Transit Development Plan Guidebook

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Public Transportation Division
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Introduction

WSDOT developed this guidebook to provide you with a resource for developing your transit development plan.

WSDOT is committed to your efforts to strategically plan for service and capital investments that meet provider and community goals. As such, it is important that you and WSDOT work from a common set of principles and resources, outlined in this guidebook.

You may use this guidebook as a reference tool throughout your transit development planning process. This guidebook offers technical assistance and direction for maintaining compliance with the laws and regulations associated with transit development plans.

WSDOT will review and update this guidebook after September 2020, and may make interim updates. When updates occur, WSDOT will notify affected transit providers and post an updated version of the guidebook to the Public Transportation Division website at www.wsdot.wa.gov/transit.

This guidebook does not supersede any state or federal law, rule or regulation. In the event that any section of this guidebook is inconsistent with any state or federal law, rule or regulation, the law, rule or regulation supersedes this guide and must be followed.

For general questions regarding transit development plans, contact your local Community Liaison.

State laws and regulations related to transit development plans

Transit agencies must prepare a transit development plan annually (RCW 35.58.2795).

A transit development plan is a six-year plan, with the following key components:

1. Information describing how a transit agency intends to meet state and local long-range priorities for public transportation.

2. A description of capital improvements and significant operating changes planned for the transit agency's system.

3. A financial plan.

Transit development plans also contribute to local comprehensive plans (RCW 36.70A.070(6)), regional transportation plans (RCW 47.80.030), commute trip reduction plans (RCW 70.94.527), and WSDOT’s Summary of Public Transportation (RCW 35.58.2796).
Specifically, the following state laws refer to transit development plans:

**The Growth Management Act**

The Growth Management Act is a series of state statutes, first adopted in 1990, that require fast-growing cities and counties to develop a comprehensive plan to manage their population growth. The act is primarily codified under Chapter 36.70A RCW, although the Legislature has amended and added to the act in several other parts of state law.

The act establishes a mandatory transportation element to be included in a comprehensive plan. These provisions establish the requirement for consistency between transit development plans, local comprehensive plans, and capital improvement programs.

The act also requires the establishment of level of service standards for transit routes, and identification of transportation system needs. These needs include repair, replacement, enhancement, or expansion of transit facilities as well as enhanced or expanded transit services. Finally, the transportation element should contain a multiyear financing plan based on the needs identified in the Transit Development Plan, among other required plans. Local jurisdictions are encouraged to refer to the Transit Development Plan to ensure their transportation element is consistent.

*Source: RCW 36.70A.070(6), WAC 365-196-430*

**Regional transportation planning organizations**

The Legislature established regional transportation planning organizations to address issues that crossed jurisdictional boundaries, as well as to promote transportation and land use integration. Regional transportation planning organizations provide a formal mechanism for local governments and the state to coordinate transportation planning for regional transportation facilities.

Among other duties, regional transportation planning organizations must develop, in cooperation with operators of public transportation services, a six-year regional transportation improvement program. The program must include a priority list of projects and programs, project segments and programs, transportation demand management measures, and a specific financial plan that demonstrates how the transportation improvement program can be funded. Regional transportation planning organizations consult transit development plans as part of this process.

*Source: RCW 47.80.023(5), WAC 468-86-160, WAC 173-420-030*

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1 Some transit agencies are located in communities that are not required or have not opted-in to develop a comprehensive plan. More information is available at mrsc.org/Explore/Planning/General-Planning-and-Growth-Management/Comprehensive-Planning-Growth-Management.aspx.
The Commute Trip Reduction Law

The Commute Trip Reduction Law (RCW 70.94.521) requires certain cities and counties within defined urban growth boundaries to develop a commute trip reduction plan and ordinance for major employers to develop a commute trip reduction program. Under the law, transit agencies are responsible for coordinating with counties, cities, and towns as a part of the transit development planning process to take into account the location of major employer worksites when planning and prioritizing transit service changes or expanding public transportation services, including rideshare services. Transit agencies located in communities that are not required to have a Commute Trip Reduction program are not required to participate in CTR. More information is available www.wsdot.wa.gov/transit/ctr/overview.

Source: RCW 70.94.527(5)

Other state laws

RCW 47.01.340 promotes consistency amongst local and regional transportation goals, including goals contained in transit development plans, to provide for the efficient integration of multimodal and multijurisdictional transportation planning.

RCW 81.100.050 establishes the requirement that transit development plans report high-occupancy vehicle local option taxes, if enacted.

Federal laws and regulations related to transit development plans

The following federal laws and regulations also apply to transit development plans:

Award management requirements

To implement Federal Transit Administration (FTA) awards, recipients of all applicable FTA federal assistance programs must have multi-year financial plans (3–5 years) for operating and capital revenues and expenses.

FTA may require recipients to provide a financial plan delineating the source of non-federal share, the amounts applicable to the different sources, and the time frame for acquisition of the non-federal share. The financial plans should indicate adequate revenues to maintain and operate the existing system, and to complete the annual program of projects.

As a recipient of FTA federal assistance programs, WSDOT requires transit agency subrecipients to develop transit development plans to assist in meeting this requirement.

Source: FTA Circular C5010.1E
Performance-driven, outcome-based programs

Federal transportation law (i.e., MAP-21, FAST Act) requires grant recipients to transition to performance-driven, outcome-based programs.

As part of this performance-based approach, grant recipients must establish performance measures and standards in a number of areas to implement national goals related to safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and project delivery.

FTA has tasked transit agencies with establishing performance targets based on safety performance criteria and state of good repair standards. Regional transportation plans should incorporate these performance targets.

Additionally, recipients of federal highway and transit funds must link investment priorities to these performance targets when programming federal funds in the relevant transportation improvement program.

Source: 49 USC Sections 5303, 5304, 5326(c), and 5329(d); 23 CFR Part 450

Transit development plans: Overview

Required elements

The following sections outline required elements of a transit development plan:

1. Plan adoption, public hearing, and distribution
2. Description of service area, operations and facilities*
3. State and agency goals, objectives, and action strategies
4. Local performance standards and measures
5. Plan consistency*
6. Planned capital expenses
7. Planned operating changes
8. Multiyear financial plan
9. Projects of regional significance

While your plan must include the above elements, you may include optional elements in your plan. See Transit development plans: optional elements for more information.

Requirements are marked with an asterisk (*) do not apply to transit agencies operating in cities or counties that are not required or have not opted-in to completing a local comprehensive plan. At the time of publication, this requirement does not apply to:

• TranGo
• Pullman Transit
• Asotin County Transit
• RiverCities Transit
• Grays Harbor Transportation Authority
Submission

You must update and electronically submit your transit development plan annually by September 1 to:

- Planning email inbox: PTDPlans@wsdot.wa.gov.
- Agency's assigned WSDOT community liaison.
- The Transportation Improvement Board:
  - Vaughn Nelson, Finance Manager at vaughnn@tib.wa.gov.
  - Chris Workman, Engineering Manager at chrisw@tib.wa.gov.
- All cities, counties, and regional transportation planning organizations within which the transit agency is located.

Transit development plans: Required elements

Required element 1: Plan adoption, public hearing, and distribution

Conduct at least one public hearing about the transit development plan's contents.

Identify within the plan the date(s) of the hearing(s) and whether your governing body took any action to approve the plan.

You may satisfy the public hearing requirement by placing the plan on a public meeting agenda as an item of business for discussion and public input.

The purpose of the public hearing is to obtain public testimony or comment before your make significant decisions within the plan. The public hearing may be part of a regular or special public meeting agenda. Placing the plan on the agenda provides an opportunity for members of the public to speak about the plan.

You may place time limits on individual comments about the plan if many people intend to testify. People should confine their comments to those about the plan. The chairperson or presiding official should state ground rules for the conduct of the hearing at the beginning of the hearing.

Note: Prior to ending the meeting and after hearing public input, your governing body may adopt the plan. While it is not a requirement, WSDOT recommends adoption as a best practice.

To ensure that you conduct deliberations and take other actions openly, the Open Public Meetings Act requires you to provide sufficient public notice of meetings of your governing body (Chapter 42.30 RCW). For more information, the Municipal Research and Services Center provides a series of checklists about the Open Public Meetings Act at mrsc.org/Home/Explore-Topics/Legal/Open-Government/OPMA-and-PRA-Practice-Tips-and-Checklists.aspx.

Source: RCW 35.58.2795, Chapter 42.30 RCW
Required element 2: Description of service area, operations and facilities*

Include a broad overview of your public transportation system, including services, equipment and facilities, and intermodal connections.

Describe or provide a map of your service area.

You may satisfy these requirements by referencing your profile in the most recent Summary of Public Transportation.

Alternatively, you may satisfy these requirements by referencing the relevant materials on your website.

Source: RCW 36.70A.070(6)(a)(iii)(A), WAC 365-196-430(1)(c)(i)

Required element 3: State and agency goals, objectives and action strategies

Identify your priority goals, objectives, and strategies for the current year and next five years.

Identify which of your objectives and strategies support attainment of the transportation policy goals in RCW 47.04.280 and the Washington State Transportation Plan.

For reference, the policy goals are:

- **Economic vitality** – To promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy
- **Preservation** – To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services
- **Safety** – To provide for and improve the safety and security of transportation customers and the transportation system
- **Mobility** – To improve the predictable movement of goods and people throughout Washington State
- **Environment** – To enhance Washington’s quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment
- **Stewardship** – To continuously improve the quality, effectiveness, and efficiency of the transportation system

Note: There is some degree of overlap between the transportation policy goals. As a result, multiple strategies may be appropriate to achieve more than one policy goal.

Source: RCW 35.58.2795, WAC 365-196-430(2)(b)(ii)
Required element 4: Local performance measures and targets

- Identify performance measures and targets that you use to evaluate performance of your system.

A performance measure is an indicator of how you provide a particular aspect of transit service. A performance target is a numeric threshold that defines whether you are providing that aspect of transit service at the desired level. You may establish targets based on goals, current performance, industry standards, and peer data.

At a minimum, you should include your transit asset management and safety performance measures and targets, if applicable.²

Note: Agencies may reference performance measures and targets by hyperlink if they are available on the agency's website.

Source: RCW 36.70A.070(6)(a)(iii)(B), WAC 365-196-430(1)(c)(ii) and (2)(e)(v), 49 USC Sections 5303, 5304, 5326(c) and 5329(d), and 23 CFR Part 450

Required element 5: Plan consistency*

Identify steps that you have taken to ensure that your transit development plan is consistent with the local comprehensive plans adopted by cities, counties, and towns within your service area.

You may satisfy these requirements by including a brief overview of:

1. How the planned projects in your plan are consistent with the transportation needs, goals, and objectives included in local comprehensive plans.
2. Your planning coordination efforts with local and regional planning organizations to address transit needs within your service area.
3. Any other similar efforts.

Source: RCW 35.58.2795, WAC 365-196-430(2)(g)(v) and (vi)

² The Public Transportation Agency Safety Plan final rule (49 C.F.R. Part 673) applies to recipients or subrecipients of financial assistance under 49 U.S.C. Section 5307 that operate a public transportation system, and operators of rail systems subject to FTA's State Safety Oversight Program. Transit agencies subject to the rule must establish a Public Transportation Agency Plan, including safety performance targets, by July 20, 2020.
Required element 6: Planned capital expenses

Present your planned capital expenses\(^3\) for the current year and next five years, including rolling stock, facilities, equipment, and infrastructure.

You may satisfy these requirements by including:

1. Project names and descriptions, separated between replacement/preservation and improvement/expansion.
2. Proposed schedules, indicating the year that you anticipate to receive and expense the capital asset.

Your transit asset management plan and its implementation strategy should inform the replacement needs you identify in this section of your transit development plan. Based on the performance targets you establish, you should identify the capital projects that fall within the transit development plan horizon that you reasonably expect to undertake to meet your asset management performance targets.

Additionally, you must include all planned expansions or improvements.

Finally, you must include all planned capital expenses meeting the following threshold:

Non-expendable tangible personal property having a useful life of more than one year and an acquisition cost, which equals the lesser of:

- The capitalization level established by the government unit for financial statement purposes.
- \$5,000.

Source: RCW 35.58.2795

\(^3\) Capital expenses are non-annually recurring and do not include operating expenses that are eligible to use capital funds, such as preventative maintenance.


Required element 7: Planned operating changes

Provide a yearly plan of changes to existing services that you have scheduled to occur within the plan horizon.

You may satisfy this requirement by identifying service expansion and/or reduction by the year of planned deployment and/or elimination using any of the following options:

• Narrative description.
• Table showing percent change in revenue service hours and revenue service miles.
• Combination of narrative and tabular format.

In your identification of service expansion and/or reduction, focus on:

Fixed-route

• Major route adjustments.
• New routes or expanded hours of service.
• Eliminated routes or reduced hours of service.

Demand response

• Expanded hours of service or addition of new vehicles.
• Reduced hours of service or reduction in vehicles.

Vanpool

• Increase in new vanpool groups.
• Decrease in vanpool groups in the program.

You must also discuss any additional, current, or anticipated policy, planning, funding, or operating issues that may affect the operations of your existing or planned transit system.

Where you propose expansion of service or new service, provide a brief description summarizing each proposed service expansion or new project and how it addresses identified needs. You should also describe any new programs to coordinate with other providers, such as transportation network companies.

Finally, where achieving a balanced operating budget requires you to make reductions in service levels, provide a brief description summarizing the reductions.

Note: You need not include minor route adjustments to fixed-route services that result in less than 10 percent change in revenue service miles or hours, or changes in demand response linked to such adjustments.

Source: RCW 35.58.2795
**Required element 8: Multiyear financial plan**

Provide a multiyear financial plan that includes a capital improvement program, operating financial plan, and cash flow analysis.

To satisfy this requirement, your multiyear financial plan should contain a capital improvement program, operating financial plan, and cash flow analysis. You may combine or format these components in one statement or otherwise format in accordance with applicable accounting regulations (e.g., GAAP, GASB).

**Capital improvement program**

This element presents the planned capital funding and expenses for each funding source and capital project for the current budgeted year, as well as forecasts for the next five years.

Using planned capital expenses, estimate each project's capital cost. Report the following information in tabular format:

1. Project name.
2. All capital expenses and revenues stated in year of expenditure dollars, by source (e.g., federal, state, local, other)

Your capital improvement program must be sustainable and generally balanced each year over the period of your transit development plan. You should only include projects with committed, available, or reasonably available revenue sources.

You must document assumptions that relate to expenditure estimates. This includes:

   - Local match rate and source
   - Inflationary rates

**Operating financial plan**

This element documents how you intend to fund and operate your public transportation system. This includes operating revenues and operating expenses for the current budgeted year, as well as forecasts for the next five years.

Your operating financial plan must be sustainable and generally balanced each year over the period of your transit development plan, using committed, available or reasonably available revenues.

You must document assumptions you used to generate the forecasted revenues and expenses. Estimates of revenue and expenses may change due to adjustments in items such as:
Revenues

- Changes in retail sales tax rate.
- Percent increase or decrease in retail sales tax revenue.
- Changes in fare rates.
- Percent increase or decrease in fare revenue.
- Changes in interest rates.
- Advertising revenue.
- Contracted services revenues or pass-through funding.
- Changes in local revenues.
- Volunteer and in-kind support.
- Federal and state revenue sources that are committed, available, or reasonably available.

Expenses

- Overall inflation;
- Fuel costs;
- Parts and supplies;
- Wages or benefits;
- Insurance costs;
- Purchased transportation costs;
- Staffing changes;
- Increase in marketing or other changes in cost not directly related to service change
- Operating changes, as noted above.

Note: You do not need to amend your budgeted year to reflect current conditions at the time of drafting your transit development plan.

Cash flow analysis

This element combines the results of the capital plan and the operating financial plan to summarize the year-by-year financial plan for your agency for the current budgeted year, as well as forecasts for the next five years.

You should structure your cash flow analysis in a way that reflects your agency's restrictions on operating and capital funds. For instance, if your agency has restrictions on the use of cash balances, such as debt retirement, contractual obligations, lease deposits, uninsured losses or reserve accounts for specific projects of purposes, you should identify these in the analysis.

Source: RCW 35.58.2795

Required element 9: Projects of regional significance

Identify regionally significant projects for inclusion in your regional transportation improvement program maintained by your regional transportation planning organization.

To satisfy this requirement, you may briefly describe such projects in a separate section, or include them in the capital improvement program of your multiyear financial plan.

Source: RCW 35.58.2795, RCW 47.80.023(5), WAC 468-86-160
Transit development plans: Optional elements

Some agencies use their transit development plan as a communication tool. You may include information that you feel will serve this purpose, including an overview of your governance and organizational structure,\(^4\) accomplishments over the last year, and operating or performance data.

Resources

**Transit development plans**

**Summary of Public Transportation** – WSDOT’s annual *Summary of Public Transportation* contains a link to the transit development plans for each agency in the state.

**Plan adoption, public hearing, and distribution**


**State and agency goals, objectives, and action strategies**

**Washington Transportation Policy Plan and Washington Transportation Plan**

The Washington Transportation Commission and WSDOT share responsibility for statewide transportation planning.

- The commission produces a statewide transportation policy plan: *Washington Transportation Policy Plan – 2040 and Beyond.*
- WSDOT produces a statewide multimodal transportation plan to achieve the commission’s vision: *2017-2040 Washington Transportation Plan - Phase 2, Implementation.* Phase 2 implements the commission's earlier policy plan, *Washington Transportation Plan 2035.*

**Local performance standards and measures**

**MAP-21 and FAST Act performance management**

- WSDOT has created a directory of relevant documents for specific performance management programs, including safety and asset management, at [www.wsdot.wa.gov/accountability/map-21](http://www.wsdot.wa.gov/accountability/map-21).
- FTA has resources available addressing the new approach to performance based planning and programming at [www.transit.dot.gov/performance-based-planning](http://www.transit.dot.gov/performance-based-planning).

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\(^4\) If including information on governance and organizational structure information, please include the most up to date information (i.e., current organizational chart, board membership).
Plan consistency

Comprehensive plans - The Municipal Research Services Center has compiled profiles on each Washington city at mrsc.org/Home/Research-Tools/Washington-City-and-Town-Profiles.aspx and county at mrsc.org/Home/Research-Tools/Washington-County-Profiles.aspx. Profiles include a link to comprehensive plans, if required.

Multiyear financial plan

Data resources for local budget forecasters - The Washington State Department of Revenue has collected a number of resources for local budget forecasts at dor.wa.gov/sites/default/files/legacy/Docs/Pubs/Misc/LocalFinOfficerPresentation.pdf.

Budgeting, Accounting and Reporting System/Generally Accepted Accounting Principles Manual - The Washington State Auditor’s Office produces the Budgeting, Accounting and Reporting System/Generally Accepted Accounting Principles Manual. The manual prescribes accounting and reporting for local governments in accordance with RCW 43.09.200. The manual’s purpose is to provide:

- Uniform accounting and financial reporting to allow for meaningful use and comparison of financial data.
- Accounting and reporting instructions as a resource for local government managers.
- A consistent framework for financial reporting to intended users, including managers, governing bodies, granting and regulatory agencies, the state Legislature, and the general public.

Projects of regional significance

Directory of metropolitan planning organizations and regional transportation planning organizations - WSDOT provides contact information and website links for metropolitan planning organizations and regional transportation planning organizations in Washington at www.wsdot.wa.gov/planning/TribalRegional.htm.
Glossary

This guidebook and transit development plans contain many terms that are not common outside of the public transportation sector. Below are helpful definitions and descriptions.

A

Asset management
A strategic and systematic process of operating, maintaining, and improving physical assets, with a focus on both engineering and economic analysis based upon quality information, to identify a structured sequence of maintenance, preservation, repair, rehabilitation, and replacement actions that will achieve and sustain a desired state of good repair over the lifecycle of the assets at minimum practicable cost.

Available funds
Funds derived from an existing source dedicated to or historically used for transportation purposes. For Federal funds, authorized and/or appropriated funds and the extrapolation of formula and discretionary funds at historic rates of increase are considered available. A similar approach may be used for state and local funds that are dedicated to or historically used for transportation purposes.

C

Capital expense
Expense related to the purchase of equipment to support transit services. Equipment is tangible property with a useful life of more than one year and an acquisition cost, which equals the lesser of the capitalization level established by the government unit for financial statement purposes, or $5,000.

Committed funds
Funds that have been dedicated or obligated for transportation purposes. For state funds that are not dedicated to transportation purposes, only those funds over which the Governor has control may be considered committed. Approval of a transportation improvement program by the Governor is considered a commitment of those funds over which the Governor has control. For local or private sources of funds not dedicated to or historically used for transportation purposes (including donations of property), a commitment in writing (e.g., letter of intent) by the responsible official or body having control of the funds may be considered a commitment.
E

**Equipment**
Tangible property with a useful life of more than one year and an acquisition cost, which equals the lesser of the capitalization level established by the government unit for financial statement purposes, or $5,000.

**Expansion**
The acquisition of revenue vehicles for expansion of transit service.

F

**Financially constrained/fiscal constraint**
There is sufficient financial information demonstrating that projects in the transit development plan can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance that the transit system is being adequately operated and maintained.

**Financial plan**
Documentation that demonstrates how the transit development plan can be implemented and identifies resources from public and private sources that are reasonably expected to be made available to carry out the plan.

I

**Intermodal connection**
Service that provides connections to two or more different transportation modes, such as between transit and ferries, transit and airports, transit and rail, or transit and pedestrian and bicycle facilities.
O

Obligated
An order placed for property and services, a third-party contract entered into, subagreement made, and similar transaction during a given period that requires payment during the same or a future period.

Obligated projects
Strategies and projects funded under title 23 U.S.C. and title 49 U.S.C. Chapter 53 for which the State or designated recipient authorized and committed the supporting Federal funds in preceding or current program years, and authorized by the Federal Highway Administration or awarded as a grant by the FTA.

Obligation
A definite commitment that creates a legal liability of the federal government by awarding federal assistance through a grant or cooperative agreement.

Operating expenses
The expenses associated with the operation of the transit agency, and classified by function or activity, and the goods and services purchased. Consumable items with a useful life of less than one year or an acquisition cost which equals the lesser of the capitalization level established by the government unit for financial statement purposes, or $5,000.

P

Planned funds
This category is for funds that are identified and have a reasonable chance of being committed, but are neither committed nor budgeted. Examples include proposed sources that require a scheduled referendum, reasonable requests for state/local capital grants, and proposed debt financing that has not yet been adopted in the agency’s capital investment plan.

Program of projects
A list of projects to be funded in certain applications submitted to FTA by a designated recipient, state or local government. The program of projects lists the recipients and subrecipients and indicates whether they are private non-profit agencies, governmental authorities, or private providers of transportation service. The program of projects also designates the areas served (including rural areas, as applicable) and identifies any tribal entities. In addition, the program of projects includes a brief description of the projects, the total project cost, the federal share for each project, and the amount of funds used for program administration from the allowed percentage.
R

Regionally significant project
A transportation project (other than projects that may be grouped in the TIP and/or STIP or exempt projects as defined in EPA’s transportation conformity regulations (40 CFR part 93, subpart A)) that is on a facility that serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes, or employment centers; or transportation terminals) and would normally be included in the modeling of the metropolitan area’s transportation network. At a minimum, this includes all principal arterial highways and all fixed guideway transit facilities that offer an alternative to regional highway travel.

Replacement
The replacement of revenue vehicles having reached the end of a minimum normal service life.

T

TDP Transit Development Plan
A six-year planned developed pursuant RCW 35.58.2795 that contains information as to how the municipality intends to meet state and local long-range priorities for public transportation, capital improvements, significant operating changes planned for the system, and how the municipality intends to fund program needs.