

BEFORE THE WASHINGTON STATE TRANSPORTATION COMMISSION

IN RE: STATE ROUTE 5, TROSPER)
ROAD TO MARTIN WAY)
MP 102.52 TO MP 108.98)
LIMITED ACCESS HEARING)

FINDINGS AND ORDER

The hearing on the above entitled matter was held upon due notice to interested parties beginning at 7:00 p.m., Wednesday, July 2, 1980, in the McKinley Elementary School Library, located on Boulevard Road, Olympia, Washington before Douglas R. Hartwich, Hearing Examiner.

The interested persons and organizations were represented as follows:

DEPARTMENT OF TRANSPORTATION, by Robert A. Wright, Assistant Attorney General, Temple of Justice, Olympia, Washington 98504;

CITY OF LACEY, by Karen Fraser, Mayor, P.O. Drawer "B", Lacey, Washington 98503;

CITY OF OLYMPIA, by Lyle T. Watson, Mayor, P.O. Box 1967, Olympia, Washington 98507;

PORT OF OLYMPIA, by C. A. Skinner, Commissioner, 2617 Cain Road, Olympia, Washington 98501;

ANDERSON TRANSFER, INC., by Gene H. Parsons, Corporate Officer, 845 South Devoe Street, Olympia, Washington 98501;

E. K. & PATRICIA ARMSTRONG, by Robert E. Lundgaard, Attorney at Law, 207 Security Building, Olympia, Washington 98501;

LORA BECK, by self, 1320 South Fairview Street, Olympia, Washington 98501;

H. V. BREWINGTON, by self, Port Commissioner, 443 Logger Street S.E., Olympia, WA 98503;

CLIFF BURKHART, by self, 6214 Glenwood Drive S.W., Tumwater,
Washington 98502;

PETER & FRANCES CAMPBELL, by selves, 1052 South Frederick
Street, Olympia, Washington 98507;

GARY M. CARLSON, by self, 423 Bulldog Street S.E., Olympia,
Washington 98503;

SIGRID B. CARTER, by self, 1119 South Wilson Street, Olympia,
Washington 98501;

CHEVRON USA, INC., by J. B. Cox, Property Management Specialist,
P.O. Box 220, Seattle, Washington 98111;

CLIFTON C. COMPTON, by self, 1502 N. Bethel, Olympia,
Washington 98506;

RAY DICKENSON, by Robert E. Lundgaard, Attorney at Law, 207
Security Building, Olympia, Washington 98501;

TOM & PENNY DEVINE, by selves, 1119 South Frederick, Olympia,
Washington 98501;

JOHN DONALDSON, by self, P.O. Box 3487, Lacey, Washington
98503;

THOMAS E. DRESCHER, by self, 1023 Lansdale Road, Olympia,
Washington 98501;

EXXON CORPORATION, by Ray M. Jones, 1700 N. Broadway,
Walnut Creek, California 94596;

L. N. & SYLVIA FITZSIMMONS, by selves, 3208 Pacific Avenue,
Olympia, Washington 98501;

CHESTER G. GILL, by self, 410 Hazelhurst Drive, Tumwater,
Washington 98501;

ETHELDA PRESTON GILLETTE, by Ethel M. Shull, mother, 8716
Libby Road N.E., Olympia, Washington 98506;

JOHN GOLDENBERGER, by self, P.O. Box 1383, Olympia, Washington
98501;

STEVEN W. HANSON, by self, P.O. Box 3446, Lacey, Washington
98503;

HERITAGE FEDERAL SAVINGS AND LOAN ASSOCIATION, by John S.
Lynch, Attorney at Law, Suite 400, Heritage Savings Building,
Olympia, Washington 98501;

EMMA HOGENSON, by self, 704 South Lilly Road, Olympia,
Washington 98501;

GRACE KENNEDY, by self, 711 South 4th Avenue, Tumwater,
Washington 98502;

DR. RICHARD KOCH, by James H. Davenport, Attorney at Law,
316 Security Building, Olympia, Washington 98501;

JERRY C. LENZI, by self, 5616 Donnelly Drive S.E., Olympia,
Washington 98501;

DAVID N. LINDSEY, by self, 1003 Hemlock Street, Kent,
Washington 98031;

DON MacDONALD, by self, 10335 Main Street No. 3, Bellevue,
Washington 98004;

MAXWELL OIL COMPANY, by Paul A. Olson, Vice President, P.O.
Box 1936, Olympia, Washington 98507;

MCCALL OIL COMPANY, by Gary R. Miller, District Manager,
5480 N.W. Front Avenue, Portland, Oregon 97210;

BETTY B. McDANIELS, by self, P.O. Box 329, Chehalis, Washington
98352;

MICHAEL & PAMELA MEDEIROS, by selves, 1322 South Fir Street,
Olympia, Washington 98501;

GLEN MISKIMENS, by self, 1206 Dayton Street, Olympia, Washington
98501;

LLOYD A. & GUNDA MONNETT, by selves, 3612 Royal Street S.E.,
Olympia, Washington 98503;

DAVID L. NICANDRI, by self, 505 South 4th Avenue, Tumwater,
Washington 98502;

CLEM & TERRA NUNAMAKER, by Clarence Nunamaker, renter and
brother, 1207 Dayton Street, Olympia, Washington 98501;

CAROLINE MATHILDA PAULSEN, by self, c/o Martin Paulsen, 7023
Kellogg Drive N.E., Olympia, Washington 98506;

BOB PRESLEY, by self, 7514 Trails End Drive, Olympia, Washington
98501;

GEORGE E. ROBERTS, by David J. Roberts, son, 517 Cougar Street
S.E., Lacey, Washington 98503;

GERALDIVE ROLOFF, by self, 108 W. 20th, Olympia, Washington
98501;

RON G. ROWE, by self, 419 N. Lybarger, Olympia, Washington
98506;

ROBY I. SCHMIDT, by Donald Schmidt, son, 3171 Wildwood Drive,
Longview, Washington 98632;

JACKI LOCKES SILVA, by self, 1310 Wheeler, Olympia,
Washington 98501;

SOUTHGATE DEVELOPMENT COMPANY, INC., by Robert E. Lundgaard,
Attorney at Law, 207 Security Building, Olympia, Washington 98501;

C. L. STOOKEY, by self, 825 Columbia, Olympia, Washington 98502;

DUANE S. STOOKEY, by self, 7707 Boston Harbor Road N.E., Olympia,
Washington 98506;

LOUIS TERRY, by self, 1319 South Fairview, Olympia, Washington
98501;

THE VANCE CORPORATION, by Jack Rouborn, General Manager, The
Vance Tye, 500 Tye Drive, Tumwater, Washington 98502;

THE COACHMAN, by Ray Damitio, Vice President, 2801 Mays Road S.E., Olympia, Washington 98503;

UNION OIL COMPANY, by W. L. Knight, Senior Real Estate Representative, P.O. Box 76 Seattle, Washington 98111;

ERNEST L. UNROE, by self, 1205 Dayton Street, Olympia, Washington 98502;

LORRAINE ARMSTRONG WEST, by William Robert McCarty, 411 Sleater Kinney Road S.E., Olympia, Washington 98503;

BRIAN ZIEGLER, by self, 3207 Shalom Court S.W., Olympia, Washington 98502;

As a courtesy to interested citizens, the Commission furnishes a copy of its Findings and Order to all persons filing a Notice of Appearance, even though some may not properly be parties to the hearing. For administrative convenience, all persons filing a Notice of Appearance are listed above. The Commission, by including a person in this listing and by furnishing a copy of the Findings and Order, does not acknowledge or necessarily recognize the recipient to be a proper party to the hearing.

The meeting was called to order by Douglas R. Hartwich, Hearing Examiner, after which witnesses were called. The evidence was taken by a Court Reporter and thereafter transcribed. Certain exhibits were duly introduced as evidence. The undersigned members of the Transportation Commission have personally considered the transcript of the hearing. Based upon the oral evidence and the exhibits introduced in evidence, the Transportation Commission of the State of Washington makes the following findings:

I

Prior to May 23, 1980, a plan for the establishment of a limited access highway over a portion of State Route 5, in Thurston County, Washington was ordered under Commission Resolution No. 95 and its amendments and supplements thereto.

Such plan was prepared and entitled "SR 5, TROSPER ROAD TO MARTIN WAY, MP 102.52 to MP 108.98, THURSTON COUNTY", sheets 1 through 17 of 17 sheets. These sheets were introduced into evidence marked as Exhibit Nos. 7-1 through 7-17, which were made a part of the hearing record.

II

The Department of Transportation received from the public agencies concerned with the proposed plan, their available data on planning, land use, local traffic and such other information as required, and thereafter prepared and submitted to the appropriate local officials an Access Report showing how those factors had been taken into account and covering other matters required by RCW 47.52.131, et seq. A copy of that report was introduced into evidence marked Exhibit No. 4.

By letter dated June 27, 1980, and attached Resolution 476 adopted June 26, 1980, the City of Lacey approved the Access Report, and said letter was introduced into evidence and marked Exhibit No. 6A.

The City of Tumwater acknowledged receipt of the Access Report by letter dated June 24, 1980. This letter was introduced into evidence as Exhibit No. 6B.

By letter dated June 26, 1980, the City of Olympia approved the Access Report, and said letter was introduced into evidence and marked Exhibit No. 6C.

By letter dated June 24, 1980, the Thurston County Commissioners concurred with the Access Report, and said letter was introduced into evidence and marked Exhibit No. 6D.

III

On June 3, 1980, the Design Engineer by Order proposed said plan and set a hearing date in accordance with the provisions of RCW 47.52.131, et seq. Said Order was introduced into evidence marked Exhibit No. 1.

IV

Mr. V. W. Korf, Deputy Secretary of Transportation, issued a Notice of Hearing. On June 11, 1980, and on June 18, 1980, an exact copy of this notice was mailed to Thurston County, the Cities of Lacey, Olympia, and Tumwater various agencies and other interested parties and to each of those property owners listed on the County Tax Roll as depicted in the Affidavits of Service by Mailing introduced into evidence marked Exhibit Nos. 2A and 2B. An exact copy of the notice was published in the Daily Olympian on June 16, 1980, as shown by the affidavits of Neva Smith, Principal Clerk of said newspaper, which affidavit was introduced into evidence marked Exhibit No. 3.

V

The plan proposed revisions of the fully controlled limited access facilities for State Route 5 from Trospen Road to Martin Way between Station 876+74.30 and Station 1282+00, as shown on sheets 1 through 17 of 17 sheets entitled "SR 5, TROSPER ROAD TO MARTIN WAY, MP 102.52 to MP 108.98, THURSTON COUNTY".

VI

This section of State Route 5 is an important part of the high-way system of the State of Washington and represents a substantial expenditure in construction costs. It is of particular importance in the Tumwater, Olympia, and Lacey vicinity as it will help alleviate

the current and forecasted traffic problems associated with the daily operational, safety and capacity difficulties encountered on this section of SR 5. State Route 5 is functionally classified as an Interstate Highway, and Commission policy provides for full control of access on highways of this type. In so doing, the investment of public funds is protected by preserving the highway for future use.

The projected average daily traffic volumes for the design year of 1990 indicates that there will be approximately 61,500 vehicles traveling between Troser Road Interchange and Capitol Lake Interchange; 85,300 vehicles traveling between Capitol Lake Interchange and Henderson Boulevard, 73,900 vehicles traveling between Henderson Boulevard and Plum Street Interchange; 90,400 vehicles traveling from Plum Street Interchange to Pacific Avenue Interchange; 74,700 vehicles traveling between Pacific Avenue Interchange and Sleater-Kinney Interchange; and 63,200 vehicles traveling from Sleater-Kinney Interchange to Martin Way Interchange.

It is vital in planning highways to provide adequate capacity for increased traffic demands in order to prevent the facility from becoming obsolete within a short period of time.

An accident analysis prepared for this segment of highway indicates a decline in the accident rate since 1972 due mainly to construction of the concrete median barrier and the reduction of the speed limit. Some sections of the Olympia Freeway still, however, exceed the statewide average for this type of highway. Depending on the section chosen for comparison, the freeway from Troser Road to Martin Way has accident rates two to four times greater than those sections immediately to the north and south of the project limits.

The 1975 accident rate for the total section of I-5 from Trospen Road to Martin Way was about 2 per million vehicle miles (MVM) of travel or about 150 accidents per year. With the proposed improvements, an accident rate of about 1.5 per MVM or about 113 accidents per year would be expected. The fatality rate for this section of roadway in 1975 was about 1 per 100 MVM of travel and this rate would probably not be affected by the addition of more lanes to the facility. The proposal with the free flow of traffic will reduce the accident exposure factor which will decrease the number of injury accidents. The proposed improvement, by increasing the safety for the traveling motorist will also be beneficial in reducing property damage and economic losses.

The efficiency of the highways as a means of moving a maximum volume of traffic safely is directly related to capacity and the number of access points. It has been demonstrated in the past that as property owners establish approaches to the highway for their personal use or for business enterprise, the problem of increased accident potential and lowered capacity, due to interference from these roadside approaches, becomes increasingly great and the highway gradually becomes obsolete. Therefore, access points should be kept to a minimum consistent with allowing local traffic adequate use of the facility at properly designed interchanges; in addition to providing a sufficient number of lanes for operation efficiency.

The plan for the proposed revisions of the fully controlled limited access facilities for State Route 5 in Thurston County, introduced into evidence marked Exhibit Nos. 7-1 through 7-17 will, facilitate travel, reduce accident rates, preserve the public

investment, and sustain the highway as a modern transportation facility.

VII

In addition to the exhibits previously mentioned, the following exhibits were entered into evidence at or subsequent to the hearing and are made a part of the hearing record:

- | | |
|----------------|---|
| Exhibit No. 5 | Draft Environmental Impact Statement for State Route 5, Trospers Road Interchange to Martin Way Interchange, Thurston County, Washington, approved and adopted by the FHWA April 7, 1978. |
| Exhibit No. 5A | Final Environmental Impact Statement for State Route 5, Trospers Road Interchange to Martin Way Interchange, Thurston County, Washington, subsequently approved and adopted by the FHWA January 12, 1981. |
| Exhibit No. 8 | Letter dated June 25, 1980, signed by Clem Nunamaker, Ernest Unroe and Glen Miskimens recommending that the Department of Transportation acquire, in total, parcel numbers 3-06119, 3-06120, and 3-06121. |
| Exhibit No. 9 | Projected 1990 ADT Traffic Diagram of Lathrop Road Interchange, Airdustrial Interchange, and Trospers Road Interchange. |
| Exhibit No. 10 | Reserved Exhibit, Department of Transportation Cost Benefit Analysis of Pacific Avenue Interchange dated August, 1980. |
| Exhibit No. 11 | Response by Mr. Robert Lundgaard, Attorney at Law, to Exhibit No. 10 and No. 12, dated December 1, 1980. |
| Exhibit No. 12 | Reserved Exhibit, Department of Transportation Cost Benefit Analysis of Sleater-Kinney Interchange, dated October, 1980. |
| Exhibit No. 13 | Statement, dated July 2, 1980, submitted by W. L. Knight for Union Oil Company concerning the plans at Trospers Road Interchange. |
| Exhibit No. 14 | Letter, no date, signed by Peter S. and Francis M. Campbell regarding partial taking of their property. |

- Exhibit No. 15 Letter dated July 2, 1980, signed by Thomas C. Adams, Jr., in support of the southbound off-ramp at Sleater Kinney Road.
- Exhibit No. 16 Department's Reserved Exhibit response to Exhibit No. 8.
- Exhibit No. 17 Letter dated July 2, 1980, signed by Mayor of Lacey, Karen R. Fraser, with attached City Council Resolutions 470 and 476, in general support of the project design.
- Exhibit No. 18 Letter dated July 2, 1980, signed by State Representative Ron Keller, regarding the "indefinitely deferred" priority that has been assigned this project.
- Exhibit No. 19 Letter dated July 1, 1980, signed by State Representative Mike Kreidler, regarding the low priority assigned this project. He wants a "definite deferral".
- Exhibit No. 20 Letter dated July 2, 1980, signed by State Senator Del Bausch, requesting a "definite deferral" priority for the project.
- Exhibit No. 21 No exhibit submitted.
- Exhibit No. 22 Pacific Avenue Interchange as depicted on page 94 of the Draft Environmental Impact Statement submitted by Robert Lundgaard, Attorney at Law.
- Exhibit No. 23 Sleater-Kinney Interchange as depicted on page 95 of the Draft Environmental Impact Statement submitted by Robert Lundgaard, Attorney at Law.
- Exhibit No. 24 Letter dated January 26, 1979, with attachments, submitted by Robert Lundgaard, Attorney at Law, representing E. K. and Patricia Armstrong, property owners, opposing changes that would require additional right of way from their property.
- Exhibit No. 25 Affidavit of Service by Mailing of Cost Benefits Report.
- Exhibit No. 26 Letter dated November 24, 1980, signed by John Donaldson, Vice President Capital Development Company commenting on Exhibit No. 12, Cost Benefit Analysis of Sleater-Kinney Interchange dated October 1980.