



August 27, 2019

STAFF REPORT

TO: Pierce County Planning Commission

CONTACT: Brian D. Stacy, P.E., County Engineer *BDS*

SUBJECT: Pierce County “2020-2025 Transportation Improvement Program (TIP) & 2020-2033 Fourteen-Year Ferry Program”

PUBLIC HEARING DATE: August 27, 2019

DESCRIPTION OF PROPOSAL:

The “2020-2025 Transportation Improvement Program (TIP) & 2020-2033 Fourteen-Year Ferry Program” is a planning and programming document prepared by the Pierce County Planning & Public Works Department that identifies the scope, timing, and funding for public road projects including corridor studies, new construction, signalization, drainage, road widening, lane additions, channelization, rail crossings, and bridge construction. The document also includes information on expected revenues and expenses as well as required long-range maintenance and capital improvements for all major elements of the ferry system.

Both programs are updated annually in compliance with state requirements and guidelines as a means of upgrading the transportation system in unincorporated Pierce County.

ACTION REQUESTED OF THE COMMISSION:

1. Adoption of Findings of Fact as identified in Exhibit A (page 7).
2. Recommendation to the County Council to adopt the "2020-2025 Transportation Improvement Program & 2020-2033 Fourteen-Year Ferry Program” as presented in Exhibit B (attachment).

OBJECTIVES OF THE PROPOSAL:

1. The “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” aims to promote and maintain the health, safety and welfare of the residents of Pierce County by providing, maintaining, and enhancing public roads, bridges, drainage, rail crossings, and ferry facilities in unincorporated Pierce County.

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2. The 2020-2025 TIP identifies public works projects including new construction, signalization, drainage, road widening, lane additions, channelization, rail crossings, and bridge construction. The 2020-2033 Fourteen-Year Ferry Program identifies repair and/or replacement of landing facilities, improvements to enhance access to the ferry, and/or major vessel drydock maintenance functions. Projects identified in both programs will maintain and enhance the Pierce County transportation system in unincorporated Pierce County.
3. The projects identified in the “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” have been included because of various priority analysis systems. These priority analysis systems evaluate technical and other input from various divisions of the Planning & Public Works Department, other county and city departments, local organizations, citizen groups, and private individuals.

The 2020-2025 TIP is presented in Exhibit B and includes the 2020 Annual Program. The Annual Program includes projects scheduled for funding in year 2020. In addition, the TIP includes Pierce County’s plans for projects scheduled for future funding in years 2020-2025.

The 2020-2033 Fourteen-Year Ferry Program is also presented in Exhibit B. The Ferry program includes four categories of expenditures: Operations and Maintenance, Vessel Drydock / Maintenance, Preservation, and Loan Payments. Exhibit B also includes tables that provide the current value of the vessels and landside improvements, the cost to replace these items, and the anticipated revenues from various sources required to provide ferry service.

4. The intent of the legal requirements associated with the TIP and the Fourteen-Year Ferry Program is to ensure that each county has available current plans for a coordinated transportation improvement effort that includes all projects regardless of the availability of funding.

LEGAL STANDARDS FOR APPROVAL:

1. Pursuant to RCW 36.81 and 36.54, each county is required to annually prepare and adopt a Six-Year Transportation Program, an Annual Road Program, and a Fourteen-Year Ferry Program.
2. The proposed 2020-2025 TIP must satisfy the requirements of both the Six-Year Transportation Program and Annual Road Program in accordance with RCW 36.81.
3. The proposed 2020-2033 Fourteen-Year Ferry Program must satisfy all requirements in accordance with RCW 36.54.

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4. Pursuant to RCW 36.70.520, the Planning Commission is to review the proposed “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” and make recommendations to the County Council concerning these programs.

ISSUES AND ANALYSIS:

1. **Environmental Documentation**
Pursuant to WAC 197-11-704, adoption of the “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” is a non-project action. Pursuant to WAC 197-11-800 (15) and (19) [SEPA Rules, Part Nine, Categorical Exceptions], the “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” is Categorically Exempt from threshold determination and further environmental documentation. Individual projects listed in the 2020-2025 TIP will undergo project-specific environmental review.
2. **Relationship of the 2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program to the Transportation Element of the Pierce County Comprehensive Plan and/or Community Plans.**
The proposed projects in the “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” have been reviewed for consistency with the Transportation Element of the Pierce County Comprehensive Plan (PCCP). The projects were found to be consistent with the Transportation Element of the PCCP.

New Projects
Exhibit C (page 8) provides a list of new projects by type of improvement, along with each project's priority as listed in the Transportation Element of the Pierce County Comprehensive Plan. New projects not included in the PCCP are included in the TIP because of funding opportunities and/or to correct safety deficiencies or ongoing maintenance activities. Justification for these types of projects in relation to the Transportation Element of the PCCP is described on page 6, item number 10 (‘Potential Benefits of the Proposal’).
3. **Relationship of the 2020-2025 TIP & 2020-2033 Fourteen Year Ferry Program to the Capital Facilities Element of the Pierce County Comprehensive Plan.**
Pursuant to Revised Code of Washington Section 36.70A, the “2020-2025 TIP & 2020-2033 Fourteen Year Ferry Program” is coordinated and consistent with the Capital Facilities Element of the PCCP. Projects from the TIP and the Fourteen-Year Ferry Program are included as part of the Capital Facilities Element, which is a component of the PCCP under Title 19A.10 of the Pierce County Code.

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Review of the proposed programs indicates that there are no conflicts between the “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” and the Capital Facilities Element of the PCCP.

- 4. Analysis of New Projects included in Exhibit C with priority N/A, in relation to the Transportation Element of the Pierce County Comprehensive Plan.** Pierce County programs transportation improvements through its TIP. The TIP identifies specific funding sources for individual projects and the schedules for project implementation. The Planning & Public Works Department considers many factors in determining which projects are included in the TIP, but the overall goal is to achieve the best balance of projects to maximize the return on County investments. Factors included in the evaluation process include the department's staffing levels, the number of engineering and environmental studies currently underway, and the number of projects in design. The mix of small and large projects is also considered, along with the amount of construction funding available, concurrency requirements, and any unique funding opportunities such as the ability to obtain funding from other sources. The priorities of other jurisdictions working with the County are also considered.

The Transportation Element of the PCCP provides a key tool for the County to use in the future programming of funds through the TIP. The priority of individual projects helps determine the order in which projects are pursued. However, the complexities of budgeting, the need for additional analysis and design, and the characteristics of individual projects influence the order in which projects are actually implemented.

The Transportation Element identifies transportation improvements for the County over the next 20+ years. While the Transportation Element provides direction, it is not a budgeting or programming document. Individual projects are programmed within the County's TIP. The County uses the Transportation Element, along with other types of information, to help prepare the TIP. The County takes advantage of unique funding opportunities in allocating funds for individual projects each year in order to maximize the return for the County's investment in transportation improvements.

New projects identified in Exhibit “C” not included in the PCCP represent projects that have been submitted for specific state and federal funding opportunities, and/or to correct safety deficiencies, or ongoing maintenance activities that have developed since the adoption of the Transportation Element of the PCCP.

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5. Completed and Removed Projects

Exhibit D (page 9) provides a list of projects that were included in the 2019-2024 TIP but are not included in the 2020-2025 TIP. Projects are listed as “Complete,” meaning the Department has accomplished the scope of work and anticipates no more expenditures; or “Removed,” meaning the project is no longer in development, in which case, the exhibit includes a brief explanation.

6. Asphalt Overlay Program Segments

Exhibit E (page 10) provides a list of road segments that are proposed as part of the multiple asphalt overlay programs included in the 2020-2025 TIP. The specific programs include the 2020 Asphalt Overlay Program, the 2021 Asphalt Overlay Program, and the 3R Program – 2022-2025.

7. Fish Passage Program Locations

Exhibit F (page 11) provides a list of project locations identified as part of the Fish Passage Program included in the 2020-2025 TIP.

8. Failed Concurrency Road Segments

The TIP plays a vital role in responding to both current and future transportation needs. Failed Concurrency road segments identified in Pierce County’s Transportation Concurrency Management System (TCMS) may be included in the TIP as a remedy. The TCMS addresses the Washington State Growth Management Act (GMA) requirement to set and maintain level of service standards for the arterial roadway system. The TCMS Annual Report provides in-depth information and analysis on the current and future states of transportation concurrency in Pierce County.

If roadway segments have failed concurrency, the County Council, as part of its Capital Facilities Plan, must specifically list the road segment(s) that have failed concurrency and identify a remedy or remedies. Council may approve remedies such as establishing development moratoria; identifying a specific financial commitment and time schedule for an improvement that will eliminate the concurrency violation; increasing the Service Standards; declaring that a road segment has been built to its ultimate capacity, and that its therefore exempt from concurrency requirements; providing non-capital alternatives; or other unidentified measures.

The current TCMS report identifies three road segments with concurrency issues along 122nd Avenue East from 136th Street East to 152nd Street East, which began failing in 2016. We are working hard to restore this segment’s level of service. In 2019, we are applying for state grant funds for the 122nd Avenue East segment from 145th Street East to 136th Street East.

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There are two projects in our TIP address the concurrency on 122nd Avenue East:

- CRP 5763 – 122 AV E (145 St E to 136 St E)
- CRP 5895 – 122 AV E (152 St E to 145 St E)

9. Right of Way Preservation

Pierce County Council passed Ordinance Number 2012-81 for preserving right of way for corridor and connector roadways. This ordinance provides a mechanism to preserve land needed for right of way in future roadway improvements. There are a number of future roadway projects requiring right of way that would promote mobility by both increasing capacity and enhancing the current roadway network. Preserving those right of way needs now will benefit the future project.

10. Potential Benefits of the Proposal

- a. Enhance and complete the existing transportation system in unincorporated Pierce County.
- b. Promote and maintain the health, safety, and welfare of the residents of Pierce County by providing, maintaining, and enhancing public roads, bridges, drainage, rail crossings, and ferry facilities in Pierce County.

PUYALLUP TRIBE CONSULTATION:

The Draft “2020-2025 TIP & 2020-2033 Fourteen-Year Ferry Program” was sent to the Puyallup Tribe for their review. The Puyallup Tribe was also notified of the Planning Commission hearing date.

NOTICE:

A notice of public hearing before the Pierce County Planning Commission was advertised on August 13, 2019, in the Tacoma News Tribune. This notice meets the requirements for providing public notice under RCW 36.70.

COMMISSION ACTION:

The Planning Commission may recommend that the County Council:

1. **Approve**, or
2. **Approve with Modifications**, or
3. **Reject**, any of the projects, in whole, or in part, based upon findings as to the relationship with applicable provisions of the Pierce County Comprehensive Plan.

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**EXHIBIT A
PROPOSED FINDINGS OF FACT**

1. RCW 36.81 and 36.54 require the County to annually prepare and adopt a Six-Year Transportation Program, an Annual Road Program, and a Fourteen-Year Ferry Program.
2. The 2020-2025 Transportation Improvement Program, as proposed, satisfies the requirements of both the "Six-Year Transportation Program" and "Annual Road Program" in accordance with RCW 36.81.
3. The 2020-2033 Fourteen-Year Ferry Program, as proposed, satisfies the requirements of RCW 36.54.
4. Pursuant to RCW 36.70.520, the Planning Commission is to review the proposed “2020-2025 Transportation Improvement Program & 2020-2033 Fourteen-Year Ferry Program,” and make recommendations to the County Council concerning these Programs.
5. The “2020-2025 Transportation Improvement Program & 2020-2033 Fourteen-Year Ferry Program,” as proposed, are consistent with previous Six-Year Transportation Improvement Programs and Fourteen-Year Ferry Programs, respectively, and include "carry-over" projects that are in the process of being completed.
6. The “2020-2025 Transportation Improvement Program & 2020-2033 Fourteen-Year Ferry Program,” as proposed, are consistent with the Transportation Element and Capital Facilities Element of the Pierce County Comprehensive Plan.
7. Pursuant to WAC 197-11-704, adoption of the “2020-2025 Transportation Improvement Program & 2020-2033 Fourteen-Year Ferry Program” is a non-project action. Pursuant to WAC 197-11-800 (15) and (19) [SEPA Rules, Part Nine, Categorical Exceptions], the “2020-2025 Transportation Improvement Program & 2020-2033 Fourteen-Year Ferry Program” is Categorically Exempt from threshold determination and further environmental documentation. Individual projects listed in the 2020-2025 TIP will undergo project-specific environmental review.
8. Notice of the public hearing before the Pierce County Planning Commission was made on August 13th, 2019, in the Tacoma News Tribune. This notice meets the requirements for providing public notice under RCW 36.70.

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**EXHIBIT C
LISTING OF NEW PROJECTS BY TYPE OF IMPROVEMENT**

PROJECT NAME (Project Limits) – Included in Transportation Element

NEW ROAD PROJECTS

- 8 AV E / KINSMEN RD E (336 St E to 288 St E) – NO
- 46 AV E / 208 ST E (Intersection) – YES
- 122 ST E (250 ft W/O 111 Av E to 111 Av E) – YES
- 2021 ASPHALT OVERLAY PROGRAM (Various Locations) – NO
- 160 ST E / 74 AV E (Intersection, 350 ft W/O 74 Av E to 175 ft E/O 74 Av E) – YES
- COUNCIL TRAFFIC AND SAFETY IMPROVEMENTS – 2019 (Various Locations) – NO
- COUNCIL TRAFFIC AND SAFETY IMPROVEMENTS – 2020 (Various Locations) – NO
- GEM HTS DR E – ADA IMPROVEMENTS – 2020 (176 St E to 168 St E) – NO
- GOLDEN GIVEN RD E / 104 ST E (Intersection) – YES
- GUARDRAIL PROGRAM 2021 (Various Locations) – NO
- HARTS LK RD S – HORN CREEK (At Horn Creek (MP 3.94)) – NO
- HARTS LK RD S – BRIGHTON CREEK (At Brighton Creek (MP 1.46)) – NO
- SUMNER-BUCKLEY HY E (258 Av E to Mason Av (Buckley City Limits)) – NO
- BR #16221-D / 118 AV NW (at Minter Creek) – NO
- MILITARY RD E / 122 ST E (Shaw Rd E to SR-162) – YES

NEW FERRY PROJECTS

- ANDERSON ISLAND FERRY LANDING (Anderson Island ferry landing apron) - YES
- KETRON ISLAND FERRY LANDING (Ketron Island ferry landing apron) - YES
- STEILACOOM FERRY LANDING (Steilacoom ferry landing apron) – YES
- STEILACOOM FERRY LANDING CYLINDER REPLACEMENT (Steilacoom ferry landing) - YES

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**EXHIBIT D
COMPLETED AND REMOVED PROJECTS**

PROJECT NAME (Project Limits) – Reason for removal, if not complete

COMPLETE

- 72 ST E (270' W/O Bentley Rd E at Mile Post 6.79)
- 112 ST E ILLUMINATION (58 Av E to Woodland Av E)
- 304 ST E (SR-7 to 73 Av E)
- 2018 ASPHALT OVERLAY PROGRAM (Various Locations)
- C ST S - ADA IMPROVEMENTS (Wheeler St S to 112 St S)
- CANYON RD E (192 St E to Fredrickson Industrial Park Rd E (private))
- GUARDRAIL PROGRAM - 2018 (Various Locations)
- TRAFFIC CALMING 2018-DEVELOPER MITIGATION (Various Locations)
- TRAFFIC CALMING 2018
- SUNRISE PKWY E / 122 AV E (Intersection)
- WALLER RD E / 128 ST E (Intersection)

REMOVED

- TRAFFIC CALMING (Various Locations) – These projects will now come under COUNCIL TRAFFIC AND SAFETY IMPROVEMENTS – (year)

FERRY PROJECTS COMPLETE/REMOVED

- N/A

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**EXHIBIT E
LISTING OF ASPHALT OVERLAY PROGRAM SEGMENTS**

PROJECT NAME (Project Limits) – Estimated Overlay Year

- 85 ST E (McKinley Av E to Portland Av E) - 2020
- 96 ST E (SR 162 to 300' E/O SR 162) – 2020
- 122 AV E (Sunrise Blvd E to 300 ft S/O 164 St E) - 2020
- 192 ST E (B St E to 22 Av E) – 2020
- 214 AV E (120 St E to Bonney Lk City Limits) - 2020
- 234 AV E (S Prairie Rd E to Bonney Lk City Limits) - 2020
- S PRAIRIE RD E (239 Av E to 231 Av E) - 2020
- S PRAIRIE RD E (112 St E to Bonney Lk City Limits) - 2020

- BOWMAN HILTON RD E (SR 162 to 152 Av E) - 2021
- C ST E (Park Av S to 112 St S) – 2021
- GOLDEN GIVEN RD E (112 St E to 72 St E) - 2021
- PARK AV S (Yakima Av S to C St S) – 2021
- WALLER RD E (112 St E to 72 St E) – 2021
- YAKIMA AV S (96 St E to Park Av S) - 2021

- 184 ST E (Gem Heights Dr E to 86 Av E) – 2022
- 304 ST E (73 Av E to Webster Rd E) – 2022
- 304 ST E (Webster Rd E to SR-161) – 2022
- McCUTCHEON RD E (128 St E to Bridge No.7195-D) - 2022
- STEELE ST S (Sales Rd S to 96 St S) - 2022
- SUMNER TAPPS HWY E (N/E of W Tapps Dr E) - 2022
- WALLER RD E (72 St E to S/O Pioneer Wy E to S. Fruitland) – 2022

- 120 ST E (198 Av E to 138 St E) – 2023
- 152 ST E (SR 161 to 122 Av E) – 2023
- CANYON RD E (116 St E to 138 St E) – 2023
- EATONVILLE CUTOFF RD E (Stringtown Rd E to 83 Av E) - 2023
- ORIVILLE RD E (0.44 mi S/O 264 St E to Kapowsin Crk Bridge No.19185A) – 2023

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**EXHIBIT F
LISTING OF FISH PASSAGE PROGRAM LOCATIONS**

WATER BODY (Road Crossing)

- DUTCHER CREEK (Lackey Rd NW n/o 64 St Ct NW)
- GARR CREEK (East Bay Dr NW / Wollochet Dr NW Intersection)
- FISKE CREEK (Brooks Rd E)
- GOODNOUGH CREEK (Goodnough Dr NW)
- MINTER CREEK (118 Av NW & river mile 1.19 on Minter Creek on the Key Peninsula)
- HORN CREEK (At Horn Creek (MP 3.94))
- BRIGHTON CREEK (At Brighton Creek (MP 1.46))
- PURDY CREEK (160 St NW)
- RAY NASH CREEK (Ray Nash Dr NW / Whitmore Dr NW Intersection)
- RODY CREEK (Pioneer Wy E)
- SWAN CREEK (64 St E)
- UNNAMED TRIBUTARY OF SOUTH PRAIRIE CREEK (South Prairie Carbon River Rd E, approx. 2,500 ft. NE of Arline Rd E)

Note: Exhibit F does not represent a comprehensive list of all fish passage needs in the County, but rather a few key priority locations that will be used to initiate work in the ongoing Fish Passage Program – CRP 5725.

