



IRTPO – SFYs 2022-2023  
UNIFIED PLANNING WORK  
PROGRAM

Island County Regional Transportation Planning  
Organization (IRTPO)

Serving Whidbey and Camano Islands

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Preliminary FINAL - MAY 2021

BACKGROUND & HISTORY

REGIONAL TRANSPORTATION PLANNING ORGANIZATIONS

Regional Transportation Planning Organizations (RTPOs) form through the voluntary association of local governments within a county or geographically contiguous counties to conduct regional transportation planning and programs. RTPO members include cities, counties, the Washington State Department of Transportation (WSDOT), tribes, ports, transportation service providers, private employers, and others. Each RTPO has specific duties as assigned by RCW 47.80.023, (see Program Requirements section). The purpose of RTPOs is to coordinate transportation planning among regional jurisdictions and develop a regional transportation plan aimed at solving transportation issues of mutual interest and concern.

RTPOs provide a platform for local agencies, WSDOT, and transit to coordinate on transportation planning in the region. The planning documents that are created by the Metropolitan and Regional Transportation Planning Organizations provide vital information and are used as a basis for WSDOT planning efforts both in the Northwest Region and statewide.

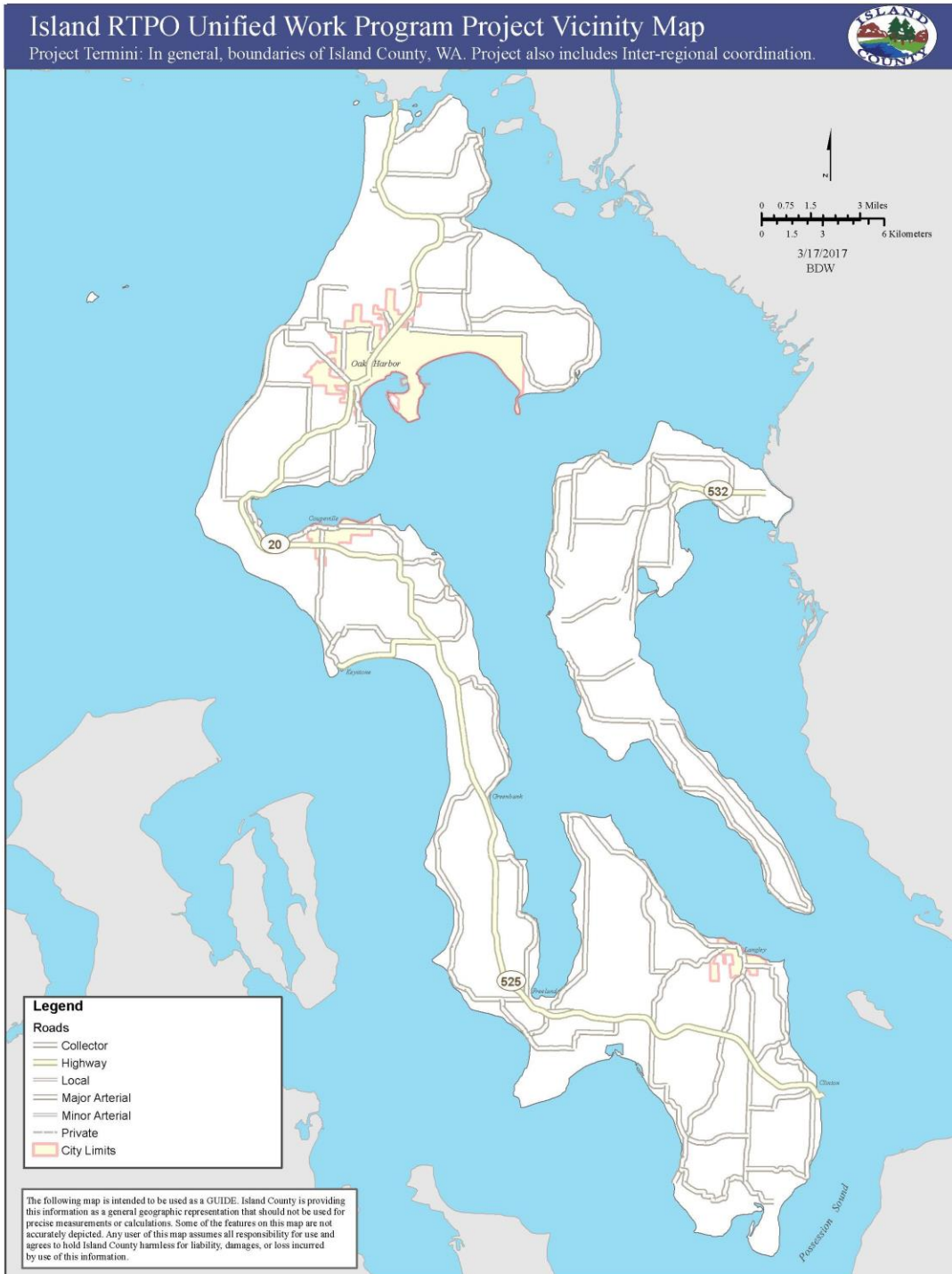
ISLAND RTPO STRUCTURE

The Island RTPO (IRTPO) is an association formed in 2016 between WSDOT, municipal corporations, and other interested parties in Island County, Washington. The organization’s region coincides with the boundaries of Island County. The mission of the IRTPO is to work collaboratively to address multi-modal transportation issues within and across the Island Region (and beyond).

Island County acts as lead agency and fiscal agent for the IRTPO. The Island County Public Works Director serves as Director of the IRTPO. An Executive Board of (see Appendix A for members) meets monthly to discuss transportation challenges and opportunities in the region, and take formal action, as needed. A staff-level Technical Advisory Committee (see Appendix A) holds a separate monthly meeting to discuss transportation challenges and opportunities in the region, and make recommendations to the Executive Board.

This Unified Planning Work Program (UPWP) is adopted bi-annually in association with WSDOT, and serves as the IRTPO’s budget and work program.

IRTPO REGIONAL PLANNING AREA MAP



SFYS 2020-2021 WORK PROGRAM ACCOMPLISHMENTS

**DATA COLLECTION & ANALYSIS PROGRAM (FIRST YEAR IMPLEMENTATION)**

Following a competitive RFP process, IRTPO hired Fehr & Peers to initiate the new Element 4 task of Data Collection & Analysis. The consultant gathered existing data from all member agencies and other available sources into a database, coordinated with the Technical Advisory Committee on data gaps, and purchased digital data from Streetlight. Although this first phase was primarily data collection, the consultants were able to begin analysis on some high priority areas such as SR 532 through Camano, and Keystone Ferry freight volumes. The TAC has expressed a desire to continue working with this consultant for the next biennium.

**ISLAND VEHICLE ELECTRIFICATION STUDY**

Following a competitive RFP process, IRTPO hired Makers Architecture & Urban Design, along with DKS Associates to complete this project. The consultant team collected existing fleet and charging station data from fleet managers in the Island Region. A high-level analysis of fleet vehicles that would be optimal for conversion to EVs in the near-term, mid-term, and long-term was developed for the consideration of the IRTPO member agencies.

The study included a public survey that asked if respondents owned electric vehicles (EVs) and what barriers they saw to owning EVs in the Island Region. The majority of respondents (both current EV owners and non-EV owners) identified the lack of available public charging, range anxiety, and upfront vehicle costs as challenges to owning an EV in the Island region. The next series of questions in the survey asked respondents where they wanted to see charging stations on Whidbey and Camano Islands.

In tying the public and fleet EV discussion together, the team created a Charging Station Design Guidance Toolbox to help potential charging station hosts and fleet managers understand the station types and infrastructure needs. Finally, the consultant drafted a policy document for the IRTPO and (if desired) member agencies, to adopt in support of electric vehicles and EV infrastructure.

**ISLAND AERIAL PHOTOGRAPY**

Island County led the effort to select a consultant and manage this regional project. Sanborn mapping company was chosen by the county to capture this imagery in late August of 2020. The imagery that was captured was delivered in February of 2021 and includes 3-inch spatial resolution for both the oblique and ortho imagery. The oblique Imagery is being displayed in a new Island County application named Island County Oblique Viewer. The orthorectified imagery was delivered in GeoTIFF, TIFF/TIFW, and MrSID formats. This imagery is being displayed in Island Counties' main GIS application, ICGeoMap. Both these imagery datasets are available from the county upon request to the GIS Coordinator and can be freely shared to any agency that has an interest.

### **REGIONAL TRANSPORTATION PLAN (RTP)**

Island Access 2040: Regional Transportation Plan for the Island Region was adopted in September of 2019.

### **REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM (RTIP)**

IRTPO adopted the RTIP for 2020-2025 in October of 2019.

### **MULTIMODAL PLANNING MEETINGS**

Facilitated regular meetings with the IRTPO Executive Board meetings and the IRTPO Technical Advisory Committee (TAC).

Participated in coordination meetings with individual member agencies as needed.

### **REGIONAL COORDINATION**

Participated in meetings and webinars including:

MPO/RTPO/WSDOT Coordinating Council meetings

North Sound Transportation Alliance meetings

SnoTrac and North Counties Transportation Coalition meetings

Meetings with Peninsula RTPO and Jefferson County

Multiple WSDOT and WSTC initiatives

### **PLANNING STAFF TRAINING & COORDINATION**

Attended the American Planning Association (APA) Virtual Conference

Participated in the WSDOT Public Transportation Grant Workshop

Participated in WSDOT Rail and Washington State Ferries webinars

Took advantage of online training in areas such as GIS, transit planning, complete streets, etc.

### **HUMAN SERVICES TRANSPORTATION COORDINATION**

Meetings and coordination with Island Health District, Island Transit, Camano Center, Stanwood-Camano Community Services Center, and Regional Coordination partners.

Facilitated the ranking and scoring of Island-area Consolidated Grant applications.

PROGRAM REQUIREMENTS

**RCW Section 47.80.023 details the required duties of an RTPO**, which are summarized below for reference:

**UPWP**

To prepare and periodically update a transportation work plan for the region, the UPWP.

**RTP**

To prepare a Regional Transportation Plan (RTP) that is consistent with countywide policies, comprehensive plans in the Region, and with state transportation plans.

**RTIP**

To develop a six-year Regional Transportation Improvement Program (RTIP).

**CT - HSTP**

To advance special needs coordinated transportation through specific opportunities and projects included in the Coordinated Transit - Human Services Transportation Plan (CT-HSTP).

To submit an updated CT – HSTP to the WSDOT-sponsored Agency Council on Coordinated Transportation every four years.

To submit a prioritized human service and rural transit project list every two years.

**REGIONAL PLANNING COORDINATION**

To certify transportation elements of comprehensive plans that are adopted within the Region are consistent with the Regional Transportation Plan.

To certify that countywide planning policies and the RTP are consistent.

To review Level of Service (LOS) methodologies used by cities and counties planning under the Growth Management Act (GMA).

To work with cities, counties, transit agencies, WSDOT, and others to develop LOS standards or alternative performance measures.

SFYs 2022-23 State Emphasis Areas

RTPOs are requested to set aside resources to collaboratively develop and/or review WSDOT Statewide plans and initiatives.

PROGRAM BIENNIUM WORK SCOPE (JULY 1, 2021 – JUNE 30, 2023)

The following work program identifies IRTPO’s major work projects, implementation processes, and responsibilities for the State Fiscal Years (SFYs) 2022 and 2023. The member jurisdictions and participating partners have developed this work program in an open and collaborative process for the SFYs 2022-2023 (with work starting July 1, 2021 and ending June 30, 2023).

ELEMENT 1 (E1): ADMINISTRATION

PURPOSE AND OBJECTIVES

Program administration consists of the tasks to be completed by the lead agency (Island County) for administrative support and management functions associated with the regional transportation planning program and fulfillment of state requirements. These management and staff support functions are provided by Island County Public Works.

In May of 2020, the State Auditor’s Office asked the IRTPO to separate its accounting from the Island County accounting. However, IRTPO’s budget operates on reimbursable grants. With no other revenue, the IRTPO did not carry a cash balance. The Island County Road department has provided a five-year, \$207,000 loan to the IRTPO to establish a cash balance. IRTPO will make payments on the loan periodically, as grant funds are received. The amount of the payments will vary, as funds are available, and payments must be approved by the Director. Part of the budget for Element 1 will pay the interest on the loan.

*Funding Source:* Surface Transportation Block Grant (STBG) Funds, Local Agency Matching Funds

*Funding Amount:* \$30,000

*Work Performed by:* Lead Agency

*Timeline:* Ongoing

E1 WORK ACTIVITIES

1. Prepare annual report and financial summary for work performed under the SFY 2021 UPWP. Submit final report to WSDOT by September 2021.
2. Prepare and submit annual financial reports to the State Auditor’s Office.
3. Provide administrative support to the IRTPO Executive Board, Transportation Advisory Committee, and the Transportation Equity Committee (TEC). This includes such items as:
  - a. Communicate with board and committee members
  - b. Produce meeting agendas and materials
  - c. Schedule, advertise, and facilitate meetings
  - d. Produce meeting summaries
  - e. Post meeting related materials on IRTPO website
4. Review and update IRTPO materials as necessary to insure compliance with Title VI of the Civil Rights Act of 1964.



5. Implement approved public outreach strategy aligned to administrative and planning activities, including making outreach efforts to engage minority, Limited English Proficiency, or other underserved populations. Review and expand public outreach strategy.
6. Respond to legislative inquiries and requests for information.
7. Update Bylaws as needed.
8. Maintain IRTPO web pages.
9. Maintain a federal funding and regional project tracking system.

## E1 WORK PRODUCTS

1. SFY 2021 UPWP Year End Report
2. Annual Audit Reports for SFYs 2021 & 2022
3. Public meeting agendas, supporting materials, and meeting summaries
4. Adopted Title VI Plan & Assurances
5. Title VI activities annual reporting
6. Memos, emails, and other responses to inquiries as appropriate
7. Updated bylaws
8. Current information on IRTPO webpages

## ELEMENT 2 (E2): MULTIMODAL PLANNING

### PURPOSE AND OBJECTIVES

Island RTPO plays an important role in meeting federal and state requirements to implement and coordinate the region’s transportation planning activities. Washington State has six transportation planning priorities that are addressed in this section: economic vitality, preservation, safety, mobility, environment, and stewardship. As the lead agency, Island County has directed its Public Works Department to provide management and staff support for the regional transportation planning process. Transportation planning by nature is a long-term process. As the IRTPO and regional needs continue to evolve, Island County strives to ensure coordination of planning and implementation by all transportation interests and member agencies. This work coincides with strategic action items for collaborative coordination and planning identified in *Island Access 2040: Regional Transportation Plan for the Island Region*.

*Funding Source:* State RTPO Funds, STBG Funds, Local Agency Matching Funds

*Funding Amount:* \$110,000

*Work Performed by:* Lead Agency with possible consultant support

*Timeline:* Ongoing

### E2 WORK ACTIVITIES

1. Update the Regional Transportation Plan (RTP) in the **summer/fall of 2023**.
2. Coordinate with TEC and update the Combined Public Transit-Human Services Transportation Plan (CPT-HSTP) as a segment of the new Regional Transportation Plan.
3. Develop regional multimodal planning projects based on actions identified in the Regional Transportation Plan. This includes, but is not limited to:
  - a. A collaborative strategic planning discussion and feasibility analysis for passenger-only ferries
  - b. A collaboration with WSDOT and Stanwood, related to SR 532 traffic patterns
4. Certify that Transportation Elements of city and county Comprehensive Plans and Countywide Planning Policies meet RCW 36.70A and align with the IRTPO Regional Transportation Plan and the Statewide Transportation Plan.
5. Participate in intra- and inter-regional planning efforts, including:
  - a. North Sound Transportation Alliance
  - b. Island Human Services
  - c. Transportation Equity Committee
  - d. North Counties Transportation Coalition
  - e. SnoTrac
  - f. Transportation Improvement Program Manager’s User Group
  - g. RTPO Coordinating Counsel
  - h. Coordination with WSDOT, WSF, Port of S. Whidbey, Island Transit, and other partners in the planning and development of a passenger-only ferry from S. Whidbey
6. Participate in the development and implementation of WSDOT transportation planning efforts, where appropriate.

## E2 WORK PRODUCTS

1. Regional Transportation Plan Update, due in fall of 2023
  - a. Consultant support may be utilized to assist in this effort. To be determined.
2. Human Services Transportation Plan, due in early 2022
  - a. Consultant support may be utilized to assist in this effort. To be determined.
3. Study results from regional multimodal planning projects.
4. Review and formal certification documentation for any updates to transportation elements of Comprehensive Plans in Island County, City of Oak Harbor, City of Langley, or Town of Coupeville.
5. Ongoing effort/work product resulting from participation in intra- and inter-regional planning efforts.
6. Responses to document and participation requests from WSDOT as needed, regarding statewide transportation projects and initiatives.

ELEMENT 3 (E3): REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM DEVELOPMENT

PURPOSE AND OBJECTIVES

IRTPO has the primary responsibility for the development, review, and revision of the Regional Transportation Improvement Program (RTIP) for the Island region. This document includes proposed and funded projects from Island Transit, WSDOT, and all jurisdictions within the IRTPO, including Island County, City of Oak Harbor, City of Coupeville, and City of Langley. Transportation projects from other agencies such as Port of Coupeville, Port of South Whidbey, Whidbey Scenic Isle Way, Washington State Parks, and Washington State Ferries may be included, as available.

*Funding Source:* State RTPO Funds, STBG Funds, Local Agency Matching Funds

*Funding Amount:* \$2,122

*Work Performed by:* Lead agency with RTPO members

*Timeline:* Update due September 2021 (bi-annual process with periodic amendments)

E3 WORK ACTIVITIES

1. Compile and develop a SFY 2022-2027 RTIP per WAC 468-86-160:
  - a. Based on programs and projects identified by local jurisdictions, transit agencies, and WSDOT
  - b. Only includes projects consistent within the RTP
  - c. Outlines financial sources and assumptions
2. Update Statewide Transportation Improvement Program (STIP) with new and amended projects.
3. Update RTIP and STIP as needed throughout the plan year.
4. Maintain updated fiscal constraint spreadsheet and discuss with the TAC regularly.

E3 WORK PRODUCTS

1. Adopted, four-year constrained, six-year Regional Transportation Improvement Program (amended as needed).
2. Public notices for adoption of RTIP and amendments.
3. Annually updated STIP on WSDOT website. (Amend as needed.)
4. Fiscal constraint spreadsheet (amended as needed).

## ELEMENT 4 (E4): DATA COLLECTION AND ANALYSIS

### PURPOSE AND OBJECTIVES

Efficient planning for regional transportation requires an understanding of travel needs. In SFY 2021 IRTPO hired a consultant team to gather and compile information on facility usage, origin/destination, travel times, travel speeds, turning movements, crash history, travel mode, and other data as identified by member agencies. The consultants established a comprehensive, shared database on the Island County website. For this biennium, IRTPO will work with a consultant team to help member agencies analyze & utilize the existing data in planning for projects, and will continue to acquire new data as needed. In the long-term, IRTPO may work toward establishing a regional travel demand model for use by all member agencies.

Data purchases from “Big Data” digital sources could cost \$15,000 or more per year. The remainder of the annual allocation would go to a consultant team for modeling & analysis.

*Funding Source:* State RTPO Funds

*Funding Amount:* \$85,000 (\$40,000/year for consultant contract)

*Work Performed by:* Consultant with Lead Agency

*Timeline:* Ongoing

### E4 WORK ACTIVITIES

1. Work with member agencies to determine data and analysis needs.
2. Continue to add information and analyses to the joint database as it is acquired by member agencies or IRTPO.
3. Manage consultant and coordinate with member agencies throughout the process.

### CONSULTANT SCOPE OF WORK

1. **Project Administration**
  - a. Communication with IRTPO
  - b. Coordination with member agencies
  - c. Invoicing & reporting
2. **Data Gathering**
  - a. Collection of existing data from IRPTO members/partners
  - b. Collection of origin/destination, travel time/travel speed, turning movement, and modal data from approved digital services
  - c. Coordination with IRTPO members/partners on types of additional local counts/observations that may be needed to fill data gaps
3. **Analysis**
  - a. Work with IRTPO planner to create specialized analyses of hot spots identified by the Technical Advisory Committee
4. **Mapping (may include)**
  - a. Traffic patterns, counts, turning movements, congested corridors, etc.

- b. Roadway users (passenger vehicles, freight, bicycles, transit, etc.)
- c. Major residential areas
- d. Major destinations (Employment, schools, shopping, Naval facilities, etc.)
- e. Transit and ferry facilities
- f. Park & Rides

#### E4 WORK PRODUCTS

- 1. Database of compiled information
- 2. Project-specific analyses for RTP Action Item projects
  - A. Priority will be determined by funding/time available

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PROGRAM FUNDING DESCRIPTIONS

WSDOT RTPO GRANTS

The State of Washington allocates funds to all RTPOs to assist them in performing the activities mandated by RCW Section 47.80.023. There is no local match requirement for these funds.

SURFACE TRANSPORTATION BLOCK GRANTS

Surface Transportation Block Grants (STBG) are federal funds available to state and local agencies for projects that preserve and improve the transportation system, consistent with regional priorities. These funds are allocated to Island RTPO for regional project prioritization and selection. STBG funds require at 13.5% local or state agency match.

ISLAND COUNTY FUNDS

IRTPO planning efforts are funded by federal and state grant sources. The Island County Roads Division fund provides matching funds for federal IRTPO grants requiring local match.

Preliminary FINAL - NOV 2021

TABLE 1. FINANCIAL SUMMARY: EXPENDITURES BY WORK ELEMENT

SFYs 2022-2023 Unified Planning Work Program Proposed Budget IRTPO									
Task Code	Task Description	Federal			WSDOT - RTPO	TASK FUNDING SUMMARY			
		STBG 86.5%	HSTP no match	Local Match 13.5%		FEDERAL	STATE	LOCAL	TOTAL
	<b>Element 1: Administration</b>	25,950		4,050	0	25,950	0	4,050	30,000
	<b>Element 2: Multi-Modal Planning</b>	61,550	20,000	9,450	19,000	81,550	19,000	9,450	110,000
	<b>Element 3: Regional Transportation Improvement Program</b>	1,167		338	617	1,167	617	338	2,122
	<b>Element 4: Data Collection and Analysis</b>	0		0	85,000	0	85,000	0	85,000
	<b>UPWP TOTAL</b>	<b>88,667</b>	<b>20,000</b>	<b>13,838</b>	<b>104,617</b>	<b>108,667</b>	<b>104,617</b>	<b>13,838</b>	<b>227,122</b>

Preliminary

TABLE 2. FINANCIAL SUMMARY: EXPENDITURES BY REVENUE FUNDING SOURCES

Expenditures and Revenue by Fund Type						
Federal Funds						
Funding Source	Administration	Multi-Modal Planning	Regional TIP	Data Collection & Analysis	Total Estimated SFY 2022-3 Expenditures	Total Estimated Revenue
STP(R) (Federal)	\$ 25,950.00	\$ 61,550.00	\$ 1,167.00	\$ -	\$ 88,667.00	\$ 88,667.00
HSTP - no match		\$ 20,000.00			\$ 20,000.00	\$ 20,000.00
Local Match 13.5%	\$ 4,050.00	\$ 9,450.00	\$ 338.00	\$ -	\$ 13,838.00	\$ 13,838.00
Total	\$ 30,000.00	\$ 91,000.00	\$ 1,505.00	\$ -	\$ 122,505.00	\$ 122,505.00
State Funds						
	Administration	Multi-Modal Planning	Regional TIP	Data Collection & Analysis	Total Estimated SFY 2022-3 Expenditures	Total Estimated Revenue
WSDOT - RTPO		\$ 19,000.00	\$ 617.00	\$ 85,000.00	\$ 104,617.00	\$ 104,617.00
Total All Funds	\$ 30,000.00	\$ 110,000.00	\$ 2,122.00	\$ 85,000.00	\$ 227,122.00	\$ 227,122.00

TABLE 3. ANTICIPATED CONSULTANT CONTRACTS

Project	Funding Type	Staff/ Administration	Consultant Contract Amount
Data Collection and Analysis	State	\$5,000	\$80,000



## APPENDIX A: ORGANIZATION MEMBERSHIPS

### EXECUTIVE BOARD

#### Voting Members

Island County, represented by the three county commissioners  
City of Oak Harbor, represented by the mayor  
Town of Coupeville, represented by the mayor  
City of Langley, represented by the mayor  
Port of Coupeville, represented by one port commissioner  
Port of South Whidbey, represented by one port commissioner  
Island Transit Public Transit Benefit Area (PTBA), represented by a PTBA Board member  
WSDOT, represented by the Northwest Region, Mt. Baker Area

#### Non-Voting Members

NAS Whidbey, represented by the community planning liaison  
City of Stanwood, represented by the mayor (or designee)  
*Members of the state House of Representatives or the Senate whose districts are wholly or partly within the boundaries of the Transportation Planning Organization are considered ex officio, non-voting Executive Board members.*

### TRANSPORTATION ADVISORY COMMITTEE (TAC)

#### All positions listed are considered voting members

Island County Assistant County Engineer or his / her designee  
Island County Planning Director or his / her designee  
Island County Commissioner Districts (3) citizen representatives  
Oak Harbor City Engineer or his / her designee  
Oak Harbor City Planner or his / her designee  
City of Langley Public Works Director or his / her designee  
Town of Coupeville Engineer or his / her designee  
Port of Coupeville / Port of South Whidbey – 1 member each, alternating year representation  
Island Transit Executive Director or his / her designee  
Island County Economic Development Council Executive Director or designee  
Scenic Isle Way Manager represented by Whidbey and Camano Islands Tourism  
NAS Whidbey, represented by the community planning liaison  
WSDOT Northwest Region, Mt. Baker Area, Transportation Planning Manager or designee

TRANSPORTATION EQUITY COMMITTEE – BY CATEGORY

The number following the category indicates the target number of representatives for that group. All positions listed are considered voting members except as noted.

- |                                      |                                     |
|--------------------------------------|-------------------------------------|
| Island County Public Works (1)       | Island County Human Services (1)    |
| Veterans Services (2)                | Developmental Disability (1)        |
| Juvenile & Superior Court (1)        | Public Schools (2)                  |
| Homeless (3)                         | Low Income (2)                      |
| Employment (1)                       | Tribes (1)                          |
| Limited English Proficiency (1)      | Seniors (3)                         |
| Healthcare & Acquired Disability (3) | Activities (2)                      |
| Transit (2)                          | Private Transportation Services (1) |
- WSDOT Public Transportation (non-voting)

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