

# EDMONDS CROSSING

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## 2.1 Project Termini

The project termini are defined by the limits of proposed improvements or other actions. The northern limits are defined by the existing Main Street ferry terminal. The overhead loading bridge would be dismantled and relocated as part of the build alternative and normal maintenance would occur as part of the No Action Alternative.

The western limits obviously are defined by Puget Sound because of the new ferry piers proposed as part of the build alternatives. The eastern limits are defined by existing SR 104; in both build alternatives considered in this Final EIS, no improvements are proposed east of that roadway.

The southern limits are defined by the current Union Oil Company of California (UNOCAL) property, the realigned SR 104 roadway proposed by both build alternatives, and the new ferry pier proposed under Modified Alternative 2.

## 2.2 Alternatives Considered

National Environmental Policy Act (NEPA) and corresponding Council on Environmental Quality (CEQ) regulations require development and consideration of reasonable alternatives that represent a range of possibilities to arrive at a proposed action. The alternatives are the basis for the subsequent comparative analysis of environmental consequences. The “build” alternatives considered in this EIS would establish the proposed multimodal center by relocating the existing Main Street ferry terminal to other nearby sites. Each of the build alternatives would address, in varying degrees, the purpose of and the need for the action. These build alternatives are the result of an extensive screening process and reflect considerable public comment, traffic and environmental analyses, and design refinements. As required by NEPA, a No Action Alternative—in this case, one that assumes that the present single-slip ferry terminal would be maintained at its existing location—is also considered and analyzed in the EIS. It is evaluated so that the level of impacts from the build alternatives can be clearly distinguished from the level of impacts that would occur in the future without the project. A number of alternatives were considered in the earlier screening process; each was carefully evaluated, and several were eliminated from further detailed analysis in the EIS for reasons described in Section 2.4, Alternatives Considered But Rejected.

## 2.3 Alternative Selection Process

The alternatives analyzed in the EIS were selected based on the following three-phase screening process:

- Strategic screening

- Focused evaluations
- Regulatory agency review

During the strategic screening phase, approximately 30 potential sites for providing an east-west access to meet future travel demands currently being served by the Edmonds-Kingston ferry were identified by the project's Technical Advisory Committee (TAC) and its consultant team. During a brainstorming session, many of these potential sites were quickly eliminated because of obvious fatal flaws. Of the remaining eight alternatives, four sites (Picnic Point, Richmond Beach, Point Wells, and Brackett's Landing) were dropped from further consideration because of the impact of site access traffic. Another option—a cross-Sound bridge—was eliminated because of its anticipated length, marine traffic impacts, costs, and inconsistency with *Vision 2020*. Further discussion of the reasons why these alternatives were eliminated is provided in the following subsection entitled "Alternatives Considered But Rejected."

At the completion of the strategic screening phase, four alternatives remained under consideration—expansion of the existing Main Street terminal, the Point Edwards Site, the Mid-Waterfront Site, and No Action. These four alternatives underwent a more involved screening during the focused evaluations. To identify and rank the relative opportunities and constraints offered by each of the alternatives, five broad screening criteria categories were identified based on input related to issues and concerns raised by various interested parties (Edmonds City Council, Town of Woodway, Community Advisory Committee, and the Project Oversight Committee). The following are the five screening criteria categories used in the evaluation:

- Project objectives (how well the alternative meets ferry, rail, and transit needs; how well connectivity between modes is facilitated; feasibility of grade separation between rail and other modes)
- Traffic and safety (how well facility traffic is separated from nonfacility traffic; the ease of traffic access to the site; how well the alternative avoids conflicts between pedestrians and other modes; how well the alternative provides easy pedestrian transfer between modes)
- Environmental impacts (extent to which the alternative impacts onshore and offshore natural resources, the existing infrastructure, surrounding residential neighborhoods, shoreline access, cultural resources, and the visual environment)
- Community benefits (extent to which the alternative brings value-added economic and environmental benefits to the surrounding community; extent to which the alternative is compatible with Edmond's Waterfront Plan; level of impact on Port of Edmond's operations)
- Project implementation (the ease of implementation—phasing, permitting, etc.—of the alternative; extent of contamination/remediation-related issues; flexibility for modifications that reflect changing needs)

Based on scoring of each alternative by the TAC and its consultant, the highest ranking alternatives were the Point Edwards Site and the Mid-Waterfront Site. The expansion of the existing Main Street terminal ranked worst among the "build" alternatives. The recommendation was made to drop it from further consideration. The results of the alternatives screening and ranking process were presented to the Project Oversight Committee (in August 1994) and the Edmonds City Council (in September 1994). A full discussion of the process of scoring and ranking the alternatives during the focused evaluations is provided in Section 3 of the Phase 1 Report (October 1994).

The third phase of screening—regulatory agency review—reflected additional input from many of the federal, state, regional, and local regulatory agencies that would issue permits necessary for construction. While several issues of concern were discussed during a meeting with agency representatives in August 1994, none of the issues appeared to represent fatal flaws related to the selected sites, confirming the validity of the screening process used to evaluate, rank, and select the EIS alternatives.

In addition, as part of the Interagency Working Agreement to Integrate Special Aquatic Resources Permit Requirements into the NEPA and State Environmental Policy Act (SEPA) processes in the State of Washington, a number of federal and state agencies have provided input to the criteria for selecting alternatives and the identification of alternatives to be evaluated in the EIS.

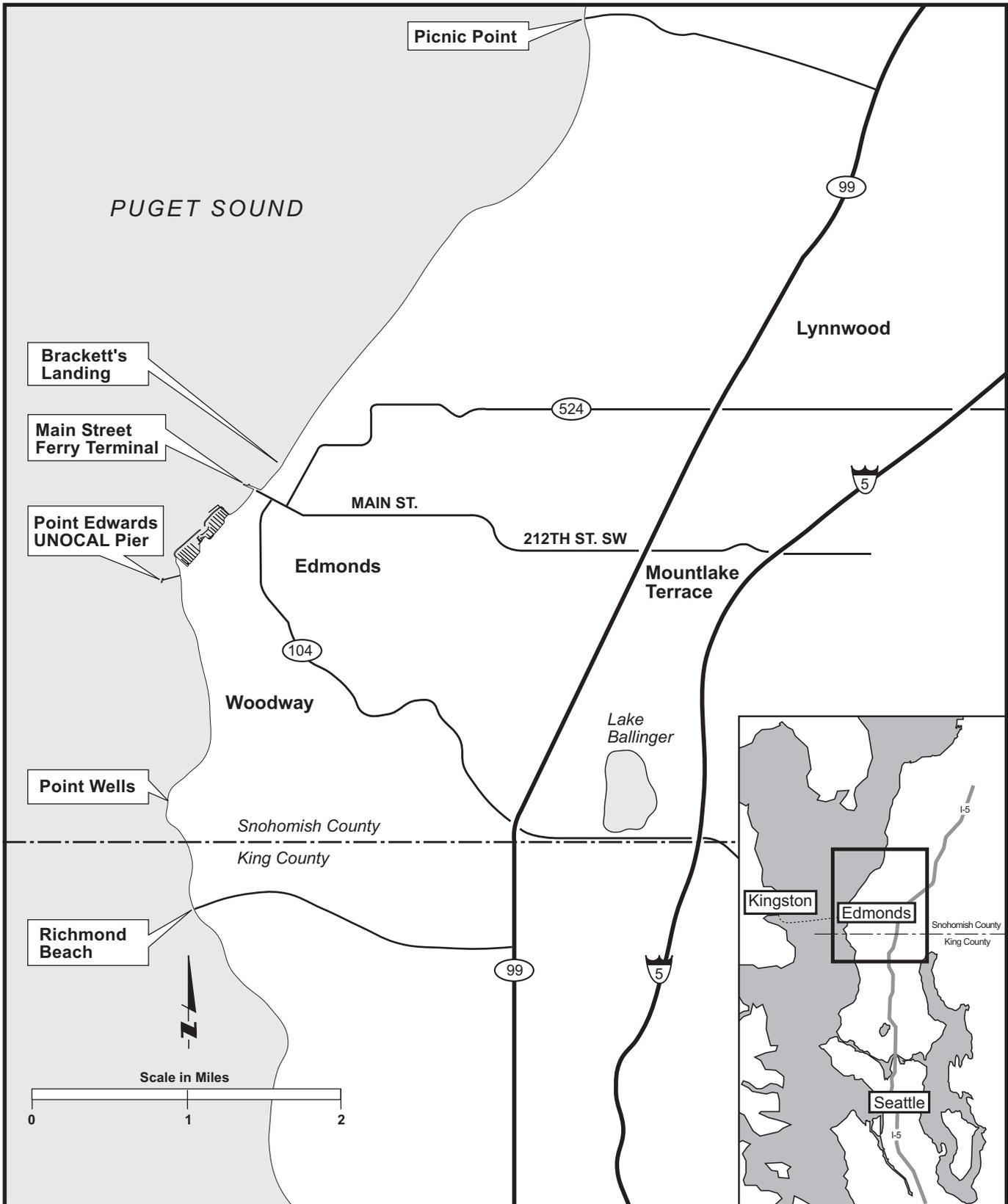
## 2.4 Alternatives Considered But Rejected

As discussed in the previous section, eight sites for a multimodal transportation center and several alternative design concepts at the selected sites underwent focused evaluations during the screening and ranking process. Only two of those sites and the associated preferred design concepts are discussed in the EIS. Other alternative sites and associated design concepts, while carefully evaluated, were eliminated from further consideration for a variety of reasons, as summarized here:

- **Picnic Point.** This site is located approximately 6 miles north of the existing Main Street ferry terminal in unincorporated Snohomish County (Figure 2-1). Access is via Picnic Point Road, a narrow, two-lane roadway that would require extensive improvements in order to safely and conveniently serve ferry traffic. Connections between Picnic Point Road and the regional highway system (SR 99 and SR 525) are provided by Shelby Road and Beverly Park-Edmonds Drive, both of which would also require extensive improvements to convey projected ferry traffic volumes.

In addition, the site does not meet many of the project objectives. Picnic Point itself has little existing or planned development in its immediate vicinity and is not conveniently located near any major population or employment concentrations. Access to the area requires considerable out-of-direction travel for all commuter flows of any consequence; as a result, the site would be difficult and inefficient to serve with transit. Also, no commuter rail station currently is planned for Picnic Point, which would make it impossible for ferry riders to transfer to and from Seattle-Everett commuter rail service.

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Figure 2-1  
**Alternatives Considered But Rejected**

Because of its failure to meet the project objectives, Picnic Point was dropped from further consideration.

- **Richmond Beach and Point Wells.** The Richmond Beach and Point Wells sites are located approximately 2 miles south of the existing Main Street ferry terminal (Figure 2-1). Richmond Beach is in the newly incorporated City of Shoreline, and Point Wells is in unincorporated Snohomish County. Access to Richmond Beach and Point Wells from the regional highway system (SR 99) would be via Richmond Beach Road, NW 195th, and NW 196th, all of which pass through a fully developed Richmond Beach residential neighborhood. The *King County Arterial Functional Classification Plan* classifies Richmond Beach Road and NW 195th as minor arterials and NW 196th as a collector arterial. Neither of these arterial classifications is designed to serve regional through-traffic traveling to and from a ferry terminal; consequently, upgrades of the roadways would be required, with resulting substantial impacts on the adjacent residential communities. Access to I-5 (to/from the south) would be via North 175th Street, which is classified as a major arterial but already has heavy traffic volumes and considerable congestion problems.

Like the Picnic Point alternative, the Richmond Beach/Point Wells alternative would fail to meet several of the project objectives. The Richmond Beach waterfront lacks trip-attracting commercial activity (it is surrounded by residential development); it is not located on or near any major commuter routes; and, with no bus activity in the area, the transit potential of the terminal site would be limited mainly to ferry and rail commuters. Because it does not meet the project's objectives and could involve substantial impacts on residential neighborhoods, the Richmond Beach/Point Wells sites were dropped from further consideration.

- **Brackett's Landing and other sites north of Main Street.** Brackett's Landing and sites to the north were considered during the screening process because they would provide the same level of regional accessibility as the Point Edwards or the Mid-Waterfront Sites. These sites are accessible to downtown Edmonds and waterfront commercial activities and have access to the regional highway system via SR 104 (Edmonds Way) and SR 524 (196th Street SW) (Figure 2-1). However, Brackett's Landing is a Section 4(f) resource that receives considerable public use both in its own right and as an access point for Underwater Park. Both of these properties would be severely affected by a Brackett's Landing terminal location. Other sites north of Main Street are located in or adjacent to established residential areas. As a result, terminal access traffic would have to be routed through these residential areas, which would have substantial adverse impacts on neighborhoods. In addition, access to and from SR 104, the main ferry access route, would need to pass through or around the entire downtown area of Edmonds. The street improvements required to serve terminal access for automobile and bus traffic, and the resulting impacts of that traffic on central Edmonds, would be inconsistent with the City of Edmonds Comprehensive Plan and Transportation Plan.

Although a location on another site north of Main Street could meet the objectives of the Edmonds Crossing project, it would have severe effects on residential neighborhoods near the site and would potentially conflict with the project purpose of eliminating ferry-related traffic disruptions in the central business district. As a result of all of these factors, Brackett's Landing and other sites north of Main Street were dropped from further consideration.

- **Cross-Sound Bridge.** Although technically not a terminal site alternative, a cross-sound bridge or tunnel has been suggested in the past as an alternative to Edmonds-Kingston ferry service. Such a direct roadway link would eliminate the need to accommodate ferry service at a multimodal center in Edmonds. However, to fulfill the project's objectives, a center to serve commuter rail, Amtrak, and Community Transit would still be needed. Furthermore, vehicular traffic to and from the bridge/tunnel would likely exceed ferry traffic volumes, substantially affecting the arterial access routes.

An Edmonds-Kingston roadway link was most recently considered in the *1992 Cross Sound Transportation Study* prepared by the Washington State Transportation Commission. The study concluded that “Bridges, tunnels, and sunken tubes are infeasible for the Edmonds-Kingston crossing due to insufficient future demand, the length of crossing (5.2 miles), marine traffic impacts, and associated costs.” An Edmonds-Kingston roadway link is also inconsistent with the Transportation Element of Vision 2020 (the growth and transportation strategy for the Central Puget Sound region), which includes only ferry improvements for Edmonds-Kingston and specifically excludes a roadway link. Because of its engineering and cost difficulties and its failure to meet the project objectives, this alternative was found to be impracticable and was dropped from further consideration.

- **Main Street Terminal site.** As part of this alternative, the existing ferry dock would have been extended and widened to accommodate two ferry slips. Other components of the multimodal center would have been provided in the area bounded by Main Street, Edmonds Way, and Dayton Street somewhat similar to the Mid-Waterfront multimodal terminal concept. Access to the pier would have been via a realigned SR 104, similar to what has been proposed as part of the Alternative 3 (Mid-Waterfront Site) by utilizing the hill side at UNOCAL to access a railroad overcrossing and then construction of a new roadway and vehicle holding area parallel to and along the west side of the Burlington Northern Santa Fe Railroad (BNSFRR) right-of-way. This alternative was the last of the sites to be rejected and it was dropped because it proved to be less effective in meeting the project goals and objectives and scored lower on the screening criteria used to evaluate sites than either the Point Edwards or Mid-Waterfront Sites. One of the key reasons was the impact of right-of-way acquisition requirements along the west side of the BNSFRR tracks between Dayton and Main streets, resulting in impacts to Port facilities, businesses, and housing for senior citizens and direct impacts to the Brackett's Landing South Park and possibly the Brackett's Landing North Park, both Section 4(f) properties. In order to provide access to the existing terminal, the portion of Railroad Avenue between Main Street and Dayton Street would have become access to the ferry pier only, thus

eliminating local access. The area between the BNSFRR and the Puget Sound through this section is very narrow and the ferry access would have taken away local access to properties and would have had substantial impact upon the Senior Center, businesses, parks, and housing. The area would have been isolated from the rest of Edmonds by all of the ferry traffic and related roadway.

Widening and extending the existing pier at Main Street would have had dramatic impacts upon the already divided eelgrass beds and would have further endangered the current recreational uses of the area beaches and underwater diving park. It appears that the overwater shading and impacts on eelgrass would have been similar to those of the Alternative 3 (Mid-Waterfront Site) (6.8 acres). Moving further off shore might benefit the underwater park by moving the hazard further from the active diving areas, but the multiple slips and multidirectional propeller wash would increase the risk to divers in the propeller wash areas.

These impacts would have been inconsistent with the project objectives and the *Edmonds Downtown/Waterfront Plan* and would have created considerable difficulty in the ability of the City to connect its downtown to the waterfront. Utilizing Railroad Avenue as the primary access to the expanded Main Street Ferry Terminal would have made any reasonable connection between the downtown and the waterfront nearly impossible. Proposing a regional transportation facility that provides very little local benefit to cause this kind of disruption within the downtown Edmonds core when other alternatives are available with less impact would be an unreasonable demand upon the City. For these reasons, this alternative was ranked considerably lower in the scoring criteria (in comparison with the Point Edwards and Mid-Waterfront Alternatives) and was dropped from further consideration by action of the Edmonds City Council.

- **Point Edwards (UNOCAL Pier Alignment) Alternative.** The Draft EIS included Alternative 2 that formed the basis for Modified Alternative 2 analyzed in this Final EIS. Like Modified Alternative 2, Alternative 2 proposed access to the ferry pier via a realigned SR 104 that would traverse along the lower portion of the bluffs within the UNOCAL property, eventually cross over the BNSFRR tracks, and extend along a pier approximately 900 feet into Puget Sound following the alignment of the existing UNOCAL pier. The end of the ferry pier would be located, and the arriving and departing ferry vessels would operate, in the middle of a popular tribal fishing area, that is protected by treaty, at the northern end of Salmon Management Area (SMA) 10. In commenting on the Draft EIS, the Suquamish, Tulalip, Lummi, and Swinomish tribes stated that Alternative 2 would not only violate their protected treaty rights, but that it would cause physical conflict between ferries and fishing boats, potentially lessen the number of fish caught and, as a result, adversely affect the larger tribal economy. The resource and regulatory agencies that participate in the Signature Agency Committee (SAC) process indicated that based on these tribal concerns, they would not concur with the choice of Alternative 2 as the Preferred Alternative. One of the criteria used in screening out other

alternatives has been the ability to permit the alternative (Project Implementation). Clearly, an alternative that violated treaty rights and did not have the support of likely permitting agencies was considered fatally flawed and no longer a viable alternative. The Project Technical Advisory Committee and the Project Oversight Committee agreed with the staff recommendation that Alternative 2 be dropped from further consideration and not included in the Final EIS. Based on an extensive consultation and coordination process with the affected tribes, modifications to Alternative 2 were made that resulted in the ferries operating along the northside of the SMA 9/10 boundary and outside the tribal fishing area in SMA 10. These modifications are reflected in Modified Alternative 2 that is analyzed in this Final EIS and described in the following section.

## **2.5 Description of Alternatives Analyzed in the Final Environmental Impact Statement**

### **2.5.1 Alternative 1: No Action**

The No Action Alternative assumes that the present single-slip ferry terminal would be maintained at its existing Main Street location (Figure 2-2). The overhead loading bridge and other pedestrian-related improvements that have been made over the last few years would be in place until ferry operations are moved elsewhere. Only normal maintenance activities would occur as part of the No Action Alternative.

The interim rail station being planned by Sound Transit at the existing Amtrak station location as part of the Sounder Program would continue to be operational until either relocated to the Point Edwards Site (Modified Alternative 2) or integrated into the Mid-Waterfront Site development (Alternative 3).

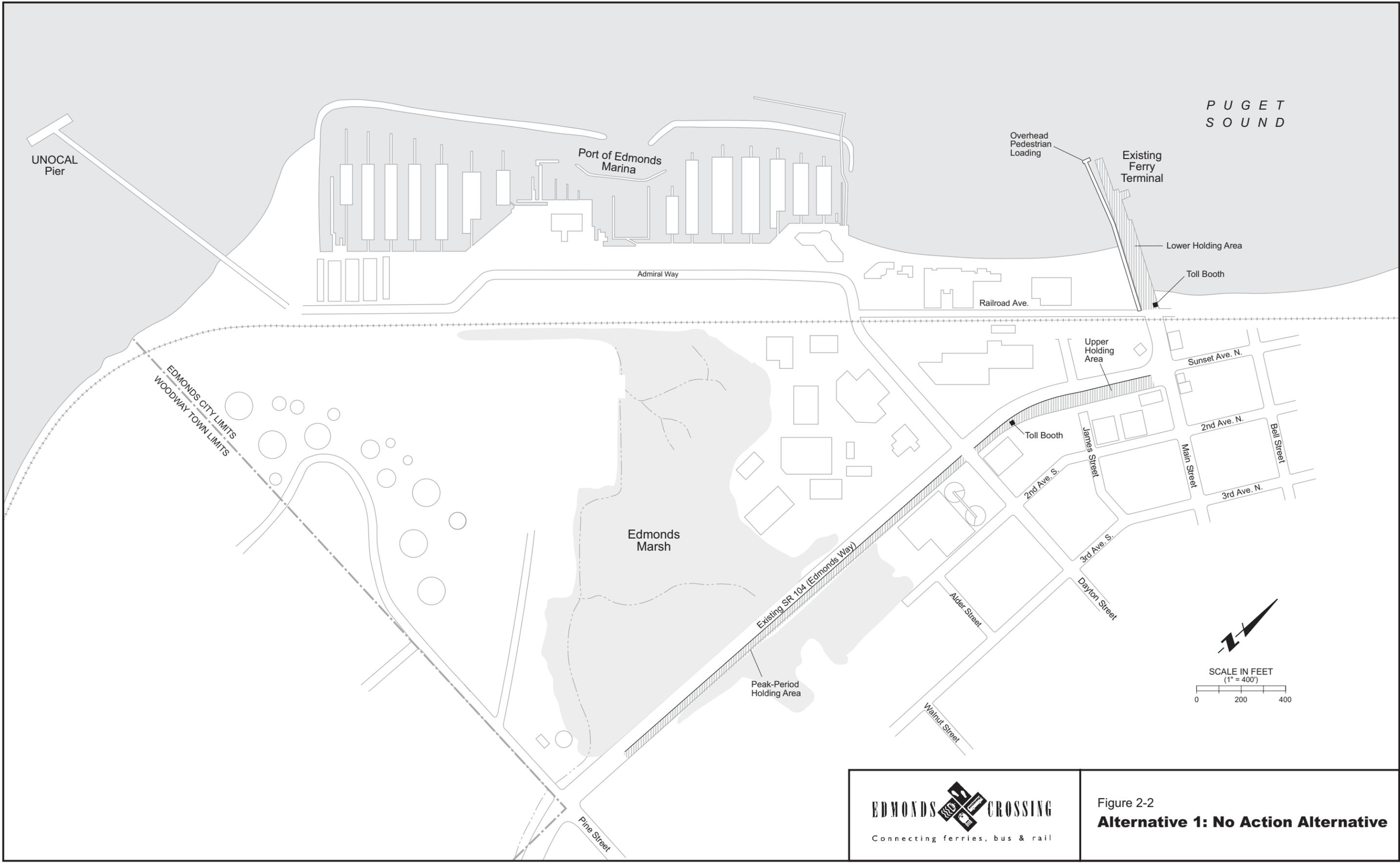
As noted in the previous discussion entitled “Purpose of and Need for the Project,” without a second ferry slip and other major improvements, the No Action Alternative would not adequately meet future ridership demand or other objectives of the project.

#### **Cost Estimate**

No costs are assumed related to the No Action Alternative (other than the costs of normal maintenance activities).

### **2.5.2 Modified Alternative 2 (Preferred Alternative): Point Edwards Site**

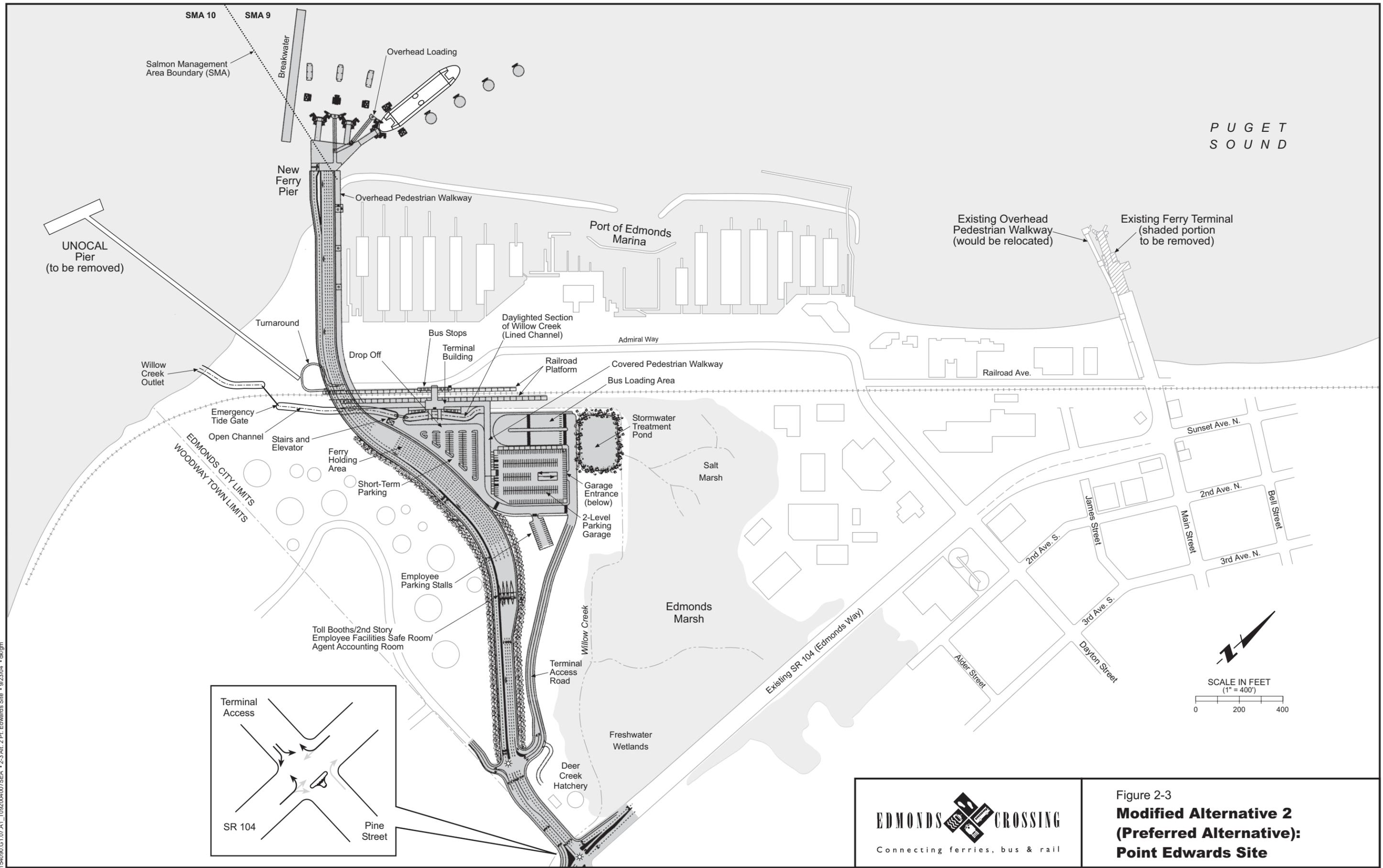
The Point Edwards Site is located approximately 2/3 mile south of the existing Main Street terminal. As shown in Figure 2-3, access to the proposed center would be provided by the realignment of SR 104 from its current intersection with Pine Street. From this redesigned intersection, two lanes would handle ferry-bound traffic and one lane would provide access to the multimodal center. A second signalized intersection farther west would provide access to the Town of Woodway and a safe exit from the multimodal center.



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Figure 2-2  
**Alternative 1: No Action Alternative**



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Figure 2-3  
**Modified Alternative 2  
 (Preferred Alternative):  
 Point Edwards Site**

Past this second intersection, the realigned SR 104 would traverse along the lower portion of the bluffs within the UNOCAL property. The roadway would widen to four lanes (three general purpose lanes and one high-occupancy vehicle [HOV]/bypass lane) between the second intersection and the toll booths. During peak travel periods, the lanes located east of the toll booths could accommodate up to 155 vehicles waiting to load onto the ferries. Based on projected ferry schedules, vehicles would typically wait between 30 and 60 minutes.

Between the toll booths and approximately 250 feet east of the grade-separated railroad crossing, eight general purpose lanes and the HOV/bypass lane would be used for staging approximately 335 waiting vehicles. Beyond that point, the roadway would narrow to four general purpose lanes and the continuation of the HOV/bypass lane. Between this point and the shoreline, an additional 305 waiting vehicles could be staged. Because of the short length of the westbound loading pier, no more than 25 waiting vehicles could be staged over water to facilitate prompt and efficient loading of the ferry vessels during peak travel periods only. With a total storage of approximately 820 vehicles, this alternative would have the capacity to accommodate approximately a four-boat wait for jumbo class ferry vessels. This will eliminate the current situation where vehicles waiting for a ferry must queue along the side of SR 104, thus improving traffic conditions along this State Route. Two eastbound lanes along the realigned SR 104 would carry vehicles leaving the ferries.

The realigned SR 104 roadway structure would cross over the BNSFRR tracks, with a clearance of 26 feet, before beginning an approximate 3 percent decline toward the end of the pier. The structure would be high enough above the existing ground level to allow for continued use of activities beneath, including the Port of Edmonds parking (clearance would range from 29 feet on the east to 23 feet on the west), the Port's boat storage area (clearance would range from 23 feet on the east to 10 feet on the west), the Marina Beach Park parking area (clearance would range from 29 feet on the east to 19 feet on the west), the existing grassy play area of the park (clearance would range from 19 feet on the east to 14 feet on the west), and the existing pedestrian walkway connecting the Port Marina and Marina Beach Park (clearance of 10 to 12 feet). Beyond the grassy area of the park, the clearance between the bottom of the pier structure and the existing ground level would range from as high as 14 feet at the western edge of the grassy area to as low as 10 feet near the shoreline. The lower clearance closer to the shoreline may be considered too low for safe activity. The last 500 feet of the structure would be above the sandy beach area that is immediately adjacent to the Port Marina breakwater and the breakwater itself.

The ferry pier structure west of the railroad tracks would be approximately 89 feet wide. As the pier would approach the shoreline, the eastbound and westbound lanes would split into separate piers. This split-pier design is intended to address natural resource agency concerns about the effects of a wide pier on migrating fish. The pier holding the westbound ferry loading lanes would be 64 feet wide over water. The pier holding the eastbound exiting lanes would be 31 feet wide overwater. These two piers would be 15 feet apart; this separation will reduce shading effects. The piers would extend approximately 100 feet in Puget Sound. A third pier (approximately 25 feet wide) would accommodate an enclosed walkway for

pedestrian access between the ferries and the multimodal center. All three piers would converge at a three-slip ferry terminal. Only two ferry slips would be in operation at any one time; the third slip would only be used in the event of mechanical failure or when wind direction would require a different docking approach. Because of the exposed setting of these landings and the potential extreme wave action from the south, the ferry pier would be protected by a floating concrete pontoon breakwater approximately 600 feet long.

The multimodal center would be the focus of the site, located in the lower yard of the UNOCAL property. The design of the center is intended to provide maximum interconnection and access to and between the ferry, rail, and transit modes of transportation. Buses, taxis, and other vehicles would access the center via a road off of the realigned SR 104 that would generally follow the existing UNOCAL road alignment. The center would include a new railroad station with two 1,200-foot canopied loading platforms along both sides of the double railroad tracks (to serve anticipated commuter, Amtrak, intermodal, and freight traffic) and an ADA-compliant overhead walkway (accessible by elevator) connecting the two platforms and leading to other areas of the center. North of the terminal building and immediately adjacent to the eastside railroad platform would be a bus loading area to accommodate up to 10 regular-sized buses.

The walking distance between the Point Edwards Site and downtown is approximately 1/2 to 2/3 mile, which may be farther than most people are willing to walk. Thus, a frequent bus service linkage between downtown and the center would be needed. At this time, the most likely bus service would be provided by extending the existing Community Transit routes that serve the Senior Center on Railroad Avenue. The specifics of how bus service would be provided and the level of service would be developed along with other details of the project during the design phase.

Buses connecting to downtown Edmonds would discharge passengers at new bus stops along Admiral Way, immediately to the west and across the railroad tracks from the multimodal center. A turnaround area would be provided (beneath and immediately to the south of the ferry pier), and would provide an emergency vehicle access road if the realigned SR 104/multimodal center access road became impassable.

In order to accommodate park-and-ride and overnight commuters, a two-level, 460-space parking garage would be constructed adjacent to the east side of the bus loading platform. An elevated or overhead pedestrian walkway would interconnect the parking garage with the terminal building, both railroad platforms, and the walk-on passenger pier. In addition, 90 short-term parking spaces would be provided for visitors.

Bicyclists would be able to approach the Point Edwards facility by a 6-foot-wide bicycle way that would run the full length of both sides of the terminal access road (the realigned SR 104) and along the loading and unloading piers.

Willow Creek would be diverted from its present culvert entrance and realigned/redesigned to allow for a number of “daylighted” sections through the

project area. Much of the stream parallel to and east of the railroad tracks would be enhanced with large woody debris and landscaping to improve salmon habitat and to create an additional amenity within the multimodal center. The stream would run through a box culvert only where it would pass under a roadway or railroad tracks. The stream would be realigned to flow under the ferry pier structure east of the railroad tracks and would discharge into Puget Sound in the southern portion of the Marina Beach property.

Bus, taxi, and automobile drop-off access would be located adjacent to the multimodal center terminal building. The distance between the terminal building and the ferry slips would be approximately 1,300 feet (or 200 feet farther than the Mid-Waterfront Alternative, but 600 feet less than the Point Edwards Alternative contained in the Draft EIS), requiring an average walk of approximately 6 minutes. To accommodate the pedestrian movement between the center and the walk-on passenger waiting area at the ferry slips, an enclosed walkway would be constructed on a separate pier structure. Small carts similar to those used at airports would be available to transport persons unable to walk to the ferries. From the waiting area, passengers would board the ferries via weather-protected and heated overhead walkways designed to comply with requirements of the Americans with Disabilities Act (ADA). The overhead loading bridge at the existing Main Street ferry terminal would be relocated to one of the new ferry slips.

The preliminary estimated cost associated with full buildout of Modified Alternative 2 (as described above) is \$165.3 million in January 2003 dollars. The estimate includes \$86.8 million for the ferry terminal, \$20.9 million for the breakwater, 11.4 million for the access roadway and upland holding, \$20.0 million for the multimodal center, \$22.3 million for property acquisition, and \$3.9 million for mitigation (daylighting of Willow Creek, demolition of existing Main Street pier, eelgrass restoration, and park development at Main Street pier site. Costs associated with mitigation for impacts to tribal fishing are being negotiated with the Tribes and may add to the total mitigation costs noted above).

### **2.5.3 Alternative 3: Mid-Waterfront Site**

This site is located approximately 1,200 feet south of the existing Main Street terminal and 2,500 feet north of the proposed Point Edwards Site. The site encompasses Olympic Beach Park, as well as commercial/residential buildings on the waterfront. As shown in Figure 2-4, access would be provided by the realignment of SR 104 from its current intersection with Pine Street (similar to that proposed under the Point Edwards Alternative).

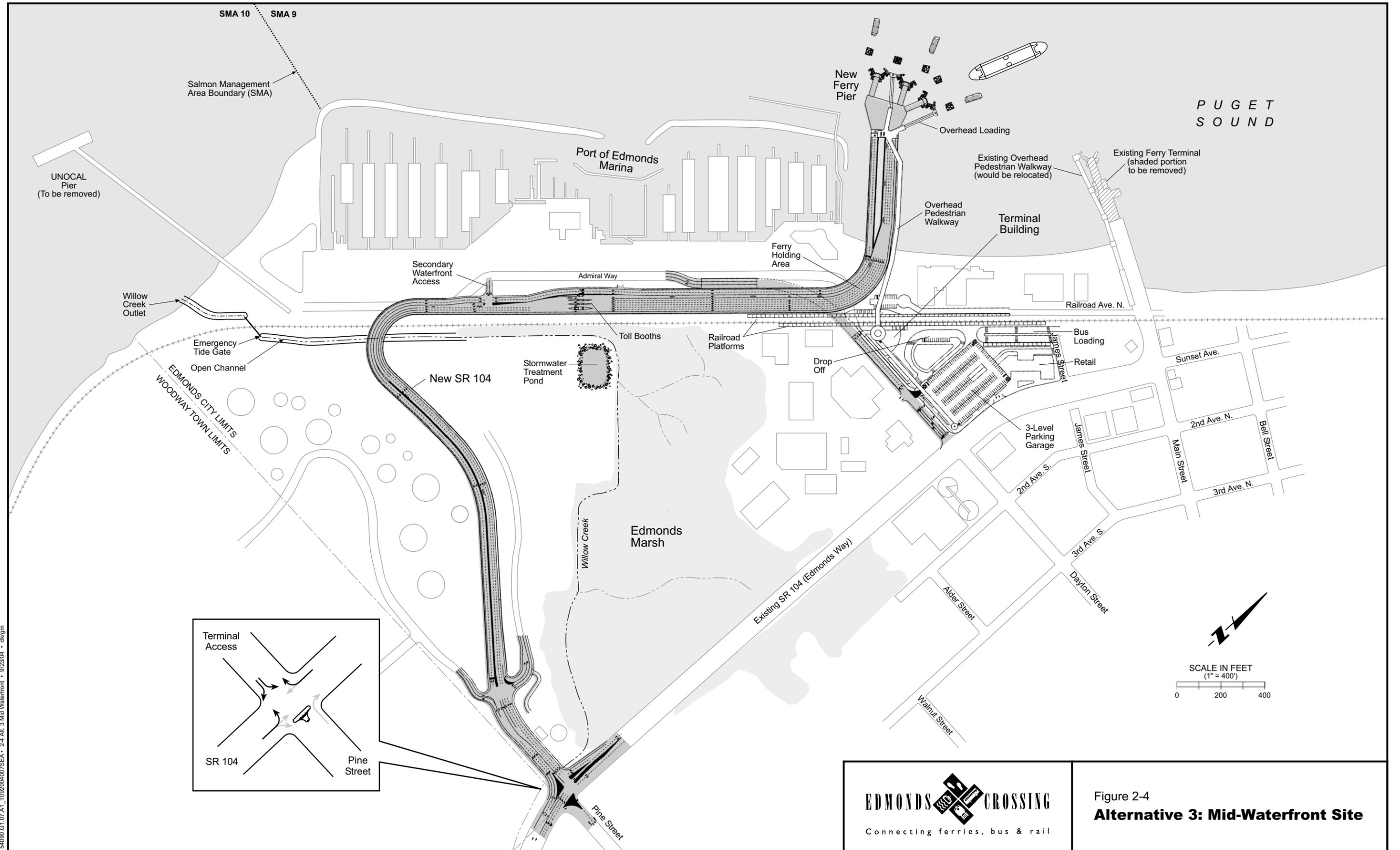
As with Point Edwards, the Pine Street intersection would be redesigned and signalized to accommodate the anticipated changes in traffic patterns. The realigned SR 104 would carry two westbound general-purpose lanes and one westbound HOV/bypass lane until it crosses above the BNSFRR tracks; a signalized intersection along the new roadway would provide control for access to the Town of Woodway. After crossing the tracks, the roadway would descend to ground level, run parallel to and west of the tracks, and lead to the ferry toll booths. During peak travel periods, the two general-purpose lanes south and east of the toll booths could accommodate up to 270 waiting vehicles. Just before the toll booths, a left-turn lane

would be provided for secondary access to the waterfront (this lane would provide sole access to the waterfront during Phase 1, as described in the subsequent discussion of “Project Phasing”). North of the toll booths, six general-purpose lanes and the HOV/bypass lane would be used for staging up to 460 waiting vehicles. The westbound lanes on the pier itself would hold an additional 80 waiting vehicles during peak travel periods. With a total storage of approximately 810 vehicles, this alternative would have the capacity to accommodate approximately a four-boat wait (jumbo class ferry vessels) without requiring vehicles to queue along SR 104. Two eastbound lanes along the realigned SR 104 would carry vehicles leaving the ferries.

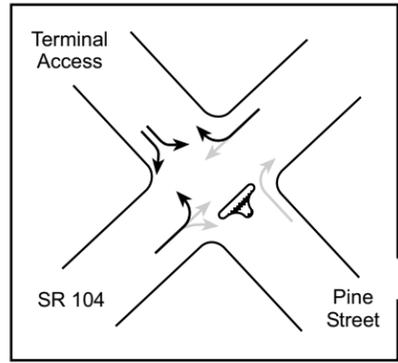
A three-slip, three-pier structure would extend roughly 800 feet into Puget Sound immediately adjacent to the Port of Edmonds northern breakwater (this pier design for the Mid-Waterfront Site Alternative reflects revisions that were made subsequent to the publication of the Draft EIS in response to concerns expressed by the United States Army Corps of Engineers (Corps) that the split pier concept at Point Edwards should also be used at the Mid-Waterfront Site Alternative). The westbound (loading) pier would be approximately 58 feet wide. The eastbound (unloading) pier would be approximately 24 feet wide. A third pier roughly 20 feet wide would accommodate the enclosed walk-on passenger walkway. Both the loading and unloading piers would incorporate a bicycle way. As described under Point Edwards, the number of slips used would increase from one to more depending on the necessity to maintain schedules and maximize the number of vehicles and passengers handled.

The new multimodal center would be located adjacent to the BNSFRR tracks north of Dayton Street, west of Edmonds Way, and south of James Street. As under the Point Edwards Alternative, the railroad station would be designed to accommodate the projected rail traffic increases and the resulting BNSFRR proposal for a second track through Edmonds. The station would have two 1,200-foot-long canopied loading platforms along both sides of the double railroad tracks and an ADA-compliant overhead walkway (accessible by elevator) connecting the two platforms and leading to other areas of the center.

Buses would approach the center from either Dayton or James Street and would unload passengers adjacent to the eastside railroad platform. Paratransit, taxi, and private vehicle loading would be accommodated in a drop-off area adjacent to Dayton Street. In order to accommodate park-and-ride and overnight commuters, a three-level, 490-space parking garage would be constructed at the southeast corner of the center. The ground level of the garage would provide short-term parking (thus accounting for the 30 more garage spaces in this alternative than in Modified Alternative 2) and 49,000 square feet of retail commercial space with access from Edmonds Way. An overhead pedestrian walkway would interconnect the parking garage, the railroad platforms, and the ferry slips. The distance between the terminal building and the ferry slips would be roughly 1,100 feet, requiring a walk of approximately 5 minutes. Access to the ferries at each of the three slips would be via weather-protected and heated overhead-loading bridges designed to meet ADA requirements. As with Modified Alternative 2, the overhead loading bridge at the existing Main Street ferry terminal would be relocated to one of the new ferry slips.



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Figure 2-4  
**Alternative 3: Mid-Waterfront Site**

To facilitate traffic movement along Dayton Street and access to the Port of Edmonds and other waterfront uses, Dayton Street would be reconstructed to pass under the railroad tracks and the ferry staging/egress roadway and would connect to a realigned Admiral Way. In addition, Railroad Avenue would become a cul-de-sac, ending north of its current terminus at Dayton Street.

The preliminary estimated costs associated with full buildout of Alternative 3, as described above, is \$170.6 million (January 2003 dollars). This estimate includes \$60.1 million for the ferry terminal, \$25.8 million for the multimodal center, \$28.6 million for roadway access (including the Dayton Street underpass), \$35.2 million for property acquisition, \$20.9 million for mitigation (demolition of existing Main Street pier, demolition of displaced buildings, relocation and redevelopment of port facilities, park development at the Main Street pier site, and eelgrass restoration; costs associated with mitigation for impacts to tribal fishing are being negotiated with the Tribes and may add to the total mitigation costs noted above).

#### **2.5.4 Alternative Design Concepts Rejected**

Many alternative design concepts were evaluated for both the Point Edwards (Alternative 2) and the Mid-Waterfront (Alternative 3) sites. This section describes the key concepts that have been considered as part of the development of the project and explains why they are not evaluated in this Final EIS.

##### **Mid-Waterfront Site Access**

An alternative access route that would have used the existing SR 104 alignment until just south of Pine Street, then approached the ferry terminal by undercrossing the BNSFRR railroad tracks, received an extensive review. This concept was rejected due to the extremely complex engineering required to construct and maintain an underpass that would be up to 20 feet below the level of Puget Sound, as well as concern that users would perceive the approach to be unsafe. In addition, this alignment would have disrupted access to the Port of Edmonds and would have made access to nearby commercial and business activities extremely difficult.

##### **Point Edwards Pier Parallel to Unocal Pier**

As noted in the previous discussion of “Alternatives Considered but Rejected,” the concept of placing the proposed Point Edwards ferry pier along the alignment of the existing UNOCAL pier is considered fatally flawed and is no longer viable because it violated tribal treaty fishing rights and did not have the support of the permitting agencies.

##### **Point Edwards Single Pier**

Based on a number of comments received on the Draft EIS, the single nine-lane pier over the water was rejected because of the amount of overwater shading and potential impacts to migrating fish.

### **Point Edwards Dedicated Bus Driveway**

Based on the comments received on the Draft EIS, the dedicated bus driveway that extended from the multimodal center northward parallel to and along the eastern edge of the BNSFRR right-of-way to Dayton Street was eliminated to minimize impacts to Edmonds Marsh. Right-of-way acquisition for the bus driveway would have required 0.15 acre of marsh.

### **Point Edwards Lengthy Willow Creek Culvert**

Based on the comments received on the Draft EIS, Willow Creek will not flow through as much culvert as shown in the Draft EIS design. The amount of culvert has been decreased to reduce potential impacts to salmon migration. Willow Creek has also been realigned to traverse under the new ferry pier structure east of the railroad tracks and to eventually flow into Puget Sound as an open stream in the southern portion of the Marina Beach property.

## **2.6 Preferred Alternative**

Modified Alternative 2 was identified as the preferred alternative by the Project Technical Advisory Committee and the Project Oversight Committee in December 2002. The Port of Edmonds Commission passed a resolution in March 2003 expressing an endorsement of Modified Alternative 2 and supporting final agency adoption, funding, and implementation. As a result of the extensive coordination and consultation process with the affected Tribes, the Tribes have accepted Modified Alternative 2 as the preferred build alternative.

Although both Modified Alternative 2 and Alternative 3 address the project need in regards to system linkages, capacity, and transportation demand, Modified Alternative 2 best addresses the social and economic factors, safety, and congestion needs, identified in Chapter 1, Purpose of and Need for the Action, by shifting both ferry and multimodal center traffic farther from the Edmonds downtown. Specifically, by developing at the Point Edwards Site, the City of Edmonds would best be able to integrate the downtown core with the waterfront and improve public access to the shoreline (key objectives of the *Edmonds Downtown/Waterfront Plan*) and to reduce traffic congestion and resulting accidents in the downtown area (currently a high accident rate location).

In addition to best meeting the purpose of and the need for the project, Modified Alternative 2 has also been identified as the preferred alternative because it would result in less substantial impacts to the surrounding biological and physical environment. Specifically, Modified Alternative 2 would do the following:

- Move ferry traffic out of the downtown core, thereby reducing congestion and improving local air quality in the downtown
- Result in less pollutant loadings from the project site than Alternative 3 because of more improvements that would be made at the UNOCAL property and the resulting potential benefits to the Edmonds Marsh

- Result in less impact to valuable offshore eelgrass and macroalgae habitat as a result of propeller-induced scour and/or overwater shading; it is estimated that there would be about 0.7 acre of eelgrass lost at the Mid-Waterfront Site compared with no loss at Point Edwards. There would be nine times more macroalgae loss at the Mid-Waterfront Site than at Point Edwards.
- After mitigation/restoration, result in a net gain of 2.6 acres of macroalgae, while there would be a net loss of 6.6 acres with the Mid-Waterfront Alternative
- Result in 0.06 acre of wetlands impacted compared to 0.36 acre of wetlands impacted under Alternative 3
- Result in slightly less impact to wetland buffers than Alternative 3—0.2 acre, compared to 0.3 acre
- Result in 3.56 acres of impact to upland forest habitat compared to 4.9 acres of impact with the Mid-Waterfront Alternative
- Result in the acquisition of 1.26 acres of Marina Beach Park (upland and tidelands) along the northern edge of the park versus acquisition of 1.5 acres of Olympic Beach Park (upland and tidelands) and bisecting the park into two smaller sections with the Mid-Waterfront Alternative
- Result in no residential or business displacements compared to the displacement of 3 residences and 24 businesses under Alternative 3
- Result in crossing over 1.61 acres of Port of Edmonds Marina property versus acquisition of 5.1 acres of property between Admiral Way and the BNSFRR tracks under the Mid-Waterfront Alternative

Table 2-1 provides an alternatives analysis matrix comparing the two build alternatives. Based on the result of the analysis and mitigation that has been proposed (which in some cases would actually enhance existing environmental conditions), Modified Alternative 2 is identified as the Preferred Alternative.

## 2.7 Project Phasing

Because of the estimated costs associated with full buildout of the two build alternatives and current funding limitations, the actual implementation of the project may be phased over time. As a result, in addition to the analysis of full project buildout, phased development of each build alternative is also analyzed in the Final EIS. The Draft EIS discussed two scenarios (Scenarios A and B) for the initial phase (“Phase 1”) development of Alternative 2. Scenario B deferred too many of the needed facilities and other improvements until full buildout and proposed the use of temporary facilities that would need to be replaced during later development. As a result, Scenario B is no longer under consideration. Scenario A is now presented as Phase 1 of the Modified Alternative 2 in this Final EIS.

Phase 1 of each alternative would include the following minimum operating facility requirements of WSF:

<b>Table 2-1 Edmonds Crossing Alternatives Analysis Matrix</b>		
<b>Elements</b>	<b>Modified Alternative 2</b>	<b>Alternative 3</b>
Category wetlands (Edmonds Marsh)	0.06 acres impacted (Category 1)	0.36 acres impacted (Category 1)
Wetland buffer	0.2 acres impacted	0.3 acres impacted
Riparian corridor	800 square feet impacted	800 square feet impacted
Upland forest	3.56 acres impacted	4.9 acres impacted
Eelgrass and macroalgae affected (shading and propeller scouring)	1.1 acres lost; 5.2 acres net gain with restoration	11.1 acres lost; 4.7 acres net loss with restoration
Displacements		
Residential	0	3
Commercial	0	24
Section 4(f) properties (acres directly affected)	1.26 acres (Marina Beach Park)	1.5 acres (Olympic Beach Park)

- A ferry pier would be constructed with two landing slips (protected by a breakwater at the Point Edwards Site) and would be oriented to provide all-weather service.
- A ferry pier structure would be grade-separated over the railroad tracks with at least six lanes composed of two boarding lanes, one HOV/bypass lane, a shuttle bus lane (Point Edwards Site only), and two exit lanes. Under the Mid-Waterfront Alternative, while the ferry pier structure would not be grade-separated over the railroad tracks, the roadway providing access to the ferry pier would be grade-separated.
- Overhead loading would be provided for at least one slip, in compliance with ADA requirements (entailing relocation of the overhead loading bridge from the existing Main Street terminal).
- Four toll booths would be constructed.
- Access road to the multimodal center (Modified Alternative 2 only)
- A minimal multimodal center consisting of bus facilities for at least two buses, two rail platforms, and surface parking for commuters and overnight vehicles would be provided. (The provision of two bus bays implies that the Community Transit buses would continue to serve downtown near the Senior Center and that some or all of the routes would serve the multimodal center.)

In addition to these minimum facility requirements, the realignment and redesign of Willow Creek, the stormwater treatment pond, and bus stops and bus turnaround along Admiral Way (Modified Alternative 2 only) would occur in Phase 1.

Assuming that funding will be available, it is envisioned that construction would begin as early as 2006. Depending on the funding level, proposed Phase 1 facilities would be complete and operational by roughly 2008. This EIS includes an analysis of Phase 1 for both build alternatives. Remaining development would occur during subsequent years as funds become available. For the purpose of this EIS, it is anticipated that full buildout of the project, which would include both Phase 1 and all remaining development proposed, would be complete and operational by 2015. The remaining facilities to complete full buildout of the project would include:

- The third landing slip
- Overhead loading facilities for the remaining two slips, plus an overhead pedestrian walkway between the multimodal center and the ferries (Point Edwards Alternative only)
- Specific to the Point Edwards Alternative, conversion of the shuttle bus lane to a vehicle holding lane
- Specific to the Mid-Waterfront Alternative, four additional lanes would be provided north of the toll booths, and the Dayton Street underpass of the BNSFRR trailer would be constructed
- Completion of the multimodal center (expansion of the bus facilities to accommodate 10 buses, construction of a parking garage, and expansion of short-term and employee parking areas)

While this EIS does include an analysis of full buildout of both build alternatives, it does not include a separate analysis of “Phase 2” development.

The following paragraphs describe the Phase 1 scenarios for the Point Edwards Site and the Mid-Waterfront Site.

### **2.7.1 Phase 1 of Modified Alternative 2 (Preferred Alternative): Point Edwards Site**

Under this scenario (see Figure 2-5), as in the full buildout, the road access from SR 104 to the ferry terminal would be identical in width and lanes. Two of the three piers, the loading and unloading piers, would be built. The pier length would be the same as proposed under full buildout. The overhead loading bridge at the existing Main Street ferry terminal would be relocated to serve one of the slips. In place of the pedestrian walkway on a separate pier proposed for Phase 2, a two-ended shuttle bus would operate in a separate lane between the multimodal center and the overhead waiting area at the end of the ferry loading pier.

The only difference between Phase 1 and full buildout in terms of road access/waiting vehicle capacity would be that one of the loading lanes between the multimodal center and the end of the ferry pier would be used by the shuttle bus during Phase 1. As a result, up to 760 vehicles could be staged during Phase 1 (the same 155 vehicles between the Pine Street intersection and the toll booths and 605 vehicles, as compared to 665 in full buildout, between the toll booths and the end of the pier).

The multimodal center would have limited facilities during Phase 1. The lower yard of the existing UNOCAL property would have a bus turnaround and a roughly 90-vehicle surface-parking area. Access to the parking would be provided by an access road branching off from the road leading directly to the pier. A simple, covered shelter would be available for transit riders. Two rail loading platforms would be provided. An at-grade pedestrian crossing would be provided across the tracks. A small terminal building would provide ticket booths for walk-on ferry passengers and rail and transit riders. New bus stops along Admiral Way would also be added, as well as a turnaround at the end of Admiral Way, underneath and immediately south of the ferry pier.

Other features of the Modified Alternative 2 to be implemented during Phase 1 would be the construction of a stormwater treatment pond and the daylighting and realignment of Willow Creek.

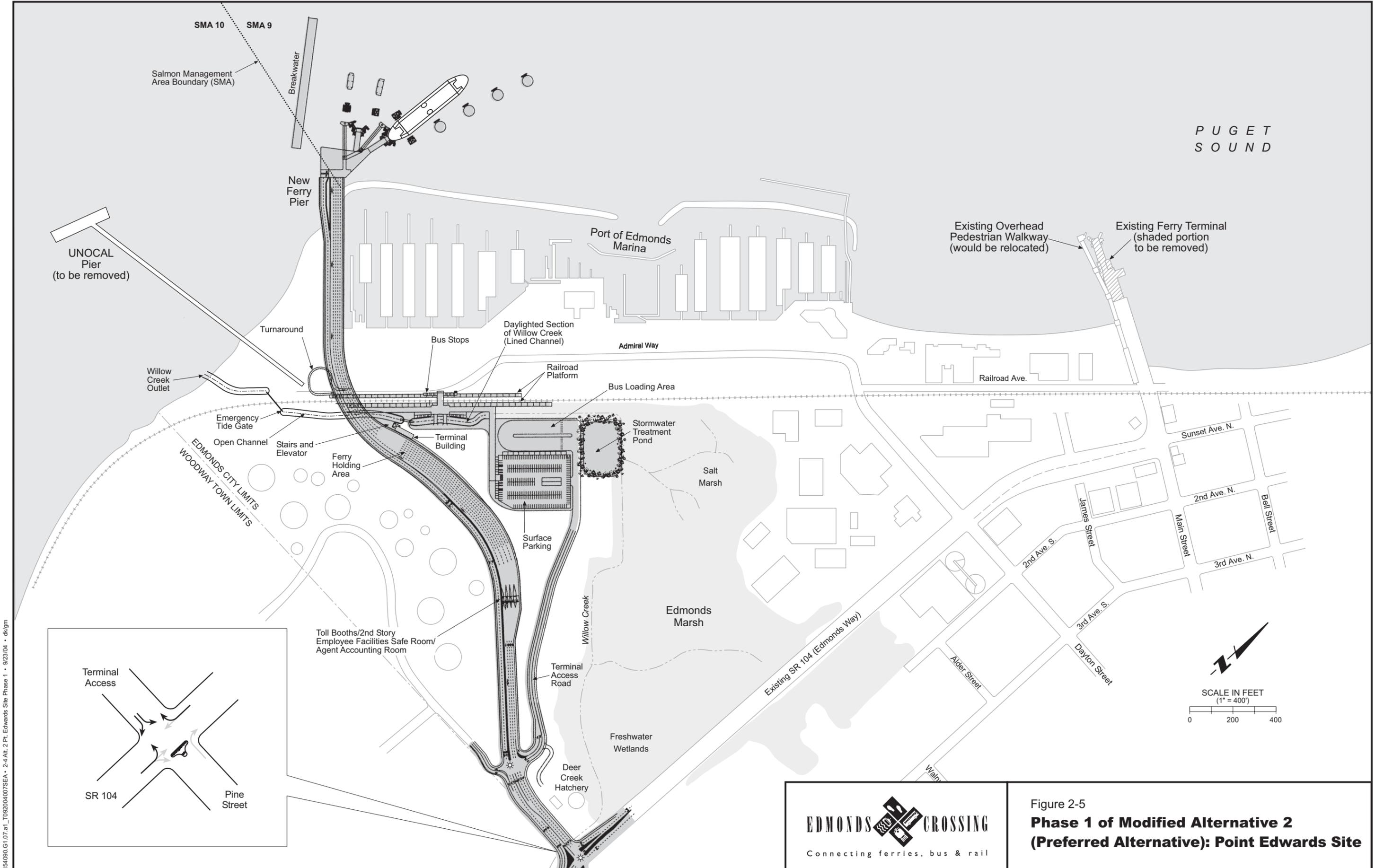
The preliminary estimated costs associated with Phase 1 are \$107.6 million (January 2003 dollars); an additional \$57.7 million would be required to complete full project buildout of the Phase 2 facilities.

### **2.7.2 Phase 1 of Alternative 3: Mid-Waterfront Site**

Phase 1 of Alternative 3 would construct the ultimate access roadway across the existing UNOCAL property through the end of the railroad overcrossing structure (two westbound general-purpose lanes, one westbound HOV/bypass lane, two eastbound exit lanes, and redesigned and signalized intersections at Pine Street and the Town of Woodway access road). The three-lane ferry-bound configuration would continue beyond the toll booths (as compared to seven lanes in full buildout), culminating at a two-ferry-slip terminal (see Figure 2-6). As with the Point Edwards Site alternatives, the overhead loading bridge at the Main Street terminal would be relocated to serve one of the new slips. The holding lanes north of the toll booths would provide storage capacity for more than 200 waiting vehicles to fill one jumbo class ferry. Queuing lanes before the toll booths would provide storage for an additional 270 waiting vehicles, resulting in a total onsite storage capacity of 470 vehicles (compared to 810 vehicles in full buildout).

Because the at-grade ferry staging/egress roadway would cross Dayton Street, Dayton Street would terminate in a cul-de-sac immediately east of the BNSFRR tracks. Replacement access to the Port of Edmonds and other waterfront uses would be provided by a left-turn connection to Admiral Way from the realigned SR 104/ferry access roadway. To enable easy access, particularly during peak ferry periods, the westbound SR 104 HOV/bypass lane would be signed for use by waterfront-bound vehicles.

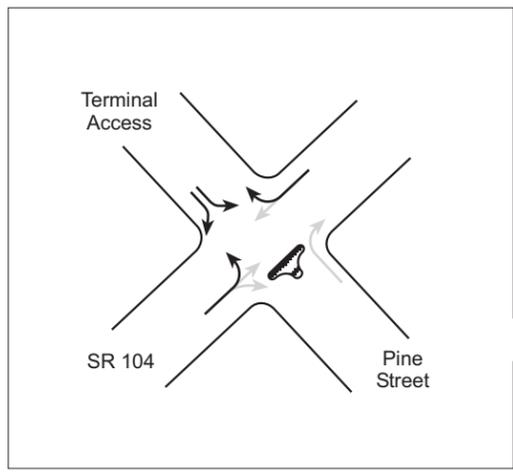
The existing train station would be maintained, a temporary bus facility (turnaround, loading platform, and shelter for waiting passengers) would be constructed at the intersection of Sunset Avenue and Dayton Street, and a roughly 200-vehicle surface-parking lot would be provided where the parking garage would be erected during Phase 2. Access to the ferry slips for walk-on passengers would be via an enclosed overhead walkway system.



PUGET  
SOUND

SCALE IN FEET  
(1" = 400')

0 200 400

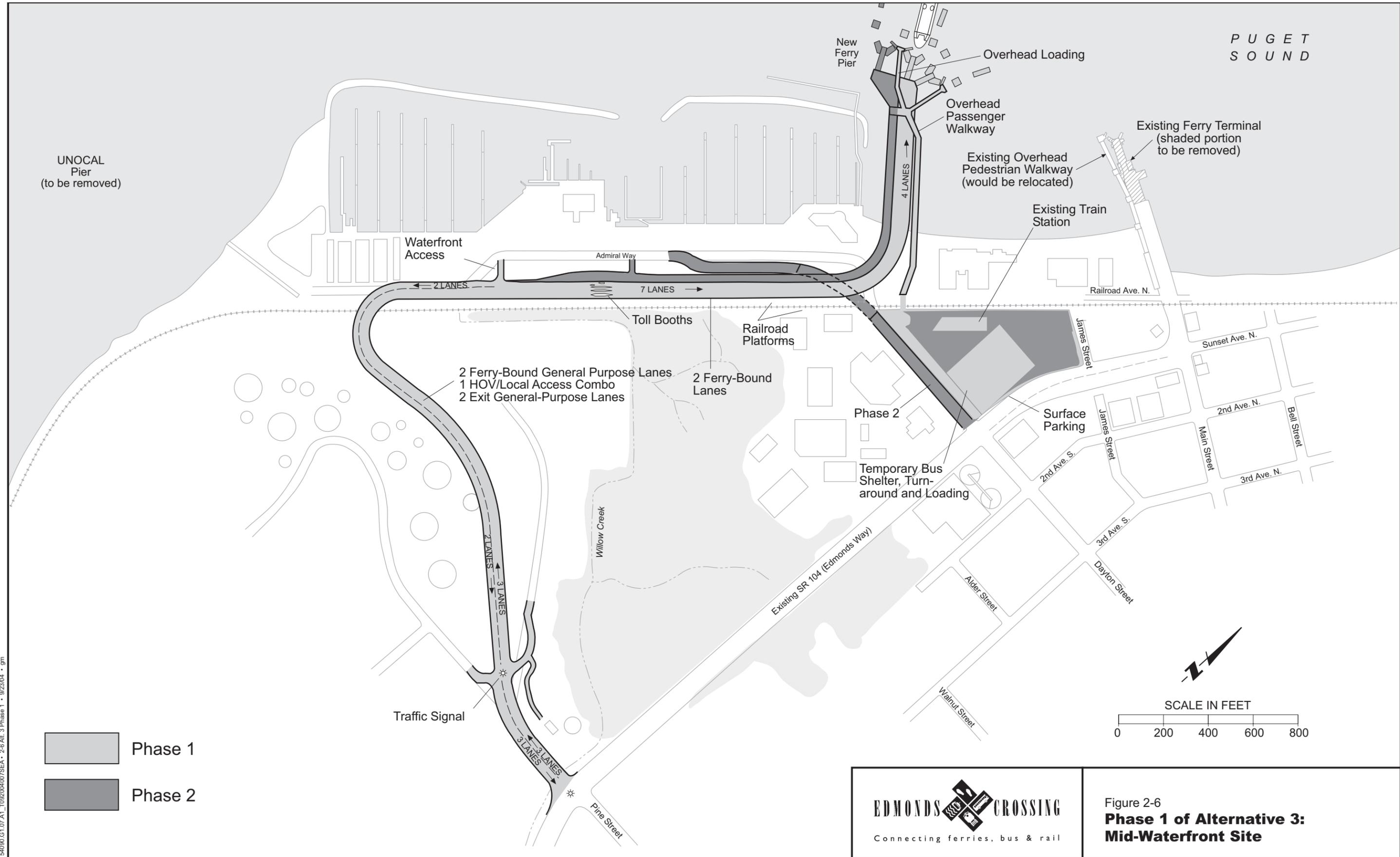


**EDMONDS CROSSING**

Connecting ferries, bus & rail

Figure 2-5  
**Phase 1 of Modified Alternative 2  
(Preferred Alternative): Point Edwards Site**

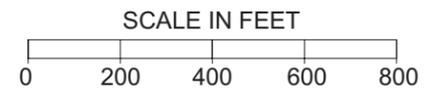
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PUGET  
SOUND

UNOCAL  
Pier  
(to be removed)

- Phase 1
- Phase 2



**EDMONDS CROSSING**  
Connecting ferries, bus & rail

Figure 2-6  
**Phase 1 of Alternative 3:  
Mid-Waterfront Site**

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The preliminary estimated costs associated with Phase 1 are \$116.8 million (January 2003 dollars); an additional \$53.8 million would be required to complete full project buildout for the Phase 2 facilities.

## 2.8 Transportation Analysis of Alternatives

Transportation impacts of the two build alternatives have been analyzed (along with the No Action Alternative), both for an initial phase of development and for ultimate buildout of the multimodal facility. Conditions during the initial phase of development are addressed for a 2008 year of opening, and conditions at buildout for a 2015 year of opening and the 2030 design year. All modes of transportation were considered in the analysis. The discussion of transportation impacts is organized into three broad types: offsite traffic conditions, onsite transportation functions, and effects on marine transportation. The offsite portion of the analysis focuses on vehicular traffic operations at intersections along SR 104, SR 99, and in the downtown Edmonds area. The onsite analysis considers traffic flow at the ferry terminal, multimodal and local connections, and activity at the waterfront. The marine transportation analysis examines vessel operations and interactions in Puget Sound. These features are reviewed below for both the Point Edwards and Mid-Waterfront Site alternatives. Additional details of the transportation analysis are contained in the *Transportation* discipline report (CH2M HILL *et al*, 1997; referred to in Appendix A) and the “Off-Site Traffic Analysis” in Appendix B of this Final EIS.

### 2.8.1 Off-Site Traffic Conditions

The Edmonds Crossing project is designed to accommodate travel demand for the various modes and services anticipated through the year 2030. Traffic conditions in all future scenarios reflect the increased ferry service frequencies (30 versus 40 minutes) and larger vessel capacities planned for the future.

The purpose of the Off-Site Traffic Analysis was to analyze, evaluate, and compare traffic conditions on the arterial system serving Edmonds and the Edmonds Crossing Multimodal Transportation Center (including city streets and state highways) under existing conditions and for each of the study alternatives. The analysis focused on two interrelated impacts: the impact of ferry traffic and transportation center traffic on the regional and local street/highway system, and the impact of street/highway conditions on ferry and transportation center traffic access. For the purposes of the Off-Site Traffic Analysis, the term “ferry traffic” refers to vehicles that either (i) are en route to the Edmonds Terminal to drive onto a ferry, or (ii) have just driven off a ferry at the Edmonds Terminal. The term “transportation center traffic” refers to traffic en route to the multimodal transportation center for all other purposes, and includes transportation center employee commute trips as well as pick-up, drop-off, and park-and-ride traffic for the ferries, for the Sound Transit commuter rail service, for bus transit service, and for Amtrak. (It should be noted that all the various types of transportation center traffic were combined for this analysis because all transportation center parking and pick-up/drop-off activity occurs on-site; as a result, there are no off-site impacts other than those associated with the combined transportation center traffic flows to/from the site access points.)

Ferry traffic, combined with local circulation traffic, creates unique traffic conditions for the City of Edmonds and its citizens. The most obvious conditions off-site are associated with ferry egress traffic, which comes in platoons after each ferry arrival. Potential issues include a lack of adequate capacity to serve the volume in some locations, as well as the delay and restriction of local circulation caused by the platoons of vehicles disembarking from the ferry during the intermittent unloading periods. The Off-Site Traffic Analysis focused on traffic operations at the key intersections on the street/highway network, and the impact of ferry and transportation center traffic on those intersections. Results of the Off-Site Traffic Analysis are described and documented in detail in Appendix B (Sections 3.0, 4.0, and 5.0), and are summarized in this chapter. The conclusions of the Off-Site Traffic Analysis are as follows:

- Due to peak spreading and the limited traffic increases generated in the downtown Edmonds area, forecasted P.M. peak hour traffic volumes would not increase substantially. As a result, all intersections would have adequate capacity to serve the forecasted volumes.
- Forecasted ferry traffic volumes, which are included in the City of Edmonds traffic forecasting model, were derived from forecasts prepared by the Washington State Ferry (WSF) system. Because both the WSF System Plan and the Edmonds Comprehensive Plan are based on these forecasts, the Off-Site Traffic Analysis is consistent with these underlying adopted plans.
- Increases in P.M. peak hour ferry access traffic would be the same for all alternatives. The actual volume increases would be modest, and would not have a substantial impact on traffic operations at the key intersections along the primary ferry access routes.
- Ferry egress volumes are limited by the amount of service (i.e., the number of landings). Because there would be no increase in ferry service with the No Action Alternative, P.M. peak hour ferry egress traffic (2 full boatloads) would not increase. Increases in P.M. peak hour ferry egress traffic would be the same for both build alternatives, and would be the result of the addition of a third boat arriving during the peak hour. Because the impacts of ferry egress occur immediately after a boat unloads, the impact on traffic operations would be the same for all alternatives (the difference between the No Action Alternative and the build alternatives would not be related to the increased ferry egress volumes under the build alternatives, but rather because the impacts would occur three times in the P.M. peak hour for the build alternatives and only twice for the No Action Alternative).
- The platoons of traffic leaving a ferry would create a surge of traffic that would increase delay and inconvenience, but the intersections would have adequate capacity to handle the platoons. Increases in P.M. peak hour ferry egress traffic would not have a substantial impact on traffic operations at the key intersections along the primary ferry access routes, although the limited impacts they would create would occur more frequently under the build alternatives.

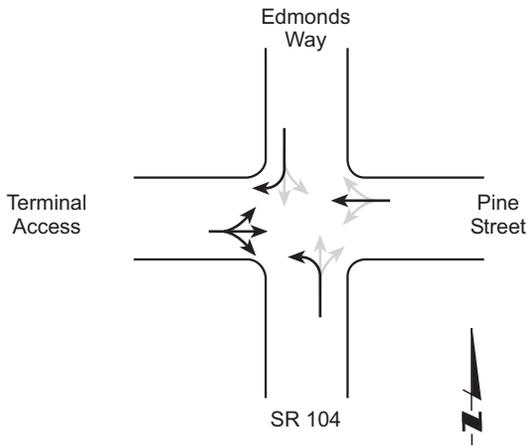
The Off-site Traffic Analysis addresses conditions along the various ferry access routes, including SR 104, SR 99, SR 524, and along Dayton Street and Main Street in downtown Edmonds. A number of intersection locations along SR 99 are forecasted to be operating above capacity by 2030, with subsequent long delays; these intersections include 212th Street SW, 220th Street SW, and NE 205th Street. The 196th Street SW/76th Avenue West and 220th Street SW/76th Avenue West intersections also would operate over capacity. These conditions would develop with either of the build alternatives and also with the No Action Alternative and would be attributable to background growth and development throughout southwest Snohomish County and north King County. All other intersections would operate under capacity in 2030.

The levels of traffic using SR 104 could vary slightly among the alternatives, depending on the location of the terminal and routes eligible for use by terminal traffic. The build alternatives would attract about 12 percent more traffic volume along SR 104 (west of 9th Avenue) compared to the No Action Alternative. In addition, the build alternatives, being located farther south than the existing ferry terminal, would tend to attract more terminal traffic to SR 104. With the build alternatives, just under 75 percent of terminal traffic would use SR 104, compared to just over 70 percent with the No Action Alternative.

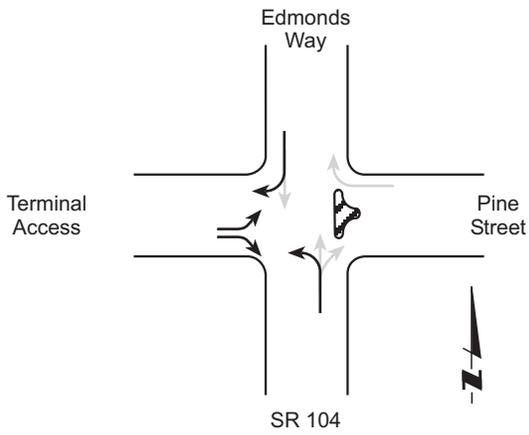
On SR 104 south of Pine Street, terminal traffic (ferry plus multimodal center traffic) under the No Action Alternative would comprise 75 percent of total 2030 p.m. peak hour traffic; the terminal traffic percentage would drop to 44 percent of SR 104 traffic east of 9th Avenue North (100th Avenue SW). Under the build alternatives, terminal traffic would comprise 78 percent of SR 104 traffic south of Pine, and 50 percent east of 9th Avenue North. These variations would produce no substantial adverse impact on intersection traffic operations during the study period.

Both the Point Edwards and Mid-Waterfront Alternatives would be served by a realigned SR 104 extending west opposite Pine Street. (Under the Point Edwards Alternatives, the realigned SR 104 also would provide access to the multimodal center.) The SR 104/Pine Street intersection is forecasted to operate satisfactorily with the proposed intersection design under all scenarios. As previously noted, the technical analysis upon which these conclusions are based is described in Appendix B, Sections 3.0, 4.0, and 5.0 (Off-site Traffic Analysis). Operational analysis results are compiled in the tables in those specific sections.

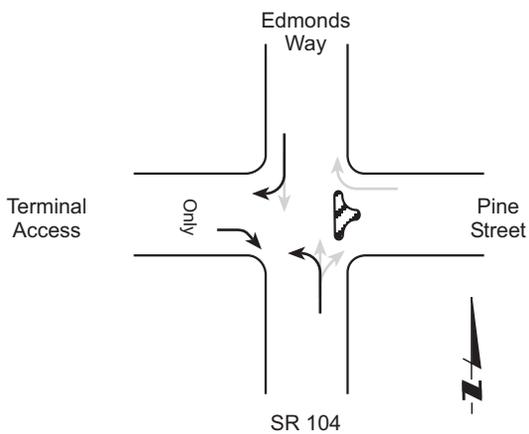
Several potential configurations were considered for the SR 104/Pine Street intersection, providing various levels of traffic restriction, as shown in Figure 2-7. Access Option 1 was selected and incorporated into the modified Point Edwards Alternative. This configuration would allow vehicles leaving the ferry terminal/multimodal center to turn either northbound onto Edmonds Way or southbound onto SR 104. Vehicles would be prohibited from traveling eastbound through the intersection onto Pine Street. Equally important, vehicles traveling westbound on Pine Street would be restricted to right turns only onto northbound Edmonds Way, and would not be allowed to continue through the intersection toward the ferry terminal/multimodal center. These restrictions address the concern of many residents that Pine Street would become a preferred route to the ferry. Allowing a northbound turn from the terminal access road onto Edmonds Way



**Base Option**  
(as the intersection currently operates)



**Selected Access Option**  
**(Option 1)**



**Rejected Access Option**  
**(Option 2)**

**Legend**

- ← Terminal Access
- ← Other Local Access

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Figure 2-7  
**Access Options for Terminal Traffic:  
Build Alternatives**

would benefit Woodway residents destined for downtown Edmonds and other points north.

In the Mid-Waterfront Alternative, access to the multimodal center would be provided at Dayton Street. Conditions at the existing SR 104/Dayton Street intersection would improve with the rerouting of ferry traffic. It would operate satisfactorily under both build alternatives.

In the first phase of development of the Mid-Waterfront Alternative, traffic to and from the Port and other waterfront activities would be required to use the terminal access road, because the Dayton Street underpass below the railroad tracks would not be constructed until full buildout. Port and waterfront traffic would share the nonferry traffic lanes along with ferry HOV priority vehicles.

With the rerouting of ferry traffic to the Pine Street access, the existing SR 104/Main Street/Sunset Avenue intersection, through which ferry traffic currently must pass, would return to normal operations.

## **2.8.2 On-Site Transportation Functions**

Vehicle holding areas and toll booths would be provided west along the terminal access road. With both build alternatives, the terminal access road would be grade-separated at the crossing of the railroad tracks. In this way, ferry loading and unloading would not be interrupted by railroad activity, as it is today at the existing ferry terminal.

With the Point Edwards Alternative, sufficient space would be provided to accommodate 820 vehicles at full buildout, and 760 vehicles during the first phase. These holding areas would be generally adequate to serve projected demands in the weekday p.m. peak periods. The recreational peak queues would likely extend beyond the Pine Street intersection.

With the Mid-Waterfront Alternative, total holding capacity would be 810 vehicles at full buildout and 470 vehicles in Phase 1. The capacity would be adequate for the 2030 weekday p.m. peak conditions, but queues with the first phase would increasingly extend beyond the existing holding area south of Pine Street, until the additional storage capacity proposed as part of full buildout was available. The recreational peak queues also would extend beyond Pine Street during Phase 1 and full buildout.

Up to 550 park-and-ride, overnight, and short-term parking spaces would be provided at the Point Edwards Site at full buildout of the multimodal center, including 120 stalls identified for use by commuter rail passengers. Roughly 300 spaces provided during Phase 1. Full buildout would also include a separate employee parking surface lot with 30 spaces. These capacities would be adequate to satisfy demands of ferry, rail, and bus riders at full buildout, but only marginally adequate during Phase 1. With the Mid-Waterfront Alternative, about 490 parking spaces would be provided at full development of the multimodal center, with 280 spaces in Phase 1. These parking spaces would be adequate for ferry, rail, and bus riders in combination with other private and public parking areas near this site

alternative. In addition, operation of the onsite areas as pay parking areas is expected to reduce parking demand, but could encourage seekers of free parking to abuse nearby parking resources in the Harbor Square complex, at the waterfront, or in residential neighborhoods.

With either build alternative, Community Transit bus routes would be revised to serve the multimodal center near the rail station and parking facilities. Because the walking distance between the Point Edwards Site and downtown Edmonds might be further than most people are willing to walk, a frequent bus service between downtown and the center would be needed. Most likely, existing Community Transit routes that serve the Senior Center on Railroad Avenue would be extended to discharge passengers at new stops along Admiral Way, immediately to the west and across the railroad tracks from the multimodal center. Community Transit has been an active member of the project Technical Advisory Committee and Oversight Committee, and has thus been involved in identifying the service changes that will eventually be needed to accommodate their customers. To accommodate pedestrian movement between the multimodal center and the walk-on passenger waiting area at the ferry slips, an enclosed walkway would be constructed. During Phase 1, this connection would be provided using a two-ended shuttle bus operation.

Under the Mid-Waterfront Alternative, Community Transit Buses would use James Street to serve the multimodal center. This location would be easily accessible by pedestrians to and from downtown and the Port/waterfront areas.

Appendix C presents conceptual management plans for traffic, parking, and bus service. As operations commence at the Edmonds Crossing project, these conceptual plans might need to be refined with public and agency input to address the needs of the project as they arise.

### **2.8.3 Marine Transportation**

Both the Point Edwards and Mid-Waterfront Alternatives would provide two ferry berthing slips, and a third slip for emergency and maintenance usage. The additional slips would reduce vessel delays and would improve schedule adherence.

Relocating the ferry terminal to either the Point Edwards or Mid-Waterfront Sites would eliminate the current conflicts between ferry operations and divers at the Underwater Park immediately to the north of the existing Main Street terminal. Pleasure boaters may be somewhat affected as they depart or approach the Edmonds Marina; the Point Edwards Site terminal would be located approximately 1,400 feet south of the entrance to the Marina, while the Mid-Waterfront Site terminal would be approximately 1,200 feet north of the entrance to the Marina. The Point Edwards Alternative would primarily affect boat traffic to and from the south; pleasure boat traffic to and from the north would be improved over existing conditions. On the other hand, the Mid-Waterfront Alternative would primarily affect boat traffic to and from the north; pleasure boat traffic to and from the south would be unchanged from existing conditions.

With both build alternatives, ferries approaching or departing from the new ferry terminal would operate exclusively in SMA 9. SMA 9 has been closed in recent

years to all salmon fishers. As a result, potential conflicts between ferries and commercial salmon fishing vessels would be minimal at either the Point Edwards or Mid-Waterfront locations.

In addition, with both build alternatives, the ferries would cross a tribal shrimp harvest area located on a 200- to 300-foot depth band from Point Edwards to roughly 1 mile north of Picnic Point. Based on observations during shrimp harvest periods, it is considered likely that shrimp fishers would likely move northwards to avoid potential collision.

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