



**Washington State
Department of Transportation**

ACTIVE TRANSPORTATION PROJECTS: RANKED NL-2 LEAP LIST

PROJECT TIERS BASED ON IMPACTS IN OVERBURDENED COMMUNITIES

**ACTIVE TRANSPORTATION DIVISION
DEC. 1, 2022**

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LEGISLATIVE DIRECTION

In [SSB 5975 Sec. 308\(2\)](#) enacted in the 2022 session, the Legislature directed WSDOT to prioritize the [LEAP Transportation Document 2022 NL-2 Move Ahead WA Pedestrian and Bike Safety Projects List](#) in three tiers based on community impacts to overburdened communities as defined in [RCW 70A.02.010\(11\)](#). This language points to the Department of Health Environment Health Disparities Map as the underlying source of information:

- [RCW 70A.02.010\(11\)](#): “Overburdened community” means a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts, and includes, but is not limited to, highly impacted communities as defined in [RCW 19.405.020](#).
- [19.405.020\(23\)](#): “Highly impacted community” means a community designated by the department of health based on cumulative impact analyses in [RCW 19.405.140](#) or a community located in census tracts that are fully or partially on “Indian country” as defined in 18 U.S.C. Sec. 1151.

Community impacts are environmental benefits, environmental harms, or a combination of the two, expected to result from a project.

As defined in [RCW 70A.02.010\(4\)](#), environmental benefits are activities that:

- Prevent or reduce existing environmental harms or associated risks that contribute significantly to cumulative environmental health impacts.
- Prevent or mitigate impacts to overburdened communities or vulnerable populations from, or support community response to, the impacts of environmental harm.
- Meet a community need identified by an overburdened community or vulnerable population.

As defined in [RCW 70A.02.010\(5\)](#), environmental harm means the individual or cumulative environmental health impacts and risks to communities caused by:

- Exposure to pollution, conventional or toxic pollutants, environmental hazards, or other contamination in the air, water, and land.
- Adverse environmental effects, including exposure to contamination, hazardous substances, or pollution that increase the risk of adverse environmental health outcomes or create vulnerabilities to the impacts of climate change.
- Loss or impairment of ecosystem functions or traditional food resources or loss of access to gather cultural resources or harvest traditional foods.
- Health and economic impacts from climate change.

ANALYSIS AND OUTREACH

Outreach

WSDOT used outreach e-mails and a survey to obtain information about the projects to supplement the GIS analysis described below. This outreach provided additional project details. Information on timing requests from agencies and updated cost estimates are provided for legislative consideration.

E-mail was sent to the lead agencies requesting that they complete a short survey with questions about the project location, project description, a breakdown of costs for each project phase, and the preferred timeline. Agencies responding to the survey were also invited to provide information about how timing of funding from this source may be coordinated with other sources. Agencies provided information for 35 of the 44 projects. For the other 9 projects that did not have completed surveys, WSDOT staff used the information provided in the project list to estimate the geographic coordinates of the projects.

Geographic analysis

WSDOT staff performed a defined geographic analysis in ArcGIS Pro using geolocation coordinates provided by the lead agencies or based on the information provided in the project list. The analysis relied primarily on the Department of Health's environmental health disparities (EHD) layer, which is also used to populate the [Washington Tracking Network](#) website and Environmental Health Disparities Map. This information represents the overall ranking of census tract locations for environmental exposures, environmental effects, socioeconomic factors, and sensitive populations. This process was the primary evaluation used to determine the tier for each of the projects. WSDOT staff reviewed additional qualitative information concerning benefits to vulnerable populations if provided by the agencies.

Tiering process

The following steps were taken to conduct the geographic analysis and tier projects in the LEAP Transportation Document:

1. Geo-coded each project's location, using Excel and ArcGIS Pro.
2. Added the Washington Department of Health Environmental Health Disparities Overall Ranking (version 2) data to the ArcGIS Pro project file.
3. Completed an analysis of the Environmental Health Disparities ranking for the census tracts affected by each project.
4. Where projects spanned multiple census tracts an average Environmental Health Disparities ranking score was determined, averaging all scores for each affected census tract. The break between tier 2 and 3 was set to establish an equal number of projects in both tiers.

5. Separated projects into three tiers:

Tier 1 – projects with the highest Environmental Health Disparities ranking of 9 or 10 and those that serve Tribal lands.

Tier 2 – projects with a ranking of 8.5 to 5

Tier 3 – projects with a ranking of 4.5 to 1.

Tribal lands projects

Four projects that serve Tribal lands were assigned to tier 1 regardless of their Environmental Health Disparities ranking. The Climate Commitment Act identifies all census tracts “fully or partially on ‘Indian country’ as defined in 18 U.S.C. Sec. 1151” as meeting the definition of a “highly impacted community.”

Environmental Justice Council engagement

Per the requirements of ESSB 5974 Sec. 104(3), WSDOT staff engaged with the Environmental Justice Council concerning this work to put the NL-2 LEAP projects into tiers based on community impacts to overburdened communities. The Council has a heavy workload and many competing priorities and was not able to provide recommendations before this report was due to the Legislature and the Office of Financial Management. WSDOT staff will continue to engage the Council and will report back to the Legislature on any recommendations received.

PROJECT AMOUNTS

Local agencies provided updated project cost estimates on the WSDOT survey. Three agencies indicated a higher project cost than identified on the NL-2 list. The tiered list below includes the amount identified in the original list. Cost differences reported to WSDOT are noted here:

- City of Everett, North Broadway Pedestrian Bridge: NL-2 amount \$12,900,000, updated cost estimate August 2022 \$17,010,000
- Bethel School District/Pierce Co, Eustis Hunt and 216th Street Sidewalk NL-2 amount \$650,000, updated cost estimate August 2022 \$1,433,961
- City of University Place, 31st and Parkway Safe Route to School: NL-2 amount \$1,620,000, updated cost estimate August 2022 \$2,045,000

Summary of tiered projects

Tier	Total # Projects	Total \$\$
1	16	\$118,200,000
2	14	\$159,794,000
3	14	\$35,564,000
Total	44	\$313,558,000

Full list below.

COORDINATION WITH OTHER PROJECTS/FUNDING SOURCES

Agencies pursue funding through multiple sources with different decision timelines. If an agency identifies other funds for a project phase named on the NL-2 LEAP list after the Move Ahead Washington (MAW) funding has been appropriated, they indicate it would be helpful if the Legislature could allow WSDOT to authorize them to apply the MAW funding to another phase of the same project, without needing to request additional legislative action. This would enable projects to stay on track from pre-design through construction and to leverage multiple funding sources efficiently where possible.

WSDOT staff requested descriptions of projects on the NL-2 LEAP List to facilitate comparison with applications to the Pedestrian/Bicyclist Program and Safe Routes to School Program and with projects identified under criteria in the new Connecting Communities Pilot Program. If a project appears on more than one list, funding is being recommended for different elements or phases.

WSDOT staff asked local agencies for information regarding the timing of the project awards that the Legislature may choose to consider.

- The City of Spokane, Cook Street Greenway Bicycle/Pedestrian Improvements project ranked in tier 1 but the city indicated in their proposed timeline that they would prefer to wait until 2026 for funding.

While many agencies provided a preferred timeline indicating a desire to be awarded in 2023-2025, a few agencies documented a strong need for early funding because of other funding coordination or construction constraints:

- City of Des Moines - Barnes Creek Trail South Segment Project (currently in tier 1 with an EHD ranking of 10)
- Seattle Aquarium - Ocean Pavilion Public Pedestrian Parkway (currently in tier 1 with an EHD ranking of 9)
- Yakima County - East/West Corridor (currently in tier 2 with an EHD ranking of 8)
- King County Parks and Recreation Division - Eastrail Bellevue Improvements (currently in tier 2 with an EHD ranking of 8)
- City of Bellevue - Mountains to Sound Greenway Trail (142nd Place SE to Nonmotorized Overcrossing of I-19 at 150th Avenue SE) (currently in tier 2 with an EHD ranking of 8)
- City of Shoreline - 148th Street Non-Motorized Bridge (Phase 2) (currently in tier 2 with an EHD average of 7)

These projects total \$40,600,000.

NL-2 PROJECT LIST IN TIERS

Agency	Leg Dist	Title of Project	EHD Avg. Ranking	Total Funding	Cumulative Total
Tier 1 Projects					
City of Des Moines ¹	33	Barnes Creek Trail South Segment	10	\$3,500,000	\$3,500,000
City of Tacoma ²	27, 28	Puyallup Ave Transit / Complete Street Improvements	10	\$9,000,000	\$12,500,000
City of Kent	47	Meet Me on Meeker Multimodal Improvements	10	\$10,000,000	\$22,500,000
City of Spokane	3	Pacific Ave Greenway Bicycle/ Pedestrian Improvements	10	\$3,900,000	\$26,400,000
WSDOT Eastern Region	3	Liberty Park Land Bridge-Spokane	10	\$4,000,000	\$30,400,000
King County	34	White Center Pedestrian Safety Project	10	\$500,000	\$30,900,000
City of Kent	33	Interurban Trail Improvements	10	\$2,000,000	\$32,900,000
City of Spokane	03, 04	Millwood Trail – Spokane	10	\$5,800,000	\$38,700,000
City of Spokane ³	3	Cook Street Greenway Bicycle/ Pedestrian Improvements	10	\$2,200,000	\$40,900,000
City of Fife ²	25	Interurban Trail Extension to Puyallup	9	\$1,400,000	\$42,300,000
King County and City of Renton	33, 41	Eastrail Corridor South	9	\$6,000,000	\$48,300,000
Seattle Aquarium ¹	43	Ocean Pavilion Public Pedestrian Parkway	9	\$2,000,000	\$50,300,000
WSDOT Southwest Region	49	SR-500 & NE Stapleton Road/ NE 54th Avenue Bicycle & Pedestrian Overcrossing	9	\$6,000,000	\$56,300,000
City of Everett	38	North Broadway Pedestrian Bridge	9	\$12,900,000	\$69,200,000
WSDOT (Gateway Project) ²	25	Fife to Tacoma Pedestrian Access (Tacoma to Puyallup Regional Trail)	8.5	\$35,500,000	\$104,700,000

¹ Agency indicated in the timeline requests consideration of funding in 2023-2025 because of other funding/project constraints.

² Project assigned to tier 1 because it would serve Tribal lands regardless of Environmental Health Disparities ranking. The Climate Commitment Act identifies all census tracts “fully or partially on ‘Indian country’ as defined in 18 U.S.C. Sec. 1151” as meeting the definition of a “highly impacted community.”

³ In tier 1 but would prefer to wait until 2025-2027 biennium for funding.

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Agency	Leg Dist	Title of Project	EHD Avg. Ranking	Total Funding	Cumulative Total
Kalispell Tribe ²	7	Usk Bridge Shared-Use Pathway Retrofit (Kalispell Tribe)	4	\$13,500,000	\$118,200,000
Tier 2 projects					
City of Vancouver	49	Garrison Road Sidewalk Infill	8.5	\$700,000	\$118,900,000
Yakima County ¹	14	East/West Corridor	8	\$3,200,000	\$122,100,000
King County ¹	48	Eastrail Multi-Use Corridor through Bellevue	8	\$18,000,000	\$140,100,000
City of Bellevue ^{1,4}	05, 41, 45, 48	Mountains to Sound Greenway Trail (142nd Place SE to the Nonmotorized Overcrossing of I-90 at 150th Avenue SE)	8	\$6,900,000	\$147,000,000
City of Tacoma	27	Schuster Parkway Trail Improvements	7.5	\$15,000,000	\$203,400,000
City of Shoreline ¹	1, 2, 32	148th Street Non-Motorized Bridge (Phase 2)	7	\$7,000,000	\$154,000,000
Bethel School District/ Pierce County	29	Eustis Hunt and 216th Street Sidewalk	7	\$650,000	\$154,650,000
City of Redmond	48	SR 520 & 148th Avenue NE Bicycle/ Pedestrian Crossing	7	\$8,000,000	\$162,650,000
Yakima County/ Pacific Northwest University of Health Sciences	15	Pacific Northwest University of Health Sciences	6	\$750,000	\$163,400,000
City of Bremerton	23	Warren Avenue Bridge Pedestrian Improvements	6	\$25,000,000	\$188,400,000
City of Marysville	39	Cascade Elementary Safe Routes to School	5.5	\$474,000	\$203,874,000
City of Seattle ⁵	32, 36, 43, 46	North Aurora Safety Improvements	5.5	\$50,000,000	\$253,874,000

⁴ Lead agency indicates trail will be in the vicinity of development projects intended to serve high equity (low income and unhoused) populations.

⁵ The appropriation for City of Seattle for this project is subject to the requirements of [SSB 5975 Sec. 308\(8\)](#), which requires completion of the SR 99/Aurora Avenue North Planning Study by 2024 and indicates that this project is to be funded in the first five years of Move Ahead Washington.

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Agency	Leg Dist	Title of Project	EHD Avg. Ranking	Total Funding	Cumulative Total
City of University Place	28	31st and Parkway Safe Route to School	5	\$1,620,000	\$255,494,000
City of Edmonds	21	SR-99 Revitalization	5	\$22,500,000	\$277,994,000
Tier 3 projects					
City of Lake Stevens	44	South Lake Stevens Road Multi-Use Path - Phase 2	4.5	\$3,000,000	\$280,994,000
City of Soap Lake	12	Daisy Street Sidewalk Improvements	4	\$425,000	\$281,419,000
City of Kirkland	48	Sidewalk on E Side of 116th Ave NE from NE 73rd to North of NE 75th Place	4	\$500,000	\$281,919,000
Whatcom County	42	State Route 547 Pedestrian and Bicycle Safety Trail	4	\$4,129,000	\$286,048,000
City of Lake Forest Park	46	Town Center to Burke Gilman Trail Connector	4	\$100,000	\$286,148,000
City of Kenmore	46	61st Ave NE Sidewalk Replacement Project	4	\$3,500,000	\$289,648,000
City of Richland	8	Island View to Vista Field Trail System	3	\$5,000,000	\$294,648,000
City of Maple Valley	5	SR 169 Pedestrian Bridge at SE 258th Street	3.5	\$5,000,000	\$299,648,000
City of Lake Stevens	44	16th Street NE Centennial Trail Connector - Phase 1	2.5	\$2,500,000	\$302,148,000
City of Lynden	42	Bradley Road Safe Routes Pedestrian Improvements	2	\$3,000,000	\$305,148,000
Port of Ilwaco	19	Port of Ilwaco - Discovery Trail Route Connection	2	\$240,000	\$305,388,000
City of Kirkland	48	Rapid Flashing Beacon on State St at 7th Avenue S	2	\$150,000	\$305,538,000
Island County	10	Clinton to Ken's Corner Trail	1	\$3,520,000	\$309,058,000
City of Leavenworth	12	Leavenworth Pedestrian Highway 2 Undercrossing	1	\$4,500,000	\$313,558,000

Appendix A: NL-2 LEAP List as developed March 9, 2022

LEAP Transportation Document 2022 NL-2 as developed March 9, 2022
Move Ahead WA Pedestrian and Bike Safety Projects
(Dollars in Thousands)

Project Title	Leg Dist	16 Year Total
Total		313,558
1. Fife to Tacoma Pedestrian Access	25	35,500
2. Meet Me on Meeker Multimodal Improvements	47	10,000
3. North Broadway Pedestrian Bridge	38	12,900
4. Eustis Hunt and 216th Sidewalks	29	650
5. Liberty Park Land Bridge- Spokane	03	4,000
6. Maple Valley Pedestrian Bridge over SR 169	05	5,000
7. Clinton to Ken's Corner	10	3,520
8. SR 99 Revitalization Project	21	22,500
9. Puyallup Avenue Transit/Complete Street Improvements	27, 28	9,000
10. Cook Street Greenway Bicycle/Pedestrian Improvements	3	2,200
11. Pacific Avenue Greenway Bicycle/Pedestrian Improvements	3	3,900
12. Millwood Trail - Spokane	03, 04	5,800
13. Usk Bridge Shared-Use Pathway	7	13,500
14. East-West Corridor	14	3,200
15. Pacific Northwest University of Health Sciences Multimodal Improvements	15	750
16. Warren Avenue Bridge	23	25,000
17. 31st and Parkway Safe Route to School	28	1,620
18. 148th Street Non-Motorized Bridge Project Phases 1 & 2	32	7,000
19. Interurban Trail Improvements	33	2,000
20. Barnes Creek Trail South Segment - Des Moines	33	3,500
21. White Center Pedestrian Safety Improvements	34	500
22. Bradley Road Safe Routes Pedestrian Improvements	42	3,000
23. State Route 547 Pedestrian and Bicycle Safety Trail (Kendall Trail)	42	4,129
24. 16th Street NE Centennial Trail Connector - Phase 1	44	2,500
25. South Lake Stevens Road Multi-Use Path - Phase 2	44	3,000
26. Town Center to Burke Gilman Trail Connector	46	100
27. 61st Ave NE Sidewalk Replacement Project	46	3,500
28. Rapid Flashing Beacon on State St at 7th Avenue S	48	150
29. Eastrail Multi-Use Corridor through Bellevue	48	18,000
30. Mountains to Sound Greenway Trail "Bellevue Gap"	05, 41, 45, 48	6,900
31. North Aurora Safety Improvements	32, 36, 43, 46	50,000
32. Eastrail Corridor South	33, 41	6,000
33. Island View to Vista Field Trail System	8	5,000
34. Daisy Street Sidewalk Improvements	12	425
35. Port of Ilwaco - Discovery Trail Route Connection	19	240
36. Interurban Trail Extension to Puyallup	25	1,400
37. Cascade Elementary Safe Routes to School	39	474
38. Sidewalk on E Side of 116th Ave NE from NE 73rd to North of NE 75th Place	48	500
39. SR-500 & NE Stapleton Road/NE 54th Avenue Bicycle & Pedestrian Overcrossing	49	6,000
40. Garrison Road Sidewalk Infill	49	700
41. Schuster Parkway Trail Improvements	27	15,000
42. SR 520 & 148th Avenue NE Bicycle/ Pedestrian Crossing	48	8,000
42. Ocean Pavilion Public Pedestrian Pathway	43	2,000
43. Leavenworth Pedestrian Highway 2 Undercrossing	12	4,500