



August 23, 2016

STAFF REPORT

TO: Pierce County Planning Commission

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

SUBJECT: Pierce County “2017-2022 Transportation Improvement Program (TIP) & 2017-2030 Fourteen-Year Ferry Program”

DESCRIPTION OF PROPOSAL:

The “2017-2022 Transportation Improvement Program (TIP) & 2017-2030 Fourteen-Year Ferry Program” is a planning and programming document prepared by the Pierce County 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 "2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program” as presented in Exhibit B (attachment).

OBJECTIVES OF THE PROPOSAL:

1. The “2017-2022 TIP & 2017-2030 Fourteen-Year Ferry Program” has an objective of promoting and maintaining 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.



SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

2. The 2017-2022 TIP identifies public works projects including new construction, signalization, drainage, road widening, lane additions, channelization, rail crossings, and bridge construction. The 2017-2030 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 “2017-2022 TIP & 2017-2030 Fourteen-Year Ferry Program” have been included as a result of various priority analysis systems. These priority analysis systems evaluate technical and other input from various divisions of the Public Works Department, other county and city departments, local organizations, citizen groups, and private individuals.

The 2017-2022 TIP is presented in Exhibit B. The 2017-2022 TIP includes the 2017 Annual Program. The Annual Program includes projects scheduled for funding in year 2017. In addition, the TIP includes Pierce County’s plans for projects scheduled for future funding in years 2018-2022.

The 2017-2030 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 assure 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 2017-2022 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 2017-2030 Fourteen-Year Ferry Program must satisfy all requirements in accordance with RCW 36.54.

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

4. Pursuant to RCW 36.70.520, the Planning Commission is to review the proposed “2017-2022 TIP & 2017-2030 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 “2017-2022 TIP & 2017-2030 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 “2017-2022 TIP & 2017-2030 Fourteen-Year Ferry Program” is Categorically Exempt from threshold determination and further environmental documentation. Individual projects listed in the 2017-2022 TIP will undergo project-specific environmental review.

2. **Relationship of the 2017-2022 TIP & 2017-2030 Fourteen Year Ferry Program to the Transportation Element of the Pierce County Comprehensive Plan and/or Community Plans.**

The proposed projects in the “2017-2022 TIP (TIP) & 2017-2030 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. In the PCCP, priorities are categorized as Premier, High, Medium, and Low. Projects shown with priority "N/A" (not applicable) have been 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 8 ('Potential Benefits of the Proposal').

3. **Relationship of the 2017-2022 TIP & 2017-2030 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 “2017-2022 TIP & 2017-2030 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.100 of the Pierce County Code.

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

Review of the proposed programs indicates that there are no conflicts between the “2017-2022 TIP & 2017-2030 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 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 Comprehensive Plan 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" of the Planning Commission Staff Report with priority "N/A" 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.

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

5. Dropped Projects

Exhibit D (page 9) provides a list of projects that were included in the 2016-2021 TIP but are not included in the 2017-2022 TIP. These are referred to as "dropped" projects. Exhibit D also provides the reasons projects were dropped from the 2017-2022 TIP.

6. 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 a segment of Spanaway Loop Road South has failed concurrency since 2012. The Transportation Element of the Pierce County Comprehensive Plan is recommending to designate Spanaway Loop Road South from Military Road South to 174 Street South to be at "Ultimate Capacity". A second segment of Spanaway Loop Road South from Tule Lake Road South to 138 Street South has also failed concurrency since 2014. This segment will be closely re-examined in next year's concurrency analysis.

Additionally, the major north-south corridor 122 Avenue E/ Shaw Rd E, is also quickly approaching the concurrency Service Standard in this year's analysis. This corridor will be closely re-examined in next year's concurrency analysis.

7. 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

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

promote mobility by both increasing capacity and enhancing the current roadway network. Preserving those right of way needs now will benefit the future project.

8. 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 “2017-2022 TIP & 2017-2030 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 10th, 2016, in the “The News Tribune”. This notice meet 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.

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

**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 2017-2022 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 2017-2030 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 “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program,” and make recommendations to the County Council concerning these Programs.
5. The “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program,” as proposed, are consistent with previous Six-Year Transportation and Ferry Programs respectively, and include "carry-over" projects that are in the process of being completed.
6. The “2017-2022 Transportation Improvement Program & 2017-2030 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 “2017-2022 Transportation Improvement Program & 2017-2030 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 “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program” is Categorically Exempt from threshold determination and further environmental documentation. Individual projects listed in the 2017-2022 TIP will undergo project-specific environmental review.
8. Notice of the public hearing before the Pierce County Planning Commission was made on August 10th, 2016, in the “The News Tribune”. This notice meet the requirements for providing public notice under RCW 36.70.

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

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

Project Name (Project Limits) – Priority listed in the Pierce County Transportation Plan

ROAD PROJECTS

- GUARDRAIL PROGRAM – 2017 (Various Locations) – N/A
- KEY PENINSULA HY KPN / 134 AV KPN (Intersection) – N/A
- TRAFFIC SIGNAL SYSTEM INTERCONNECT (Various Locations) – N/A
- 2018 ASPHALT OVERLAY (Various Locations) – N/A

SUBJECT: Pierce County Department of Public Works “2017-2022 Transportation Improvement Program & 2017-2030 Fourteen-Year Ferry Program”.

PUBLIC HEARING DATE: August 23, 2016

**EXHIBIT D
LISTING DROPPED PROJECTS**

Project Name (Project Limits) – Reason for drop

- BR #1172-C / 288 ST S – (At Lacamas Creek) – Construction complete
- KEY PENINSULA HY KPN - KEY CENTER SIDEWALKS – (70 feet south of Cramer Rd KPN to 89 St Ct KPN) – Construction complete
- GUARDRAIL PROGRAM - 2015 – (Various Locations) – Construction complete
- HIGH FRICTION SURFACE TREATMENT – (At 9 St E e/o 190 Av E and 12 St E/210 Av E) – Will be included in a future safety program grant on another project
- 9 ST E – (190 Av E to 198 Av E) – Construction complete
- 22 AV E – (180 St E to 184 St E) – Study complete
- 62 AV E – (52 St E to SR 167 (River Rd) – Study complete
- 94 AV E / 144 ST E (Intersection) – Construction complete
- 176 ST E – ("B" St E to 14 Av E) – Construction complete
- 184 ST E – (82 Av E to 86 Av E) – Construction complete
- SOUTH PRAIRIE RD E – (Bonney Lk City Limits to 264 ft SE/O 211 Av Ct E) – Change of priority
- 112 ST E – (Waller Rd E to 17 Av E) – Change of priority
- ORTING-KAPOWSIN HY E – (Orville Rd E to 288 St E) – Combined with CRP 5854
- ORTING-KAPOWSIN HY E – (288 St E to 264 St E) – Combined with CRP 5854
- WOODLAND AV E - SWM Project – (North of 112 St E) – Engineering support complete