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I. Introduction

The Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU), was enacted in August 2005 and is currently extended in FFY 2011. The act specifies the systems on which certain funds can be used, expands the kinds of activities for which funds can be used and promotes the role of the Metropolitan Planning Organizations (MPO) in the planning and programming of projects. SAFETEA-LU requires each designated MPO to develop a Transportation Improvement Program (TIP), and the state to develop a Statewide Transportation Improvement Program (STIP) as a condition to securing federal funds for transportation projects.

In November 2006, the Washington Transportation Commission adopted the Washington Transportation Plan (WTP) as WSDOT's long-range (20-year) plan for transportation project development. By updating the WTP, the commission and WSDOT are able to serve as an integral part of the planning and programming process still required by SAFETEA-LU.

SAFETEA-LU also requires each MPO TIP to have a financial plan that addresses all federally funded and/or regionally significant projects inside the MPO's area of responsibility. Projects listed in the STIP are the only projects that will be approved by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) to utilize federal funds. The STIP is a four-year, fiscally constrained and prioritized program of transportation projects, compiled from local and regional plans, along with the WTP, which provides a backbone for developing projects for the intermodal transportation network in the State of Washington. At this time WSDOT is basing its financial plan on estimates provided in SAFETEA-LU.

(See **Appendix B – Financial Feasibility Table.**)

The STIP contains federally funded projects plus state and local regionally significant projects programmed for calendar years 2011, 2012, 2013 and 2014. These projects have been identified through the planning process as the highest priority for the available funding to the state's transportation program.

Included in the STIP are state and local roadway, bridge, safety, bicycle, pedestrian and public transportation (transit) projects. Project related activities, such as PE (preliminary engineering), RW (right of way) and CN (construction) are eligible for roadways, etc.; and capital and operating expenses for public transit. The projects are organized in alphabetical order by MPO, county and lead agency and are shown in a standardized format, which includes similar information for each project.

The regulations (23 CFR 450.216(a)(2)) require that the STIP present a financially constrained program of projects that will be implemented during a four-year period. This cannot be completely accomplished in Washington since WSDOT is limited by statute to a two-year capital construction program. Accordingly, an investment level approach has been used for the third and fourth year of the STIP. The investment level is based upon the planned amount of funding for the various programs.

I. Introduction (cont'd.)

WSDOT uses a priority programming process that first identifies needs for a 20-year period that can be accomplished within financial constraints. This is done through the State Highway System Plan (HSP). In order to be eligible for programming, a need must be first identified in the HSP. The needs contained in the HSP do not have start dates and can occur anytime during the 20-year period. The HSP is updated every 2 years and defines service level objectives, action strategies and costs. It includes an extensive public involvement process. From the HSP, a six-year implementation plan is developed. The six-year plan is constrained to the investment level for a three-biennium period and is used in the budget development process. Only the first two years of the six-year plan contains specific projects. The last four years contains funding levels for the different programs. Projects are then included for programming in the two-year budget from the six-year plan.

Provisions of Sec. 135(f)4(c)ii of SAFETEA-LU allow the state to combine non-regionally significant and environmentally neutral projects, previously listed as individual projects in the MPO TIPs, into statewide groupings or 'buckets' by funding source. This allows the State more efficient management of the Statewide Transportation Improvement Program (STIP).

All MPO TIPs (MTIPs) have been forwarded to the Governor for approval. Their projects are listed individually in the STIP, except for those projects that have been grouped.

The STIP is fiscally balanced and includes only those projects selected for available funding or of having a reasonable expectation of obtaining funds. Federal funds for Fiscal Years 2011, 2012, 2013 and 2014 are program estimates and will not be final until after the federal budget is approved on or after October 1, of each year.

II. Financial Plan and Resources

A. Federal

The financial plan estimates are based on the SAFETEA-LU forecast for funds apportioned for highways and authorized for public transit. The estimated gross level of funds available annually in 2011, 2012, 2013 and 2014 will be approximately \$665M, plus High Priority (DEMO) and Discretionary funding

The following are descriptions of fund sources identified in SAFETEA-LU, however, some of these fund sources may be revised or discontinued during the life of a new act.

Bridge (BR): The Bridge Replacement/Bridge Rehabilitation Program provides assistance for eligible bridges on public roads.

Congestion Mitigation and Air Quality (CMAQ): The Congestion Mitigation and Air Quality Improvement (CMAQ) category addresses congestion mitigation and air quality improvement in non-attainment and/or maintenance areas of the state. Funds are distributed to non-attainment and maintenance areas based on their population and the severity of air quality non-attainment. The MPO prioritizes and selects projects for funding.

A. Federal (cont'd.)

Interstate Maintenance (IM): This program is for the rehabilitation, restoration, and resurfacing of the Interstate system only. The state prioritizes and selects all projects for funding.

National Highway System (NHS): The NHS includes the Interstate as well as other nationally significant routes, approximately 3,420 miles of roads and highways within Washington. The state selects and prioritizes projects for funding. There are about 118 miles of local NHS routes and WSDOT has given the Metropolitan Planning Organizations (MPOs) and/or Regional Transportation Planning Organizations (RTPOs) an equal amount of STP funds in exchange for their proportionate NHS dollars to streamline the administration of the funds.

Transportation Enhancement (STPE): Under SAFETEA-LU, the set aside is modified to be the greater of 10% of State's STP apportionment or the dollar amount of the TE set aside for the State for 2005. Eligible transportation enhancement projects still include bikeways/walkways; highway beautification; acquisition of scenic easements and scenic or historic sites; historic preservation, rehabilitation and operation of historic transportation buildings including a provision for tourist and welcome centers; preservation of abandoned railway corridors; control and removal of outdoor advertising; archaeological planning and research; environmental mitigation of water pollution due to highway runoff or reduction of vehicle-caused wildlife mortality while maintaining habitat connectivity; safety and educational activities for pedestrians and bicyclists; and establishment of transportation museums. The process for selecting Enhancement projects requires each MPO/RTPO to establish their own criteria and prioritizes and selects projects in their respective areas.

Surface Transportation Program (STP): This program is for both local agencies and WSDOT for use on functionally classified roads above urban local access or rural minor collector. The following types of programs are available:

Regional STP (STPUL, STPUS, and STPR): Formula allocations of these funds to the MPO/RTPO or county lead agencies are based on population and road mileage. The MPO/RTPO or county lead agency prioritizes and selects projects for funding.

WSDOT's STP (STP): This is a portion of the STP funds that are for state highway system preservation and interstate reconstruction. The WSDOT prioritizes and selects these projects.

STP (L) Legislative Projects: This is a portion of the STP flexible funds from SAFETEA-LU that can be used anywhere in the state. The Washington State Legislature and Governor selected and approved the projects for funding.

Highway Safety Improvement Program (previously STP Safety) (STPS): Under TEA21 and FFY 2004 & 2005, 10% of STP funds are set aside for safety improvements. The objective of this program is to identify, implement and evaluate cost-effective safety construction projects. This program includes the Railway/Highway Crossing Program and the Hazard Elimination Safety (HES) Program (TEA-21 only). Initially, the Intersection & Corridor Safety and the Rural Two-lane County roadway programs were funded.

A. Federal (cont'd.)

In SAFETEA-LU the objective of the core safety program is to achieve a significant reduction in traffic fatalities and serious injuries on all public roads. This program is subject to set-asides for high risk rural roads and the railway/highway crossing programs. These funds are made available to all state and local agencies and tribal nations within Washington and can be applied to all public roadways. Projects are prioritized and selected for funding based upon the Strategic Highway Safety plan approved by the Governor in Fall 2006 called Target Zero.

Safe Routes to School (SRTS): This new program will enable and encourage children, including those with disabilities, to walk and bicycle to school; to make walking and bicycling to school safe and more appealing; and to facilitate the planning, development and implementation of projects that will improve safety, and reduce traffic, fuel consumption and air pollution in the vicinity of schools. The state prioritizes projects and submits them to the Legislature and Governor for approval.

Coordinated Border Infrastructure (CBI): The purpose of this program is to improve the safe movement of people and goods at or across the land border between the United States and Canada and the border between the United States and Mexico. WSDOT prioritizes and selects these projects.

Demonstration Projects (DEMO): Demonstration projects are identified through appropriation bills approved by Congress.

High Priority Projects (DEMO): The High Priority Projects program provides designated funding for specific projects identified by Congress in 23 U.S.C. 117. SAFETEA-LU includes 5,091 of these projects, each with a specified amount of funding over the 5 years of SAFETEA-LU. The designated funding can only be used for the project as described in the law, [1601(a)].

Ferry Boat Discretionary (Discretionary): This is a national discretionary program continued in SAFETEA-LU for the construction of ferry boats and ferry terminal facilities. Washington is allocated \$5M per year, beginning in 1999.

Scenic Byways (Discretionary): The National Scenic Byways Program provides for the designation, by the Secretary of Transportation, of roads that have outstanding scenic, historic, cultural, natural, recreational, and/or archaeological qualities as All-American Roads (AAR)/ National Scenic Byways (NSB). This program also provides discretionary grants for scenic byway projects on an AAR or NSB; state designated scenic byways; and for planning, designing, and developing State scenic byway programs.

Transportation, Community and System Preservation (TCSP) Program (Discretionary): This discretionary program's purpose is intended to address the relationships among transportation, community, and system preservation plans and practices and identify private sector-based initiatives to improve those relationships.

Intelligent Transportation Systems (ITS) Program (Discretionary): This discretionary program's purpose is to accelerate the integration and interoperability of intelligent transportation systems (ITS) across system boundaries, to improve transportation efficiency, promote safety, increase traffic flow, improve traveler information, enhance alternative transportation modes, build on existing intelligent transportation system projects or promote tourism.

A. Federal (cont'd.)

Recreational Trails Program: This program's purpose is to provide funds to develop and maintain recreational trails for motorized and non-motorized recreational trail users.

FTA Section 5307(5307): These funds are apportioned by a formula to each urbanized area, and are available for planning, capital and operating assistance. Where they exist, the transportation management area (TMA) and the designated recipient determine the programming of these funds. WSDOT is the designated recipient for the Asotin, Bellingham, Longview, Mount Vernon, Olympia, Tri-Cities, Wenatchee and Yakima urbanized areas.

FTA Section 5309 (5309(Bus),5309(FG),5309(NS)): This FTA transit discretionary program provides capital assistance for new and replacement buses, related equipment, facilities and major capital needs such as light or commuter rail systems' development or rail fleet purchases and construction of transit facilities.

FTA Section 5310 (5310): These formula funds are designed to provide passenger equipment to meet the special needs of the elderly and persons with disabilities. Section 5310 specifically assists private, nonprofit organizations in obtaining equipment to provide service where transportation services for this group are unavailable, insufficient, or inappropriate for their use. WSDOT administers these funds through a competitive grant program and programs rural Section 5310 projects in a statewide grouping in the STIP, while MPOs program this type of project within their respective areas.

FTA Section 5311 (5311): These formula funds are apportioned to each state, and include Rural Transit Assistance Program (RTAP), intercity bus programs, state administration, and both capital and operating assistance. WSDOT administers these funds through a competitive grant program serving the general public in rural areas of the state and programs all Section 5311 projects in a statewide grouping in the STIP.

FTA Section 5316 (5316): SAFETEA-LU Job Access and Reverse Commute (JARC) program provides formula funding to support the development and maintenance of job access projects designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment, and for reverse commute projects designed to transport residents of urbanized areas to suburban employment opportunities.

FTA Section 5317 (5317): The New Freedom Program (NFP) was established in SAFETEA-LU as a formula program to provide funding for new public transportation services and public transportation alternatives beyond those currently required by the Americans with Disabilities Act of 1990 (ADA) to assist individuals with disabilities with transportation, including transportation to and from jobs and employment support services.

Over-the-Road Bus Accessibility Program: This program will assist in financing the incremental capital and training costs associated with implementing the USDOT's Final Rule on accessibility requirements for Over-the-Road Buses (OTRBs).

Clean Fuels Formula Grant Program: The program's purpose is to assist transit operators in the purchase of low-emissions buses and related equipment; the construction of alternative-fuel fueling facilities; the modification of garage facilities to accommodate clean-fuel vehicles; and to assist in the utilization of bio-diesel fuel.

A. Federal (cont'd.)

Transit Enhancement: Transit enhancement projects must enhance mass transportation service or use and be physically or functionally related to transit facilities.

Federal Lands Highways Programs: Funding is managed by FHWA. There is limited state authority over this category of funding. Funding is provided through a discretionary program. The Federal Lands Highways Program includes the following categories of roads:

- Indian Reservation Roads (BIA);
- Park Roads and Parkways;
- Public Lands Highways;
- Forest Highways program; and
- Refuge Roads

Indian Reservation Roads (IRR): IRR are public roads that provide access to and within Indian reservations, Indian trust land, restricted Indian land, and Alaska native villages. IRR funds can be used for any type Title 23 transportation project providing access to or within Federal or Indian lands. All IRR projects are grouped in the STIP in the BIA bucket, unless environmentally sensitive.

Park Roads and Parkways program funds may only be used on public roads under the jurisdiction of the National Park Service (NPS).

A Public Lands Highways road is defined as a forest road, or any highway through unappropriated or unreserved public lands, non-taxable Indian lands, or other Federal reservations that are under the jurisdiction of, and maintained by a public authority and open to public travel. Public Lands Highways funds are discretionary in nature. States propose projects that compete for funding on a nationwide basis through solicitation. Projects are solicited by the FHWA in the fall and selected around the beginning of the calendar year.

Forest Highways provide access to and within National Forest System.

Refuge roads are public roads that provide access to or within a unit of the National Wildlife Refuge System and for which title and maintenance responsibility is vested in the United States Government.

Department of Defense (DOD): Transportation projects are sometimes funded through Department of Defense rather than FHWA.

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 Washington State Department of Commerce.

B. State

The Motor Vehicle Fuel Tax: The primary funding source of state highway maintenance, construction and arterial construction. In addition, the state-shared Motor Vehicle Fuel Tax is a significant funding source of local highway maintenance and arterial construction.

WSDOT (WSDOT): Funding provided for WSDOT lead projects.

Urban Arterial Program (UAP): Funding which is provided for arterial street improvements for cities and portions of counties within urban areas.

Route Transfer Program (previously City Hardship Assistance Account) (CHAA): Provides funding to offset extraordinary costs associated with the transfer of state highways to cities having populations under 20,000.

Sidewalk Program (SP): Program provides funds to pedestrian safety access, correctivity and improve address system continuity.

Small City Arterial Program (SCAP): Small city (under 5,000 population) projects are selected based on the condition of the pavement, roadway geometrics and safety.

Urban Corridor Program (UCP): Provides funding for transportation projects in urban counties/cities with populations over 5,000 or in Transportation Benefit Districts that encourage economic development and public/private partnerships.

Small City Preservation Program (SCPP): Provides funding for chip seal and overlay of existing pavement and associated sidewalk maintenance in incorporated cities with populations less than 5,000.

Rural Arterial Program (RAP): This is a state fund for financing arterial road improvements in rural areas.

County Arterial Preservation Program (CAPP): This state fund program is designed to assist counties to preserve their existing paved arterial road network.

Public Works Trust Fund (PWTF): This is a loan program developed by the State Department of Community, Trade and Economic Development and administered by the Public Works Board to provide low interest loans to local governments to for needed infrastructure improvements.

Freight Mobility Strategic Investment Board (FMSIB): Provides state or federal STP flexible funds to be combined with partnership funding from freight mobility and freight mitigation projects along strategic freight corridors as approved by the legislature and Governor.

Other State Funding Sources (OTHER): All other unidentified state fund sources, including but not limited to Pedestrian/Bike Safety and Safe Routes to School program funds administered by WSDOT.

C. Local

Local: Transportation funding sources are primarily from the property tax for highway projects and the sales tax for transit projects. Other sources of revenue for highway projects include moneys from street use permits, impact fees, LIDs, etc.

D. Financing Techniques

Advance Construction:

This process will continue to be used as a short-term technique (normally three to six months) for managing federal funding availability with FHWA by allowing projects to get started prior to actual availability of the obligation authority. This technique typically occurs during the last few months of the federal fiscal year and during the first quarter of the next federal fiscal year, when the remaining obligation authority or apportionment is low. Numerous constraints must be met before construction can be advanced. All normal authorization procedures will be followed and projects must be authorized by the FHWA prior to advertisement.

Due to the cash flow constraints in SAFETEA-LU for the High Priority Projects, WSDOT will utilize the advance construction process in authorizing most of those projects. A portion of the projects will be converted annually to match the cash flow distribution in SAFETEA-LU.

A similar process is used for FTA projects called a 'Letter of No Prejudice'. This technique allows transit agencies to start their projects prior to receipt of funds.

III. Consistency with Statewide Plan

In November 2006, the Washington State Transportation Commission adopted the updated Washington Transportation Plan (2007-2026). This 20-year, fiscally constrained document outlines the service objectives and strategies for maintaining, operating, preserving, and improving the state transportation system. It also outlines a financial funding strategy that identifies the responsibilities for implementation and establishes needs for the system.

The Department worked with metropolitan planning organizations (MPOs) and regional transportation planning organizations (RTPOs) to select the deficiencies (and the conceptual solutions to address them) that would be included in the Highway System Plan within this financial constraint. System Plan service objectives provide policy direction for each program. The constrained Highway System Plan determines which system deficiencies are eligible for project programming. Biennial investment levels in all programs are based on the 20-year target level and the expenditure plan defined in the Highway System Plan.

Preservation Program levels and project priorities have been developed from the appropriate management systems (e.g., pavement and bridge).

Improvement Program levels and project priorities are based on available revenues and cost benefit analyses. Each subprogram uses benefit/cost methodologies applicable to the specific subprogram.

III. Consistency with Statewide Plan (cont'd.)

From the list of Benefit/Cost (B/C) prioritized projects, the Transportation Commission selects a mix of projects providing the greatest net benefit to transportation users. This prioritized program is submitted biennially to the Legislature for funding authorization and is included in this STIP.

IV. Operations and Maintenance

A. State System

The State's budget for operations and maintenance for the safe and efficient operation of the state highway system is estimated to be \$712 million for each state fiscal year in the 2011-2014 STIP.

B. Local System

The aggregate amount of cities and counties budget for the operations and maintenance for the safe and efficient operation of the local transportation system is estimated to be \$500 million for each fiscal year in the 2011-2014 STIP.

Governmental transit systems budget approximately \$1.3 billion annually for operations, maintenance, contracted services, administration, and planning.

Operations and maintenance are those expenses of labor, goods and services necessary for the provision of safe and responsive transportation facilities and services, but does not include special bonding, etc. for exceptionally large projects, such as, Sound Transit's match funding.

V. Public Involvement

Existing planning activities of state and local governments are an essential part of integrated regional planning processes. Long range transportation planning is a part of the comprehensive land use planning carried out by local governments. Citizen participation is an integral part of the planning process at all levels. Local agencies are required to develop and adopt a six-year transportation program. All local agencies are required to hold at least one public hearing during the development of the six-year transportation program. The 'funding-secured' projects from the first four years of the six-year program are incorporated into the STIP.

V. Public Involvement (cont'd)

Additional opportunities for public participation occur at the MPO and RTPO levels. Each MPO/RTPO is required to provide continuous public involvement during the development of the regional TIP. Specifically, the public involvement process for STIP is as follows:

1. Local agencies hold a public hearing on their six-year transportation plan.
2. The MPO/RTPO holds a public meeting and/or public forum in August or September of each year. This provides the public with an opportunity to review and comment on the transportation improvement program within the region. This meeting is coordinated with all of the member jurisdictions within the region.
3. The Governor's Office and the state legislature seek meaningful public involvement during all phases of the biennial budget development and approval process.
4. A "draft" STIP is available for public review in each WSDOT regional office in December, while it is being reviewed by FHWA and FTA. The public can access the "approved" STIP via the Internet in January, once federal approval has been received.

VI. Project Selection

SAFETEA-LU requires a project selection process that "selects" the projects for implementation from the STIP. The 'first year' projects of the STIP are automatically deemed selected for implementation. WSDOT is responsible for the statewide coordination of the STIP. Once local agency projects are programmed and selected, WSDOT Highways & Local Programs manages its federal highway dollars on a first-come, first-served basis, while WSDOT manages their federal highway dollars based on a biennial program of projects. This assures that all federal funds are utilized in a timely manner. For example, if a local agency project in Year One cannot be built according to schedule because of right-of-way problems, then a second or third year project could move forward as long as it has been previously selected by the MPO.

MPOs are responsible for the management of their MTIPs, (i.e. their regional portion of the STIP). The regional procedures allow any federal project included in the STIP to be advanced or delayed without a STIP amendment contingent upon the financial balance being maintained for each fiscal year.

VII. STIP Management

A. Grouped Projects

Grouping of projects is done on a statewide basis to ease in the administration of the STIP. Again, only those projects that are categorically excluded (CE) and non-regionally significant will be grouped by source of funds. All others will be listed individually by phase. Some projects are programmed individually in the MTIPS. Only the grouping name (fund source) and the amount of funds budgeted for the category will be shown. For actual project listings, please contact Nancy Huntley at (360) 705-7378 or see the applicable MPO TIP for the individual project.

A. Grouped Projects (cont'd)

When a project is no longer eligible for a grouping, (if the environmental status changes to an EA or EIS) the State will process a STIP amendment, moving the project out of the grouping to display the individual project in the STIP.

The following groupings are included in the 2011 STIP:

Discretionary -This group contains projects included in the Appropriations Bills that are classified as CE and not regionally significant; e.g. ITS, TCSP, PLHD, FBD, IBRC, Scenic Byways, IMD, VPP, FAA, FRA, BIA, FTA Discretionary, and other federal programs. (High Priority Projects and Demo Projects are not included). For individual projects, please see the MPO TIPs.

FTA Section 5309 (Bus) – This group contains statewide capital projects supporting rural transit agency vehicle needs. These projects are classified as CE and not regionally significant; include purchase of buses, mini-buses and passenger vans. Project administration is through the state consolidated grant program.

FTA Section 5310 -This group contains two categories of statewide projects serving the needs of the elderly and persons with disabilities primarily through private, nonprofit organizations. These projects, classified as CE and not regionally significant, will include: program administration and purchases of passenger vehicles.

FTA Section 5311 -This group contains five categories of statewide projects serving the public transportation needs of rural communities. These projects, classified as CE and not regionally significant, will include: program administration; purchases of passenger revenue vehicles; a 15% earmark for intercity bus program projects; operating assistance projects; and Rural Transit Assistance Program (RTAP) technical assistance.

FTA Section 5316 – This group contains three categories of statewide projects funded by the SAFETEA-LU formula Job Access and Reverse Commute (JARC) program. These projects, classified as CE and not regionally significant, fund program administration, the development and maintenance of job access projects designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to employment, and fund the purchase of passenger vehicles used in these programs.

FTA Section 5317 – This group contains three categories of statewide projects funded by the SAFETEA-LU formula New Freedom program. These projects, classified as CE and not regionally significant, fund program administration, provide funding for new public transportation services and alternatives beyond those currently required by ADA, and fund the purchase of passenger vehicles to transport individuals with disabilities to and from jobs and employment support services.

B. STIP Amendment Process

The STIP is a dynamic document. Therefore, after FHWA and FTA approval, often times, there is a need to amend the STIP to reflect changes. Some examples of changes that would trigger the need for a STIP amendment are: adding or deleting a project to the STIP, or any change

B. STIP Amendment Process (cont'd)

requiring a new regional air quality conformity finding. (See **Table C: Examples of Corrections and Amendments**)

STIP amendments, initiated by either the project sponsor and/or an MPO, are submitted to WSDOT Highways & Local Programs for processing. After review and approval by WSDOT, the amendment is submitted to FHWA and FTA monthly for approval.

Amending a MPO TIP for an area designated as a non-attainment or maintenance area requires air quality conformity determination, unless the amendment includes only "neutral" projects for air quality purposes. Approval of a STIP amendment at the state and federal level is dependent upon appropriate public involvement and continued financial constraint of the STIP. WSDOT Highways & Local Programs will notify the regions and MPOs of the status of STIP amendments and keep the Internet amendment status summary regularly updated. WSDOT regions are responsible for notifying their appropriate partners.