three (3) CNG powered paratransit vehicles to expand the number of paratransit vehicles available to provide ADA accessible services in the Walla Walla	New Construction	$387,000	TIP	$387,000
Purchase up to Two (2) Heavy-duty Transit Buses	Purchase up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	New Construction	$1,260,640	TIP	$1,260,640
Replace up to Two (2) Heavy-duty Transit Buses	Replace up to two (2) small heavy-duty diesel transit buses that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	New Construction	$1,260,640	TIP	$1,260,640
Purchase two (2) Used 40ft Transit Buses, Replace CNG Tanks and Refurbish Equipment for Fixed Route Service	To provide capital funding assistance to purchase two (2) used 40ft transit buses, replace CNG tanks and refurbish equipment for fixed-route transportation services within the Walla Walla Valley	Reconstruction	$140,790	TIP	$140,790
Increasing Access to Transportation in SE Washington with ITS Information Technology	Purchase ITS information technology to provide passengers with real-time schedule and bus location, automated ADA stop and location announcements, enhanced web services for trip planning.	New Construction	$367,201	TIP	$367,201
Replace ADA Dispatching System and ITS	Replace the paratransit dispatching system and other ITS systems used to schedule paratransit trips and provide route and vehicle location services to the public	New Construction	$300,000	High	$300,000
				Total Cost	**$3,716,271**

Table 23: Fiscally Constrained List of Transit Replacement Projects (Valley Transit)

Project Name	Project Description	Project Type	Year	Cost
Short-term Phase 2016-2020				
Replace up to Four (4) Paratransit Vehicles	Purchase up to four (4) new CNG powered cutaway paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2017	$592,229
Replace up to Five (5) Vanpool Vehicles	Purchase up to five (5) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2017	$183,637
Refurbish up to Two (2) Heavy-Duty Transit Buses	Refurbish two (2) used 30ft transit buses, convert to CNG, replace engine and transmission, and refurbish other components as needed	Replacement	2017	$650,000
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	Replacement	2018	$1,381,925
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2019	$723,438
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2020	$757,439
			Total Cost	**$4,288,668**

Project Name	Project Description	Project Type	Year	Cost
Medium-term Phase 2021-2030				
Replace up to Three (3) Paratransit Vehicles	Purchase up to three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2021	$533,750
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	Replacement	2022	$1,660,624
Replace up to Three (3) Paratransit Vehicles	Purchase three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2023	$585,101
Replace Two (2) Vanpool Vehicles	Purchase two (2) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2023	$96,761
Purchase and Refurbish Two (2) Used Transit Buses	To provide capital funding assistance to purchase and refurbish two (2) used 40ft transit buses to replace two vehicles that have exceeded their useful life	Replacement	2023	$400,000
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	Replacement	2024	$1,820,691
Replace up to Three (3) Paratransit Vehicles	Purchase up to three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2024	$612,601
Replace up to Five (5) Vanpool Vehicles	Purchase up to five (5) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2024	$253,272
Replace Two (2) Paratransit Vehicles	Purchase up to two (2) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2025	$427,596
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2026	$997,764
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	Replacement	2027	$2,089,319
Replace up to Three (3) Paratransit Vehicles	Purchase up to three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2028	$734,147
Replace CNG Compressor and Storage Vessels	Replace CNG compressor and storage vessels that have exceeded their useful life, and ensure adequate fuel supply for CNG powered buses	Replacement	2028	$600,000
Purchase and Refurbish Two (2) Used Transit Buses	To provide capital funding assistance to purchase and refurbish two (2) used 40ft transit buses to replace two vehicles that have exceeded their useful life	Replacement	2030	$562,000
Replace up to Three (3) Paratransit Vehicles	Purchase up to three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2030	$806,971
Replace up to Two (2) Vanpool Vehicles	Purchase up to two (2) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2030	$133,453
			Total Cost	**$12,314,050**

Project Name	Project Description	Project Type	Year	Cost
Long-term Phase 2031-2040				
Replace up to Four (4) Paratransit Vehicles	Purchase up to four (4) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2031	$1,126,531
Replace Five (5) Vanpool Vehicles	Purchase up to five (5) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2031	$349,312
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with a new heavy-duty, CNG powered, trolley replicas	Replacement	2032	$2,628,682
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley bus replicas	Replacement	2033	$2,752,230
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	Replacement	2035	$3,017,020
Replace up to Three (3) Paratransit Vehicles	Purchase up to three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2035	$1,015,293
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2036	$1,579,410
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2036	$1,579,410
Replace up to Two (2) Heavy-Duty Transit Buses	Replace up to two (2) small heavy-duty diesel trolley bus replicas that have exceeded their useful life with new heavy-duty, CNG powered, trolley replicas	Replacement	2037	$3,370,284
Replace up to Three (3) Paratransit Vehicles	Purchase three (3) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2037	$1,112,973
Replace up to Two (2) Vanpool Vehicles	Purchase two (2) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2037	$184,058
Replace up to Four (4) Paratransit Vehicles	Purchase four up to four (4) new CNG powered paratransit vehicles to replace paratransit vehicles that have exceeded their useful life	Replacement	2038	$1,553,710
Replace up to Five (5) Vanpool Vehicles	Purchase up to five (5) new vanpool vehicles to replace vehicles that have exceeded their useful life	Replacement	2038	$481,771
Purchase and Refurbish Two (2) Used Transit Buses	To provide capital funding assistance to purchase and refurbish two (2) used 40ft transit buses to replace two vehicles that have exceeded their useful life	Replacement	2038	$600,000
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2039	$1,812,737
Replace One (1) Heavy-Duty Transit Bus	Replace one (1) small heavy-duty diesel trolley bus replica that has exceeded its useful life with a new heavy-duty, CNG powered, trolley replica	Replacement	2039	$1,812,737
			Total Cost	**$24,976,158**

2040 Plan Amendment Process

A complete update of the 2040 Plan will occur no later than five years following the original approval. In the interim, changes to the plan may be submitted by WWVMPO/SRTPO member jurisdictions, ODOT, or WSDOT according to the established amendment process. The earliest amendment request will be accepted after the adopted 2040 Plan has been acknowledged by FHWA, FTA, ODOT, and WSDOT.

The amendment process will involve the following general steps for which additional details are provided in subsequent sections:

1. The requesting agency submits information about the desired amendment.
2. WWVMPO/SRTPO staff reviews the request and seeks any additional information as needed.
3. A draft 2040 Plan amendment is prepared.
4. The draft amendment is provided for public review and comment.
5. The draft, including public comments received, is provided for TAC review and recommendation.
6. The final draft is provided for Policy Board review and approval.
7. The approved amendment is transmitted to FHWA, FTA, ODOT and WSDOT.
8. An associated amendment to the M/RTIP is processed (in parallel) as needed.

Need for Amendments

There are several situations that may prompt a 2040 Plan amendment request by a WWVMPO/SRTPO member agency. The following table represents the most typical reasons for plan amendments:

Table 24: Reasons for Plan Amendments and Required Action

Reason for Amendment	Project Listed in the 2040 Plan?	Action Required
New funding **is** received for a **previously unfunded** project**.**	Yes - but only in the unfunded "illustrative" list	Add the new funding to the forecasted revenue. Move the project to the "fiscally constrained" list.
A previously unfunded project is now a higher priority**.**	Yes - but only in the unfunded "illustrative" list	Rank the "unfunded, high priority" project based on the prioritization process for the 2040 Plan. Update the fiscally constrained project list by either a) providing additional funding or b) removing a project that does not rank as high in comparison.
A new high priority **project is identified.**	No	Rank the "new, high priority" project based on the prioritization process for 2040 Plan. Update the fiscally constrained project list by either a) providing additional funding or b) removing a project that does not rank as high in comparison.

Other reasons for an amendment are likely more of an administrative nature, such as minor corrections of text and data. These administrative modifications will be made by WWVMPO/SRTPO staff.

Schedule

2040 Plan amendments will often also require an amendment to the current Metropolitan and Regional Transportation Improvement Program (M/RTIP). In order to process both amendments more efficiently, WWVMPO/SRTPO staff recommend that the schedule established for TIP amendments is also applied to the plan amendment, thus utilizing the same schedule for the public comment period, the TAC review and recommendation, and the final Policy Board review and approval. Approval of the TIP amendment is dependent

on the prior approval of the 2040 Plan amendment. During the TAC and Policy Board meetings, an amendment of the 2040 Plan will therefore be processed ahead of the associated TIP amendment. Furthermore, plan amendments can be submitted any month of the year, whereas TIP amendments are not processed in November or December. Table 25 shows the schedule for potential 2040 Plan amendments for the remainder of 2016.

Table 25: 2040 Plan Potential Amendment Schedule for the Year 2016

Amendment Month	Submission Deadline	Public Comment Period	TAC Meeting	PB Meeting
April 2016	2/19/16	3/1/16 - 3/14/16	3/15/16	4/6/16
May 2016	3/25/16	4/5/16 - 4/18/16	4/19/16	5/4/16
June 2016	4/22/16	5/3/16 - 5/16/16	5/17/16	6/1/16
July 2016	5/27/16	6/7/16 - 6/20/16	6/21/16	7/6/16
August 2016	6/24/16	7/5/16 - 7/18/16	7/19/16	8/3/16
September 2016	7/22/16	8/2/16 - 8/15/16	8/16/16	9/7/16
October 2016	8/26/16	9/6/16 - 9/19/16	9/20/16	10/5/16
November 2016	9/23/16	10/4/16 - 10/17/16	10/18/16	11/2/16
December 2016	10/21/16	11/1/16 - 11/14/16	11/16/16	12/7/16

The 2040 Plan amendment schedule for each subsequent calendar year will be distributed during October of the preceding year. If an amendment request needs to be processed outside of the regular schedule, the requesting agency should inform WWVMPO/SRTPO staff as early as possible.

Submission Information

A member agency must submit the following information by email to the WWVMPO/SRTPO staff to start the 2040 Plan amendment process. Please note, missing information might result in a processing delay:

- 2040 Plan project ID if already assigned
- Project sponsor
- Project name
- 'From' and 'To' termini (if applicable)
- Project description in sufficient detail
- Project type – bridge, capacity (widening or new construction), non-motorized (pedestrian and/or bicycle improvements), reconstruction of existing roadway facility, signalization project, transit improvement, safety improvement, or other.
- Year of implementation
- Current cost estimate (including all project phases)
- Project priority (high, medium, low)
- Project ranking (based on the approved prioritization process)[9]
- Brief description of the reason for the amendment and the change requested to the 2040 Plan
- Any supporting information, such as a copy of the funding authorization letter

Following the Policy Board meeting, the requesting agency will be informed of the amendment approval decision.

It is important to note that preservation/maintenance-only projects do not require a plan amendment, as regular maintenance is accounted for as part of the systemwide maintenance assumptions discussed in the *Financial Plan* Chapter.

[9] WWVMPO/SRTPO staff can provide a file template to assist with the ranking of projects.

Appendices

Appendix A - Public Comments on Draft 2040 Plan

The public comment period for the WWVMPO/SRTPO Metropolitan and Regional Transportation - 2040 Plan took place from January 7, 2016 through February 3, 2016.

Comments received on the Draft 2040 Plan from the public, committee members, or any local organization, whether positive or negative, were handled in the following manner:

- All comments were requested to be put in writing.
- Comments concerning specific projects or proposals were forwarded to the sponsoring agency or jurisdiction.
- A copy of the comments, or summaries of substantive contents, were provided to the TAC and Policy Board for their evaluation.
- A response was provided to the individual or organization, including any recommendations or decisions arising from the Policy Board meeting or the sponsoring entity, as appropriate.

The specific comments received on the Draft 2040 Plan, and the responses provided to the commenters, are included in the following sections.

1/8/2016 Dick Fondahn, Valley Transit

Comment Received	Response Provided
Page 5 - A. Add the word “Surface” to explain the FAST acronym.	Error was corrected in the final document.
Page 5 - B. The FAST program is funded for five years.	Clarified in the final document.
Page 32 - Bicycle and pedestrian plans and studies issues.	The following statement was included: “Originally prepared by the Benton-Franklin Council of Governments, the 2010 Regional Bicycle and Pedestrian Transportation Plan covers a multi-county area, including Benton, Franklin, and Walla Walla counties. Since then, safety concerns related to several roadways in Walla Walla County have been raised.”
Page 38 - “Youth” should be added to the list of transit dependent people.	The term “youth” was added.
Page 40 - Appointment Keepers Transportation System (AKTS): the City of College Place discontinued this program in July 2015.	The program reference was removed from the final document.
Page 41 - State “the current [or most recent] HSTP was approved in December 2014.”	The wording was updated.
Page 41 - Transit’s current TDP is the 2015-2020 Plan.	"
Page 44 - Incorrect date; please change 2016 to 2015.	The error was corrected.
Page VIII - To be consistent with other titles in this section, please add the word “Program” to Regional Mobility Grant _____.	"

1/24/2016 Paul Wemhoener, Citizen of Walla Walla

Comments on Draft Metropolitan and Regional Transportation – 2040 Plan

I have reviewed the recent draft WWVMPO/SRTOP 2040 plan. The document presents a clear and well thought out plan for Walla Walla Valley. While I generally support the report's recommendations, I offer the following specific comments to strengthen the final document and provide decision makers a guide for action over the planning period: [See table below.]

Respectfully,
/s/
Paul Wemhoener, Walla Walla.

Comment Received	Response Provided
a. Plan recommendations and project priorities are based on a number of key assumptions regarding regional growth and fiscal constraints. To guide decision makers it would be helpful to outline how sensitive the recommendations are to these assumptions. For example, how would table 2, page 117, change if growth projections are 20% less than or 20% greater than amounts reported; how would priorities change based on say 75% of proposed or assumed funding level?	The growth forecast and revenue estimate are based on historical trends and the best available projections at the time of the plan development. Additional growth or revenue scenarios were not developed, as the plan must be updated within four to five years, and in the interim, will also undergo a currency review within two years of final adoption to make sure that the underlying assumptions and related project recommendations are still valid. Any significant deviations from the original growth trend, or funding outlook, will be addressed at that time.
b. Page 66 contains a brief discussion of the overall condition of roadway and bridges. Of significant concern is the statement that a comprehensive condition inventory of regional significant roadways has not been completed. Without a complete and current condition assessment, project priorities are not fully supported. I would strongly recommend the 2040 report recommend making a complete inventory a priority 1 project for immediate action.	MPO/SRTPO member counties and cities keep internal records on the condition of their transportation infrastructure from which each of the proposed 2040 Plan projects originated. The statement concerning a complete inventory of "regionally significant roadways" (as defined for the SRTPO study area) relates to the fact that the MPO/SRTPO and member agency staff have not yet completed the compilation of this overarching, comprehensive roadway and bridge inventory from the currently disparate data sets. The remark following the first policy recommendation, shown on P. 75, directly relates to this ongoing effort.
c. Page 74 states that maintenance activities are currently insufficiently funded, and pavement cycles are often deferred. Deferred maintenance also affects load capacities for existing bridges. All too often elected officials prefer	MPO/SRTPO member technical staff and elected officials have acknowledged that although the systemwide maintenance is a realistic portrayal of ongoing preservation

Comment Received	Response Provided
ribbon cutting at new projects over the less sexy funding maintenance and repair. Thus, it is my opinion that Public Transportation Infrastructure should be treated as a public asset. Any long range plan should display a comprehensive budget for each activity of Operation, Maintenance, Repair, Rehabilitation, and Replacement (OMRR&R) necessary to support the overall plan. I recommend the report be expanded to include a proposed 20 year funding stream for readers and decision makers. For example: Proposed Budget/Funding Stream in $1,000 Item Year 1 Year 2 Year 3……..Year 20 Operation x x x x Maintenance x x x x Repair x x x x Rehabilitations x x x x Replacement x x x x	efforts, the current effort falls short of what is needed to substantially improve the condition of existing transportation infrastructure throughout the region. As the 2040 Plan must be financially constrained to reasonably available revenues, additional sources of funding must be secured to address the backlog of maintenance issues. It should be noted that only a very small portion of the projects included in the fiscally constraint list are roadway extensions or new roadways, which will address current network gaps; the majority of planned projects will improve known maintenance issues through the reconstruction or replacement of infrastructure that has deteriorated beyond what rehabilitation treatments can repair. A detailed program of yearly funding and expenditures is beyond the scope of the long-term vision provided in the 2040 Plan. The appropriate short-term implementation overview is accomplished through annual development of a Transportation Improvement Program, which details funding by year, source, and amount for all regionally significant projects planned for implementation over the next four- to six-year period.
d. I would also recommend the plan give more attention to improving bridges in the greater valley and particularly within the City of Walla Walla	This comment has been shared with all affected MPO/SRTPO member entities. It is important to mention that the projects proposed for inclusion in the 2040 Plan originated directly from each member entity's internal records of transportation infrastructure; the 2040 Plan project selection process enabled these entity-nominated projects to compete against one another to determine the highest ranked, highest priority projects for the entire region.
e. Table 11, page 71, is disappointing in that the level of services (LOS) is expected to (on average) improve only one grade level. The report should explain whether budget constraints or policy decisions guided this determination?	P. 76 of the 2040 Plan specifically calls for the adoption of level of service (LOS) D within and LOS C outside the urbanized area as the performance benchmarks on regionally significant roadways within the Washington State portion of the planning area. These LOS thresholds are directly reflective of the

Comment Received	Response Provided
	standards set by the Washington State Department of Transportation. Furthermore, improvements needed to rise above these thresholds are, in most cases, cost prohibitive as they would entail the building of additional roadways or the widening of existing streets to increase roadway capacity.
f. Page 75 outlines stakeholder identified issues and priorities. I cannot correlate the issues with the priorities; while issues of non-continuous routes, all weather standards, aging and functionally obsolete bridges, and inability to maintain existing roads are identified, the priorities do not relate to the issues. How did the preparer of the 2040 plan address this divergence of public input?	Please note that the lists of issues and priorities are the direct result of member entity interviews, stakeholder consultation meetings, and public input, all of which were conducted early in the plan development process. This feedback was integrated into the development of the policy recommendation; however, for the purpose of showing the breadth of stakeholder input, the original lists are documented in the 2040 Plan without alteration.

2/2/2016 Don Ashley, MD

I cannot wait! This will make our community. Thank you! Don Ashley, MD

2/2/2016 S.A. Green, P.E.

Formal comments on draft Metropolitan and Regional Transportation – 2040 Plan

My draft comments, below, are listed by the page numbers shown on the pages (not the PDF page numbers, which differ) as displayed in the draft document currently posted at: http://wwvmpo.org/2040-plan.html

Comment Received	Response Provided
Page 36 - I strongly support adoption of local variations of the Bicycle Environmental Quality Index (BEQI) and Pedestrian Environmental Quality Index (PEQI) for evaluating cycling and walking-related infrastructure.	
Page 37 - Grant County, Oregon, also provides scheduled public transportation service to Milton-Freewater and Walla Walla. See: http://www.grantcountypeoplemover.com/	A paragraph that briefly describes the service was included in the final document.
Page 40 - I believe that AKTS service may no longer be functioning. I recommend verifying this with the City of College Place.	The program reference was removed from the final document.
Pages 45 & 46 - Regulatory barriers to wayfinding and using taxpayer-supported public transportation services need to be clearly identified and addressed. Two examples include:	This comment has been shared with all affected MPO/SRTPO member entities. This comment will also be shared with Travel Washington.

Comment Received	Response Provided
A. Barriers to providing wayfinding/schedule signage at bus stops used by multiple carriers; example: the bus stops at College Avenue/4th Street in College Place only provide wayfinding signage for Valley transit, even though Kayak Public Transit (and, possibly, City of Milton-Freewater) also uses those stops. B. Grapeline is not allowed to carry passengers between College Place, the downtown Walla Walla Transfer Center, and Walla Walla Regional Airport, even during times when Valley Transit does not serve those locations. Taxpayers should be able to use whichever taxpayer-funded service suits their needs at a particular time.	Barriers to wayfinding and using public transportation services will be investigated as part of the planned Regional Transit Study.
Page 47 - The wording in the lower left unprofessionally conveys the impression that the number of injuries and fatalities due to commercial trucks is small compared to the number of trucks on the 514 miles of designated freight routes.	The WWVMPO/SRTPO recognizes that traffic fatalities are not acceptable, and Washington State's "Target Zero" has been adopted as the region's performance target, which extends to collisions associated with freight transport. The referenced infographic was designed to more 'informally' convey the extent of the freight truck route network and the number of freight related fatalities and injuries.
Page 54 - Why does figure 9 not show truck volumes on Myra Road, the extension/reconstruction of which was funded largely by freight-mobility funds?	When the underlying national Freight Analysis Framework 3 data was compiled, analyzed, and projected out to the year 2040, Myra Road had not yet been completed and is therefore not included in the truck freight network. A related explanation is included on Page 55 of the 2040 Plan.
Page 58 - The observations on Amtrak give the impression that Grapeline service connects with Amtrak service in Pasco. This is only partially true. Of the four daily Amtrak train arrivals plus departures in Pasco, Grapeline service connects only with the two p.m. arrivals and departures and the connection from the p.m. train arrival allows little flexibility in the event that the train from Portland is late.	This comment will be shared with Travel Washington.

2/3/2016 Kurt Friederich

Overall I believe this plan is an excellent document laying out goals for our community.

Items that appeal to me are the plans to improve other modes of transportation (such as cycling and walking). It is important to look at cycling and walking as more than recreational activities, but also viable modes of transportation for commuting, shopping, etc.

As this plan is developed, I would like to see the community reach out to other cities or entities in order to build up an inventory of successful practices. For example, green-ways, traffic calming techniques, etc.

With the size of communities we have, practices to make walking and cycling more available and safe would have little impact on citizens who drive. The distances are in general so short that a reduction of speed in order to have to provide for other modes of transportation means a trip is 10 minutes instead of 9 minutes and 30 seconds (for example).

Kurt Friederich

2/3/2016 Sharon Schiller, Citizen of Walla Walla

Comment Received	Response Provided
Public Comment regarding draft of 2040 Transportation Plan, presented to the members of the Board on February 3, 2016: I have read the public transportation section, spoke on the phone with Valley Transit manager Dick Fondahn, received a detailed letter from Council Member Cummins, and made several public statements regarding the lack of indoor waiting area for paying customers of the regional bus system. Making a trip to and from surrounding towns is not cheap, and for many who are lower income, they are dependent on busses for transportation. Some may be interested in taking the busses for other reasons besides cost constraints. One of the goals of the Human Transportation Plan is: 2) Sustain and enhance transportation services. But nowhere is it listed that there are plans to serve customers with an indoor waiting area, rest rooms, and ticketing service. The present service is outside in the weather extremes, with no seating except for Crawford Park benches. The reasons I have been told that this is not in the plans are 1) Security concerns and 2) Other cities are going away from indoor bus stations because of reason number one. To me, there is no logical reason why an indoor bus waiting area would be more dangerous to paying customers. In fact, not providing this is more dangerous to paying customers, being next to Main Street near the road, while people whiz by in their cars. I see the danger of being harassed, or worse, from those who pass by on the street or sidewalk, or from those loitering in the park. It is irritating to stand in a mini-shelter with a big ugly "No Loitering" sign while people drive by and have nothing better to do than stare at the people in the clear plastic box. I stood in the shelter with my daughter	A verbal response was provided by Ed McCaw, Valley Transit – Finance & Administration Manager, at the time of the February 3, 2016 Policy Board meeting, as summarized below: A planned reconstruction of the downtown Transfer Center will include improvements to public restrooms and the ticket office. The addition of an indoor waiting area was considered; however, it would require additional staffing to monitor the space in order to ensure public safety and security. Valley Transit also explored other options for a potential indoor waiting area, such as sharing the facility with the farmer's market or commercial tenants, as well as hiring a security officer for the existing space. The ability to construct the additional indoor space, or to provide security services, is currently limited by funding availability.

Comment Received	Response Provided
as she waited for the bus service to Portland. The busses are often late. Doesn't this seem undignified to you? I think that shutting out the idea of a pleasant indoor waiting area based on fears also shuts out the potential for something extraordinary in our city. Envision the attractive historic building across from the Transit transfer area being remodeled as an indoor public square, which can also be used as a weekend farmer's market. I have nothing against the waiting area at the airport being like a palace for royalty, although the free parking for two weeks for customers underscores the differences in treatment between air passengers and bus passengers. I would like to pose a question for all here to think about: Why do bus riders get treated as much less valuable than air travel customers? Thank you.	

2/3/2016 Elizabeth Chamberlain, AICP, Development Services Director, City of Walla Walla

Thank you for the opportunity to review and comment on the draft 2040 Transportation Plan. The snap shot sheets with graphs and facts that lead into the various plan sections are a great tool and nice addition to the plan.

Below are my comments from the planning perspective and may not represent all of the City of Walla Walla comments that others submit. [See table below.]

Again thank you for the opportunity to comment on the draft plan and if you have any questions on my comments please let me know.

Sincerely,

Elizabeth

Comment Received	Response Provided
Page 45 – The recommendation related to a regional transit study with a focus on rural public transportation seems misguided. Rural public transportation is not generally successful due to lack of density to make it financial feasible. With limited financial resources perhaps the study should focus on the more urban areas of the county.	The region's current fixed-route public transportation system provides excellent coverage by capturing over 80 percent of the population within the urbanized area. At this time, transportation options in the rural areas of the region are far more limited. Although residential densities are not conducive to daily, fixed-route bus service, other public transportation alternatives, such as once or twice weekly round-trips between

Comment Received	Response Provided
	major activity centers, i.e. shopping, medical providers, etc. and the various rural communities would greatly expand transportation options for transit-dependent citizens outside of the urbanized area. Furthermore, the Regional Transit Study is anticipated to analyze feasibility as well as specific potential funding sources for this type of public transportation service.
Modeling section of the plan [Pages 67-72] – a piece seems to be missing from the plan showing the current population, household, and employment data with the future projected growth. I believe there should be some high level numbers included in the plan. The detailed data information could be an appendix. The plan is missing a link with the data and statements such as "sufficient capacity on the roadways".	The current population distribution and areas anticipated to grow throughout the next 25 years are shown in the *Regional Growth* Chapter. Current and anticipated employment growth is described in the same section of the plan. (Pages 22-24) Detailed data on current and forecasted population and employment by traffic analysis zone was developed in coordination with each respective MPO/SRTPO member entity. Although not included as an appendix, this socioeconomic data was integrated into the travel demand model as 1) base year travel demand for the purpose of model calibration and 2) future year demand, against which the 2040 No-Build and Build scenarios were measured. Figure 15 and 16 (Page 70) show that roadway segments ("links) are anticipated to perform satisfactorily in 2040; however, several intersections ("nodes"), detailed in Table 11 (Page 71), require additional improvements, which were tested as part of the 2040 Build Scenario.
Page 71 – Table 11: The North Clinton ST/US 12 intersection only takes into account the grade separated improvement. There is an interim improvement being made that will eliminate the through traffic from Clinton to Lower Waitsburg Rd and restrict to right out onto US 12 from Clinton and Lower Waitsburg Road. A vehicle would be permitted to make a left turn off US 12 to Lower Waistburg Rd or Clinton St. I think this should be considered in the plan as the current condition since the improvement will be completed with the private development under construction. It might change the no-build scenario LOS.	Detailed plans for the N Clinton/US 12 improvements had not been finalized at the time the 2040 No-Build Scenario development began in 2014. The elimination of through traffic will most likely affect the level of service at this interchange.
Page 71- Table 11: Why is the building scenario for Dalles Military Rd/WA 125 a LOS D with average delay of 27.38	The level of 'acceptable' delay is dependent on the type of traffic control and differs among

Comment Received	Response Provided
seconds and another intersection with the same average delay a LOS C?	stop sign-controlled, signalized, and roundabout intersections.
Page 76 – What is the anticipated timeframe to update the LTAP? The City will be developing a transportation plan as part of our major comprehensive plan update starting in 2016 and we must have it adopted by June 2018. One of goals with the transportation plan is have a clear plan on where roads need to be extended so when developments are proposed we can ensure right-of-way is dedicated for future connections.	Ideally, the update of the Long-term Arterial Plan would feed into the required update of the transportation element for each MPO/SRTPO member entity's Comprehensive Plan. Upon the adoption of the 2040 Plan, it is anticipated that an associated work group will be formed and a detailed timeline will be developed.
Page 78 – has the MPO considered perhaps requiring a commute trip reduction program for businesses with more than 50 employees, or 100 employees?	The WWVMPO/SRTPO may only suggest such programs and offer implementation guidance, as the agency does not possess any regulatory powers.
Page 79 – would suggest removing the bullet point about GOTR. That was a special event and not sure the statement has a place in the long range planning document.	"The Gentlemen of the Road" event was unique in the extent of the collaboration required among the various planning partners. Although this event is unlikely to be repeated soon, it certainly provides an excellent example of local planning and execution of strategies related to Transportation System Management & Operations.
Page 81 – rather than encourage TDM before investing in capacity projects perhaps it should be require TDM before capacity projects are funded. Earlier in the plan it is stated that the regions roadways have sufficient capacity but operationally need to be improved.	The WWVMPO/SRTPO is charged with the facilitation of collaborative decision making. The referenced policy recommendation will be taken into account, when MPO/SRTPO member entities collaboratively define the criteria that will be used to select specific projects for programming and funding. As Travel Demand Management and Transportation System Management & Operations may offer lower-cost solutions to increase capacity and efficiency, the WWVMPO/SRTPO will continue to work with its member entities on the implementation of associated strategies and projects.
Page 91 – the map was difficult to read. Suggest adjusting the layer symbology.	A map with improved symbology was included in the final 2040 Plan.
Page 104 – the EPA maps seems more of an appendix type map. It is difficult to read and I find not as relevant as the City's or County's Critical Area Maps.	The EJSCREEN and NEPASSIST tool snapshots were shown to familiarize the reader with these interactive and publicly available tools. The detailed information on city and county critical areas, which is contained in other planning documents, goes beyond the scope of

Comment Received	Response Provided
	the federally required high-level discussion of potential mitigation of transportation impacts on the natural and built environment.
Page 116 – if safety is the top priority in ranking a project then the policy recommendation should be more firm in giving funding preference to projects that incorporate safety improvements.	The referenced policy recommendation will be taken into account, when MPO/SRTPO member entities collaboratively define the criteria that will be used to select specific projects for programming and funding.
Page 129 – an idea for the MPO to consider; the 2040 plan is a longer range planning document and in my opinion should not be amended more than once a year similar to how jurisdictions are limited to once a year for their comprehensive plans. A long range plan is not intended to be continually amended because then what is the point of having long range plans; the long range plans becomes a current plan.	As the transportation projects included in the 2040 Plan draw from a variety of funding sources, and eligibility for such funding is directly tied to their inclusion in the plan, the MPO/SRTPO member entities wished to retain some flexibility to allow for the capture of a previously unexpected funding opportunity.

Appendix B - Federally Listed, Endangered or Threatened Species within the Study Area

LISTED AND PROPOSED ENDANGERED AND THREATENED SPECIES AND CRITICAL HABITAT; CANDIDATE SPECIES; AND SPECIES OF CONCERN
IN WALLA WALLA COUNTY
AS PREPARED BY
THE U.S. FISH AND WILDLIFE SERVICE
CENTRAL WASHINGTON FIELD OFFICE

(Revised August 1, 2011)

LISTED

Bull trout *(Salvelinus confluentus)* – Columbia River DPS
Canada lynx *(Lynx canadensis)*

Major concerns that should be addressed in your Biological Assessment of project impacts to listed animal species include:

1. Level of use of the project area by listed species.

2. Effect of the project on listed species' primary food stocks, prey species, and foraging areas in all areas influenced by the project.

3. Impacts from project activities and implementation (e.g., increased noise levels, increased human activity and/or access, loss or degradation of habitat) that may result in disturbance to listed species and/or their avoidance of the project area.

Spiranthes diluvialis (Ute ladies'-tresses)

Major concerns that should be addressed in your Biological Assessment of project impacts to listed plant species include:

1. Distribution of taxon in the project vicinity.

2. Disturbance (trampling, uprooting, collecting, etc.) of individual plants and loss of habitat.

3. Changes in hydrology where taxon is found.

DESIGNATED

Critical habitat for the bull trout

PROPOSED

None

(Excerpt)

FEDERALLY LISTED, PROPOSED, CANDIDATE, DELISTED SPECIES AND SPECIES OF CONCERN UNDER THE JURISDICTION OF THE FISH AND WILDLIFE SERVICE WHICH MAY OCCUR WITHIN OREGON

LISTED SPECIES

Mammals

Gray wolf	*Canis lupus*	E
(Conterminous USA, lower 48 states, except where otherwise designated)		
Canada lynx	*Lynx canadensis*	CH T
Columbian white-tailed deer	*Odocoileus virginianus leucurus*	E
(Columbia River population)		

Birds

Marbled murrelet	*Brachyramphus marmoratus*	CH T
(Washington, Oregon and California population)		
Western snowy (coastal) plover	*Charadrius alexandrinus nivosus*	CH T
(Pacific coast population)		
Yellow-billed cuckoo	*Coccyzus americanus*	T
(Western population)		
Streaked horned lark	*Eremophila alpestris strigata*	CH T
Short-tailed albatross	*Phoebastria albatrus*	E
Northern spotted owl	*Strix occidentalis caurina*	CH T

Reptiles and Amphibians

Inland:

Oregon spotted frog	*Rana pretiosa*	PCH T

Marine:

Loggerhead sea turtle	*Caretta caretta*	E
Green sea turtle	*Chelonia mydas*	T
Leatherback sea turtle	*Dermochelys coriacea*	E
Olive (=Pacific) ridley sea turtle	*Lepidochelys olivacea*	T

Fish

Inland:

Modoc sucker	*Catostomus microps*	CH E
Warner sucker	*Catostomus warnerensis*	CH T
Shortnose sucker	*Chasmistes brevirostris*	PCH E
Lost River sucker	*Deltistes luxatus*	PCH E
Hutton tui chub	*Gila bicolor ssp.*	T
Borax Lake chub	*Gila boraxobius*	CH E
Lahontan cutthroat trout	*Oncorhynchus clarki henshawi*	T
Foskett speckled dace	*Rhinichthys osculus ssp.*	T
Bull trout	*Salvelinus confluentus*	CH T
(Conterminous USA, lower 48 states)		

Invertebrates

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FEDERALLY LISTED, PROPOSED, CANDIDATE, DELISTED SPECIES AND SPECIES OF CONCERN UNDER THE JURISDICTION OF THE FISH AND WILDLIFE SERVICE WHICH MAY OCCUR WITHIN OREGON

Crustaceans:		
Vernal pool fairy shrimp	*Branchinecta lynchi*	CH T
Insects:		
Taylor's checkerspot butterfly	*Euphydryas editha taylori*	CH E
Fender's blue butterfly	*Icaricia icarioides fenderi*	CH E
Oregon silverspot butterfly	*Speyeria zerene hippolyta*	CH T

Plants

McDonald's rockcress	*Arabis macdonaldiana*	E
Applegate's milk-vetch	*Astragalus applegatei*	E
Golden paintbrush	*Castilleja levisecta*	T
Willamette daisy	*Erigeron decumbens var. decumbens*	CH E
Gentner's fritillary	*Fritillaria gentneri*	E
Water howellia	*Howellia aquatilis*	T
Western lily	*Lilium occidentale*	E
Large-flowered woolly meadowfoam	*Limnanthes pumila spp. grandiflora*	CH E
Bradshaw's desert parsley	*Lomatium bradshawii*	E
Cook's lomatium	*Lomatium cookii*	CH E
Kincaid's lupine	*Lupinus sulphureus spp. kincaidii*	CH T
MacFarlane's four o'clock	*Mirabilis macfarlanei*	T
Rough popcornflower	*Plagiobothrys hirtus*	E
Nelson's checker-mallow	*Sidalcea nelsoniana*	T
Spalding's catchfly	*Silene spaldingii*	T
Malheur wire-lettuce	*Stephanomeria malheurensis*	CH E
Howell's spectacular thelypody	*Thelypodium howellii spp. spectabilis*	T

PROPOSED SPECIES

No Proposed Endangered Species		PE
No Proposed Threatened Species		PT

Mammals

Fisher (West Coast population)	*Martes pennanti*	PT

Key:

E	Endangered
T	Threatened
CH	Critical Habitat has been designated for this species
PE	Proposed Endangered
PT	Proposed Threatened
PCH	Critical Habitat has been proposed for this species

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U.S. Fish and Wildlife Service, Oregon Fish and Wildlife Office
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Appendix C - Project Funding Source Overview

Federal Funding

The following are descriptions of the most common federal transportation funding sources for which the WWVMPO/SRTPO study area is eligible. Please note that the list is not inclusive of all funding programs authorized under the most recent surface transportation law – Fixing America's Surface Transportation (FAST) Act:

- Surface Transportation Block Grant Program (STBGP): This program replaces MAP-21's Surface Transportation Program (STP). **Pending additional FAST guidance**, it is anticipated that the STBGP will continue to provide flexible funding that may be used by state DOTs, counties, and cities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge, and tunnel project on any public road: pedestrian and bicycle infrastructure; and transit capital projects, including intercity bus terminals. The STBGP program includes sub-allocated funds based on population and flexible funds for use anywhere. Based on previous STP categories, funds are anticipated to be divided as follows:
  - The Bridge STBGP (BR) funds replacement, rehabilitation, preservation, and protection of local bridges and tunnels on public roads of all functional classifications. The state prioritizes and programs bridges for funding.
  - The Regional STBGP (U), (US), (R), etc. provides funding to MPOs, RTPOs, and county lead agencies through allocated STBGP funds for prioritization and selection according upon their established procedures. The allocations are based on population as follows: Urbanized areas with more than 200,000 people (U = Urban); areas greater than 5,000 but no more than 200,000 (US = Urban Small); areas of 5,000 or less (R = Rural); and "any area" for use anywhere in the state.
  - A portion of the state DOTs' STBGP funds that can be used anywhere, are for state highway system preservation and interstate reconstruction. State DOTs prioritizes and programs these projects.
  - The Transportation Alternatives Program (TAP) is now a set-aside under the STBGP. Under MAP-21, TAP provided funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities; infrastructure projects for improving non-driver access to public transportation and enhanced mobility; community improvement activities and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for the planning, design or construction of boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.
  - A set-aside for the Recreational Trails Program (RTP) is also provided.
- National Highway Performance Program (NHPP): If located on the National Highway System (NHS), projects eligible for NHPP funding include construction, reconstruction, resurfacing, restoration, rehabilitation, and preservation of highways and bridges; bridge and tunnel inspection and evaluation; safety projects; environmental restoration and mitigation; intelligent transportation systems (ITS); and bicycle and pedestrian infrastructure.
- Highway Safety Improvement Program (HSIP): HSIP provides funding to implement engineering countermeasures to reduce fatal and serious injury collisions to achieve a significant reduction in traffic fatalities and serious injuries on all public roads. These funds are made available to all state and local agencies and tribal nations within Washington and can be applied to all public roadways. The state prioritizes and programs state and local projects based upon the respective Strategic Highway Safety Plan – Oregon's Transportation Safety Action Plan (TSAP) and Washington State's Target Zero. The HSIP program has a set-aside for the railway/highway crossing program.
- The National Highway Freight Program (NHFP) is a new formula-based, surface transportation program that provides states with funding to bolster the movement of goods on roads. The program was created through the FAST Act.

- The Nationally Significant Freight and Highway Projects (NSFHP) is also a new program under the FAST Act. NSHFP is a competitive grant program that provides funding to address large-scale projects of regional and national importance.
- Transportation Infrastructure Finance and Innovation Act (TIFIA): The TIFIA program provides Federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit to finance surface transportation projects of regional and national significance.
- Federal Lands Access Program (FLAP): The Federal Lands Access Program was established in 23 U.S.C. 204 to improve transportation facilities that provide access to, are adjacent to, or are located within Federal lands. The Access Program supplements State and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators.
- Federal Lands Transportation Program (FLTP): FLTP funds projects that improve access within Federal lands, such as national forests and national recreation areas, on infrastructure owned by the Federal government. This program combines the former Park Roads and Refuge Roads programs, and adds three new Federal Land Management Agency (FLMA) partners.
- Tribal Transportation Program (TTP): TTP funds projects that improve access to and within Tribal lands. This program has set asides for tribal bridge projects and tribal safety projects.
- Community Development Block Grant (CDBG): CDBG program funds are primarily for low and moderate-income communities, to partially pay for projects advocating for the interests of a low-income neighborhood, such as providing new street infrastructure and supporting neighborhood revitalization. These grants are awarded through the Oregon Business Development Department and the Washington State Department of Commerce.
- FTA Section 5303 and 5304 – Transportation Planning: These formula funds are apportioned to each state for metropolitan and statewide planning that supports cooperative, continuous, and comprehensive planning and other technical assistance activities for making transportation investment decisions. States are direct recipients of Section 5303 and 5304 funds, and subsequently allocate 5303 funds to Metropolitan Planning Organizations by formula.
- FTA Section 5307 – Urbanized Area Formula Grants: These funds are apportioned by a formula to each urbanized area, and are available for planning, capital and operating assistance. Job Access and Reverse Commute (JARC) program activities, which focused on providing services to low income individuals to access jobs, became eligible activities under the Urbanized Area Formula program following the adoption of MAP-21. This includes operating assistance with a 50 percent local match for job access and reverse commute services. In addition, the urbanized area formula for distributing funds includes the number of low-income individuals as a factor.
- FTA Section 5309 – Fixed Guideway Capital Investment Grants (New Starts): The program provides grants for new and expanded rail, bus rapid transit, and ferry systems that reflect local priorities to improve transportation options in key corridors. This includes core capacity projects, which expand capacity by at least 10% in existing fixed-guideway transit corridors that are already at or above capacity today, or are expected to be at or above capacity within five years. The program also includes provisions for streamlining aspects of the New Starts process to increase efficiency and reduce the time required to meet critical milestones. This discretionary program requires project sponsors to undergo a multi-step, multi-year process to be eligible for funding. Typically projects receive these funds through a full funding grant agreement (FFGA) that defines the project scope and specifies the total multi-year Federal commitment to the project.
- FTA Section 5310 - Enhanced Mobility of Seniors and Individuals with Disabilities: This program is intended to enhance mobility for seniors and persons with disabilities by providing funds for programs to serve the special needs of transit-dependent populations beyond traditional public transportation services and

Americans with Disabilities Act (ADA) complementary paratransit services. It consolidates the New Freedom Program and Elderly and Disabled Program. Projects selected for funding must be included in a locally developed, coordinated Public Transit-Human Service Transportation Plan and included in the RTPO program in their respective area. State DOTs administer these funds through a competitive grant program.

- FTA Section 5311 – Rural Area Formula Grants: These formula funds are apportioned to each state, and eligible activities include planning, Rural Transit Assistance Program (RTAP), intercity bus programs, state administration, and both capital and operating assistance. State DOTs administer these funds through a competitive grant program serving the general public in rural areas of the state. Following the adoption of MAP-21, activities eligible under the former Job Access and Reverse Commute (JARC) program, which provided services to low-income individuals to access jobs, became eligible under the Rural Area Formula program. In addition, the formula includes the number of low income individuals as a factor.
- FTA Section 5329 – Transit Safety & Oversight: This program established a comprehensive framework to oversee the safety of public transportation as it pertains to heavy rail, light rail, buses, ferries, and streetcars. The law also includes important safety provisions for bus-only operators.
- FTA Section 5337 - State of Good Repair: Established in MAP-21, this program is dedicated to repairing and upgrading the nation's rail transit systems along with high-intensity motor bus systems that use high-occupancy vehicle lanes, including bus rapid transit (BRT). Projects are limited to replacement and rehabilitation, or capital projects required to maintain public transportation systems in a state of good repair. Grantees are required to establish and use an asset management system to develop capital asset inventories and condition assessments, and report on the condition of their system as a whole.
- FTA Section 5339 - Bus and Bus Facilities: The program provides formula-based and competitive grants for capital funding to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities.

State Funding

- Oregon and Washington State Departments of Transportation (ODOT and WSDOT): Both state DOTs provide funding for DOT-lead projects.

Oregon Additional Funding Sources

- *Connect*Oregon: Created by the Oregon Legislature in 2005, *Connect*Oregon is a lottery-backed bond program, which provides for investments into air, marine, rail, and public transportation infrastructure. It is important to note that funds are reserved for those projects which are not eligible for funding from fuel tax revenues. To date, six *Connect*Oregon programs have been authorized (2005, 2007, 2009, 2011, 2013, and 2015) by the Oregon Legislature. Applications for the funding of transportation projects through the latest *Connect*Oregon VI program were due November 20, 2015.
- ODOT Fix-it and Enhance Program: To distribute state (and federal) gas tax revenue, ODOT funds "Fix-it" projects, which maintain or preserve existing infrastructure and are typically identified via an infrastructure management system, and "Enhance" projects, which enhance, expand, or improve the transportation system and are selected via a competitive process.
- Transportation and Growth Management Program (TMG): Oregon's Transportation and Growth Management Program supports community planning efforts to expand transportation choices. Local governments can use TMG funds for the development of transportation system plans and other plans that integrate land use and transportation planning in support of mixed-use development and improved pedestrian, bicycle, transit, and multi-modal street facilities.
- Created in 1989, the Special Transportation Fund (STF) is administered by ODOT's Rail and Public Transit Division and provides supplementary support for selected transit-related projects to counties, transit

districts, and Tribal governments. The funds are awarded using a population-based formula and are designated for any transit operator serving seniors and people with disabilities. The revenue for the program primarily comes from the State's cigarette tax.

Washington State Additional Funding Sources

- Connecting Washington (CWA): The program provides earmarked funding for select projects included in the State's transportation funding package approved by the Washington State Legislature in 2015.
- County Road Administration Board (CRAB): As an independent state agency, the CRAB provides state funding for county roadway projects and the county-owned ferry system through a share of the statewide gas tax.
  - The Rural Arterial Program (RAP) funds improvements on the county existing rural arterial road network.
  - The County Arterial Preservation Program (CAPP) funds pavement preservation projects of a county's existing paved arterial road network.
- Transportation Improvement Board (TIB): As an independent state agency, the TIB provides state funding for street construction and maintenance to cities and counties through a share of the statewide gas tax.
  - The Urban Arterial Program (UAP) funds county or city (over 5,000 population) roadway projects that improve safety, support growth, improve condition and mobility; the program requires sidewalks whenever consistent with local plans.
  - The Urban Corridor Program (UCP) funds roadway projects that expand capacity and involve multiple funding partners.
  - The Urban and Small City Sidewalk Program (USP or SCSP) funds non-recreational pedestrian projects that improve safety and connectivity.
  - The Arterial Preservation Program (AAP) funds overlay projects of federally classified arterials streets within cities (over 5,000 population).
  - The Small City Arterial Program (SCAP) funds small city (under 5,000 population) projects that improve safety and roadway conditions; it also supports the construction of multimodal features.
  - The Small City Preservation Program (SCPP) funds small city (under 5,000 population) projects for pavement rehabilitation; in some cases, projects are partnered with WSDOT or county paving projects.
- Public Works Trust Fund (PWTF): The low-interest loan program for local governments funds infrastructure improvements and is administered by the Public Works Board by the State Department of Commerce.
- Freight Mobility Strategic Investment Board (FMSIB): The independent state agency provides state or federal STP flexible funds, combined with partnership funding, for freight mobility and freight mitigation projects along strategic freight corridors as approved by the legislature and the Governor.
- Other State Funding Sources (OTHER): All other unidentified state fund sources, including but not limited to tolling, pedestrian/bike safety, and safe routes to school funds administered by WSDOT.
- Regional Mobility Grant Program
- Public Transportation Program
- Vanpool Investment Program
- Consolidated Grant Program
- Community Economic Revitalization Board
- Public Works Board – Construction Loan Program

Local Funding

- State Motor Vehicle Fuel Tax - Local Distribution
- Local Option (County) Fuel Tax
- County Road Property Tax Levy
- Transportation Benefit District
- Local Improvement District
- General Obligation Bond
- Payment in Lieu of Taxes - City-provided Utility Service
- Property Tax
- Sales Tax

Appendix D - List of Illustrative Projects

Unfunded Roadway-Pedestrian-Bicycle Projects (Washington MPO/SRTPO Area)

Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority
Illustrative List - Funding has not yet been identified						
WSDOT	US 12/Phase 8 Construction	Wallula	Nine Mile Hill	Build new highway (CN)	$253,175,000	Medium
Walla Walla	Rose St. at 3rd Ave. Bridge over Mill Creek			Replace Structurally Defficient Bridge	$1,000,000	Medium
Walla Walla	6th Ave Bridge over Mill Creek			Replace Structurally Defficient Bridge	$600,000	Medium
College Place	Sky Ave Reconstruction	12th	Scenic	SE Sky Ave corridor reconstruction	$339,385	Low
College Place	Dewey Drive Reconstruction			SE Dewey Dr corridor reconstruction	$458,169	Low
WW County	Fletcher Road	0.00	0.10	Realign and widen road	$50,000	Low
WW County	Shea Road	0.00	0.18	Realign and widen road	$50,000	Low
WW County	Fern Avenue	1.00	1.10	Storm water decommision outfall	$80,000	Low
WW County	Abbott Road	0.40	0.50	Storm water decommision outfall	$80,000	Low
WW County	School Avenue	0.90	0.96	Storm water decommision outfall	$80,000	Low
WW County	Wallula Avenue	0.07	1.84	Stormwater	$200,000	Low
WW County	Main Street (T)	0.06	0.30	Stormwater	$50,000	Low
WW County	South Fork Coppei Road	0.06	0.25	Repair Bridge	$500,000	Low
WW County	Lucas Road	0.00	0.27	Widen road and construct sidewalk.	$400,000	Low
WW County	Teri Road	0.00	0.20	Widen road and construct sidewalk.	$400,000	Low
WW County	Whitely Road	0.20	0.40	Stormwater	$200,000	Low
WW County	Second Avenue (B)	0.63	0.77	Widen road and construct sidewalk.	$300,000	Low
WW County	Spring Creek Road	3.97	4.15	Realign and widen road	$500,000	Low
WW County	Edith Street	0.53	0.54	Stormwater	$80,000	Low
WW County	Sunset Drive	0.65	0.68	Stormwater	$100,000	Low
Walla Walla	Boyer Street Bicycle Improvements	Main	Wilbur	Bike Route Improvements	$280,000	Low
Walla Walla	Clinton Street Reconstruction	Isaacs	Alder	Reconstruction	$1,500,000	Low
Walla Walla	Tietan Street Improvements	4th Ave	Plaza	Resurface arterial and infill sidewalk	$1,905,000	Low
Walla Walla	Alder and Division Signalization			New Traffic Signal	$250,000	Low
WW Cty/Cnty	School Avenue Improvements Phase 1	Reser	Bryant	Reconstruct to minor arterial standards	$4,000,000	Low
College Place	Lambert Extension	Rose	C St.	Lambert corridor reconstruction	$1,147,795	Low
College Place	NE C St & Cedar Ave reconstruction			C St & Larch Ave signalized intersection	$215,000	Low
College Place	Myra/Garrison Village Way Signal			Myra Rd & Garrison Village Way signalized	$215,000	Low
College Place	Whitman/Larch Signal			Whitman Dr & Larch Ave signalized intersection	$215,000	Low
WW County	Lakeview Drive (B)	0.00	0.57	Stormwater facility.	$200,000	Low
WW County	Harvey Shaw Road Drainage	3.30	3.50	bank protection	$400,000	Low
WW County	Middle Waitsburg Road	6.10	7.32	Realign and widen road	$1,800,000	Low
WW County	Beet Road	0.71	1.33	Realign and widen road	$1,000,000	Low
WW County	Lovers Lane	0.00	1.25	Realign and widen road	$700,000	Low
WW County	School Avenue	0.00	1.11	Widen road and construct sidewalk.	$700,000	Low

Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority
Illustrative List (Continued)						
WW County	Fishhook Park Road	0.00	1.28	Widening/overlay	$600,000	Low
WW County	Lower Waitsburg Road	4.30	5.20	Realign and widen road	$1,300,000	Low
WW County	Middle Waitsburg Road	9.90	11.80	Realign and widen road	$2,600,000	Low
WW County	Plaza Way	0.25	0.80	Widen road and construct sidewalk.	$800,000	Low
WW County	Plaza Way	0.56	0.62	Widen road and construct sidewalk.	$200,000	Low
WW County	Valley Chapel Road	0.46	1.06	Realign and widen road	$900,000	Low
WW County	Scenic Loop Road	0.85	1.53	Realign and widen road	$900,000	Low
WW County	Wallula Bridge, Wallula Avenue	0.00	0.25	Realign road. Replace bridge	$1,800,000	Low
WW County	Lower Waitsburg Road	8.60	9.00	Realign and widen road	$600,000	Low
WW County	Reser Road	3.00	5.17	Realign and widen road	$3,000,000	Low
WW County	Middle Waitsburg Road	7.30	8.20	Realign and widen road	$1,300,000	Low
WW County	Hart Road	6.80	7.80	Realign and widen road	$1,300,000	Low
WW County	Foster Road	2.20	3.10	Realign and widen road	$1,000,000	Low
WW County	Harvey Shaw Road	2.00	3.00	Reconstruct and realign road	$1,400,000	Low
WW County	Lower Waitsburg Road	11.88	12.18	Realign and widen road	$600,000	Low
WW County	Peppers Bridge Road	0.30	1.60	Realign and widen road	$1,900,000	Low
WW County	Lower Waitsburg Road	13.00	14.40	Realign and widen road	$2,000,000	Low
WW County	Lyons Ferry Road	1.50	3.20	Realign and widen road	$2,400,000	Low
WW County	Fredrickson Road, Fredrickson Br.	1.13	1.21	Realign road. Replace bridge	$400,000	Low
WW County	Last Chance Road	1.00	1.50	Realign and widen road	$800,000	Low
WW County	Mission Road	0.00	1.51	Realign and widen road	$2,000,000	Low
WW County	Sheffler Road	7.30	8.20	Realign and widen road	$1,300,000	Low
WSDOT	US 12/Clinton Ave			Build Interchange	$22,000,000	Low
Waitsburg	Citywide Stormwater	Varies	Varies	Installation of Stormwater Collection System	$1,000,000	Low
Walla Walla	2nd Ave. Bridge over Mill Creek			Replace Structurally Defficient Bridge	$1,500,000	Low
Walla Walla	Otis St. Bridge over Mill Creek			Replace Structurally Defficient Bridge	$600,000	Low
Walla Walla	Sturm Ave. Bridge over Yellowhawk Creek			Replace Structurally Defficient Bridge	$400,000	Low
Walla Walla	Chase Ave. Bridge over Garrison Creek			Replace Structurally Defficient Bridge	$600,000	Low
Walla Walla	Fern Ave. Bridge over Yellowhawk Creek			Replace Structurally Defficient Bridge	$500,000	Low
Walla Walla	3rd Ave. Bridge over Garrison Creek			Replace Structurally Defficient Bridge	$500,000	Low
Walla Walla	Berney Dr. Bridge #1 over Yellowhawk Creek			Replace Structurally Defficient Bridge	$500,000	Low
Walla Walla	School Avenue and Pleasant Street			Intersection Realignment and New Signal	$850,000	Low
Walla Walla	Chestnut and Howard Intersection			Intersection Realignment and New Signal	$750,000	Low
Walla Walla	Wilbur Ave Extension	Bryant	Reser	New arterial street extension	$4,800,000	Low
Walla Walla	Park Street Bike and Pedestrian	Boyer	Whitman		$125,000	Low
Walla Walla	Cottonwood Road sidewalks	Thunder Ridge	Russell Creek	Sidewalk infill	$250,000	Low

Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority
Illustrative List (Continued)						
Walla Walla	East Isaacs Avenue Improvements	Tausick	WWCC Entr.	Improve to Arterial Standards	$1,000,000	Low
Walla Walla	N 4th Ave Improvements	Moore	Rees	Resurface existing minor arterial	$850,000	Low
Walla Walla	Cherokee Street Reconstruction	3rd Ave	2nd Ave	Reconstruction	$750,000	Low
Walla Walla	Orchard Street Reconstruction	Chase	3rd	Reconstruction	$1,200,000	Low
Walla Walla	Melrose Street Reconstruction	Wilbur	Airport Way	Reconstruction	$2,000,000	Low
Walla Walla	Avery Street Improvements	Rose	Electric	Resurface	$1,500,000	Low
Walla Walla	Wilbur Ave Reconstruction	Whitman	Bryant	Reconstruction	$2,500,000	Low
Walla Walla	Howard and Abbott Signalization			New Traffic Signal	$350,000	Low
Walla Walla	9th and Pine Signalization			New Traffic Signal	$270,000	Low
Walla Walla	Isaacs and Wellington Signalization			New Traffic Signal	$250,000	Low
Walla Walla	Howard and Reser Signalization			New Traffic Signal	$250,000	Low
Walla Walla	Tietan and Fern Signalization			New Traffic Signal	$250,000	Low
Walla Walla	Rose and Avery Signalization			New Traffic Signal	$250,000	Low
Prescott	1st St.	A St.	E St.	widen, sidewalks, ADA access, curb, drainage	$2,500,000	Low
WW County	Lyons Ferry Road	14.30	14.90	Realign and widen road	$800,000	Low
WW County	Harvey Shaw Road	7.30	8.30	Realign and widen road	$1,400,000	Low
WW County	Russell Creek Road	2.90	3.50	Realign and widen road	$800,000	Low
WW County	Smith Springs Road, Ken Noble Br.	3.30	3.52	Realign road. Replace bridge	$500,000	Low
WW County	Lower Hogeye Road, Substation Br.	0.00	0.25	Realign road. Replace bridge	$700,000	Low
WW County	3rd Ave. S., Paxton Br.	2.30	2.77	Reconstruct road. Replace bridge.	$700,000	Low
WW County	Middle Waitsburg Road	11.65	12.89	Reconstruct and realign road	$1,700,000	Low
WW County	Wilbur Avenue	0.50	0.85	Realign and widen road	$600,000	Low
WW County	Plaza Way	0.10	0.25	Realign and widen road	$400,000	Low
WW County	Scenic Loop Road	1.53	2.00	Realign and widen road	$900,000	Low
WW County	3rd Avenue	1.66	1.90	Realign and widen road	$600,000	Low
WW County	Depping Road to Berney Dr.	0.00	0.90	Reconstruct road. Replace bridge	$2,000,000	Low
WW County	Pettyjohn Road, Dell Sharp Br.	5.20	5.80	Realign road. Replace bridge	$3,000,000	Low
WW County	Reser Road	0.97	1.22	Reconstruct road and install sidewalk	$800,000	Low
WW County	Eureka North Road	3.30	4.60	Reconstruct and realign road	$2,000,000	Low
WW County	Touchet North Road	5.03	6.00	Widen road/place bank protection	$800,000	Low
WW County	Hart Road	1.80	2.60	Realign and widen road	$1,600,000	Low
WW County	Lower Dry Creek Road	1.10	2.30	Realign and widen road	$1,500,000	Low
WW County	Stovall Road	1.30	1.90	Realign and widen road	$900,000	Low
WW County	Russell Creek Road	0.00	0.86	Realign and widen road	$1,200,000	Low
WW County	Touchet North Road	2.40	2.90	Realign and widen road	$600,000	Low
WW County	Sheffler Road	9.40	10.60	Realign and widen road	$1,800,000	Low

Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority
Illustrative List (Continued)						
WW County	Reser Road	1.22	2.40	Realign and widen road	$500,000	Low
WW County	Reser Road	0.50	0.97	Realign and widen road	$700,000	Low
WW County	3rd Ave. S.	1.61	1.90	Widen road and construct sidewalk.	$500,000	Low
WW County	McDonald Road	0.00	1.30	Realign and widen road	$1,800,000	Low
WW County	Peppers Bridge Road	1.67	2.28	Realign and widen road	$1,000,000	Low
WW County	Eureka North Road	2.92	3.30	Realign and widen road	$900,000	Low
WW County	Harvey Shaw Road	0.30	2.00	Realign and widen road	$2,000,000	Low
WW County	Lower Monumental Road	6.30	7.60	Realign and widen road	$1,000,000	Low
WW County	Smith Road	0.74	1.24	Realign and widen road	$700,000	Low
WW County	Coppei Road	1.20	1.70	Realign and widen road	$300,000	Low
WW County	CM Rice	6.40	6.80	Realign and widen road	$1,000,000	Low
WW County	Sheffler Road	3.89	5.39	Realign and widen road	$2,200,000	Low
WW County	Lake Road	0.10	1.00	Reconstruct and widen road.	$3,000,000	Low
WW County	Lower Waitsburg Road	11.30	11.70	Realign and widen road	$700,000	Low
WW County	Dodd Road	6.70	10.80	Widen road and construct sidewalk.	$4,000,000	Low
WW County	Sudbury Road	11.60	17.00	Reconstruct and pave road.	$1,000,000	Low
WW County	Sheffler Road	11.20	11.90	Realign and widen road	$800,000	Low
WW County	Electric Avenue	0.00	1.07	Widen road and construct sidewalk.	$1,500,000	Low
WW County	Lower Whetstone Road	0.00	2.20	Realign and widen road	$1,500,000	Low
WW County	Hanson Loop Road (B)	0.41	0.72	Widen road and construct sidewalk.	$1,400,000	Low
WW County	Walnut Street (B)	0.00	0.25	Widen road and construct sidewalk.	$400,000	Low
WW County	Largent Road (B)	0.00	0.27	Widen road and construct sidewalk.	$400,000	Low
WW County	Adair Road (B)	0.00	0.27	Widen road and construct sidewalk.	$400,000	Low
WW County	Fifth Avenue (B)	0.00	0.05	Widen road and construct sidewalk.	$50,000	Low
WW County	Main St. (B)	0.00	0.21	Widen road and construct sidewalk.	$400,000	Low
WW County	Maple St. (B)	0.00	0.43	Widen road and construct sidewalk.	$800,000	Low
WW County	Cherry St. (B)	0.00	0.25	Widen road and construct sidewalk.	$300,000	Low
WW County	Birch St. (B)	0.00	0.25	Widen road and construct sidewalk.	$400,000	Low
WW County	Poplar St. (B)	0.00	0.25	Widen road and construct sidewalk.	$400,000	Low
WW County	Ash St. (B)	0.00	0.18	Widen road and construct sidewalk.	$300,000	Low
				Total Unfunded:	**$406,215,349**	

Unfunded Roadway-Pedestrian-Bicycle Projects (Oregon MPO Area)

Agency	Project Name	From	To	Project Description	Original Cost Estimate	Plan Priority
Illustrative List - Funding has not yet been identified						
Umat. County	Nursery Bridge #59C455			Complete bridge replacement	$7,000,000	Medium
Umat. County	Cemetery Bridge #59C441			Complete bridge replacement	$10,000,000	Medium
Milton-	South Main St	SE 12th Ave	SE 7th Ave	Convert from four to three lanes	$2,727,000	Medium
Milton-	Powell Rd	Hwy 339	N Main St	Reconstruction and install sidewalks	$600,000	Medium
Milton-	Broadway Street Improvements			Improve streetscape/reduce pavement width/add	$1,605,000	Medium
ODOT	Hwy 11 at SE 8th & 9th			Pedestrian crossing	$8,000	Low
ODOT	South Gateway			Gateway treatment to downtown between SE 14th & SE 12th		Low
ODOT	Hwy 11 & 5th Ave Intersection			Improve sight distance	$1,000	Low
ODOT	Hwy 11 in Milton-Freewater			Bicycle lanes	$103,000	Low
ODOT	Freewater Hwy in Milton-Freewater			Bicycle lanes	$14,500	Low
ODOT	Hwy 11 on Milton Hill			Speed control	$2,400	Low
Milton-	Key Blvd	City limits	2000 ft South of City	Street development/extend south 2000 ft to serve	$500,000	Low
Milton-	Trail - Walla Walla River levee			Mixed use trail	$500,000	Low
ODOT	North Gateway - Hwy 11 near SE 3rd Ave			Gateway treatment to downtown where highway curves from N-S to E-W		Low
ODOT	Hwy 11 & Tum-a-lum Rd			Turning radius improvements at intersection	$4,000	Low
ODOT	Hwy 11 & Locust Rd			Grading & turning radius improvements at	$24,000	Low
ODOT	Hwy 11 & Cobb Rd			Turning radius improvements at intersection	$4,000	Low
				Total Unfunded:	**$23,092,900**	

Unfunded Transit Projects

Project Name	Project Description	Project Type	Original Cost Estimate	Plan Priority
Illustrative List - Funding has not yet been identified				
Market Station Expansion Project	Expansion of Market Station, Valley Transit's downtown transfer center. The project includes constructing a new ticketing/customer service office to support multi-modal services, operator break room and restrooms, remodeled passenger restrooms, and	Reconstruction	$575,000	High
Purchase up to Two (2) Natural Gas Compressors and Control Equipment	Add up to two (2) CNG compressors to expand the capacity of the Natural Gas Vehicle Refueling Station	New Construction	$500,000	High
Maintenance Facility Improvements - CNG Mitigation and Energy Improvements	Improvements to the Natural Gas Vehicle Refueling Station to incorporate current code requirements and best practices. Energy efficiency and safety improvements to the Maintenance and Bus Storage Facilities.	Reconstruction	$500,000	High
One (1) Expansion Paratransit Vehicle	Purchase one (1) CNG powered cutaway paratransit vehicle to expand the number of paratransit vehicles available to provide ADA accessible services in the Walla Walla	New Construction	$148,057	High
Replace Fuel and Waste Oil Underground Storage Tanks	Replace underground diesel and waste oil tanks that have exceeded their useful life	New Construction	$275,000	Medium
Facility Renovation and Energy Efficiency Improvements	Replace maintenance facility heating system, insulation, and improve ventilation to meet air quality requirements. Renovate main facility by replacing flooring, windows and other improvements.	Reconstruction	$400,000	Medium
Parking Lot Reconstruction	Repair and resurface parking lot at Valley Transit's main facility	Reconstruction	$185,000	Medium
Expand Main Facility Parking Lot	Expand main facility parking lot and bus storage area to accommodate additional vehicles and employees	New Construction	$200,000	Medium
Dial-A-Ride Storage Facility Expansion	Expand Dial-A-Ride paratransit vehicle storage to accommodate additional vehicles	New Construction	$326,250	Medium
Purchase up to Two (2) Expansion Vanpool Vehicles	Purchase two (2) vehicles to expand Valley Transit's vanpool fleet to meet growing demand for vanpool services	New Construction	$70,157	Medium
Eliminate Hazardous Intersection with Traffic Signal	Signal at Poplar and Avery to facilitate bus movement from the main transit facility and improve safety	New Construction	$201,000	Low
		Total Cost	**$3,380,464**	

Additional Illustrative Projects, resulting from the Review of Updated Comprehensive Plans

In 2018, the cities of College Place and Walla Walla and the County of Walla Walla each updated their Comprehensive Plan, which included a transportation element and a list of projects associated with their respective 6-year Comprehensive Transportation Plan. Comparing all listed projects within each Comprehensive Plan to those contained in the 2040 Plan, the following transportation improvements were identified for inclusion in the illustrative list of 2040 Plan projects:

City of College Place – Recommended, but currently unfunded improvements

- Southside Development East-West Corridor (Transportation Appendix - Map ID A) – $4,421,664 (in 2018 dollars) [currently not classified/on Federal aid system]
- SW 4th (College Ave to Davis) – Sidewalks, curb, and gutter – $843,414
- Southside Development Intersection #1 (Map ID B) – $350,958
- Southside Development Intersection #2 (Map ID C) – $350,958
- College Avenue/SR 125 Intersection (Map ID E) – $1,000,000
- Taumarson/Peppers Bridge Intersection (Map ID F) – $292,465
- SE 12th St (Date to Myra) – Corridor reconstruction – $5,213,411
- C Street/Myra Road Intersection (Map ID I) – $292,465
- Southside Development Clarence Extension (Map ID J) – $1,105,416
- Peppers Bridge (Taumarson to McMinn Road) (Map ID K) – $1,530,291 [currently not classified/on Federal aid system]
- McMinn Road (SR 125 to Peppers Bridge) (Map ID L) – $837,633 [currently not classified/on Federal aid system]
- SW Doans/Clarence Avenue (south City Limits to Mojonnier) (Map ID Q) – $3,382,748
- Peppers Bridge (McMinn to Old Milton Highway) (Map ID T) – $1,167,853
- C Street/Larch Avenue Intersection (Map ID U) – $292,465

Funding included in systemic maintenance and preservation pool:

- SE Meadowbrook – Grind and overlay – $246,482
- SE Lamperti St – Grind and overlay
- SE 12th St (College to Date) – Grind and overlay

Local Road

- SE 11th (Birch to Date) – Corridor reconstruction – $547,683 [local road/not on Federal aid system]

City of Walla Walla -- Recommended, but currently unfunded Improvements

- RE-48b Melrose Reconstruction – Corridor improvements [Project extends beyond what was identified in the 2040 Plan to include segment between Sumach St and Wilbur Ave] – $17,500,000 (in 2018 dollars)
- RE-65 Palouse St – Corridor signal timing and coordination improvements – $120,000
- RE-88 Wilbur Ave/Highway 12 – Grade-separated interchange with multimodal connections – $30,000,000
- NR-57 Myra Rd Extension (North) – Connection between Highway 12 and SR 125 – $30,000,000
- NR-61 New East-West Arterial in north Walla Walla – Between Lower Waitsburg Road and SR 125 – $20,000,000
- NR-86 Wilbur Ave Extension (South) – Between Reser Rd and Cottonwood Rd – $13,500,000

Walla Walla County – Recommended, but currently unfunded improvements

- Unfunded Item # 12 – McKay Alto Toad (MP 0.00 to 1.4) – $750,000 (in 2018 dollars)
- Unfunded Item # 17 – Fishhook Park Road (MP 1.40 to 2.92) – $800,000
- Unfunded Item # 28 – Middle Waitsburg Road (MP 14.40 to 15.40) – $1,000,000
- Unfunded Item # 32 – Humorist Road E at Slough (MP 2.20 to 2.78) – $450,000
- Unfunded Item # 38 – Pleasant Street (MP 1.46 to 1.56) – $970,000
- Unfunded Item # 40 – Mud Creek Road (MP 3.00 to 3.5) – $400,000
- Unfunded Item # 55 – Spring Valley Road (MP 6.60 to 6.73) – $170,000
- Unfunded Item # 68 – Dague Road (MP 0.00 to 0.25) – $650,000
- Unfunded Item # 106 – Cochran Street (D) Culvert Replacement – $530,000

Appendix E - Current Performance Targets and Baseline Conditions

Safety

Oregon's Strategic Highway Safety Plan (SHSP) is the basis for setting targets in Oregon – with the goal of zero fatalities and serious injuries by 2035. The WWVMPO/SRTPO agreed to support the ODOT targets, shown here alongside the share of fatal and serious crashes in the WWVMPO/SRTPO area.

Oregon - "Vision Zero" by 2035

Refer to: https://safety.fhwa.dot.gov/hsip/reports/pdf/2017/or.pdf

OREGON STATEWIDE	2010	2011	2012	2013	2014	2015	2016	State Targets 2018
Annual VMT* (1000s)	33,774,106	33,373,398	33,172,937	33,705,846	34,610,071	35,998,505		
Fatalities* (F)	317	331	337	313	356	445		Fatalities* (F)
5-year Rolling Average (F)					331	356		350.0
Fatality Rate	0.94	0.99	1.02	0.93	1.03	1.24		Fatality Rate
5-year Rolling Average (FR)					0.98	1.04		0.890
Serious Injuries (A)	1,382	1,541	1,618	1,416	1,495			Serious Injuries (A)
5-year Rolling Average (A)					1,490			1461.0
Serious Injury Rate	4.09	4.62	4.88	4.20	4.32			Serious Injury Rate
5-year Rolling Average (AR)					4.42			4.330
Nonmotorist (Ped/Bike) F&A	208	246	255	220	240			Nonmotorist F&A
5-year Rolling Average (N-FA)					234			229.0

MILTON-FREEWATER Urbanized Area (FAUB)	2010	2011	2012	2013	2014	2015	2016	MPO Portion of State Targets 2018
Annual VMT* (1000s)	--	--	--	--	37,783	40,318		
Fatalities* (F)	0	0	0	0	0	0		Fatalities* (F)
5-year Rolling Average (F)					0	0		0.0
Fatality Rate	--	--	--	--	0.00	0.00		Fatality Rate
5-year Rolling Average (FR)					0.00	0.00		0.000
Serious Injuries (A)	0	0	0	1	0			Serious Injuries (A)
5-year Rolling Average (A)					0.2			0.2
Serious Injury Rate	--	--	--	--	0.00			Serious Injury Rate
5-year Rolling Average (AR)					0.00			0.000
Nonmotorist (Ped/Bike) F&A	0	0	0	0	0			Nonmotorist F&A
5-year Rolling Average (N-FA)					0.0			0.0

** VMT: Highway Performance Monitoring System (HPMS) Estimates; Fatalities & Injuries: ODOT Crash Data System (CDS)*

Washington State's Target Zero Strategic Highway Safety Plan is the basis for setting targets in Washington State – with the goal of zero fatalities and serious injuries by 2030. Proposed targets were developed using a straight-line projection to a zero value at 2030. All Washington MPOs agreed to support the WSDOT targets and were provided a proportional share based on a percentage of fatal and serious crashes within their metropolitan planning area.

Washington State - Target Zero by 2030

Refer to: https://safety.fhwa.dot.gov/hsip/reports/pdf/2017/wa.pdf

WASHINGTON STATEWIDE	2010	2011	2012	2013	2014	2015	2016	State Targets 2018
Annual VMT* (1000s)	57,190,791	56,965,187	56,607,485	57,211,195	58,059,800	59,652,504	59,652,504	
Fatalities* (F)	460	454	438	436	462	551	537	Fatalities* (F)
5-year Rolling Average (F)					450.0	468.2	484.8	415.5
Fatality Rate	0.804	0.797	0.774	0.762	0.796	0.924	0.900	Fatality Rate
5-year Rolling Average (FR)					0.787	0.810	0.831	0.709
Serious Injuries (A)	2478	2135	2199	1917	2005	2100	2209	Serious Injuries (A)
5-year Rolling Average (A)					2146.8	2071.2	2086.0	1,788.0
Serious Injury Rate	4.333	3.748	3.885	3.351	3.453	3.520	3.703	Serious Injury Rate
5-year Rolling Average (AR)					3.754	3.591	3.582	3.058
Nonmotorist (Ped/Bike) F&A	477	481	534	404	493	493	593	Nonmotorist F&A
5-year Rolling Average (N-FA)					477.8	481.0	503.4	431.5

WALLA WALLA COUNTY (pt) Metropolitan Planning Area (MPA)	2010	2011	2012	2013	2014	2015	2016	MPO Portion of State Targets 2018
Annual VMT* (1000s)	421,056	429,986	433,214	431,642	441,333	448,256	456,563	
Fatalities* (F)	3	5	4	4	11	7	5	Fatalities* (F)
5-year Rolling Average (F)					5.4	6.2	6.2	5.3
Fatality Rate	0.712	1.163	0.923	0.927	2.492	1.562	1.095	Fatality Rate
5-year Rolling Average (FR)					1.244	1.413	1.400	1.200
Serious Injuries (A)	20	14	20	16	12	13	20	Serious Injuries (A)
5-year Rolling Average (A)					16.4	15	16.2	13.9
Serious Injury Rate	4.750	3.256	4.617	3.707	2.719	2.900	4.381	Serious Injury Rate
5-year Rolling Average (AR)					3.810	3.440	3.665	3.141
Nonmotorist (Ped/Bike) F&A	5	2	4	4	3	6	2	Nonmotorist F&A
5-year Rolling Average (N-FA)					3.6	3.8	3.8	3.3

** 2016 VMT is not yet available and therefore assumed; 2016 Fatality data is preliminary ARF data (FARS is not available beyond 2014); Injury data: WSDOT Engineering Crash Database*

Bridge, Pavement, and System Performance

The National Performance Management Measures (23 CFR Part 490.105) require State DOTs to set calendar year targets for pavement and bridge conditions, as well as system performance[10] within one year of the effective date of the final rule, and annually thereafter; in addition, the regulations also require MPOs to establish targets no later than 180 days after the State DOTs' target declaration.

On October 3, 2018, the WWVMPO/SRTPO resolved to plan and program projects that support the respective targets declared by ODOT and WSDOT.

Pavement Targets

Oregon Pavement Condition*	
Performance Measure	**Performance Target**
Percentage of pavements of the Interstate System in Good condition	35%
Percentage of pavements of the Interstate System in Poor condition	0.5%
Percentage of pavements of the non-Interstate NHS in Good condition	2-Year: 50% / 4-Year: 50%
Percentage of pavements of the non-Interstate NHS in Poor condition	2-Year: 10% / 4-Year: 10%
Washington State Pavement Condition*	
Performance Measure	**Performance Target**
Percentage of pavements of the Interstate System in Good condition	30%
Percentage of pavements of the Interstate System in Poor condition	4%
Percentage of pavements of the non-Interstate NHS in Good condition	2-Year: 45% / 4-Year: 18%
Percentage of pavements of the non-Interstate NHS in Poor condition	2-Year: 21% / 4-Year: 5%

** As defined in 23 CFR 490.307*

Current Pavement Conditions

In Washington State, non-interstate pavements are 15% in good condition and 4% in poor condition (as of 2015/2016). In Oregon, non-interstate pavements are 64% in good condition and 6.5% in poor condition (as of 2016).

Based on WSDOT-provided data for NHS pavements in the Walla Walla Valley MPO area (Washington State portion), there is 3.6% of non-interstate pavement in good condition and 21.9% in poor condition. Based on ODOT-provided data, the non-interstate pavement in the Walla Walla Valley MPO area (Oregon portion) is 76% in good condition and 0% in poor condition.

Bridge Targets

Oregon Bridge Condition*	
Performance Measure	**Performance Target**
Percentage of NHS bridges classified as in Good condition	10%
Percentage of NHS bridges classified as in Poor condition	3%
Washington State Bridge Condition*	
Performance Measure	**Performance Target**
Percentage of NHS bridges classified as in Good condition	30%
Percentage of NHS bridges classified as in Poor condition	10%

** As defined in 23 CFR 490.407*

[10] Of the prescribed system performance measures, only the "non-Interstate National Highway System - percent of person-miles traveled" (non-NHS Travel Time Reliability) applies to the WWVMPO/SRTPO planning area.

Current Bridge Conditions

In Washington State, NHS bridges are 32.8% in good condition and 7.8% in poor condition. In Oregon, NHS bridges are 13.7% in good condition and 2.1% in poor condition.

Based on WSDOT-provided data for NHS bridges in the Walla Walla Valley MPO area (Washington State portion), 61.1% are in good condition and 0.7% in poor condition. Based on ODOT-provided data, there is only one NHS bridge within the boundaries of the WWVMPO, and it is in fair condition.

System Performance Targets

Oregon National Highway System Performance*	
Performance Measure	**Performance Target**
Percent of the person-miles traveled on the Interstate that are reliable (Interstate Travel Time Reliability measure)	78%
Percent of the person-miles traveled on the non-Interstate NHS that are reliable (Non-Interstate Travel Time Reliability measure)	78%
Washington State National Highway System Performance*	
Performance Measure	**Performance Target**
Percent of the person-miles traveled on the Interstate that are reliable (Interstate Travel Time Reliability measure)	68%
Percent of the person-miles traveled on the non-Interstate NHS that are reliable (Non-Interstate Travel Time Reliability measure)	61%

** As defined in 23 CFR 490.507*

System Performance Conditions

Based on the National Performance Management Research Data Set (NPMRDS), in 2017 the reliability of travel on Interstate NHS routes in Washington State and Oregon was 73.3% and 80.9%, respectively, whereas travel reliability on non-Interstate NHS routes was 78.0% and 83.9%.

In comparison, the reliability of travel on non-Interstate NHS routes within the WWVMPO/SRTPO area (encompassing both Washington State and Oregon portions) was 97.2% in 2017.

Transit Asset Management – State of Good Repair

The Federal Transit Administration (FTA) published the final rule on Transit Asset Management (TAM) on July 26, 2016, requiring public transit providers who receive FTA funding assistance to undertake specific transit asset management activities, including the development of an asset inventory, an asset condition assessment, a decision support tool or management approach, and the prioritization of investments to maintain a state of good repair (SGR) in accordance with 49 USC 5326. In addition, 23 CFR 450.306(d) requires MPOs to establish transit SGR targets no later than 180 days after the provider of public transportation's target declaration.

As part of the Group Transit Asset Management Plan (TAMP) developed by the Oregon Department of Transportation[11] in coordination with Tier II transit agencies, the following Federal Fiscal Year 2019 targets were set for Milton-Freewater Public Transit:

Milton-Freewater Public Transportation Annual SGR Asset Performance Targets		
Asset Category	**Asset Class**	**SGR Target FFY 2019**
		(% Exceeding ULB*)
Equipment	Automobiles	40%
Rolling Stock	Over-the-Road Bus	20%
	Bus	40%
	Cutaway	40%
	Van	40%
	Minivan	40%
	SUV	40%
	Automobile	40%
		(% Below 3.0 TERM Rating)**
Facilities	Passenger / Parking Facilities	10%
	Administrative / Maintenance Facilities	10%

Source: ODOT email, August 30, 2018

** ULB – Useful Life Benchmark*

*** TERM – Refers to the five-category rating system used in FTA's Transit Economic Requirements Model (TERM) to describe the condition of an asset: 5 = Excellent; 4 = Good; 3 = Adequate; 2 = Marginal; and 1 = Poor*

As part of the Transit Asset Management Plan completed by Valley Transit, the targets shown on the following pages were adopted for Federal Fiscal Year 2019:

[11] At the time of the Administrative Modification of the 2040 Plan, the Group TAMP developed by ODOT (including Milton-Freewater Public Transportation) was still undergoing final review. The initial targets shown may subsequently be adjusted. (Please refer to: https://www.oregon.gov/ODOT/RPTD/Pages/Transit-Asset-Management.aspx)

Valley Transit Annual SGR Asset Performance Targets Rolling Stock Fixed Route, Rolling Stock Paratransit							
Asset Category	**Asset Class**	**Fleet Size**	**Vehicle Age (Yrs.)**	**Default ULB* (Yrs.)**	**SGR Metric FFY 2018 (% Exceeding ULB)**	**SGR Target FFY 2019 (% Exceeding ULB)**	**FTA (Default) Performance Metric**
Rolling Stock Fixed Route Bus Paratransit Van	Bus 29' Gillig Low Floor	5	13	10	100%	100%	The % of Revenue Service Vehicles That Will Meet / Exceed the ULB
	Bus 29' Gillig Low Floor	4	12	10	100%	100%	
	Bus 29' Gillig Low Floor	3	8	10	0%	0%	
	New Flyer C40LF	2	17	12	100%	100%	
	Champion Challenger Chevrolet G4500 Paratransit Van	4	8	5	100%	Will Be Surplus in 2018	
	Champion Challenger Ford E450 Paratransit Van	3	3	5	0%	0%	
	Champion Challenger Ford E450 Paratransit Van	3	1	5	In Service Date 2018	0%	
	Champion Challenger Ford E450 Paratransit Van	4	1	5	In Service date 2018	0%	

Source: Valley Transit – Transit Asset Management Plan, October 2018

** ULB – Useful Life Benchmark*

Valley Transit Annual SGR Asset Performance Targets Non-Revenue Rolling Stock Service Vehicles							
Asset Category	**Asset Class**	**Fleet Size**	**Vehicle Age (Yrs.)**	**Default ULB* (Yrs.)**	**SGR Metric FFY 2018 (% Exceeding ULB)**	**SGR Target FFY 2019 (% Exceeding ULB)**	**FTA (Default) Performance Metric**
Equipment: Non-Revenue Service Vehicle	Administration Support Vehicle 2003 Chevrolet Astro Van	1	15	5	100%	100%	The % of Non-Revenue Service Vehicles (By Type) that meet/exceed ULB
	Road Supervisor Van 2010 Ford E350 / Braun 8-Passenger 1 Wheel Chair	1	8	5	100%	100%	
	Custodian Pickup 2015 2500 4x4 Pickup with Service Box	1	3	14	0%	0%	
	Mechanic Pickup 2008 Dodge 3500 4x4 With Service Box	1	10	14	0%	0%	
	Forklift Clark Cushion Tire 1998 CGG25	1	20	14	100%	100%	
	Tractor, John Deere 210 LE 2005 Landscape Excavator for Snow Removal	1	13	14	100%	0%	

Source: Valley Transit – Transit Asset Management Plan, October 2018

** ULB – Useful Life Benchmark*

Valley Transit Annual SGR Asset performance Targets Facilities					
Facility Code	**Asset Class**	**2017 TERM* Condition Rating**	**SGR Metric FFY 2018 (% Below 3.0 TERM Rating)**	**SGR Target FFY 2019 (% Below 3.0 TERM Rating)**	**FTA (Default) Performance Metric**
10	Main Facility Administration, Operations, Parts	2	100%	100%	The % of facilities (by group) that are rated less than 3.0 on the FTA TERM Scale
11	Main Facility Maintenance Shop	2	100%	100%	
20	Main Facility Parking Garage	3	0%	0%	
22	Main Facility Storage Building	4	0%	0%	
21	Main Facility Bus Wash Building	3	0%	0%	
21	Main Facility CNG Dispensing Island	2	100%	100%	
21	Main Facility CNG Compressor Station	2	100%	100%	
6	K Mart Transfer Center	5	0%	0%	
6	Market Station Transfer Center	5	0%	0%	

Source: Valley Transit – Transit Asset Management Plan, October 2018

** TERM – Refers to the five-category rating system used in FTA's Transit Economic Requirements Model (TERM) to describe the condition of an asset: 5 = Excellent; 4 = Good; 3 = Adequate; 2 = Marginal; and 1 = Poor*