RTCC Funding Application

Competition: Capital Project
Status: submitted
Submitted: May 30th, 2019 10:55 AM
Prepopulated with screening form? Yes

Introduction

1. Project title
   SR 104 Realignment

2. T2040 ids string
   kitco-44

3. Sponsoring agency
   Kitsap County

4. Cosponsors
   WSDOT Olympic Region, WSF, Kitsap Transit

5. Sponsoring agency certification acceptance status
   Yes

6. Ca sponsoring agency
   N/A

Contact Information

1. Contact name
   David Forte

2. Contact phone
Project Description

1. Project scope

Re-align SR104 to move the inbound ferry traffic to the north couplet (NE 1st Street). The project will include sidewalks where appropriate, ferry toll booth relocation, storm water, illumination, signals, and street amenities.

The project will add two inbound travel lanes on 1st Street and remove two travel lanes on Main Street, restoring Main Street to two-lane, two-way local circulation between Washington Blvd and W. Kingston Rd/Iowa Avenue. Bicycle lanes in both directions will be added to Main Street with the outbound bike lane diverting to 1st Street at Iowa Avenue. WSDOT may consider alternative intersection controls, such as roundabouts.

Project Location

1. Project location

SR 104, Kingston

2. Project counties

Kitsap

3. Crossroad or milepost beginning

Washington Blvd. NE

4. Crossroad or milepost end

Bannister St. NE

Plan Consistency

1. Identified in local comprehensive plan

Yes

2. In comprehensive plan explanation

This project is specifically identified in the Kitsap County Comprehensive Plan (2016), Kingston Policy 35 "Encourage WSDOT to pursue the rerouting of ferry traffic to the present outbound ferry traffic lane..." (pg. 8-95). The project is identified as a "High Priority Project"
in the Kingston Complete Streets Plan (Pg. 12).

3. **Not in comprehensive plan explanation**

   na

**Federal Functional Classification**

1. **Functional class name**

   14 Urban Principal Arterial

**Local and Regional Policy Support**

1. **Improvements or strategies**

   This project is specifically identified in the Kitsap County Comprehensive Plan (KCCP), Kingston Policy 35 (pg. 8-95) and Kingston Complete Streets Plan (2016, KCS, portions attached).

   The Kingston UGA was established in 1998. The Kitsap County Comprehensive Plan (2016) includes the subarea plan for Kingston (KCCP pgs. 8-90 to 96). Project relevant Goals and Policies include:

   - Kingston Parks, Trails, and Open Space Goal 8 (KCCP pg. 8-94). “Create bicycle routes, multiuse pathways, and bike storage facilities to provide safe, secure and efficient bicycle connections for commuter, visitor, fitness and recreational users.”
     o Kingston Policy 26. “Consult and coordinate with Kingston area community groups, and prioritize Kingston area bike routes”
     o Kingston Policy 27. “Ensure that local bike routes connect with regional bike routes” (8-94).

   Kitsap County conducted an extensive public outreach process as part of the Complete Streets planning process for the Kingston Village in 2016. The realignment project was identified as a “High Priority” project (KCS pg. 12). The Complete Streets Planning process worked with the community to analyze pedestrian and bicycle needs and circulation and established the non-motorized circulation plan for Kingston. This project implements the core elements of the non-motorized circulation network.

   - Kingston Transportation Goal 10(KCCP pgs. 8-94-5) states, “Work with WSDOT to attempt to reduce traffic issues”;
     o Kingston Policy 33. “Encourage WSDOT to reduce the back up of queued ferry traffic in downtown Kingston and optimize the use of the ferry holding lot.”
     o Kingston Policy 35. “Encourage WSDOT to pursue the rerouting of ferry traffic to the present outbound ferry lane…”

   This project is specifically identified in Policy 35 and is consistent with the PSRC Regional Plan WSDOT project #5678 (attached).
The County is partnering with WSDOT and WSF for this project. This project is "showcased" as a cooperative planning process in the Washington State Ferries Long Range Plan (2019, LRP, Pg. 32) and the project need is identified as a terminal improvement (LRP Pg. 122). Additionally, the Long Range Plan identifies that transit service times at ferries is an issue due to congestion (Pg. 32). This project will improve Kitsap Transit service times within the Kingston Village by separating transit routes from ferry traffic and allow buses direct access to the ferry docks for passenger loading and unloading (KT Letter).

WSDOT's Olympic Region supports this project (WSDOT Letter) and provided matching funds for the PE phase. The Port Orchard Design Office is conducting the project preliminary engineering for this project and will be the lead for this ROW phase.

- Kingston Transportation Goal 11 (KCCP pg. 8-95). "Enhance the aesthetic values of the streetscape in Kingston as identified in the Kingston Complete Streets Study."

The project will comply with the Kingston Design Standards and Kingston Complete Streets streetscape requirements.

- Kingston Transportation Goal 12 (KCCP pg 9-95). "Work to improve safety for pedestrians, bicycles, and vehicles within the Kingston Urban Growth Area.”
  - Kingston Policy 39. "Coordinate with WSF to improve pedestrian and bicycle access to the ferry dock.”

The Complete Streets Plan analyzed pedestrian and bicycle needs and circulation to establish the non-motorized circulation plan for Kingston. This project implements the core elements of the non-motorized circulation network. Bicycle lanes are incorporated into Main Street's local circulation design with enhanced pedestrian sidewalks to support local circulation in the Village and separated from ferry traffic. Currently inbound traffic to the ferry terminal loads through the heart of the Kingston Village Center on Main Street and exits along 1st Street. Ferry loading backups during peak and near-peak times create ferry traffic congestion, pedestrian circulation conflicts, air quality concerns from vehicle idling, and traffic circulation gridlock within the Village Center and along SR 104. Realignment of both inbound and outbound traffic to 1st Street will remove ferry traffic congestion from Main Street in the Village, restoring the traffic and non-motorized circulation within the Village Center, revitalizing community and economic activity, and improving ferry operations.

  - Kingston Policy 44. “Work with the community to consider preservation and highlighting of the historic features and characteristics of Kingston in community planning and development, and design standards.”
  - Kingston Policy 45. “Preserve the small town character of the Kingston Urban Growth Area in community planning and development.”

Realignment of SR 104 will return the Village Center to a County Center, enhancing community activity and services that are severely impacted by ferry traffic congestion. The project’s design will preserve the historic Kingston Hotel and an associated “historic tree”.

To promote the subarea policies, in 2016 Kitsap County utilized Rural Town Center funding to work with the citizens of Kingston, Kitsap Transit, WSDOT, and WSF to develop a
“Kingston Complete Streets” plan. The Plan provided a full analysis of the community’s existing and potential future circulation patterns, both motorized and non-motorized within the context of supporting Kingston’s Village Center function while supporting its regional role as a transportation hub. The Kingston – Edmonds ferry route handles the second highest annual volume of vehicles and drivers (over 2 million) and the third highest volume of additional passengers (1.9 million) in the Washington State Ferry system. In 2018, Kitsap Transit inaugurated Fast Ferry services linking Kingston to downtown Seattle with a 40-minute transit time. Initial Fast Ferry passenger counts are approximately 500 passengers per day.

List of attachments (sent separately by email):
- Board of Commissioners letter
- WSDOT letter
- Kitsap Transit letter
- SR 104 “One Pager” with typical section diagrams
- Selected pages of Kitsap County Comprehensive Plan
- Kingston Zoning Map
- Selected pages of Kingston Complete Streets Plan, including project diagrams
- Kitsap Transit bus route and Fast Ferry maps
- Selected pages of Washington State Ferries Long Range Plan
- WSDOT Right of Way Scoping Estimate
- Regional Transportation Plan project 5678 page

2. **How project fits character**

Kitsap County and the Kingston community undertook the Kingston Complete Streets process to identify ways to improve multi-modal access to and movement within the Kingston Village Center in light of increasing congestion pressures from ferry traffic. The gridlock and near-gridlock traffic resulting from peak and near-peak ferry traffic significantly and negatively impacts the Kingston community as well as access to ferries.

The Kingston – Edmonds ferry route handles the second highest annual volume of vehicles and drivers (over 2 million) and the third highest volume of additional passengers (1.9 million) in the Washington State Ferry system. In 2018, Kitsap Transit inaugurated Fast Ferry service linking Kingston to downtown Seattle with a 40-minute transit time.

The Complete Streets process created a balanced multi-modal circulation plan to support access to the ferries by vehicle, transit, Freight, bike, or foot while enhancing access and community center focus of the Village Center on Main Street.

The grid-oriented network of the Village Center is restored to allow circulation of people by vehicle, transit, bicycle, or on foot without blocking access and enhances the land-side operations of the WSF and Fast Ferry. Following the Complete Streets philosophy, each segment of the roadway system was analyzed and planned to create bicycle, pedestrian, transit, and vehicle circulation to support the community’s desires and function.

The 1st Street alignment protects the Historic Kingston Hotel building.
1. **Issues being addressed**

The Kingston – Edmonds ferry route handles the second highest annual volume of vehicles and drivers (over 2 million) and the third highest volume of additional passengers (1.9 million) in the Washington State Ferry system. Currently inbound traffic to the ferry terminal loads through the heart of the Kingston Village Center on Main Street and exits along 1st Street. Ferry loading backups during peak and near-peak times create ferry traffic congestion, pedestrian circulation conflicts, air quality concerns from vehicle idling, and traffic circulation gridlock within the Village Center and along SR 104. Ferry traffic congestion in the Village Center has caused businesses to close during what should be peak customer times because customers cannot access or move within the Village Center.

Realignment of inbound ferry traffic to 1st Street will remove ferry traffic congestion from Main Street in the Village. Main Street will be converted to a 2-lane, 2-way local road to support access to and within the Village Center, revitalizing community and economic activity in the Center. Bike lanes will be added to Main Street as well as improvements to sidewalks. These improvements will provide safer pedestrian circulation within the Village Center during peak ferry traffic that is not possible with the existing network. Bicycle and pedestrian circulation will be separated from ferry traffic.

Currently Kitsap Transit buses must share Main Street with ferry traffic holding lanes and off load/load passengers on Washington Boulevard. With the realignment, Kitsap Transit buses will be separated from ferry congestion within the Village Center, using Main Street to access the ferry dock at the ferry terminal for loading and unloading. This routing provides transit passengers direct access to the Village Center, WSF terminal, and Fast Ferry terminal. Moving the transit stop serving the ferries from Washington Blvd. to "on-dock" will reduce transit passenger's walk onto the ferry by over 500 feet.

Kitsap County is improving Washington Boulevard (2019 construction) to support vehicle and non-motorized circulation within the Village Core.

1st Street will be expanded to 4 lanes - 2 lanes provide inbound access to the relocated toll booths and outbound traffic will have 2 lanes to facilitate meeting ferry off-loading times. Consistent with the Complete Streets philosophy, 1st street will include sidewalks but not bike lanes: Main Street is the primary bicycle route within the Village Center, separate from conflicts with ferry traffic.

2. **Provide better access**

In 2016 Kitsap County utilized Rural Town Center funding to work with the citizens of Kingston, Kitsap Transit, WSDOT, and WSF to develop a Kingston Complete Streets plan. The Plan provided a full analysis of the community’s existing and potential future circulation patterns, both motorized and non-motorized within the context of supporting Kingston’s Village Center function while supporting its regional role as a transportation hub. The Kingston – Edmonds ferry route handles the second highest annual volume of vehicles and drivers (over 2 million) and the third highest volume of additional passengers (1.9 million) in the Washington State Ferry system. In 2018, Kitsap Transit inaugurated Fast Ferry services linking Kingston to downtown Seattle with a 40-minute transit time.
Ferry loading backups during peak and near-peak times create ferry traffic congestion, pedestrian/bicycle circulation conflicts, air quality concerns from vehicle idling, and traffic circulation gridlock within the Village Center and along SR 104. Ferry traffic congestion in the Village Center has caused businesses to close during what should be peak customer times because customers cannot access or move within the Village Center.

The existing SR 104 one-way couplet restricts circulation within the Center. This project restores the Village Core as a destination by reinstating two-traffic patterns, removing the barriers to movement that exist because of the couplet. Realigning inbound ferry traffic to 1st Street separates ferry traffic from the internal circulation network within the Village Center.

Pedestrian and bicycle conflict will be reduced as Main Street will be restored to a 2 lane, two-way local road with bike lanes and enhanced sidewalks. Pedestrians and bicycles will not need to compete with ferry traffic back-ups or vehicle “dashes to catch the ferry”.

Transit buses will utilize Main Street to access the Center and ferry terminal, free from ferry traffic. Buses will have direct access to the ferry terminal for loading/unloading, eliminating the current 500-foot walk from Washington Blvd. to the terminal.

3. Multimodal improvements

This project, in association with the Washington Boulevard project (construction 2019) form the core of the non-motorized network within the Village Core. The Complete Streets Plan analyzed pedestrian and bicycle needs and circulation in the Village Center and connectivity to the regional non-motorized route network. The Plan embraced the Complete Streets philosophy of identifying a bicycle and pedestrian network and designing the appropriate facilities to implement the circulation network.

Transit service will get a significant boost to on-time performance by separating transit operations from ferry traffic. In addition, on-dock bus loading will eliminate the current 500 foot walk from the nearest bus stop on Washington Blvd. to the ferry terminal.

Currently inbound traffic to the ferry terminal loads through the heart of the Kingston Village Center on Main Street and exits along 1st Street. Ferry loading backups during peak and near peak times create ferry traffic congestion, pedestrian circulation conflicts, air quality concerns from vehicle idling, and traffic circulation gridlock within the Village Center and along SR 104. Realignment of both inbound and outbound traffic to 1st Street will remove ferry traffic congestion from Main Street in the Village, restoring the traffic and non-motorized circulation within the Village Center, revitalizing community and economic activity, and improving ferry operations.

4. Pedestrian improvements

In 2016 Kitsap County utilized Rural Town Center funding to work with the citizens of Kingston, Kitsap Transit, WSDOT, and WSF to develop a “Kingston Complete Streets” plan. The Plan provided a full analysis of the community’s existing and potential future circulation patterns, both motorized and non-motorized within the context of supporting
Kingston’s Village Center function while supporting its regional role as a transportation hub.

This project returns Main St. to a local, pedestrian oriented street to serve the Kingston Community and its visitors. Sidewalks will be rebuilt and widened as needed and bike lanes will be added.

On 1st St. sidewalks will be added.

5. **Contributes to demand management**

This project provides direct bus access to the WSF and Fast Ferry terminals for loading/unloading of passengers: eliminating a 500-foot walk from the bus stop on Washington Boulevard. The enhanced transit access to the ferry terminal will increase time performance for all Kitsap Transit fixed routes and dial-a-ride serving Kingston.

**System Performance and Innovative Solutions**

1. **Improvements increase reliability**

Realignment of inbound ferry traffic to 1st Street will remove ferry traffic congestion from Main Street in the Village Center. Main Street will be converted to a 2-lane, 2-way local road to support access to and within the Village Center, revitalizing community and economic activity in the Center.

Bike lanes will be added to Main Street as well as improvements to sidewalks. These improvements will allow for local circulation within the Village Center during peak ferry traffic that is not possible with the existing roadway structure. Bicycle and pedestrian circulation will be separated from ferry traffic.

This project provides direct bus access to the WSF and Fast Ferry terminals for loading/unloading of passengers: eliminating a 500-foot walk from the bus stop on Washington Boulevard. The enhanced transit access to the ferry terminal will increase time performance for all Kitsap Transit fixed routes and dial-a-ride serving Kingston.

The realignment will have a positive impact on ferry inbound and outbound vehicle traffic. The queuing configuration on 1st St. will accommodate more inbound vehicles, reduce pedestrian conflicts and speed toll-both processing. Outbound traffic will benefit from improved traffic design and intersection improvement, helping WSF maintain their schedule.

WSF is anticipating improving tollbooths to ADA standards for employees.

2. **Improvements maximize efficiency**

This project will solve the ferry traffic congestion and circulation problem in the Village Center. Inbound and outbound ferry traffic will be confined to 1st Street, freeing the local network for circulation within and access to the Center.
Innovative concepts studied

The project is utilizing Complete Street philosophy and practical solutions methodology to analyze and select the preferred alternative.

Social Equity, Environmental Justice, and Public Health

1. Social groups being served

The project will serve the residents and visitors of Kingston by significantly reducing the ferry related congestion within the Village Center. Main Street, the heart of the Village Center, will be returned to a pedestrian and bicycle friendly community street.

Kingston is a visitor destination; however, ferry traffic congestion has diminished its appeal. This project will restore the Village Center as a regional visitor destination and help revive the economic health of the community.

Kingston is a regional transportation hub; a critical link to WSF, Kitsap Fast Ferries, Kitsap Transit buses, and non-motorized recreation. Kingston serves travelers from Kitsap County, Olympic Peninsula, as well as Mason, King, and Snohomish Counties. Jefferson Transit serves the WSF via connecting routes with Kitsap Transit. Community and Sound Transit provide connections via WSF and King County Metro and Sound Transit via the Fast Ferries.

For a long time, Kingston has supported daily commuter traffic to Edmonds, south Snohomish County, and North King County. In 2018, Kitsap Transit began Fast Ferry passenger-only service to downtown Seattle. The introduction of the Fast Ferry service is anticipated to greatly increase daily commuter traffic between Kingston and Seattle.

Kingston and it’s adjoining census tracts have the following demographics.

Kingston North-west South-west

<table>
<thead>
<tr>
<th>Disabled Population: 11-14% 21-34% 11-14%</th>
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<tbody>
<tr>
<td>Poverty 0-7% 8-12% 8-12%</td>
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<tr>
<td>Elderly Population 20+% 15-19% 11-14%</td>
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<tr>
<td>Opportunity Index Low Very Low Moderate</td>
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<tr>
<td>Minority Population 0-17% 29-41% 0-17%</td>
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</tbody>
</table>

This project will support the population of Kingston by reducing ferry traffic congestion impacts, increase economic opportunities within Kingston, and by improving access to work in downtown Seattle, Edmonds, south Snohomish County, and North King County; as well as reverse commuting to North Kitsap County.

<table>
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<th>Phase</th>
<th>Year</th>
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<td>ROW</td>
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Total Request: $1,400,000.00
## PSRC Funding Request

### Planning

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**Expected year of completion for this phase:** 2016

### PE

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<tr>
<td>State Gas Tax</td>
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**Expected year of completion for this phase:** 2019

### ROW

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**Expected year of completion for this phase:** 2022

### Construction

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**Expected year of completion for this phase:** 2025

### Summary

1. **Estimated project completion date**
   1-2026

2. **Total project cost**
$8,112,000.00

PSRC Funding Request (cont'd)

1. Documents

SR_104_TIP_Page.pdf

2. Funds description

The project is identified in the Kitsap County TIP (attached). The TIP will be amended to the schedule and funds identified in this application and as noted in the Board of Commissioner's letter. Kitsap County Road Funds will be used for match.

Project Readiness

1. Requesting funds for planning or pe

No

2. Preliminary engineering complete

No

3. Preliminary engineering completion date

N/A

4. Preliminary plans submitted to wsdot

No

5. Preliminary engineering plans other

N/A

6. Preliminary engineering plans estimated completion date

Dec. 2019

Environmental Impact

1. Environment level doc

Documented Categorical Exclusion (DCE)

2. Nepa doc approved
No

3. Nepa approval date
   Dec. 31, 2019

**Right of Way**

1. Right of way required
   Yes

2. Parcel count
   5-6

3. Zoning in parcel area
   UVC - Urban Village Center

4. Possibility of condemnation
   This application is for ROW only, the construction schedule will be adjusted based on risk analysis during preliminary engineering which will be complete in December 2019.

5. Experience in conducting right of way
   Yes

6. Consultant start time
   N/A

7. Relevant right of way milestones
   PE will be completed in December 2019. ROW will begin upon obligation of grant award in Nov. 2021 and be completed by Nov. 2023.

**Total Estimated Project Cost and Schedule**

1. Construction funds requested
   No

2. Engineers estimate
   N/A
3. Engineers estimate document
   N/A

4. Environmental permits
   N/A

5. Pse approval
   N/A

6. Pse approval date
   N/A

7. Project to ad date
   N/A

Other Considerations

1. Additional aspects description
   N/A

2. Included innovative components
   N/A

3. Determining benefits process
   N/A

4. Final documents
   WSDOT_Support_ltr.pdf
May 10, 2019

Puget Sound Regional Council
1011 Western Avenue, Suite 500
Seattle, WA 98104

RE: Rural Town Center Project Funding

As the project sponsor of the SR 104 Realignment application to the 2019 Rural Town Centers Grant Process, the Kitsap County Board of Commissioners acknowledge the commitment of the County to the following time, phase, and funding obligations associated with federal funding of this project:

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<tr>
<th>Phase</th>
<th>Start Year</th>
<th>Funding</th>
<th>Source</th>
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<td>PE</td>
<td>2018</td>
<td>$116,000</td>
<td>State Gas Tax</td>
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<td>$740,000</td>
<td>STP (secured)</td>
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<td>ROW</td>
<td>2021</td>
<td>$230,000</td>
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<td>Construction</td>
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<td>County Road Fund</td>
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<tr>
<td>Total</td>
<td></td>
<td>$7,809,000</td>
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</tbody>
</table>

The Kitsap County Transportation Improvement Program will be updated in the 2019 cycle to reflect the County funding obligations and schedule identified in the grant application.

Thank you for your support in delivering this important transportation improvement to our community and the region.

Sincerely,

Edward E. Wolfe
Kitsap County, Board of County Commissioners

Copy: Andrew Nelson, PE, Public Works Director
David Forte, Transportation Planning Supervisor
May 9, 2019

David Forte  
Transportation Planning  
Kitsap County Public Works  
614 Division St. MS-26  
Port Orchard, WA 98366  

SR 104 Realignment in the Community of Kingston, Kitsap County  
2019 PSRC Rural Town Center and Corridors Program  
WSDOT Letter of Support

Dear Mr. Forte:

On behalf of the Washington State Department of Transportation (WSDOT), I would like to express our support for Kitsap County in their regional competition seeking Puget Sound Regional Council (PSRC) funding from the 2019 PSRC Rural Town Center and Corridors Program.

The proposed project is described on the attachment, and as you are well aware, has WSDOT involvement via our Port Orchard Project Engineer’s office. Therefore, we are very much in support of this project provided that these improvements meet all applicable WSDOT design and construction requirements, including all applicable American with Disabilities Act requirements, for the portion of the work that would be on SR 104 highway right-of-way.

Thank you for the opportunity to express our support for this Kitsap County PSRC funding opportunity. If you have any questions please contact me at (360) 357-2798 or email at schuelj@wsdot.wa.gov.

Sincerely,

JoAnn Schueler, PE  
Assistant Regional Administrator for Multimodal Development and Delivery

JS:ds  
Enclosure

cc: Bryan Dias, PE - WSDOT  
Steve Kim, PE - WSDOT
SR 104 Realignment-Kingston

Project Scope
Re-align SR 104 to move the inbound ferry traffic to the north couplet (NE 1st Street) and restore Main Street to a two-way traffic. The project will include sidewalks where appropriate, ferry toll booth relocation, storm water, illumination, signals and street amenities. The project limits are SR 104 from Washington Boulevard to Bannister Street.

Preliminary Engineering for this project will be complete in Nov. 2019 and was funded through a federal STP Grant obtained by Kitsap County ($740,000) and WSDOT Olympic Region matching funds ($110,000).

Project Justification, Need, or Purpose
The Kingston – Edmonds ferry route handles the second highest annual volume of vehicles and drivers (over 2 million) and the third highest volume of additional passengers (1.9 million) in the Washington State Ferry system. Currently, inbound traffic to the ferry terminal loads through the heart of the Kingston Village Center on Main Street and exits along 1st Street. Ferry loading backups during peak and near peak times create ferry traffic congestion, pedestrian circulation conflicts, air quality concerns from vehicle idling, and traffic circulation gridlock within the Village Center and along SR 104. Realignment of both inbound and outbound traffic to 1st Street will remove ferry traffic congestion from Main Street in the Village, restoring the traffic and non-motorized circulation within the Village Center, revitalizing community and economic activity, and improving ferry operations.

Cost Estimates:

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<th>Type</th>
<th>Cost</th>
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<th>Funding Period</th>
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<tr>
<td>PE</td>
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<td>ROW</td>
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<td>2021 - 22</td>
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<tr>
<td>Construction</td>
<td>$5,323,000</td>
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<td>2023</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$7,809,000</strong></td>
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</table>
May 10, 2019

Josh Brown, Executive Director
Puget Sound Regional Council
1011 Western Ave, Suite 500
Seattle, WA, 98104

RE: Puget Sound Regional Council Rural Town Centers and Corridors Program
application for SR 104 Realignment-Kingston

Dear Mr. Brown:

Kitsap Transit supports the application for the SR 104 Realignment-Kingston project from the Kitsap County Department of Public Works for possible funding through the Puget Sound Regional Council Rural Town Centers and Corridors Program. We are aware the requested grant would realign SR 104 to move the inbound ferry traffic to the north couplet (NE 1st Street) therefore:

1) Restoring Main Street to a two-way traffic flow; and
2) Improve operating conditions and no-time performance for our transit services serving Kingston and the Kingston to Seattle Fast Ferry; and
3) The new shoulder will enhance pedestrian access to transit by adding sidewalks where appropriate.

This grant, if funded, is intended to provide increased safety through the creation of safer road shoulders which will improve access to transit stops nearby.

We look forward to further collaboration on design as the project develops.

Sincerely,

[Signature]
John W. Clauson
Executive Director
SR 104 Realignment-Kingston

Project Scope
Re-align SR104 to move the inbound ferry traffic to the north couplet (NE East 1st Street. The project will include sidewalks where appropriate, ferry toll booth relocation, storm water, illumination, signals, and street amenities.

The project will add two inbound travel lanes on 1st Street and remove two travel lanes on Main Street, restoring Main Street to two-lane, two-way local circulation between Washington Blvd and W. Kingston Rd/Iowa Ave. Bicycle lanes in both directions will be added to Main Street with the outbound bike lane diverting to 1st Street at Iowa Avenue. WSDOT may consider alternative intersection controls, such as roundabouts.

Preliminary Engineering for this project will be complete in Nov. 2019 and was funded through a federal STP Grant obtained by Kitsap County ($740,000) and WSDOT Olympic Region matching funds ($116,000).

Project Justification, Need, or Purpose
The Kingston – Edmonds ferry route handles the second highest annual volume of vehicles and drivers (over 2 million) and the third highest volume of additional passengers (1.9 million) in the Washington State Ferry system. Currently inbound traffic to the ferry terminal loads through the heart of the Kingston Village Center on Main Street and exits along 1st Street. Ferry loading backups during peak and near peak times create ferry traffic congestion, pedestrian circulation conflicts, air quality concerns from vehicle idling, and traffic circulation gridlock within the Village Center and along SR 104. Realignment of both inbound and outbound traffic to 1st Street will remove ferry traffic congestion from Main Street in the Village, restoring the traffic and non-motorized circulation within the Village Center, revitalizing community and economic activity, and improving ferry operations.

Cost Estimates:

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Kingston

Vision for Kingston

Kingston is located on Appletree Cove, known for its sweeping views of Puget Sound and the Cascade and Olympic mountain ranges. It is bordered by Port Gamble S’Klallam tribal land to the north, and rural residential properties to the south and west, with Puget Sound to the east. The community retains an authentic small-town character with multi-generational gathering places and businesses. The waterfront encompasses a large marina, public beach access and a major terminal for Washington State Ferries that is a key transportation link between the Seattle metropolitan area and the Olympic Peninsula.

The Kingston Urban Growth Area, the northernmost in Kitsap County, was established in May 1998 through adoption of the Kitsap County Comprehensive Plan, encompassing 1,400 acres. Kingston’s defined areas include Old Town, adjacent to the marina and ferry terminal; the Village Green district; and Lindvog Commercial, encompassing the uptown area along State Route 104.

The vision of Kingston focuses on the continued preservation and protection of open space, forests and critical habitat areas in the surrounding sensitive environment. Maintaining and improving public facilities for sewer and other utilities, stormwater management and emergency services is also envisioned. Guiding the preservation and development of diverse housing types for all incomes and ages will maintain an inclusive community. The Kingston community values its shoreline, parks and schools with interconnected systems of pedestrian and bicycle trails. Additional non-motorized facilities such as sidewalks, bike lanes and safe routes to schools will increase the health and safety of the community.

Kingston has a population of over 2,200. More than a third of its households have children under the age of 18 and 26 percent age 60 years or over. The median household income is estimated at $73,000. County support of local economic development and vitality, and in managing the impact of regional transportation, is vital to Kingston’s vision. Improved street aesthetics and parking facilities will create more walkability and encourage pedestrian-oriented, accessible retail shops. Kingston will continue to be a welcoming, family friendly community that values a healthy and sustainable environment; quality education and recreational resources for all ages; partnerships with the S’Klallam and Suquamish tribes; and an efficient, safe and enhanced infrastructure that supports measured growth of healthy neighborhoods and businesses.
potential.

Kingston Policy 18. Coordinate with other local jurisdictions, community organizations and residents in developing long range plans, budgets and usage regulations for public facilities, parks and open space.

Kingston Parks, Trails and Open Space Goal 7. Pursue the creation of a more walkable community by supporting development of pedestrian pathways, sidewalks and trails that connect people to places.


Kingston Policy 20. Coordinate with state, Tribal, and non-governmental groups and Kingston residents to acquire land for trails, community connectors and open space corridors.

Kingston Policy 21. Coordinate maintenance and operation support for parks, trails and open space with other jurisdictions and supporting community groups.

Kingston Policy 22. Encourage Kingston residents to review budgets for Parks, Recreation and Open space for the Kingston area.

Kingston Policy 23. Coordinate with the local jurisdictions, state agencies, and community groups to create and enhance water related recreation, facilities and public access.

Kingston Policy 24. Safety and security shall be considered when reviewing plans for trails, pathways, and greenways to connect parks, shoreline and recreational resources throughout the Kingston area.

Kingston Policy 25. Encourage the establishment of a trails system sign program that identifies access points and destinations.

Kingston Parks, Trails and Open Space Goal 8. Create bicycle routes, multiuse pathways, and bike storage facilities to provide safe, secure and efficient bicycle connections for commuter, visitor, fitness and recreational riders.
Kingston Policy 26. Consult and coordinate with Kingston area community groups to define, and prioritize Kingston area bike routes.

Kingston Policy 27. Ensure that local bike routes connect with regional bike routes.

Kingston Policy 28. Support and promote the Kitsap Peninsula Water Trail.

Kingston Policy 29. Coordinate with state agencies and community organizations to ensure that public use of tidelands and public waterfront property protects water quality and sensitive areas while also allowing for public recreation.

Kingston Parks, Trails and Open Space Goal 9. Provide and maintain Parks and Fields and community facilities to support sports, recreational, educational, and social activities for the community.

Kingston Policy 30. Consult with state agencies and local jurisdictions to provide parks, open space, fields, and facilities that support active and passive recreation.

Kingston Policy 31. Encourage public participation in development of plans for maintenance and operation for parks, open space, fields, and facilities in the Kingston area including volunteer efforts.

Kingston Policy 32. Encourage public participation of community organizations and residents in the planning, development, operation, authorized use and maintenance of parks, trails, community facilities, libraries, sports fields and senior centers.

Transportation

Kingston Transportation Goal 10. Work with WSDOT to attempt to reduce traffic issues.

Kingston Policy 33. Encourage WSDOT to reduce the back up of queued ferry traffic in downtown Kingston and optimize the use of the ferry holding lot.
Kingston Policy 34. Encourage WSF to provide a third overflow ferry boat during periods of high ferry demand and ferry wait times.

Kingston Policy 35. Encourage WSDOT to pursue the rerouting of ferry traffic to the present outbound ferry traffic lane and investigate of the feasibility of using the current WSDOT parking lot as auxiliary holding area.

Kingston Transportation Goal 11. Enhance the aesthetic values of the streetscape in Kingston as identified in the Kingston Complete Streets study.

Kingston Policy 36. Within the Kingston Urban Growth Area, ensure the design standards are followed.

Kingston Policy 37. Consider updating the Kingston Design Standards with focus on aesthetics of streets, sidewalks, and associated amenities.

Kingston Transportation Goal 12. Work to improve safety for pedestrians, bicycles, and vehicles within the Kingston Urban Growth Area.

Kingston Policy 38. Encourage connectivity between developments.

Kingston Policy 39. Coordinate with WSF to improve pedestrian and bicycle access to the ferry dock.

Kingston Transportation Goal 13. Work to ensure that an appropriate balance of long-term and short-term parking is available in the downtown area.

Kingston Policy 40. Through public-private and public-public partnerships, review the existing public parking availability, and accessibility within Kingston.

Kingston Policy 41. After public parking availability and accessibility study is complete, consider updates or changes to parking requirements relating to occupancy in the Kingston Urban Growth Area.

Kingston Policy 42. As feasible implement incentive based parking programs within the Urban Village Center Zone, such as shared-use parking and on street parking.

Community

Kingston Policy 43. Locate community-oriented public facilities within the Urban Growth Area.

Kingston Policy 44. Work with the community to consider preservation and highlighting of the historic features and characteristics of Kingston in community planning and development, and design standards.

Kingston Policy 45. Preserve the small town character of the Kingston Urban Growth Area in community planning and development.

Kingston Policy 46. Work with Kingston Community Advisory Council to support ongoing efforts to provide severe weather shelter services and/or warming station in public buildings.

Land Use

Kingston Land Use Goal 15. Involve the Kingston community input when proposing development regulations.

Kingston Policy 47. Review mixed use standards for Urban Village Center and amend as necessary.


Kingston Policy 49. Support the community to the extent feasible in their aspiration to identify view corridors while balancing the rights of private property owners.


Kingston Policy 50. Explore new code provisions to support redevelopment.

Kingston Policy 51. Update Kingston Downtown Design Standards to address ongoing public input.

Kingston Policy 52. Prioritize the required infrastructure to encourage urban medium and high density residential uses near commercial areas and public spaces.
KINGSTON COMPLETE STREETS:

ACTIVE SHARED USE: MAJOR

DESCRIPTION / FEATURES:
Ferry ingress moves to NE 1st Street, leaving Main Street right lane as a local traffic route. Main Street is now 2 lanes, two-way. SE (inbound) bike lane continues along Main Street to access ferry. NW (out) bound bike lane is also on Main Street to Iowa where it turns east to route bikes away from the ‘triangle’. To NE 1st Street. Opportunity for public space and/or gateway feature at the north end of the triangle. Between Iowa Avenue and Washington Boulevard, sidewalks widen to accommodate sidewalk frontage expansion of business activity and provide for greater volumes of walking traffic. Potential for convertible street trees/blocks, with flush or mountainous curbs both sides.

Street trees planting remains on sides and down central median/boulevard. On-street parallel parking is eliminated, but service/delivery vehicles may have short-term parking in the pedestrian sidewalk space or have access from side streets.

TYPICAL SECTION

Above: Convertible street trees, former's motion, the curvature sidewalk, detail for flexible use during special events.
FERRY COMMUTER

PURPOSE:
Relocation of ferry ingress to NE 1st Street has been a topic of discussion in the community and at WSDOT/WSP for decades. Moving ferry traffic one block off the main business district street would have the benefit of greater use of Main Street by pedestrians and bicyclists, and reduce vehicular traffic significantly. Some argue this change may adversely impact businesses, while others embrace this as a way to increase people-powered access to businesses.

DESCRIPTION / FEATURES:
NE 1st Street is widened to 4 lanes, 2 lanes each direction serving ferry ingress and egress. NW (out) bound traffic allows for left turn on Iowa Avenue. SW (in) bound transitions from 1 lane to 2 lanes. Signals and crossing improvements are proposed at Iowa Avenue and Washington Boulevard. Sidewalks are added both sides, improving pedestrian access along this corridor where many walkers cross to WSDOT parking lot and to the residential area further north. NW (out) bound bicycle lanes from Main Street are routed on Iowa Avenue, then left onto 1st street (see Project 1B).

TYPICAL SECTION

above: sidewalks and bike lane on 1B 2

PROJECT KEY
COSTS: $3,586,000
RANKING: HIGH
KINGSTON COMPLETE STREETS:
SR 104
FERRY COMMUTER OUTLYING COMMERCIAL

DESCRIPTION / FEATURES:
Buffered bike lane transitions to bike lane where ROW width does not allow for the added width of a buffer. Travel lane expands from 3 lane bi-directional to 4 lanes NW (out) bound at NE 2nd Street to accommodate ingress and egress vehicular traffic to/from ferry. SE (in)bound bike lane follows Main Street, NW (out)bound bike lane follows NE 1st Street. Sidewalks are continuous and connect to existing or new sidewalks on side streets. Parking and access to several businesses will be impacted by frontage improvements, and parking will have to be accommodated elsewhere on these sites. Shared parking opportunities may exist, which would further reduce the number of driveway cuts onto the State Route.

TYPICAL SECTION

PLAN VIEW 1"=60'

PROJECT KEY
KINGSTON COMPLETE STREETS:
WASHINGTON BLVD NE- BETWEEN MAIN ST AND HOLDING LANES

ACTIVE SHARED USE MAJOR

PURPOSE:
With ferry ingress moved to NE 1st Street, the current access to the ferry holding lanes at the end of Main Street can be dedicated to transit, bicycle, and pedestrian use. This area can be an extension of the urban street improvements proposed along Main Street and Washington Boulevard, creating a more contiguous space for pedestrians.

DESCRIPTION / FEATURES:
Access through this corridor is limited to one-way (in) transit, and two-way bicycle and pedestrian traffic. Transit holds the inside lane, adjacent to the existing sidewalk. On-street two-directional bike lanes merge into a "mixing zone" before becoming a two-way cycle track onto the ferry. A new grand stair connection is created between the lower Mike Wallace Park and the upper sidewalks, making a more obvious connection between the park and the business district.

Costs: $787,000
Ranking: High
Bus Routes, Fast Ferry Route
Review of local plans and implications

The analysis included a review of local jurisdictions’ comprehensive plans to identify potential effects from expected growth, and to assess the extent to which the policies and projects in local plans support WSF’s plans. The review focused on three specific questions:

1. Will development in the vicinity of terminals increase traffic congestion and result in operational problems for loading or unloading of ferries?

2. Are planned transit services and non-motorized facilities adequate to support a shift from single-occupant travel to other modes, one of WSF’s available adaptive management strategies?

3. Do policies in local plans support improved ferry service and the multimodal facilities needed for that service?

The geographic locations and contexts of WSF terminals vary widely, from urban centers with high traffic volumes and good transit connections to rural settings with fewer transportation options and less potential for development. Based on this review, the following factors are likely to influence future conditions around WSF terminals.

Growth in traffic congestion near terminals

WSDOT and local transportation agencies forecast that traffic congestion in downtown Seattle and on highways connecting to terminals in Mukilteo, Edmonds and Bainbridge Island will worsen in the foreseeable future. This growth in congestion will increase the time required for drivers and buses to reach terminals and may complicate loading and unloading of ferries during peak hours. In addition, the Washington State Rail Plan forecasts that traffic on the BNSF tracks in Edmonds will increase in frequency and train length. This growth will exacerbate existing challenges with ferry loading and unloading and may create conflicts for pedestrians and motorists accessing the terminal.

A Practical Solutions approach to traffic problems at the Kingston terminal

The situation: Increasing traffic on the Edmonds/Kingston route is resulting in lengthy queues on State Route 104 through Kingston during peak periods (especially summer weekends). This growing line of vehicles impedes access to local businesses and can create undesirable back-ups on the eastbound lane of SR 104 more than a mile from the terminal.

Continued on next page
Transit and non-motorized connections to terminals

Nearly all of the local plans include policy language that supports non-motorized facilities; however, many of the facilities are unfunded, and some plans are more extensive than others. Over time, the implementation of the planned facilities will create conditions that support shifting single-occupant vehicle travel to non-motorized modes. The timing and extent to which these shifts may occur is difficult to accurately predict because of funding uncertainties.

Transit agencies currently provide effective connections to most WSF terminals, especially in urban centers. Terminals at Colman Dock in Seattle, Edmonds, Mukilteo, Bremerton, Clinton and Bainbridge Island all serve as hubs for multiple transit routes serving many destinations. Many local plans also emphasize connections to ferry service. Transit plans generally call for increased service levels, which should make service more convenient for users and facilitate connections with ferries. However, traffic congestion is likely to decrease transit speed and reliability, making timed connections to ferry service more difficult to maintain.

Existing high-speed passenger-only ferries will continue to complement WSF service on routes to Kitsap County and Vashon Island. This service helps to give ferry customers additional travel choices and create incentives for non-single-occupant vehicle travel. However, because the Kitsap County service is so new, the net effect on future WSF ridership is not yet known.

A Practical Solutions approach: WSDOT convened a stakeholder group that includes WSF, Kitsap County, the Port of Kingston, Kitsap Transit, Ferry Advisory Committee (FAC) members, local businesses and others to identify short-term and long-term improvements that address the operational problem caused by growing volumes of ferry traffic. Their assessment builds on findings of the 2016 Kingston Complete Streets study led by Kitsap County. Possible improvements identified include realignment of the incoming ferry lanes to First Street and relocation of WSF toll booths, signage, expansion of the tally system that manages the queue by confirming vehicles place in line and an expanded holding area on WSDOT property off SR 104 upstream from the terminal.

More effectively managing traffic approaching the terminal can reduce negative effects on the community, eliminate conflicts with local traffic, and lessen the frustration of ferry commuters.

Funding: The Legislature provided $500,000 for WSF to assess the feasibility of a remote holding facility. The stakeholder group also considered improvements such as cameras, variable message signs and automated boarding pass systems. Kitsap County secured a $1.3 million grant for planning and design of Complete Streets improvements, including relocation of toll booths. Funding for construction of the capital improvements has not yet been identified.
Edmonds/Kingston

Improvements to the Edmonds/Kingston route include:

Medium term

- Vessels: One of the two service vessels, the Puyallup, will be converted to electric-hybrid conversion and will operate all-electric in 2023.
- Service enhancements: None are proposed in this timeframe.
- Terminals: Vessel plug-in capabilities at both the Edmonds and Kingston terminals are planned in coordination with vessel deployment and terminal preservation projects.

Preservation projects are planned for the trestle, bridge, landing aids and restrooms at Kingston from 2019 to 2027. Preservation is also planned at the Edmonds terminal in the medium term.

Long term

- Vessels: Replace two existing (202-vehicle and 188-vehicle) vessels with three electric-hybrid propulsion vessels to operate all-electric 144-vehicle vessels in 2031, 2032 and 2033.
- Service enhancements: Increase service frequency to 30-minute headways, served with three vessels.
- Terminals: Edmonds multimodal terminal improvements are proposed in the long term.

Additionally, preservation is planned for the Kingston terminal in the long term.
Olympic Region Real Estate Services
Right of Way Scoping Estimate

Unless otherwise noted, this Scoping Estimate includes projected appraisal, acquisition, relocation, demolition, property management and related costs that may be applicable.

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Number of Parcels | Five (5) | Comments |
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<td>Estimated Time to Acquire ROW</td>
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<td>Estimate Based on</td>
<td>Property information obtained from Kitsap County Assessor's website, Materials and data supplied by Ken Russell with the Port Orchard P.E. Office. Attached exhibit. Market data was obtained from NWMLS.</td>
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<td>An approved right-of-way plan has not been completed. It is assumed that the fee area estimates do not differ significantly from that needed in the approved plans. This scope assumes all properties are total acquisitions due to proximity to improvements and loss of parking and diminished lot size. Parcel 4316-031-001-0005 Sievers, it is unclear what the current and previous business operations are, but there is a potential risk for contamination, as Google street view shows that it is a laundry cleaner business. Ownership of the property rights to be acquired will require payment of just compensation.</td>
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<td>Attachments</td>
<td>Exhibit and spread sheet</td>
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<tr>
<td>Prepared by</td>
<td>Bill Moody</td>
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# SIX YEAR TRANSPORTATION IMPROVEMENT PROGRAM 2019 TO 2024

**Hearing Date:** 11/26/2018  
**Adoption Date:** 11/26/2018  
**Resolution No.:** 194-2018

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<td>06 S 0.68</td>
<td>R/W</td>
<td>1/20</td>
<td>50 50 5 35 10</td>
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<td>1/21</td>
<td>15 15 10 5</td>
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<td>4/22</td>
<td>850 850</td>
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<td>13 31</td>
<td>13429 CRP# 3684</td>
<td>Newberry Hill Road - Culvert</td>
<td>C,P,T</td>
<td>06 S 0.05</td>
<td>R/W</td>
<td>1/17</td>
<td>200 200 60 50 70 20</td>
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<td>Replace culvert with structure meeting</td>
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<td>WDFW Fish Passage Design Criteria</td>
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<td>32799 CRP# 3688</td>
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<td>1/16</td>
<td>95 95 5 10 70 10</td>
<td>0 0 0 585 585 5 10 80 490</td>
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<td>Replace Deteriorated 42&quot; Culvert</td>
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<td>SR 104 Realignment</td>
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<td>1/19</td>
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<td>Move inbound ferry lane to NE 1st Street</td>
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<td>18/23 STP-UNS</td>
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<td>13549 / 13820</td>
<td>Anderson Hill Road / Apex Airport Road Inter</td>
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<td>R/W</td>
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