MUKILTEO MULTIMODAL PROJECT

Final Environmental Impact Statement

JUNE 2013

Washington State Department of Transportation

U.S. Department of Transportation
Federal Transit Administration

Washington State Ferries

MUKILTEO MULTIMODAL PROJECT
FINAL ENVIRONMENTAL IMPACT STATEMENT

Prepared for:

U.S. Department of Transportation
Federal Transit Administration

Washington State Department of Transportation

Washington State Ferries

June 2013

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MUKILTEO MULTIMODAL PROJECT
SNOHOMISH COUNTY, WASHINGTON

FINAL ENVIRONMENTAL IMPACT STATEMENT

PREPARED PURSUANT TO:

National Environmental Policy Act of 1969, §102 (42 U.S.C. §4332); Federal Transit Law (49 U.S.C. §5301(e); 49 U.S.C. §303 (formerly Department of Transportation Act of 1966, §4(f)); National Historic Preservation Act of 1966, §106 (16 U.S.C. §470f); Endangered Species Act (16 U.S.C. §1536(a)(2)), Magnuson-Stevens Fishery Conservation and Management Reauthorization Act (16 U.S.C. §1855(b)(2)); Bald and Golden Eagle Protection Act (16 U.S.C. 668); Rivers and Harbors Act, Section 10 (33 U.S.C. 401); Clean Water Act, Section 404 (33 U.S.C. 1344); Executive Order 13175 (Consultation and Coordination with Indian Tribal Governments); Executive Order 12898 (Environmental Justice); Executive Order 11988 (Floodplain Management); Executive Order 11990 (Protection of Wetlands)

by the

FEDERAL TRANSIT ADMINISTRATION
U.S. DEPARTMENT OF TRANSPORTATION

and the

WASHINGTON STATE DEPARTMENT OF TRANSPORTATION

with the cooperation of

CITY OF MUKILTEO
CITY OF EVERETT
SNOHOMISH COUNTY
PORT OF EVERETT
SOUND TRANSIT
COMMUNITY TRANSIT
SAMISH INDIAN NATION
STILLAGUAMISH TRIBE
SUQUAMISH TRIBE
TULALIP TRIBES
U.S. AIR FORCE
U.S. ARMY CORPS OF ENGINEERS

5/21/13

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Date of Approval

5/22/13

Megan White
Director of Environmental Services
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Date of Approval

ABSTRACT

The Washington State Department of Transportation, Ferries Division proposes the Mukilteo Multimodal Project to improve the operations, safety, and security of facilities serving the mainland terminus of the Mukilteo-Clinton ferry route in Washington State. The ferry route is part of State Route 525, the major transportation corridor crossing Possession Sound, which separates Island County from the central Puget Sound mainland. The proposed project is located in the city of Mukilteo and the city of Everett in Snohomish County, Washington. This environmental impact statement (EIS) evaluates the No-Build Alternative, a Preferred Alternative and two other Build alternatives for their potential effects on the natural and built environments. Mitigation measures to avoid, reduce, or compensate for anticipated impacts are also discussed in this EIS.

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Fact Sheet

Project Title

Mukilteo Multimodal Project

Proposed Action

The Washington State Department of Transportation (WSDOT), Ferries Division (also known as Washington State Ferries [WSF]) proposes the Mukilteo Multimodal Project to improve the operations, safety, and security of facilities serving the mainland terminus of the Mukilteo-Clinton ferry route in Washington State. The Federal Transit Administration (FTA) has provided funding during the project's planning phase and may be a source of construction funding. FTA and WSDOT are making this proposal available for public review in compliance with the National Environmental Policy Act (NEPA) and the State Environmental Policy Act (SEPA).

The proposed project is located in the city of Mukilteo and the city of Everett in Snohomish County, mostly west of the Mukilteo/Everett city line. The area under consideration begins on the eastern edge of Mukilteo Lighthouse Park and extends to the eastern edge of the U.S. Air Force's Mukilteo Tank Farm in the city of Everett and adjacent to the Port of Everett Mount Baker Terminal. In a separate action, the U.S. Air Force would need to transfer property rights or otherwise make the property available before any alternative on the Mukilteo Tank Farm could be developed.

This environmental impact statement (EIS) documents the analysis of the No-Build Alternative and three Build alternatives. These alternatives are summarized below.

The **No-Build Alternative** includes what would reasonably be needed to maintain the existing ferry terminal at a functional level. Under the No-Build Alternative, an improved multimodal transportation facility to meet future demand or operational needs would not be developed. Instead, the No-Build Alternative assumes that maintenance and structure replacements would occur in accordance with legislative direction to maintain and preserve ferry facilities. WSF would make no major facility investments to improve the operation, safety, security, or capacity at the terminal.

The **Preferred Alternative** relocates the ferry terminal from its current location to the western portion of the Mukilteo Tank Farm as part of an integrated multimodal facility. This alternative would remove the current terminal and the Mukilteo Tank Farm Pier, and develop terminal marine facilities. Passenger and maintenance buildings would be on land, with the passenger building located parallel to the shoreline. An overhead passenger loading ramp would extend from the second story of the new passenger building. Roadway improvements would include a realignment and extension of First Street to provide access to the central section of the Mukilteo Tank Farm. The Sound Transit commuter rail parking would be retained adjacent to the Mukilteo Station, and a new bus transit center and parking areas would be built on the Mukilteo Tank Farm site. The alternative would also develop sidewalks, bike lanes, and a shoreline promenade on each side of the new ferry dock.

The **Existing Site Improvements Alternative** reconstructs, expands, and realigns the terminal and its related facilities on and around the current site. A new transit center would be constructed and the existing vehicle holding area would be reconfigured. New toll booths, operations buildings, and a new passenger building would be constructed. New overhead passenger loading ramps would connect to the second story of a new passenger building.

The Elliot Point 1 Alternative relocates the ferry terminal from its current location to the eastern portion of the Mukilteo Tank Farm in both Mukilteo and Everett. This alternative also provides a transit center near the ferry terminal. A new passenger building and a maintenance building would be located overwater upon a new concrete trestle. An overhead passenger loading ramp would connect to the second story of a new passenger building. The Tank Farm Pier and the existing ferry terminal would be removed. First Street would be realigned and extended as a four-lane roadway from SR 525 to the Mount Baker Terminal in the city of Everett. The alternative also includes modified intersections; a modification to the Sound Transit Mukilteo Station; the development of sidewalks and bike lanes, parking areas, toll booths, ferry vehicle holding areas, and a shoreline promenade on each side of the new ferry dock; and the restoration of part of Japanese Creek to an open stream.

Project Proponent and Co-Lead Agencies

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Anticipated Permits and Approvals

Federal

- Federal Transit Administration, U.S. Department of Transportation
  - National Historic Preservation Act, Section 106
  - Section 4(f) Impact to Historic and Recreation Resources
- U.S. Army Corps of Engineers
  - Rivers and Harbors Act, Section 10 Permit
  - Clean Water Act, Section 404 Permit
- U.S. Fish and Wildlife Service
  - Endangered Species Act, Section 7(a)(2) Biological Opinion
  - Disturbance Permit (Bald and Golden Eagle Protection Act)
- National Marine Fisheries Service
  - Endangered Species Act, Section 7(a)(2) Biological Opinion
  - Incidental Harassment Authorization (Marine Mammal Protection Act)

  - Biological Opinion
  - Magnuson-Stevens Fishery Conservation and Management Act Consultations

State

- Washington State Department of Fish and Wildlife
  - Hydraulic Project Approval
- Washington State Department of Natural Resources
  - Authorization for use of state-owned aquatic lands
- Washington State Department of Ecology
  - Clean Water Act, Section 401 Permit
  - Coastal Zone Management Consistency Determination
  - National Pollution Discharge and Elimination System (NPDES) Construction Stormwater General Permit
- Washington Department of Archaeology and Historic Preservation
  - National Historic Preservation Act, Section 106 Consultation

Local

- City of Mukilteo and City of Everett
  - Substantial Shoreline Development Permit
  - Critical Area Application
  - Essential Public Facility Permit
  - Engineering Permit
    - Shoreline Variance
    - Zoning Variance
    - Grading and Clearing Permit
    - Right of Way Permit
  - Building Permit

Authors and Principal Contributors

This Final EIS was prepared under the direction of the United States Department of Transportation FTA and WSDOT. The list of individual authors and contributors is included in *Appendix D, List of Contributors*.

Date of Issue of Final Environmental Impact Statement

June 7, 2013

Date of Final Action

Anticipated July 2013

Final Agency Action

After the publication of the Final EIS, WSDOT will make a final decision on the location and features of the multimodal terminal to be built for the project. Also, not less than 30 days after the Final EIS publication date, FTA is expected to issue its Record of Decision (ROD) on the project. The ROD is expected to allow WSDOT to move forward with securing funding, completing final design, obtaining required permits, and building the selected facility.

Location of Background Data

In addition to the Final EIS, technical reports and other supporting documentation are available for review at the following locations:

WSDOT Ferries Division
2901 Third Avenue, Suite 500
Seattle, WA 98121

Clinton Library
4781 Deer Lake Rd
Clinton, WA 98236

Edmonds Library
650 Main St
Edmonds, WA 98020

Everett Public Library – Main Library
9512 Evergreen Way
Everett, WA 98204

Mukilteo Library
4675 Harbour Pointe Blvd
Mukilteo, WA 98275

or

http://www.wsdot.wa.gov/projects/ferries/mukilteoterminal/multimodal/

Cost of Document and Availability for Review and/or Purchase

Additional copies of the Final EIS can be obtained in CD-ROM or print format by contacting Paul W. Krueger, Project Environmental Manager at the contact address listed above. Electronic files are also available at:
http://www.wsdot.wa.gov/projects/ferries/mukilteoterminal/multimodal/

Consistent with the Paperwork Reduction Act and FTA policy to minimize taxpayer costs, FTA will print and distribute the executive summary of the Final EIS together with a CD-ROM of the complete Final EIS. Printed copies of the complete Final EIS are available for $25.00, which does not exceed the cost of printing and mailing. Copies of this document in CD-ROM are free and available upon request. Printed copies of the Final EIS are available for viewing at selected Everett and Sno-Isle public libraries and the City of Mukilteo public library (for library locations see *Appendix F, Distribution List*). Readers may view the Final EIS online at:
http://www.wsdot.wa.gov/projects/ferries/mukilteoterminal/multimodal/

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Discipline Reports

The discipline reports are available on the project's website (www.wsdot.wa.gov/projects/ferries/mukilteoterminal/multimodal), on CD (free), or in print (for the cost of reproduction).

Cultural Resources Discipline Report
Ecosystems Discipline Report
Hazardous Materials Discipline Report
Noise and Vibration Discipline Report
Transportation Discipline Report

Acronyms and Abbreviations

ACHP	Advisory Council on Historic Preservation
ADA	Americans with Disabilities Act
AHERA	Asbestos Hazard Emergency Response Act
APE	Area of Potential Effects
bgs	below ground surface
BMP	best management practice
BTEX	benzene, toluene, ethylbenzene, and xylenes
Btu	British thermal unit
CAA	Clean Air Act
CAFE	corporate average fuel economy
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act
CFR	Code of Federal Regulations
CH_4	methane
City	City of Mukilteo
CO	carbon monoxide
CO_2	carbon dioxide
cPAHs	carcinogenic polycyclic aromatic hydrocarbons
CWA	Clean Water Act
CZM	Coastal Zone Management
DAHP	Washington State Department of Archaeology and Historic Preservation
dBA	A-weighted decibel scale
DESC	Defense Energy Support Center
DFSC	Defense Fuel Supply Center
DFSP	Defense Fuel Supply Point
DLA	Defense Logistics Agency
DMMO	Dredge Material Management Office
DMMP	Dredge Material Management Program
DNR	Washington State Department of Natural Resources
DOI	U.S. Department of Interior
DPS	distinct population segment
EA	environmental assessment
Ecology	Washington State Department of Ecology

EFH	essential fish habitat
EIS	environmental impact statement
EPA	U. S. Environmental Protection Agency
EPF	essential public facility
ESA	Endangered Species Act
ESU	evolutionarily significant unit
FAC	Ferry Advisory Committee
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GMA	Growth Management Act
HASCO	Housing Authority of Snohomish County
HOV	high-occupancy vehicle
HPA	Hydraulic Project Approval
HSWA	Hazardous and Solid Waste Amendments
HUD	U.S. Department of Housing and Urban Development
IES	Institute of Environmental Science
Ldn	day-night average sound levels
LEED	Leadership in Energy and Environmental Design
LEQ	sound level equivalents
LID	low impact development
LOS	level of service
MBtu	million British thermal units
MLLW	mean lower low water
MMPA	Marine Mammal Protection Act
MOA	Memorandum of Agreement
MSAT	Mobile Source Air Toxics
MSL	mean sea level
MTCA	Model Toxics Control Act
N_2O	nitrous oxide
NAAQS	National Ambient Air Quality Standard
NEPA	National Environmental Policy Act
NESHAP	National Emission Standards for Hazardous Air Pollutants

NHPA	National Historic Preservation Act
NHTSA	National Highway Traffic Safety Administration
NOAA	National Oceanic and Atmospheric Administration
NO_x	nitrogen oxide
NO_2	nitrogen dioxide
NOI	Notice of Intent
NPDES	National Pollutant Discharge Elimination System
NRHP	National Register of Historic Places
NWFSC	Northwest Fisheries Science Center
O_3	ozone
OHWM	ordinary high water mark
PAH	polycyclic aromatic hydrocarbon
PCBs	polychlorinated biphenyls
PFMC	Pacific Fishery Management Council
PGIS	pollution-generating impervious surface
$PM_{2.5}$	particulate matter with a diameter of less than 2.5 microns
PM_{10}	particulate matter with a diameter of less than 10 microns
ppt	parts per trillion
PSAPCA	Puget Sound Air Pollution Control Agency
PSCAA	Puget Sound Clean Air Agency
PSE	Puget Sound Energy
PSP	Public Semi Public
PSRC	Puget Sound Regional Council
RCRA	Resource Conservation and Recovery Act
RCW	Revised Code of Washington
RI/FS	Remedial Investigation/Feasibility Study
RTP	Regional Transportation Plan
RTPO	Skagit-Island Regional Transportation Planning Organization
SARA	Superfund Amendments and Reauthorization Act
SAFETEA-LU	Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users
SEPA	State Environmental Policy Act
SHPO	State Historic Preservation Officer

SIP	State Implementation Plan
SMA	Shoreline Management Act
SMP	Shoreline Master Program
SMS	Sediment Management Standards
SO_2	sulfur dioxide
SPCC	Spill Prevention, Control and Countermeasures (Plan)
SR	State Route
SRSC	Skagit River System Cooperative
TESC	Temporary Erosion and Sediment Control (Plan)
TEQ	toxic equivalent
TIP	Transportation Improvement Plan
TMDL	total maximum daily load
TPH	total petroleum hydrocarbon
TSCA	Toxic Substances Control Act
U.S.	United States
UGA	urban growth area
USC	United States Code
USDOT	U.S. Department of Transportation
USGS	U.S. Geological Survey
VdB	vibration velocity level
VMT	vehicle miles traveled
WAC	Washington Administrative Code
WDFW	Washington State Department of Fish and Wildlife
WISHA	Washington Industrial Safety and Health Act
WMU	Waterfront Mixed Use
WRIA	Water Resource Inventory Area
WSDOT	Washington State Department of Transportation
WSF	Washington State Ferries
WTP	Washington Transportation Plan 2030