SPECIAL MEETING
CITY COUNCIL AND
PLANNING COMMISSION TOUR
MEETING AGENDA

Tumwater City Hall 555 Israel Rd. SW,
Tumwater, WA 98501

Tuesday, February 25, 2025
5:00 PM

1. Convene
2. 2025 Comprehensive Plan Periodic Update – Transportation Tour (Community Development Department)
3. Adjourn

Meeting Information
This tour will be held in person and the public is welcome to attend.

The tour bus will embark from the Tumwater City Hall parking lot at 5:00 p.m. and is expected to return to City Hall at approximately 7:00 p.m.

Accommodations
The City of Tumwater takes pride in ensuring that people with disabilities are able to take part in, and benefit from, the range of public programs, services, and activities offered by the City. To request an accommodation or alternate format of communication, please contact the City's ADA Coordinator directly, call (360) 754-4129 or email ADACoordinator@ci.tumwater.wa.us. For vision or hearing impaired services, please contact the Washington State Relay Services at 7-1-1 or 1-(800)-833-6384.

TO: City Council and Planning Commission

FROM: Dana Bowers, Associate Planner

DATE: February 25, 2025

SUBJECT: 2025 Comprehensive Plan Periodic Update – Transportation Tour

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1) Recommended Action:

No action is requested. This is a discussion item.

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2) Background:

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by December 31, 2025.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan. 2025 Comprehensive Plan Update | City of Tumwater, WA contains links to information about the update, as well as copies of all presentations, staff reports, and guidance materials.

The Joint City Council & Planning Commission Transportation Tour will be on February 25, 2025, from 5:00 p.m. to 7:00 p.m.

The City was awarded two state Commerce grants to prepare the plan and the grant deadlines for draft materials is June 15, 2025. The City staff have been working with its consultant Fehr and Peers to prepare a Transportation Plan that focuses on supporting multimodal transportation.

The General Government Committee and Planning Commission were briefed on the Transportation Plan update in January 2024 and September 2024. The Plan includes an inventory of existing conditions, recommendations for goals and policies, a new bicycle and pedestrian plan, and a capital facilities project list with funding projections.

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3) Policy Support:

Strategic Priority: Build a Community Recognized for Quality, Compassion, and Humanity.

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4) Alternatives:

- ❑ None

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5) Fiscal Notes:

The periodic update is primarily an internally funded annual work program task. The City has a Washington State Department of Commerce grant for $125,000 to update the Transportation Plan and Economic Development Plan and $100,000 is allocated to the Transportation Plan update. In addition, the City was awarded a Washington State Department of Commerce grant application for $500,000 to support the development of a

Climate Element, which included $100,000 for the Transportation Plan update and a new bicycle and pedestrian plan.

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4) Attachments:

A. Staff Report
B. Transportation Tour Map
C. Draft Existing Conditions Report

STAFF REPORT

Date: February 25, 2025
To: City Council and Planning Commission
From: Dana Bowers, Associate Planner

2025 Comprehensive Plan Periodic Update – Transportation Tour

Staff are updating the Transportation Plan as part of the periodic update of the Comprehensive Plan. The updated Transportation Plan will incorporate both State required changes as well as Tumwater amendments identified through the public engagement process.

To support discussion and decision making as part of the update of the Transportation Plan, Community Development Department staff have prepared a tour of transportation facilities in Tumwater to discuss pertinent transportation planning topics such as levels of traffic stress, multimodal transportation, concurrency with upcoming development, and transitions from rural to urban neighborhoods.

The Joint City Council and Planning Commission Transportation Tour will be on February 25, 2025, from 5:00 p.m. to 7:00 p.m.

This staff report is intended to provide background information on the updates Transportation Plan and is organized by what participants will see at each stop of the tour. Specific questions are identified for each portion of the tour in red for discussion for each stage of the tour.

Additional background information is provided in the appendices.

Contents

1. Overview

Everyone in Tumwater relies on various modes of transportation to access goods and services. Modern society relies on specialization and moving raw materials and packaged goods. Whole business models based on shipping with guaranteed delivery times have changed the way needs are met. Tumwater must plan for a transportation system that incorporates the needs of all people.

While cars and trucks are the primary means of accessing goods and services, more than 25% of Washingtonians do not have a driver's license. There are many barriers to driving including age,

disability, documentation of citizenship, or financial burden. In a driver-centric society, living close to transit is often more costly than living in affordable communities that lack services and infrastructure. This puts people who need to use other modes of transit besides a car in the position of choosing to spend more on housing near transportation infrastructure or living further away and accepting risks where infrastructure is lacking.

The tour will start at Tumwater City Hall. Two City vans will take Councilmembers and Commissioners on a loop as staff point out different features and challenges. The participants will also disembark and walk small sections of the route. The complete tour is just under ten miles long.

While the tour will use vans, staff would like to provide some context for those that cannot drive. To walk the length of the tour would take four hours and would be very dangerous in the dark as some sections of the tour have no streetlights or sidewalks. Cycling would take just over an hour to travel ten miles but face similar issues.

Tumwater has a mix of sidewalks, trails, and shared use paths for people who travel on foot. There are seventy total miles of road which have sidewalks and 47 percent of them are complete with pedestrian facilities on both sides of the street. Having sidewalks on both sides of the street makes walking from place to place much easier and more comfortable for users.

During the tour, please think about how comfortable you would be using the sidewalk or riding your bike using the Level of Traffic Stress tool below.

Figure 1. Level of Traffic Stress Tool (Existing Conditions Memo)

2. Capitol Boulevard Corridor

Starting in the 1920s into the 1980s, Capitol Boulevard was a center for commerce and carried heavy traffic in and through Tumwater. As commerce has shifted to other parts of the Tumwater, this section of historic has declined relative to other areas over the past few decades.

A plan to revitalize Capitol Boulevard acknowledged this thoroughfare was Tumwater's best chance at a mixed-use corridor since it has established residential uses and commercial areas within walking distance. Connections to other important parts of Tumwater and region such as the Brewery District, Town Center, and retail hub on Tyee Drive also make this area a favorable place for investments.

The Capitol Boulevard Corridor Plan, adopted in 2014, was intended to improve economic conditions, transportation options and aesthetics. Some of the projects have been completed including the roundabouts at the Trosper Road and Capitol Boulevard. A map showing the Plan's new street connections and bicycle improvements is below.

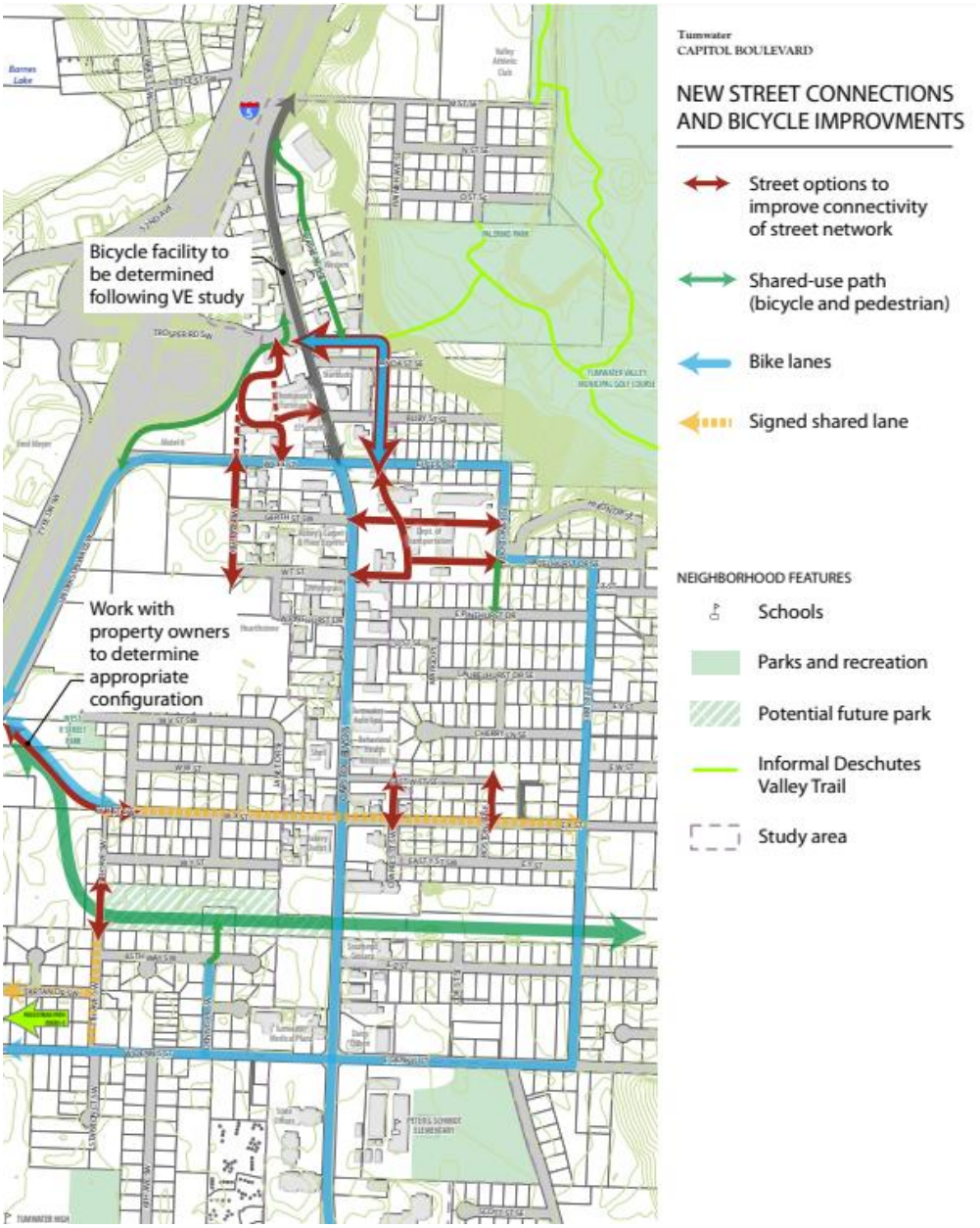


Figure 2. Recommended Street and Bicycle Connections (Capitol Boulevard Corridor Plan)

As the van passes through this area think about:

- How have conditions improved?
- How have completed projects increased transportation options?
- What other transportation projects would improve economic conditions?

3. Craft District

Located on the southern edge of the Brewery District, this new market hub restores a piece of Tumwater history by promoting microbreweries near the old Oympia Brewery site. The mixed commercial space includes dining, art, and common space for gathering. The South Puget Sound Community College, in partnership with Heritage Distillery has invested in this area by locating their Brewing, Distilling and Cider Making program. This connection between Capitol Boulevard Corridor and Brewery District models a mixed use node that is ideal for encouraging businesses and providing economic conditions that are favorable to create walkable, vibrant neighborhoods.

As this area develops, connections that promote access and improved traffic flow will be important to keep the area economically vibrant. One of the alternatives provided in the Brewery District Plan to increase traffic flow and access in this area is to connect E Street to Cleveland Avenue. This option is the preferred alternative as of the Brewery District Plan and is currently listed as number 21 on the capital projects list.

The collision data in Fehr & Peer's Existing Conditions Memo shows that connecting intersections in this area have higher density of collisions than other connectors in Tumwater. Completing the E Street connection will provide some congestion relief and potentially reduce collisions. See the full collision report in the Existing Conditions Memo – Appendix C.

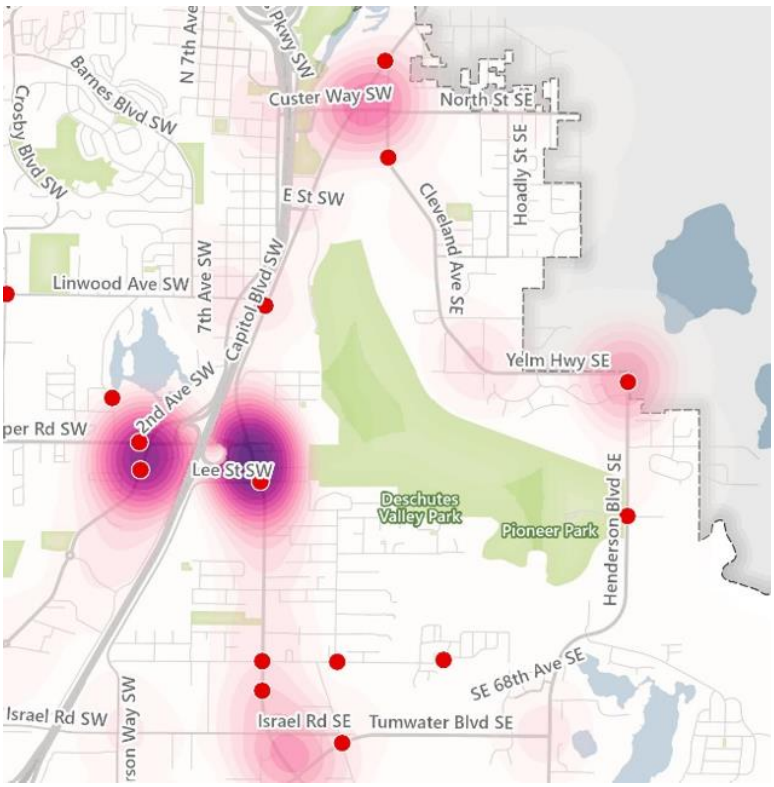


Figure 3. Collision density around Brewery the District (Existing Conditions Memo)

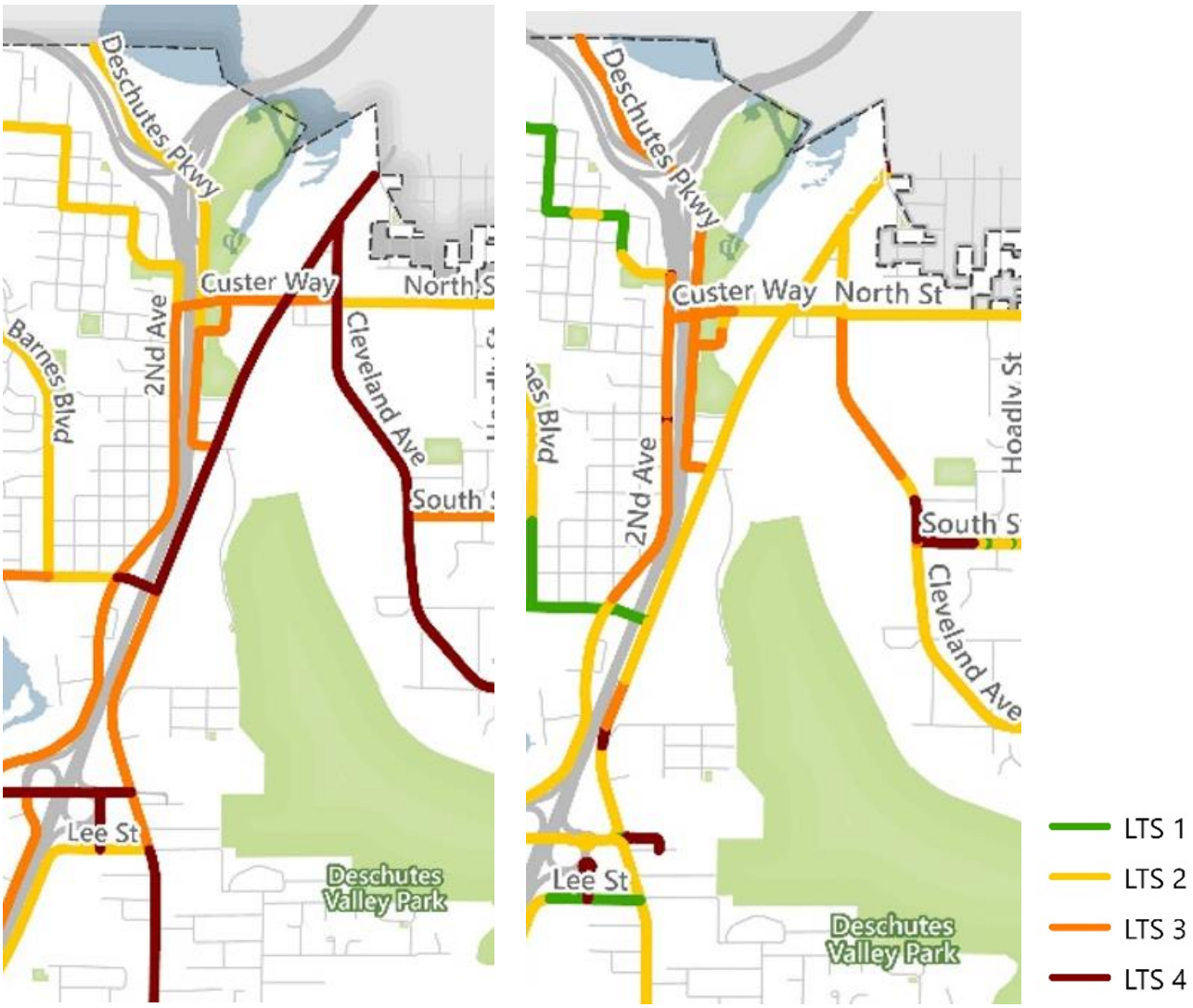


Figure 4. Level of Traffic Stress for cyclists (left) and pedestrians (right) (Existing Conditions Memo)

Within the Craft District, active transportation facilities are sporadic with gaps and narrow sidewalks that make it difficult for all users to feel comfortable. With two major recreation properties in this area, Deschutes Parkway and Deschutes Valley Park, it would benefit users to connect these assets with active transportation facilities.

- How does this area fit into the transportation vision for Tumwater as a whole?
- What opportunities does the growth here bring to the other nearby economic nodes and how can Tumwater's transportation network support that?

4. Brewery District – Walk

North of the Craft District, the Brewery District has several opportunities and constraints to development. The Brewery District Plan outlines multiple multimodal opportunities including providing pedestrian access to the Old Brewhouse Tower, utilizing stairs at Old Town Center, enhancing streetscapes, and creating new formalized pedestrian access on mid-block pedestrian

routes. One of the largest constraints in this area is the lack of regional access to the Interstate 5 corridor and the funneling effect at Custer Way which leads to queuing. Constraints at Custer Way will be discussed while driving to the next stop.

Currently the five lanes of Cleveland Avenue operate around 33-55 percent capacity. Reducing the lanes on this road for vehicles and improving access for cyclists as the center turning lane transitions to bike lanes. This "road diet" is part of a strategy to transition the triangle into a commercial node which will support a walkable and bikeable community for nearby residences.

Figure 5. Rendering of a Cleveland Avenue streetscape after a road diet (Brewery District Plan)

Sidewalks alone are not enough to keep pedestrians safe. A look at the collision data shows that one fatality on Tumwater roads in the past five years has involved pedestrians. In this area, narrow sidewalks, difficult street crossings, wide streets, and few alternative routes increase the Level of Traffic Stress for users.

- What could make these roads more attractive and interesting to pedestrians?
- What could make the mid-block pedestrian routes feel safe for those with disabilities who need to access transit?
- What policies will foster a balance the needs of drivers and walkers and bikers?

5. Custer Way

Constrained by Interstate 5 and the Deschutes River, there are limited spaces to expand facilities already exceeding capacity, such as Custer Way, see Figure 3 and Table 4 of the Existing Conditions Memo in Appendix C. This area is particularly congested due to lack of other opportunities for traffic to enter and exit Interstate 5 and U.S. Highway 101 and local connections

to those ramps. These conditions lead to queuing and excessive delays that are below the acceptable levels of service.

Traffic operations, or level of service, are measured in delays and range from less than ten seconds per vehicle to more than 80 seconds per vehicle and depend on the signals at the intersection. The delay corresponds to score to demonstrate driver experience. The Tumwater policy sets the following levels of service standards:

- Level of Service Standard E for intersections and segments within the designated urban core area.
- Level of Service Standard D for all other intersections and segments in the Tumwater.

In the Existing Conditions Memo, Figure 2 shows the study results from forty intersections monitored in the afternoon peak hours. Out of the forty intersections analyzed, four were failing based on Tumwater's adopted Level of Service standards in 2024. Three intersections near Custer Way that support access to Interstate 5 operate below the Level of Service standard.

Roadway segments were also studied to compare their volume to their capacity. Numbers over one indicate that there are more cars on the road than their planned capacity. The only section of road in Tumwater's transportation network that was studied and found to be over capacity was Custer Way between North 2nd Avenue and Capitol Boulevard.

Winding through Tumwater Hill Neighborhood, traffic calming devices such as speed bumps and dead-end roads are in place to control excessive speeds and through traffic. Pedestrian access is provided through alleys on most of these cul-de-sacs which makes walking to side streets favorable. While these intersections were not included in the Existing Conditions Memo, staff can learn about them from your experience.

- Tell us about driving here from your own experience.
- Do you drive here often?
- How does it make you feel? What makes you feel like that?

6. Rural Road – Walk

Moving out from the more intensely developed areas into less dense developments, the tour map shows the identified sidewalk sections in Tumwater. The sidewalks in this neighborhood become intermittent and lead to a detached bus stop that does not have sidewalks, yet development is starting to infill these areas. In some cases, there are sidewalk sections only in front of developments where standards have regulated the inclusion of these facilities.

Transit facilities serve Tumwater in two routes. Route 12 West Tumwater has a frequency of 30 minutes between buses and Route 12 East Tumwater has a frequency of 15 minutes between buses. Small sections of four other routes also serve Tumwater. A map of the routes is provided as Figure 9 in the Existing Conditions Memo found in Appendix C. Comparing the sidewalk facilities to the bus routes, some areas where transit service is available, there are gaps in the available pedestrian facilities.

Looking at the same neighborhood, the pedestrian Level of Traffic Stress map shows that many of these streets have a high level of traffic stress. Compare that with your own experience.

- Do you feel the map accurately reflects traffic stress for this neighborhood?
- What opportunities does Tumwater have to partner with Intercity Transit and others to jointly develop pedestrian facilities?
- As more infill developments occur, how can Tumwater ensure connectivity to the whole system without putting excessive burden on developers?

7. Kirsop Road

One of the principles of including data in planning is to ensure a balance between qualitative and quantitative data. Staff can measure and use numbers to provide metrics, but stories provide meaning to those data points. For example, in August 2024 after a meeting with Black Lake Palisades, Council members brought several concerns to staff regarding a proposed section of roadway. The concerns include speeding and trespassing issues and lack of sidewalks. Transportation staff, normally a staff of two, have both positions vacant. Through the interim, other staff are working with the Police Department to determine a course of action for enforcement.

The tour map also provides information about what development projects have been approved for Tumwater neighborhoods. Using this information, staff and decision makers can look ahead to what needs Tumwater can expect in the next few years as these developments are completed. The map identifies which of the developments are single family, multifamily and commercial or industrial. While Kirsop Road may feel like it is very rural now, there are dense residential developments that have recently been complete or are proposed all around it. This road also connects many people in the City and the County to services in the southern part of Tumwater such as the Black Lake High School.

8. Black Hills High School – Walk

In the Littlerock Neighborhood area, new investments have been made to improve transportation connections and additional streets have created connections between Tyee Drive and Littlerock Road. The roundabouts on Littlerock Road are an example of the kinds of traffic flow that could be possible on Capitol Boulevard as funding become available for the proposed roundabouts in the Capitol Boulevard Corridor Plan. In newer residential zones, the neighborhood streets have been designed with the latest standards in place to make them more accessible and comfortable for pedestrians. Street standards are included as an appendix.

Both Tumwater and regional facilities that serve this area are limited. The furthest south stop for transit services is Israel Road. On a map the distance looks small, but it takes about 30 minutes for a high school student to reach the bus stop. The lack of transit services drives the need for more vehicular traffic.

Intercity Transit will be presenting a proposed route to their transit plan at the City Council meeting on March 4, 2025. This may be a good opportunity to work with this partner to support Tumwater's areas of growth over the next twenty years.

Street design standards work to provide guidance for those designing projects.

- How does Tumwater bring equity to its established neighborhoods to make their sidewalks comfortable and safe?
- What do you like about this kind of street?
- What issues do you notice?
- Are there ways to address the issues in Tumwater's design standards?

9. Old Highway 99

Another important corridor is Old Highway 99. This arterial connects the surrounding municipalities to the Olympia Regional Airport and provides access to residential developments along the corridor, such as the Bush Prairie, Sterling Crossing, The Preserve, and Melody Pines Estates neighborhoods.

Initially identified in 2036 Transportation Plan, the section of Old Highway 99 between 73rd and 93rd Avenues was the main subject of study for the Old Highway 99 Corridor Study. The initial assessment in the Comprehensive Plan identified that one of the intersections did not meet the acceptable level of service standards and many of the other intersections would be operating below acceptable level of service standards within 20 years. The more detailed analysis concluded that the section between 73rd and 88th Avenues is closer to reaching an unacceptable level of service and needs to be prioritized before improvements from 88th to 93rd Avenues.

The recommended improvements for this corridor include ten foot wide sidewalks and bike lanes, providing more multimodal facilities to the southmost parts of the Tumwater. Making cycling accessible for commuters, not just local trips, is part of a strategy that will reduce vehicle miles travelled and greenhouse gas emissions, meeting several of the Comprehensive Plan goals.

- What other areas have commute trips or connections to places outside Tumwater that would benefit from bicycle and walking facilities?

10. Update Schedule

The Comprehensive Plan update deadline is December 31, 2025.

The Transportation Plan is funded by two Department of Commerce grants, the Periodic Update grant, and the Climate Element grant. Both of these grants have deliverables due by June 2025. Staff will work with Commerce regarding the inconsistency of these dates and plan to have a substantive Transportation Plan completed for Planning Commission initial review by June 2025.

A. Transportation Plan Development

1. Continuing Community Outreach
    - January 2024 –December 2025
2. Joint City Council and Planning Commission Transportation Tour
    - February 25, 2024
3. Open House
    - In person March 19, 2025
    - Online March 19 – April 2, 2025
4. Discussion of Draft Transportation Plan
    - Planning Commission July 8, 2025
    - General Government Committee July 9, 2025
    - Public Works Committee July 17, 2025
5. Community Draft Review – July – August 20225
    - Thurston Regional Planning Council Review
    - Intercity Transit Review
    - State Department of Transportation Review
    - Community Groups Review
    - Public Outreach

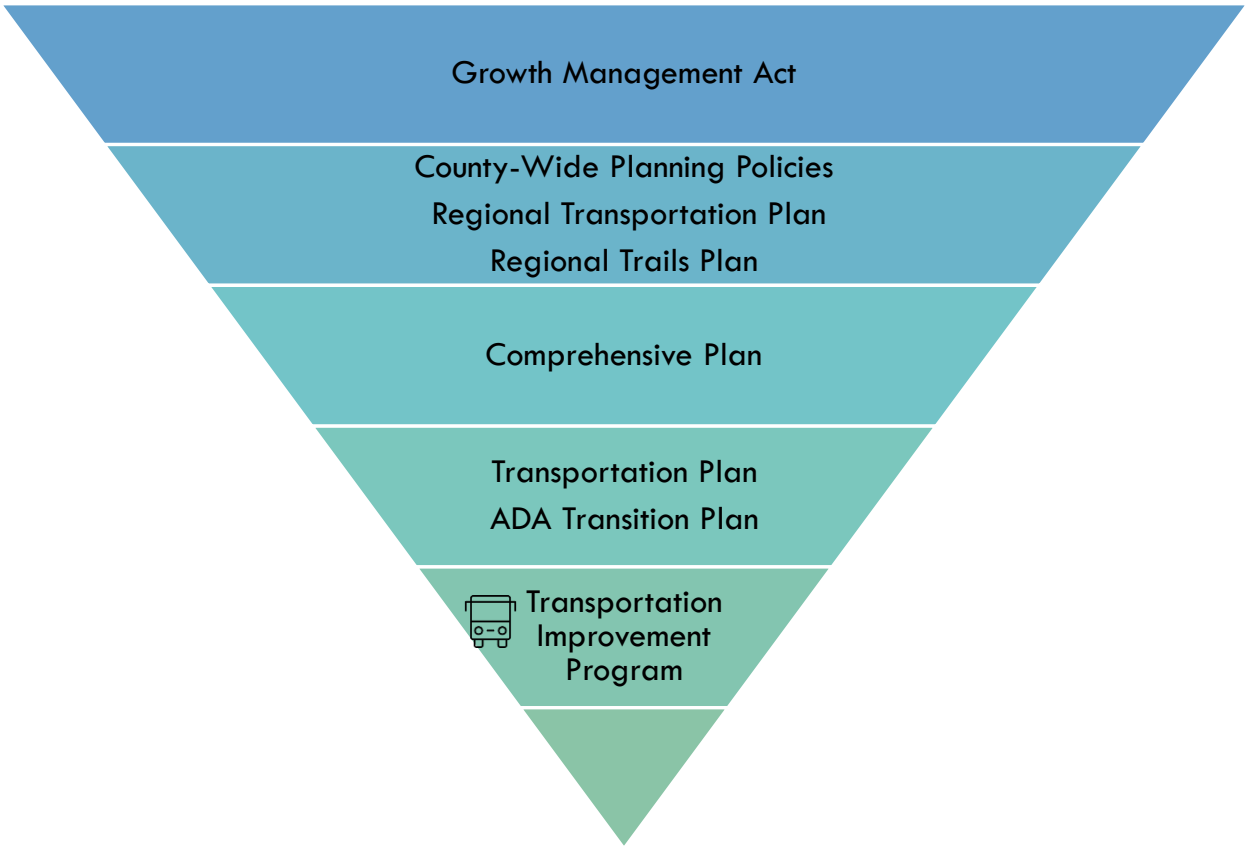
B. Comprehensive Plan Ordinance Adoption Process

1. Staff Prepares Ordinance
    - August – October 2025
2. Department of Commerce Notice of Intent Review
    - Starts October 2025
3. SEPA Review
    - Starts October 2025
4. Ordinance Adoption Process
    - Planning Commission October 2025 – December 2025
    - City Council January – February 2026

Appendix A – Requirements for the Transportation Plan Update

1. How All the Parts Are Related

The Comprehensive Plan is informed by laws at the State level and regional policies then is shaped by community needs and values. The following image shows the levels of guidance that inform plan level decisions as they impact service providers and users.



2. Growth Management Act

The State Growth Management Act (Chapter 36.70A Revised Code of Washington (RCW)) requires that Tumwater demonstrate that each element in its Comprehensive Plan meets the relevant planning goals contained within the Act. The fifteen goals guide the development and adoption of the Comprehensive Plan and development regulations. Many of the goals provide guidance for several of the Comprehensive Plan's elements and need to be considered together while developing the Plan.

The Transportation goal was updated in 2023 by the State legislature to add reducing greenhouse gas emissions and per capita vehicle miles traveled. Achieving this goal will be done through a combination of goals, policies, and actions in the Land Use Element and Transportation Plan. The Land Use Element will contain goals, policies, and actions that ensure coordination with regional and local transportation plans. The Land Use Element will also propose residential, mixed-use, and neighborhood commercial land use designations that will encourage multi-modal, transit-

oriented development. Coordination with the new Climate Element will also be required as one sub-element requires goals and policies to reduce greenhouse gas emissions.

3. County Wide Planning Policies

The Growth Management Act requires faster-growing counties and cities within their borders to coordinate plans for improved consistency in their respective regions. The County Wide Planning Policies provide a framework for that coordination. These policies were adopted by the Board of County Commissioners in 1992 and are updated as needed. The most recent amendment was in 2015, and a public hearing was held to update the planning policies in January 2025 and action is expected by the County Board of Commissioners later this year.

A link to the policies is provided in Appendix D.

4. Regional Transportation Plan

The Regional Transportation Plan fulfils State and federal requirements for planning at the regional level. The guiding principles of the Plan are shared by the region and inform decisions that impact the larger community:

- Sustainable, balancing needs today and in the future.
- Supportive of communities and people.
- Responsive to needs and change.
- Fiscally responsible, making wise investments.
- Safety conscious for all users.
- Environmentally sensitive to Tumwater's natural, social, and built settings.
- Collaborative in making informed, strategic choices.

Goals and policies in the Plan translate the guiding principles into a framework for decision making at all levels. The document includes twenty goals and over one hundred policies to implement the goals.

Several important State-maintained facilities also connect the region. Both Interstate 5 and US 101 are included in Tumwater's transportation system. It is important to maintain collaborative partnerships with WSDOT as Tumwater permits new development and seeks to maintain concurrency.

A link to the document is provided in Appendix D.

5. Regional Trails Plan

While a regional trails plan is not required under State or federal law, community interest and dedication has driven the planning for a regional trail network. The Thurston Regional Planning

Council has worked together with multiple partners and community members through an advisory workgroup to develop trails plans for the region. The initial plan was adopted 2007 and provides a framework of goals and policies to turn the unified vision into on the ground action.

The vision for the Thurston Regional Trails Network is to connect all Thurston County communities, be accessible, expandable, and effectively maintained provides safe and provide enjoyable recreation and active transportation for all users. Working together, the community set five goals to achieve the vision.

A link to the Plan is provided in Appendix D.

Appendix B – Current Transportation Plan

1. Background

The Transportation Plan looks at the transportation network within Tumwater and establishes projects to improve the network for forecasted future conditions. The Plan considers all modes of travel and looks at system performance while also discussing funding and needs.

The 2016 Transportation Plan covered the 20-year planning period from 2016 to 2036 and provides the functional framework for realizing Tumwater's transportation vision:

> *"Tumwater's transportation system provides for the safe, efficient, cost-effective movement of people and goods in ways that support adopted land use plans, enhance neighborhood and community livability, support a strong and resilient economy, and minimize environmental impacts."*

The Transportation Plan includes maps that show Roadway functional classification, strategy corridors, bike facilities and pedestrian facilities. other maps include street and intersection projects, bike projects, and pedestrian network project needs.

2. Structure

The current Transportation Plan consists of the following chapters:

1. Introduction
2. Vision
3. Sub-Area Plans
4. Consistency
5. Modes of Travel
6. Managing Demand
7. Future Conditions
8. Goals and Policies
9. System Inventory
10. System Performance
11. Capital Improvements
12. Funding
13. Opportunities & Needs

3. Link to Current Transportation Plans

Tumwater 2016-36 Transportation Plan

https://www.ci.tumwater.wa.us/home/showpublisheddocument/12124/637225343085330000

ADA Transition Plan Update (2021)

https://www.ci.tumwater.wa.us/home/showpublisheddocument/22939/637643584670570000

Appendix C – Fehr & Peers Existing Conditions Memo

Appendix D – Other Resources and Guidance

1. City of Tumwater

2025 Comprehensive Plan Update | City of Tumwater, WA contains links to guidance material and information about the update.

2. State Department of Commerce

The Commerce has published guidance on the Comprehensive Plan periodic update and transportation Planning. They have guidance and resources for the State transportation system from WSDOT.

Periodic Update

https://www.commerce.wa.gov/growth-management/gma-topics/periodic-update/

Transportation Planning

https://www.commerce.wa.gov/growth-management/gma-topics/transportation-planning/

Your Community's Transportation System (2012)

https://deptofcommerce.app.box.com/s/erocgtpv3acyxv2m9bcb59c38s13qqjb

3. Thurston Regional Planning Council

The Thurston Regional Planning Council provides regional planning for the cities within Thurston County. Their website hosts several regional plans for transportation.

Regional Transportation Plan

https://www.trpc.org/662/Regional-Transportation-Plan---What-Move

Thurston Regional Trails Plan

https://www.trpc.org/DocumentCenter/View/12180/Regional-Trails-Plan-FINAL---December-2023

Thurston Climate Mitigation Plan

https://www.trpc.org/909/Thurston-Climate-Mitigation-Plan

Thurston Climate Adaptation Plan

https://www.trpc.org/DocumentCenter/View/4936/ClimatePlan_pgs1_103?bidId=

County Wide Planning Policies

https://www.trpc.org/DocumentCenter/View/2362/Final-Thurston-County-Wide-Planning-Policies-amended-11-10-15?bidId=

4. Municipal Research Services Center

The Municipal Research Services Center has a comprehensive planning webpage.

https://mrsc.org/explore-topics/planning/gma/comprehensive-planning

MRSC Article on Transportation Plans and Plan Elements

https://mrsc.org/explore-topics/facilities/planning/transportation-plans

5. Puget Sound Regional Council

In addition, the Puget Sound Regional Council is conducting a series of workshops on a variety of topics related to the periodic update.

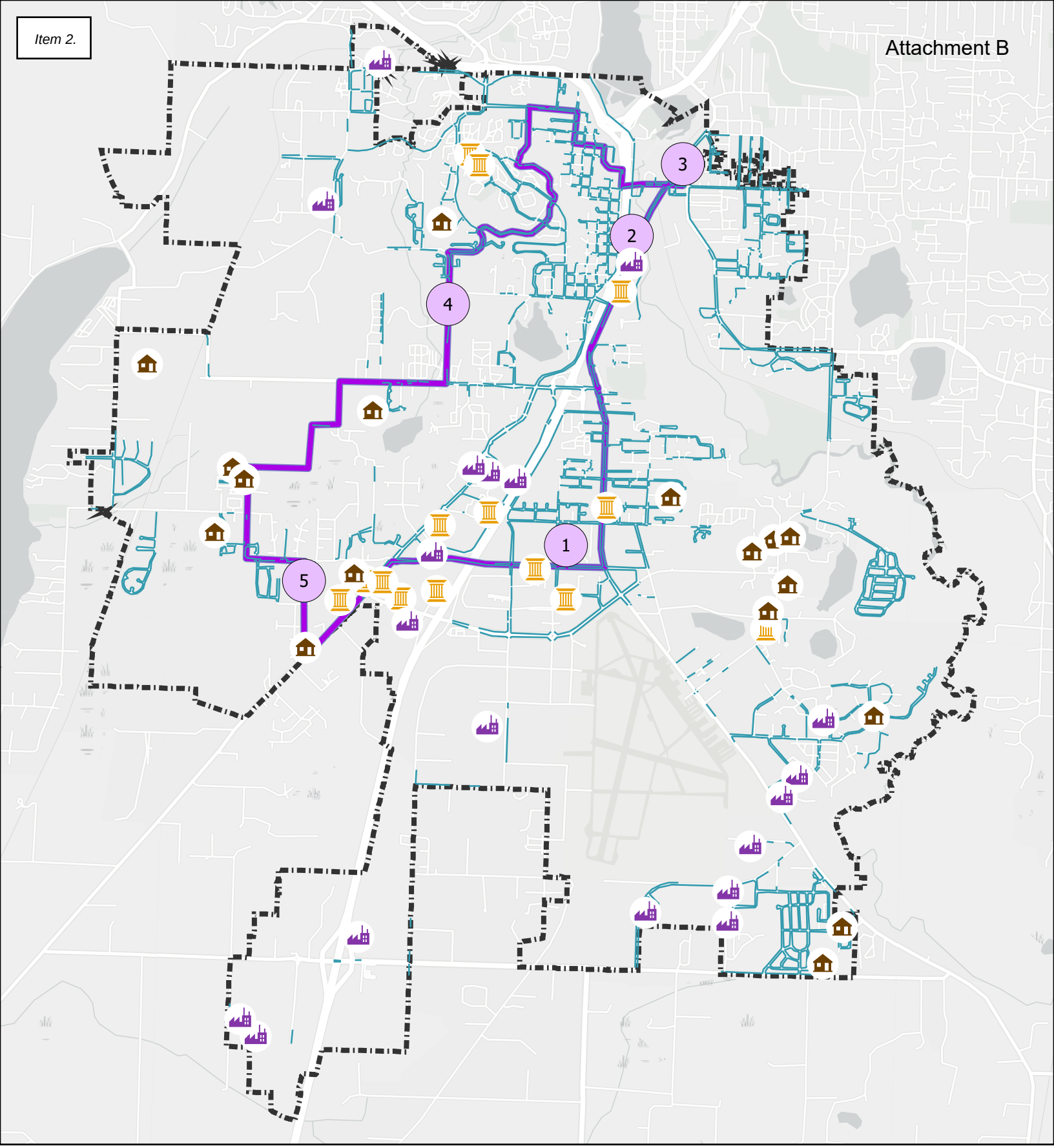
www.psrc.org/our-work/passport-2044-comprehensive-plan-workshop-series)

6. Association of Washington Cities

The Association of Washington Cities has prepared a series of short five-to-eight-minute videos covering various a number of topics related to comprehensive plans from roles and responsibilities, budget, and economic development to implementation, and community engagement. Each video comes with a set of discussion questions.

https://wacities.org/data-resources/gma-comp-plan-conversation-starters

Attachment B



Tumwater Transportation Tour and Features

Single Family Pipeline Project

Multifamily Pipeline Project

Com/Indus Pipeline Project

Tour Stop

Tumwater Sidewalks

Route

City Limits

DRAFT

FEHR PEERS

Memorandum

Date: February 18, 2025

To: City of Tumwater

From: Siddharth Sivakumar & Daniel Dye, Fehr & Peers

Subject: City of Tumwater Existing Transportation Conditions

TC24-0105

The City of Tumwater is in the process of updating the Transportation Master Plan (TMP) of its Comprehensive Plan with a planning horizon of 2045. The purpose of this update is to guide transportation investments over the next two decades in alignment with the community's vision and objectives. The overarching goal is to integrate a multi-modal transportation system that addresses the needs of both current and future transportation system users. This memorandum describes Tumwater's existing transportation infrastructure and identifies challenges and opportunities for improvement.

Existing Transportation Plans

The City of Tumwater has adopted a handful of city-wide transportation plans since the 2036 Transportation Master Plan (TMP) was published in 2016. Important plans are discussed in further detail below. In addition to these, plans such as the Old Highway 99 Corridor Study (2024), Tumwater Brewery District Plan (2020), Capitol Boulevard Corridor Planning Project (2014), Littlerock Road Subarea Plan (2018), Black Hills Subarea Transportation Plan (2002), Town Center Street Design Plan (2004 - Amended 2019), the Parks, Recreation and Open Space Plan (2016), and other agency plans such as Intercity Transit's Strategic Plan 2023-2028 (2022) will also be considered in the development of the project list for the 2045 TMP Update.

Transportation Master Plan

The 2036 TMP serves as a guide for the improvement and expansion of the transportation system to meet the demands of future growth based on analysis completed in 2016. In addition to laying out Tumwater's future transportation vision and goals, it outlines a list of transportation projects that respond to identified needs.

Transportation Improvement Plan

The City of Tumwater also updates its 6 Year Transportation Improvement Plan (TIP) every year, as required by state law. The TIP, most recently published for 2024-2029[1], is informed by the TMP, identifies near-term improvements to the transportation network, and allocates funding for each year. The TIP is designed to provide a framework for prioritizing, scheduling, and implementing transportation projects in the near term. These projects include corridor and intersection improvements, investments in active transportation infrastructure, traffic calming programs, and maintenance.

Brewery District Plan

The Brewery District Plan, originally adopted in 2014 and amended in 2020, aims to guide development that will improve transportation safety and access in the triangle of roads formed by Custer Way, Cleveland Avenue, and Capitol Boulevard. The plan has four goals:

- Create a stronger sense of place by facilitating pedestrian access, establishing gathering places for residents, and fostering a distinct District identity
- Improve transportation options, safety, and access within and across the District
- Expand economic opportunity and activity
- Improve the function and appearance of the built environment

Capitol Boulevard Corridor Plan

The Capitol Boulevard Corridor Planning Project was adopted in 2015. Its goal is to make improvements to Tumwater's most traveled street, between the Southgate Shopping Center area and Israel Road. The project has three main goals:

- Improve the business climate and conditions
- Improve safety and expand transportation options for all users of the corridor including pedestrians, bikes, and vehicles
- Improve the aesthetic appeal of the corridor as a whole

Strategic Priorities and Council Goals

[1] https://mccmeetingspublic.blob.core.usgovcloudapi.net/tumwater-meet-b66e9b21a3d644ca94004d50516d56c2/ITEM-Attachment-001-7abf94b8cbff457da5c5f05e7cdd77f4.pdf

The City of Tumwater developed a list of priorities that were adopted with the 2023-2024 Biennial Budget. The City intends to create and maintain a transportation system that is safe for all modes of travel. To accomplish this, Tumwater hopes to achieve the following goals:

Create and Maintain a Transportation System Safe for All Modes of Travel

- Continue implementation of the Capitol Boulevard Plan.
- Implement transportation components of the Brewery District Plan.
- Continue to improve maintenance and interconnectivity of a bicycle and pedestrian system.
- Continue implementation of and evaluate new funding sources for the Sidewalk Program.
- Update Transportation Impact Fee Program and Transportation Plan.
- Provide a safe, efficient, and cost-effective transportation system.
- Continue improving the maintenance of the transportation system.
- Demonstrate the importance and impact of the Transportation Benefit District.
- Explore opportunities to extend multimodal transportation facilities to areas of the City outside the urban core

Thurston Regional Planning Council Regional Transportation Plan

Tumwater's long-range transportation planning must be consistent with the Regional Transportation Plan (RTP) which is developed by the Thurston Regional Planning Council (TRPC). The RTP is currently being updated, the following information is based on the 2020 RTP.

Tumwater collaborates with TRPC to reach agreement on LOS standards, peak periods, and transportation system goals. The RTP is the long-range transportation plan and is adopted every four years. The RTP defined the following Tumwater projects that impact the movement of people and vehicles at the regional scale. Projects pertaining to Tumwater identified in Appendix L of the plan include the following:

- Capacity projects (including multimodal improvements)
  - Capitol Boulevard – M Street to Israel Road
  - Henderson Boulevard corridor
  - Old Highway 99 improvements
  - Tumwater Boulevard interchange
- New connections and alignments

- E Street extension
- Tyee Drive extension

Thurston Regional Trails Plan

Adopted in 2023, the Thurston Regional Trails Plan intends to establish a comprehensive, well-connected non-motorized trail network that links all communities in the region. Trails connect people to the outdoors, destinations such as Brewery Park, and economic opportunity. The completion of the 0.8-mile segment of the Deschutes Valley Trail between Historical Park and Brewery Park at Tumwater Falls was the most recent milestone in the regional trail network. The following trail corridors, extensions, and system enhancements are included in the Regional Trails Plan:

- Capitol Lake to Belmore Trail Corridor
  - Black Lake Trail - conceptual (20+ years)
- Deschutes Valley Trail Corridor
  - Tumwater Valley Drive extension – planned (2026)
  - Pioneer Park extension - planned (20+ years)
- Tumwater to Downtown Olympia Union Pacific Line Corridor
  - East Olympia Trail - conceptual (20+ years)
  - BPA Shared Use Path – conceptual (20+ years)
- Karen Fraser Woodland Trail Corridor
  - Olympia Phase 4 extension, Henderson to Tumwater – planned (20+ years)

Transportation Network Overview

Tumwater's transportation network accommodates many modes of travel, including walking, bicycling, rolling, public transit, freight, and driving. Vehicular travel is the primary mode utilized for most travelers in and around Tumwater, and the roads must accommodate both local trips and regional travelers passing through. This is captured by the commuting data made available by the American Community Survey, 2023. Compared to 2018 when 5.4% of commuters worked from home, 23% of commuters worked remotely in 2023. Although work-based trips generally have a higher proportion of drive alone trips (66%) compared to other trip purposes, only 6% of commuters choose carpooling, which is indicative of larger trends in mode choice and mobility. About 2% of commuting trips were made by foot and less than 1% by bike. The City of Tumwater has made significant investments in multimodal transportation, but gaps in connectivity still exist for non-vehicular modes. This section documents how Tumwater's roads and streets serve different modes, and how residents and visitors experience the city.

Transportation facilities in Tumwater include state highways, city streets, sidewalks, bike lanes, trails, freight routes, rail, and public transportation facilities and services. A comprehensive inventory of all transportation facilities provides a sound basis for effective planning. The City maintains

inventories of transportation facilities that include the street system, pedestrian facilities, bicycle facilities, and transit facilities.

This plan classifies Tumwater's roadways into major and minor arterials, major and minor collectors, and local streets, as shown in **Table 1** and displayed in **Figure 1**. Examples of each roadway type and the intended uses served are described below.

Table 1: Functional Classification of Roadways

Functional Classification	Average Annual Daily Traffic (AADT) Range	Description	Examples
Major Arterial	13,000 >	These streets have the highest functional classification and tend to carry the highest volumes. Major arterials serve regional through trips and connect Tumwater with the rest of the region.	Capitol Boulevard SE, Tumwater Boulevard
Minor Arterial	5,000 – 13,000	The next highest functional classification, which are designed for higher volumes, but tend not to be major regional connectors. Minor arterial streets provide inter-neighborhood connections.	93rd Avenue SW, Littlerock Road SW
Major Collectors	3,000 – 5,000	Major Collectors distribute trips between local streets and arterials and serve as transition roadways to or from commercial and residential areas. These are higher volume collectors.	Barnes Boulevard, 88th Avenue SE
Minor Collectors	1,500 – 3,000	These streets also distribute trips between local streets and arterials and serve as transition roadways to or from commercial and residential areas. Minor Collectors have lower volumes and can include select traffic calming elements to balance experience for all modes with vehicular mobility.	Center Street SW, Mottman Road SW
Local	< 1,500	Local streets are the lowest functional classification, providing circulation and access within residential neighborhoods.	12th Avenue SW, Glenwood Drive SW

Source: Fehr & Peers, 2025.
Note: AADT ranges are only one consideration when classifying roadways, other considerations include surrounding land uses, roadway usage, and access to property provided by each roadway.

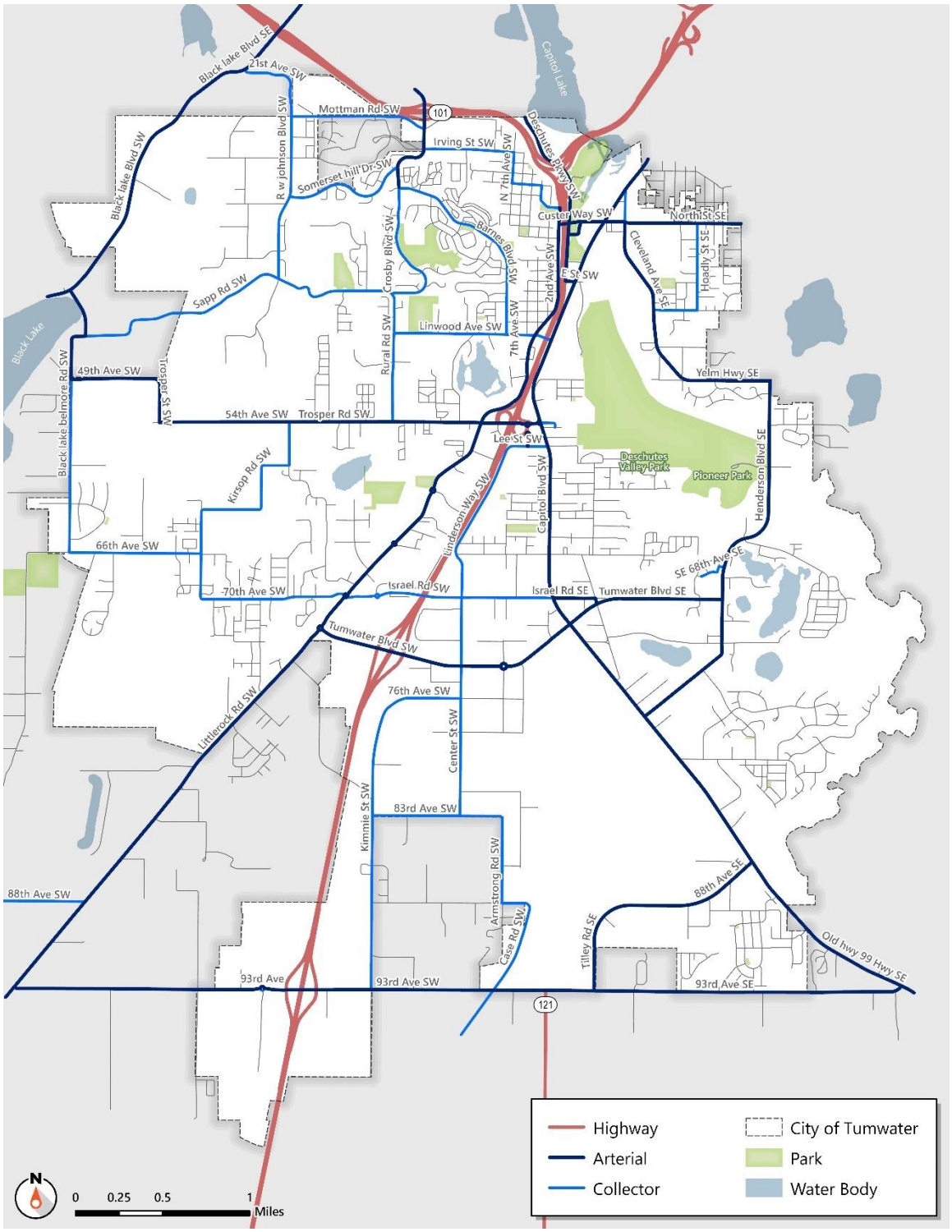


Figure 1: Roadway Classification

Source: Fehr & Peers, 2025.

Vehicle Congestion

As part of the Transportation Element update, traffic operations were assessed at 40 locations, including signalized, roundabout, and stop controlled intersections throughout Tumwater. These intersections are situated along critical junctions and corridors and were selected in consultation with City staff. All 40 study intersections were also evaluated as part of the 2016 Comprehensive Plan.

This section discusses the methodology and findings from the traffic operations analysis under existing conditions and evaluates how well the existing system may be serving both local and regional needs.

Delay and Level of Service

Intersection-level delay (measured in seconds per vehicle) and level of service (LOS) will be the primary measures of intersection performance for the traffic operations analysis.

The *Highway Capacity Manual* (HCM) defines delay as "delay brought about by the presence of a traffic control device including delay associated with vehicles slowing in advance of an intersection, the time spent stopped on an intersection approach, the time spent as vehicles move up in the queue, and the time needed for vehicles to accelerate to their desired speed."

LOS is a term that qualitatively describes the operating performance of an intersection and is a standard method for characterizing delay at an intersection. For signalized, roundabout, and all-way stop control (AWSC) intersections, the LOS is based on the average delay for all approaches. For two-way stop control (TWSC) intersections, the movement with the highest delay is used. LOS is reported on a scale from A to F, with A representing the lowest delays and F the highest. **Table 2** a brief description of each LOS letter designation based on the HCM, 6th Edition.

Table 2: Level of Service Descriptions

LOS	Description	Signalized Intersections / Roundabouts Avg. Delay (sec/veh)[1]	Unsignalized Intersections Avg. Delay (sec/veh)[2]
A	*Free Flow / Insignificant Delay* Extremely favorable progression. Individual users are virtually unaffected by others in the traffic stream.	< 10	< 10
B	*Stable Operations / Minimum Delays* Good progression. The presence of other users in the traffic stream becomes noticeable.	> 10 to 20	> 10 to 15
C	*Stable Operations / Acceptable Delays* Fair progression. The operation of individual users is affected by interactions with others in the traffic stream	> 20 to 35	> 15 to 25
D	*Approaching Unstable Flows / Tolerable Delays* Marginal progression. Operating conditions are noticeably more constrained.	> 35 to 55	> 25 to 35
E	*Unstable Operations / Significant Delays Can Occur* Poor progression. Operating conditions are at or near capacity.	> 55 to 80	> 35 to 50
F	*Forced, Unpredictable Flows / Excessive Delays* Unacceptable progression with forced or breakdown of operating conditions.	> 80	> 50

1. Overall intersection LOS and average delay (seconds/vehicle) for all approaches.
2. Worst movement LOS and delay (seconds/vehicle) only.

Source: Fehr & Peers, based on *Highway Capacity Manual 6th Edition*.

The existing level of service policy in the City of Tumwater sets the following standards:

- LOS E for intersections and segments within the designated urban core area
- LOS D for all other intersections and segments in the city

The Washington Department of Transportation (WSDOT) sets LOS standards for state-owned highways, including interchanges. WSDOT has established LOS D for state highways within Tumwater's urban area (and that of Olympia and Lacey) and LOS C for those outside of it.

The LOS standards applicable to each study intersection are noted in **Table 3**.

Traffic Operations Methodology

To understand traffic operations in the City of Tumwater, the project team utilized Synchro traffic operations analysis software. Analysts used 2024 as the baseline year for the existing conditions

analysis, and the analysis was carried out for the weekday PM peak hour (the highest volume hour between 4 PM and 6 PM). All study intersections are listed in **Table 2** and depicted in **Figure 2**.

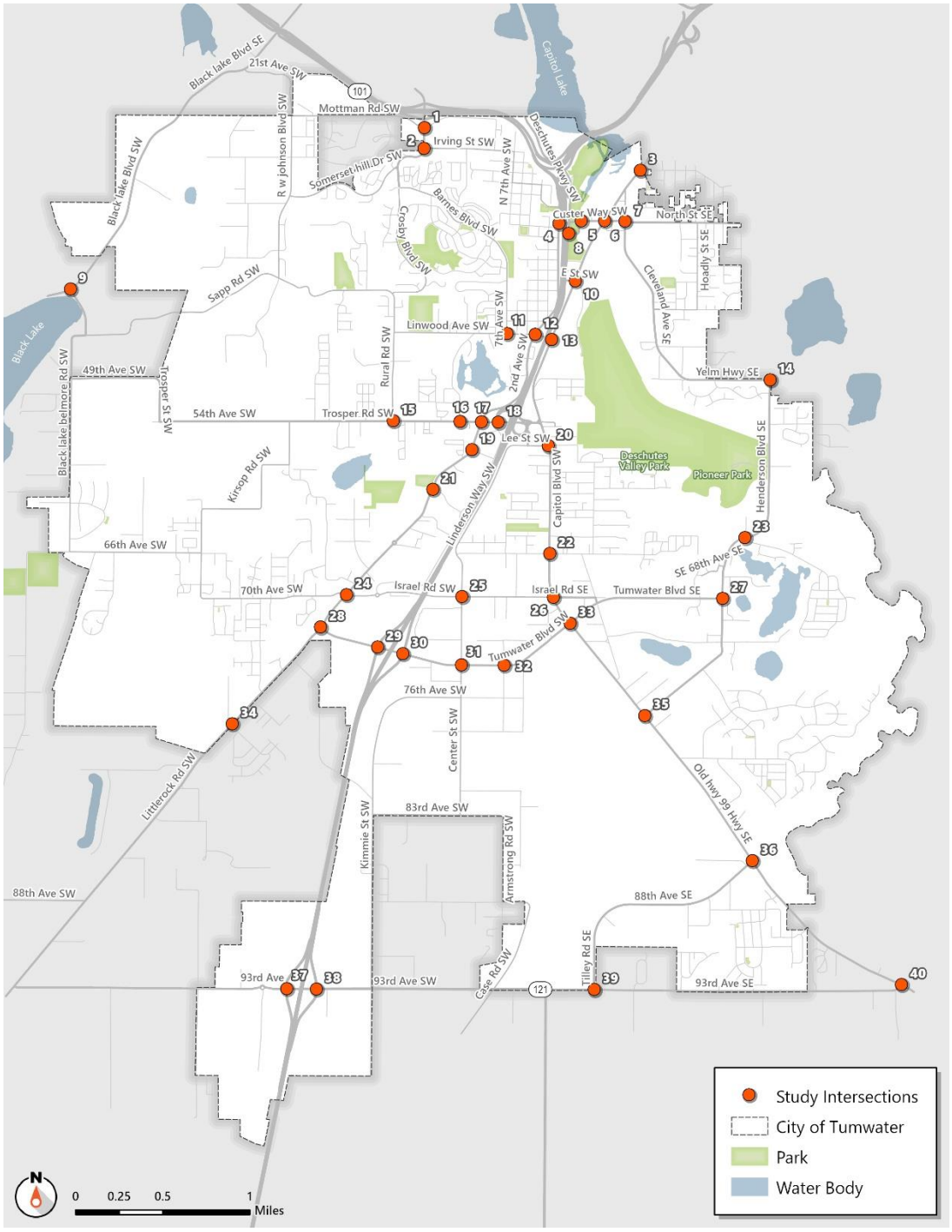


Figure 2: Study Intersections

Source: Fehr & Peers, 2025

Streetlight Data was used to obtain turning movement volumes for the 40 intersections. Streetlight Data is an online platform that retrieves and processes Connected Vehicles Data (CVD) to estimate turning movement volumes at intersections. Streetlight Data allows users to select date ranges, days of week, and hours of day, and produces outputs based on an aggregation and expansion of all CVD trips available in that range. It does not provide actual turning movement counts for a specific date and time but is a representative estimate of the typical traffic behavior expected in a date and time range. For the Streetlight turning movement volumes, data was aggregated for a period from February 1 to May 31, 2023, Tuesdays through Thursdays, 4 to 6 PM.

For the operations analysis, the peak hour factor (PHF) was calculated using data from the 40 intersections using Streetlight Volumes. The PHF measures variation of traffic demand and is the ratio of the average 15-minute count to the maximum 15-minute count in the peak hour. It is always less than 1, and a high PHF represents a traffic flow that is evenly distributed between the four 15-minute segments that make up an hour. Conversely, a low PHF represents a much higher peak 15-minute period, such as might occur near a school when many student pickups occur at the same time.

Conflicting pedestrian volumes were determined using count collected for the 2036 TMP, where available. Conflicting pedestrian volumes were assumed to be 5 per hour for any movements where counts were not available, or where counts were less than 5 pedestrians per hour. However, this was only assumed for approaches that had signed pedestrian crossings. Any unsigned approaches without counts were assumed to be zero.

Heavy vehicle percentages were also obtained from the 2036 TMP counts, where available. If they were not available, surrounding intersections were used to determine an average that could be used to supplement missing counts.

Traffic Operations Analysis Results

The results of the operations analysis are shown in **Table 3** and **Figure 3**.

Table 3: Intersection Delay and Level of Service

#	Intersection Name	Control	HCM Version	LOS (2015) / Delay (sec/veh)	LOS (2024) / Delay (sec/veh)
1	Crosby Blvd / Mottman Rd	Signal	2000	B/16	C/26
2	Crosby Blvd / Irving St	Signal	2000	B/11	A/10
3	Capitol Blvd / Carlyon Ave / Sunset Way	Signal	2000	B/10	B/13
4	2nd Ave / Custer Way	Signal	2000	B/15	**E/61**
5	Custer Way / Boston St	TWSC	6th	D/30	**E/42 (WBL)**
6	Custer Way / Capitol Blvd	Signal	6th	D/39	C/23
7	Custer Way / North St / Cleveland Ave	Signal	2000	D/48	C/23
8	Deschutes Way / Boston St	AWSC	6th	D/29	**F/86**
9	Black Lake Blvd / Black Lake Belmore Rd	TWSC	6th	**E/37**	D/27 (WBL/WBR)
10	Capitol Blvd / E St	Signal	6th	C/23	B/10
11	7th Ave / Linwood Ave	TWSC	6th	C/18	**E/43 (SBL/SBT/SBR)**
12	2nd Ave / Linwood Ave	AWSC	6th	C/25	D/32
13	Capitol Blvd / Linwood Ave	Signal	6th	B/17	B/12
14	Henderson Blvd / Yelm Hwy	Signal	6th	D/49	D/46
15	Rural Rd / Trosper Rd	TWSC	6th	C/16	B/15 (SBL)
16	Lake Park Dr / Trosper Rd	Signal	6th	B/14	A/4
17	Littlerock Rd / Trosper Rd	Signal	2000	D/42	D/40
18	I-5 SB Ramps / Tyee Dr / Trosper Rd	Signal	2000	D/45	D/41
19	Littlerock Rd / Costco Drwy	Signal	6th	A/8	D/37
20	Capitol Blvd / Lee St SW	Signal	6th	C/24	**F/88**
21	Littlerock Rd / Kingswood Dr	RAB	SIDRA HCM	A/6	A/3
22	Capitol Blvd / Dennis St	Signal	6th	B/12	B/15

#	Intersection Name	Control	HCM Version	LOS (2015) / Delay (sec/veh)	LOS (2024) / Delay (sec/veh)
23	65th Ave SE / Henderson Blvd	Signal	6th	A/7	A/7
24	Littlerock Rd / Israel Rd / 70th Ave	RAB	SIDRA HCM	A/9	A/7
25	Linderson Way / Israel Rd	Signal	6th	B/17	C/23
26	Capitol Blvd / Israel Rd	Signal	6th	C/22	C/32
27	Tumwater Blvd / Henderson Blvd	Signal	6th	C/34	D/37
28	Littlerock Rd / Tumwater Blvd	RAB	SIDRA HCM	A/8	A/5
29	I-5 SB Ramps / Tumwater Blvd	Signal	6th	B/12	C/23
30	I-5 NB Ramp / Tumwater Blvd	TWSC	6th	**F/106**	**F/163 (NBL/NBT)**
31	Linderson Way / Tumwater Blvd	Signal	6th	C/35	C/28
32	New Market St / Tumwater Blvd	RAB	SIDRA HCM	A/4	A/3
33	Capitol Blvd / Tumwater Blvd	Signal	6th	D/36	C/25
34	Littlerock Rd / Black Hills School Drwy	Signal	6th	A/3	B/11
35	Old Hwy 99 / Henderson Blvd	Signal	6th	B/13	B/11
36	Old Hwy 99 / 88th Ave	Signal	6th	A/9	B/12
37	I-5 SB Ramps / 93rd Ave	Signal	6th	B/20	B/14
38	I-5 NB Ramps / 93rd Ave	TWSC	6th	B/12	A/5
39	93rd Ave / Tilley Rd SW	TWSC	6th	B/14	**F/66 (NBL/NBR)**
40	Old Hwy 99 / 93rd Ave	TWSC	6th	C/18	**E/47 (NBL)**

Notes:
Intersections in **bold** do not meet their LOS threshold.
TWSC intersections have the worst movement noted in parentheses.
Abbreviations: AWSC – All Way Stop Control, TWSC – Two Way Stop Control, RAB – Roundabout
Source: Fehr & Peers, 2025.

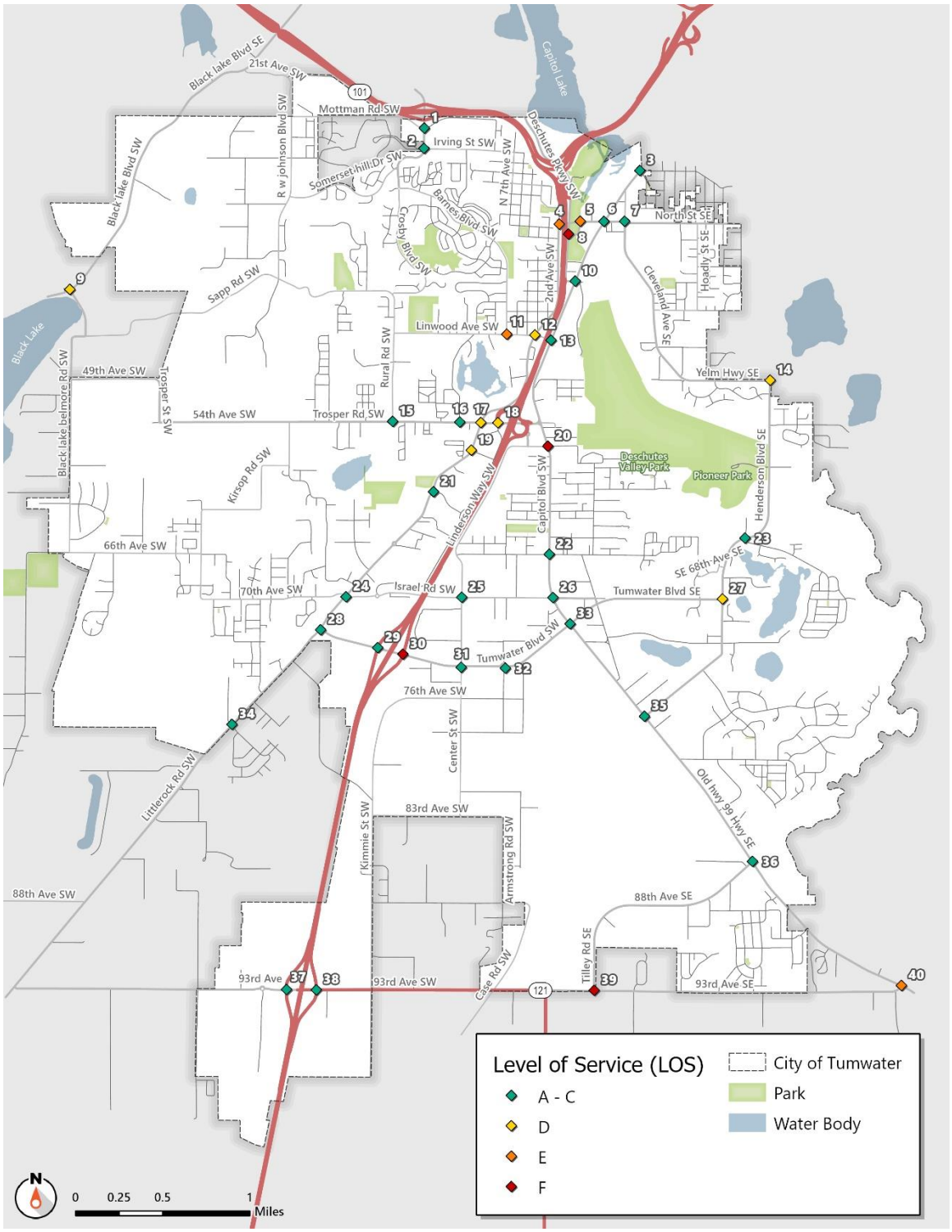


Figure 3: Intersection Level of Service

Source: Fehr & Peers, 2025

Out of the 40 intersections analyzed, four were failing based on the City's adopted LOS standards in 2024 (both stop controlled). Of these, the stop-controlled intersection of I-5 NB Ramp with Tumwater Boulevard is of particular concern since delays exceed 150 seconds. Additionally, there are four intersections nearing failure operating at a level of service E.

Segment Analysis

Ten roadway segments (as shown in

Table 4) were studied for their volume to capacity (v/c) ratio considering an LOS Standard of D. A value less than one indicates less volume compared to the theoretical capacity of a roadway operating at LOS D, while more than one indicates volumes over that theoretical capacity.

Other than Custer Way between Capitol Boulevard SW and North 2nd Avenue SW, all other segments were operating at an acceptable v/c ratio. This is consistent with intersection operations as both Custer Way / North 2nd Avenue SW and Custer Way / Boston Street both operate at LOS E. Additionally, the southbound direction of Old Highway 99 SE is nearing capacity.

Table 4: Volume / Capacity Ratios for select roadway segments

Road Segment	From	To	V/C Ratio NB	V/C Ratio SB	V/C Ratio EB	V/C Ratio WB
Deschutes Way	E Street SW	Boston Street SW	0.33	0.15	-	-
Custer Way	Capitol Boulevard SW	Cleveland Avenue SW	-	-	0.64	0.45
Custer Way	North 2nd Ave SW	Capitol Boulevard SW	-	-	**1.35**	**1.02**
Henderson Boulevard	Tumwater Boulevard SW	Yelm Highway SE	-	-	0.30	0.29
Cleveland Avenue SW	Custer Way	Yelm Highway SE	0.38	0.55	-	-
Old Highway 99 SE	Tumwater Boulevard SW	Henderson Boulevard SE	0.65	0.86	-	-
Old Highway 99 SE	Henderson Boulevard SE	88th Ave SE	0.62	0.91	-	-
Capitol Boulevard SW	Tumwater Boulevard SW	Linderson Avenue SW	0.38	0.42	-	-
Capitol Boulevard SW	Linderson Way SW	Linwood Way SW	0.26	0.31	-	-
Littlerock Road SW	Trosper Road SW	Kingswood Drive SW	0.30	0.35	-	-
Tumwater Boulevard	Capitol Boulevard SW	Linderson Way SW	-	-	0.36	0.52

Note: Segments in **bold** do not meet their LOS threshold. V/C Ratios were calculated based on the Florida Department of Transportation QLOS Handbook using peak hour directional capacities associated with a threshold LOS D for different lane numbers in a suburban residential context.

Active Transportation

Tumwater's pedestrian and bicycle network consists of sidewalks, trails, bike lanes, and shared use paths. Generally, sidewalks are available along many arterials, streets within the central business district, and in newer subdivisions. However, older residential areas often feature incomplete or poorly maintained sidewalks. Of 70 total sidewalk miles, about 47 percent – roughly 33 miles – are complete with pedestrian facilities on both sides of the street.

Bicycle infrastructure within the city primarily consists of bike lanes and shared-use trails. The Deschutes Valley Trail is a shared-use trail path that is planned to connect Pioneer Park to Capitol

Lake. Of 87 total miles of the Bike Network about 31 percent – roughly 27 miles – are complete with bike facilities on both sides of the street.

Tumwater classifies its active transportation network into primary and secondary routes, with other streets and facilities playing a vital role connecting neighborhoods to those networks.

- Primary Network: backbone of the system, offering direct connections to the majority of important community destinations. Primary Network routes are often the most attractive route in terms of convenience. Includes trails. Tumwater's Primary Pedestrian Network is 33.2 miles in total length and Primary Bike Network is 57 miles.
- Secondary Network: supportive role to Primary Network, providing system continuity by connecting segments of the Primary Network with on-street or off-street facilities. Secondary Network routes sometimes offer more comfortable routes on quieter streets, though the route may not be as direct as Primary Network routes. The City's Secondary Pedestrian Network is 36.8 miles in length and Secondary Bike Network is 30.3 miles in length.
- Other streets: the majority of streets, including residential neighborhood streets. Many have bicycle and pedestrian facilities, and most future streets will fall into this category as a result of updated street standards. Other Streets provide access to Primary and Secondary networks.

Despite pedestrian facility coverage on most arterials in the city, not all parts of the city are equally conducive to walking and biking due to land use patterns and the prevalence of residential-only neighborhoods in Tumwater. Bicyclists also encounter challenges navigating Tumwater's street network due to a lack of connectivity and shared-use paths. **Figure 4** provides the locations of pedestrian facilities and **Figure 5** shows bike lanes and trails in the city.

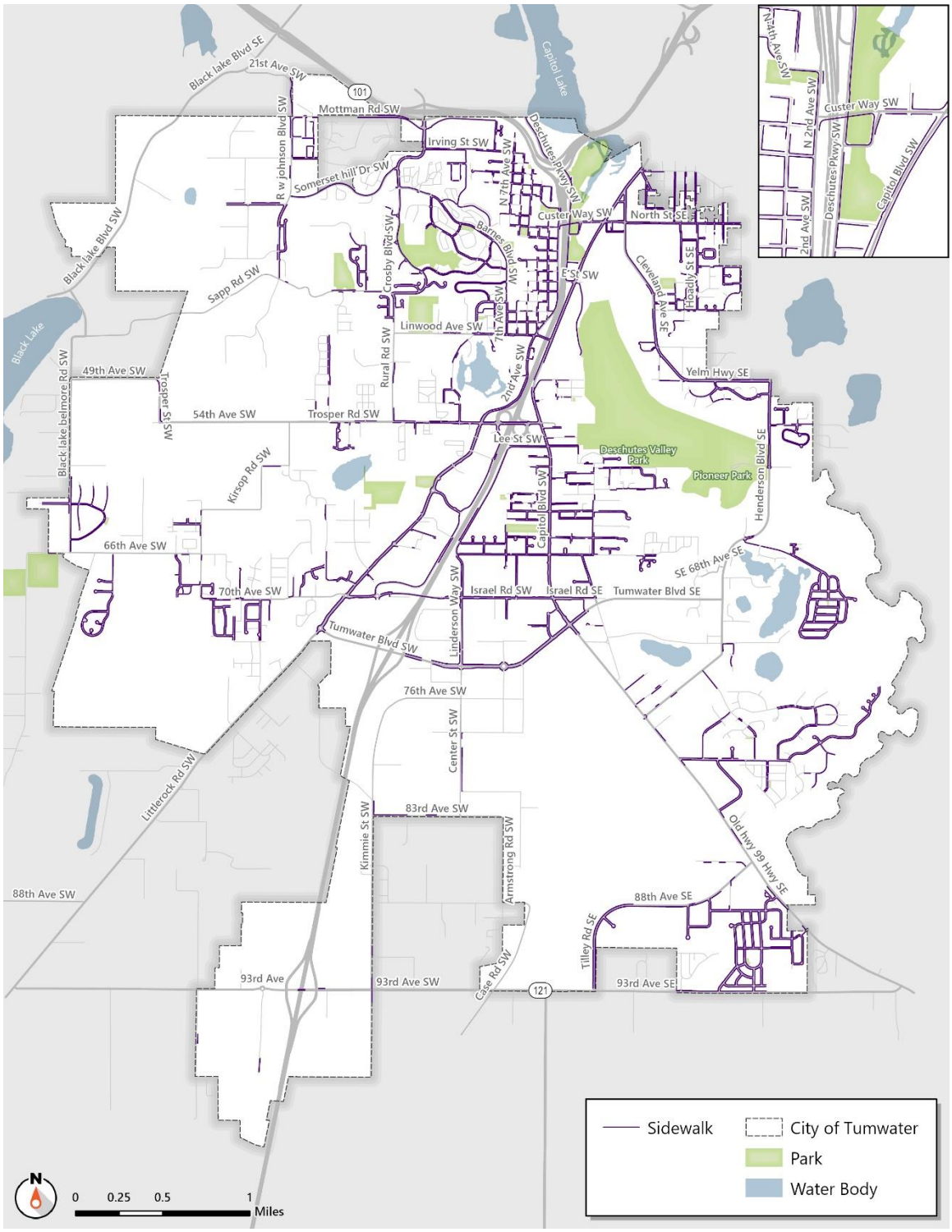


Figure 4: Existing Pedestrian Facilities

Source: Fehr & Peers, 2025.

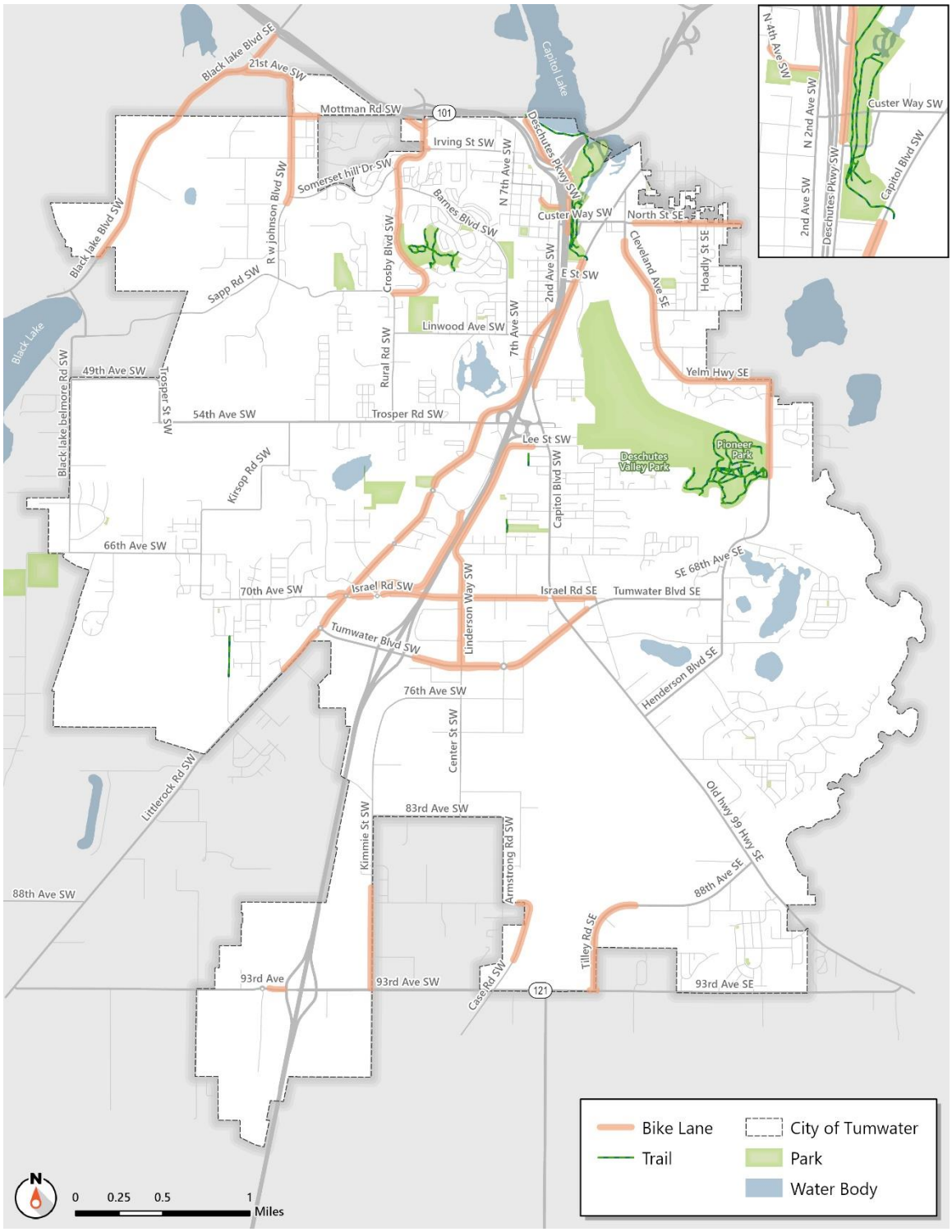


Figure 5: Existing Bicycle Facilities

Source: Fehr & Peers, 2025.

Level of Traffic Stress

Congestion and delay are how we measure vehicle level of service, but this is not an appropriate way to evaluate the system performance of active transportation facilities. The City recently adopted the use of multimodal level of service (MMLOS), which is a practical means of evaluating the adequacy of the non-motorized network with the potential for prioritizing needed investments. Tumwater is exploring ways to integrate MMLOS into its concurrency program.

Level of traffic stress (LTS) provides a quantifiable tool to gauge the comfort and safety of active transportation infrastructure. The lowest level of traffic stress is classified as LTS 1, where a wide range of users feel safe and comfortable. LTS 4 represents the highest level of traffic stress where most users feel uncomfortable and will likely not choose to walk or bike. **Figure 6** illustrates all four levels. Given that LTS levels for biking and walking are influenced by slightly different factors, the breakdown for bike LTS (BLTS) and pedestrian LTS (PLTS) varies slightly.

Figure 6: LTS Level Breakdown

Source: Fehr & Peers, 2025.

Pedestrian facilities in Tumwater consist of sidewalks and shared-use trails. PLTS is based on the roadway classification and presence of pedestrian facilities. **Table 5** illustrates the breakdown of PLTS values. **Figure 7** shows the PLTS throughout the City, with major arterials typically receiving PLTS 2 given the presence of sidewalks on both sides. Where there are no pedestrian facilities, PLTS 4 is assigned.

The PLTS value does not account for roadway crossing comfort, sidewalk quality, accessibility standards, or factors such as landscaping strips and greater horizontal separation from high-speed roadways. When designing pedestrian projects, developers and the City should consider these pedestrian comfort factors in addition to the presence or lack of sidewalks.

Table 5: Pedestrian Level of Traffic Stress Table

Roadway Classification	Pedestrian Facility			
	No Ped Facility	Sidewalk One Side	Sidewalk Both Sides	Separated Path/Trail
Local	4	2	1	1
Collector	4	2	2	1
Arterial	4	3	2	1

Source: Fehr & Peers, 2025.

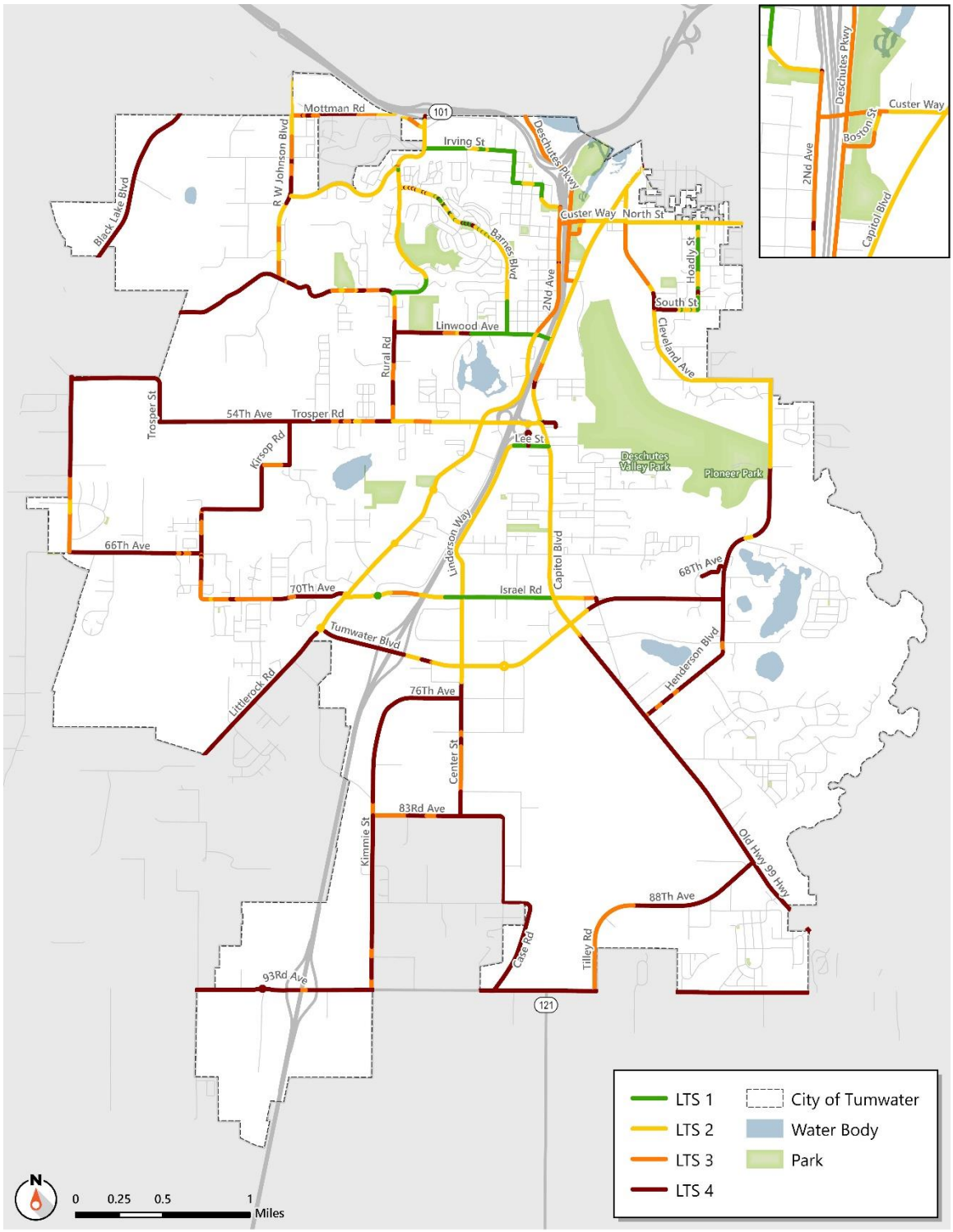


Figure 7: Existing Pedestrian Level of Traffic Stress

Source: Fehr & Peers, 2025.

The breakdown of the BLTS classifications is provided in Error! Reference source not found.. This breakdown incorporates factors such as speed limit, annual average daily traffic (AADT), and type of bicycle facilities. Although features like buffered bike lanes and separated bike lanes are largely absent in Tumwater today, they are included for future reference.

Facilities like shared-use paths consistently receive LTS 1, as they are entirely separated from the roadway and are not affected by vehicular traffic. Striped bike lanes, which are common in Tumwater, exhibit different LTS depending on the roadway speed limit and AADT. **Figure 8** demonstrates the LTS of bicycle facilities in Tumwater.

The LTS analysis pinpoints the gaps within both the bicycle and pedestrian networks. However, it is crucial to acknowledge that both PLTS and BLTS assessments lack considerations for factors such as maintenance, roadway crossings, and facility width, which are crucial in ensuring optimal user experiences. Thus, any formulation of future bike and pedestrian projects in Tumwater should use the PLTS and BLTS map as a reference and holistically address these additional considerations.

Table 6: Bicycle Level of Traffic Stress Table

Roadway Characteristics		Bicycle Facility Component					
Speed Limit (mph)	AADT	No Bicycle Facility	Wide Shoulder	Striped Bike Lane	Buffered Bike Lane (Horizontal)	Separated Bike Lane (Vertical)	Shared Use Path
25	<1,500	3	1	1	1	1	1
	1,500 – 7,000	3	2	2	2	1	1
	>7,000	4	2	2	2	1	1
30	<7,000	4	3	2	2	1	1
	7,000 – 15,000	4	3	3	2	1	1
	>15,000	4	4	3	3	2	1
35	<15,000	4	4	3	3	3	1
	>15,000	4	4	4	3	3	1
>35	Any	4	4	4	4	3	1

Source: Fehr & Peers, 2025.

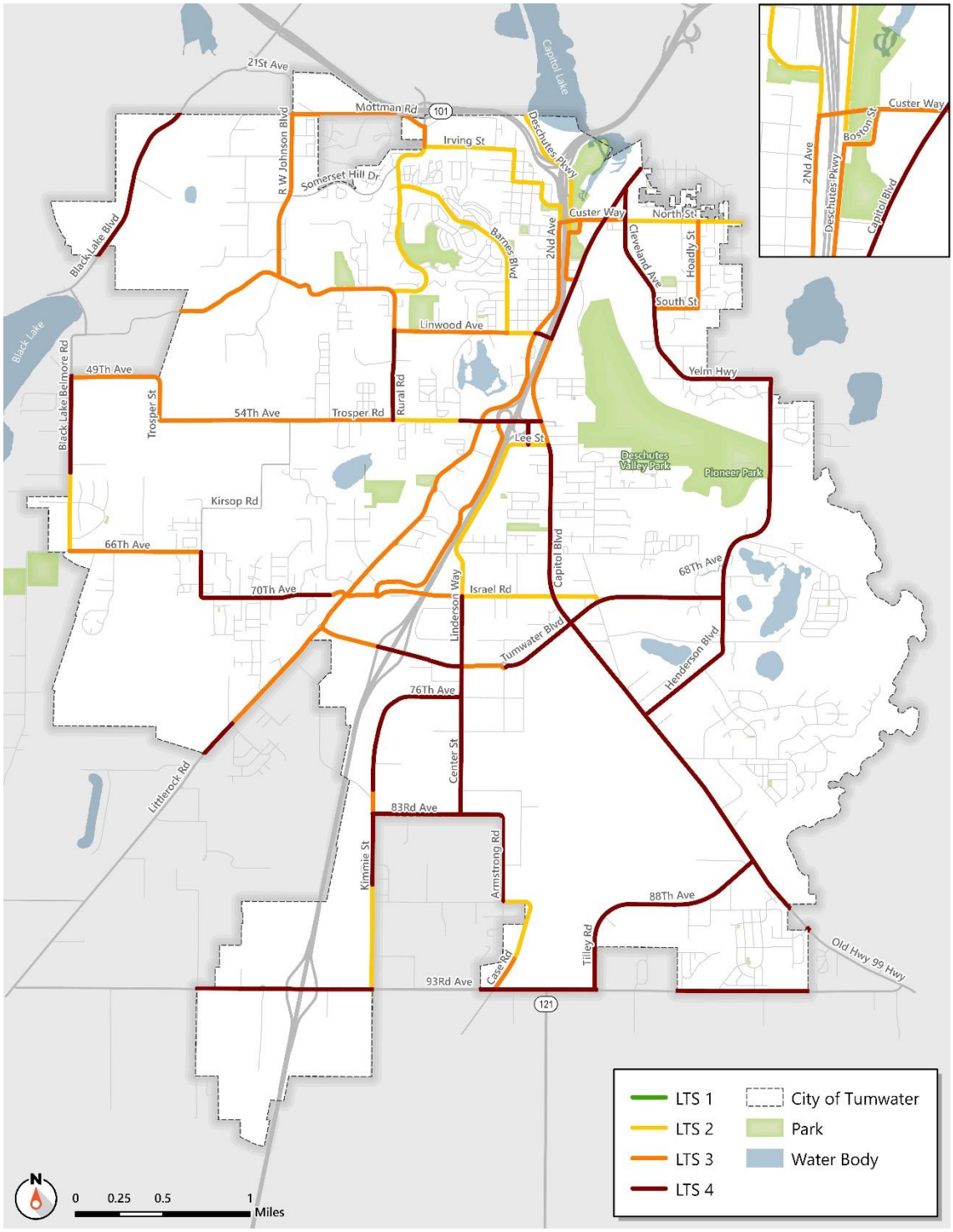


Figure 8: Existing Bicycle Level of Traffic Stress

Source: Fehr & Peers, 2025.

Transit Network

Intercity Transit (IT) provides transit service in Tumwater and is an important partner in meeting the city's mobility needs. IT operates 71 buses with 19 local routes in the Tumwater, Olympia, Lacey, and Yelm area. IT also operates five express routes to Lakewood and Tacoma, offering connections to Pierce Transit and Sound Transit.

Four local transit routes currently serve the Tumwater area (12, 13, 42, and 68) as shown in **Figure 9** below. Intercity Transit's routes cover distinct areas, including connecting Olympia Transit Center to Tumwater Square (13) and the State Department of Labor and Industries building (12, 13), connecting Lacey Transit Center to Tumwater Square (68), providing service to South Puget Sound Community College (12, 42, 68), and providing service to the Thurston County Family Court and Accountability and Restitution Center in Mottman Industrial Park (42). Routes 12 and 13 serve as high-frequency weekday service routes with 15-minute headways during peak commuting hours. Intercity Transit service to the state office buildings provides a critical component of the City's commute trip reduction strategy.

All IT buses are equipped with bike racks and all buses are ADA accessible. In addition, IT operates a complementary paratransit service called "Dial-A-Lift" (DAL) with 35 vans. IT also maintains an extensive Village Vans program with 150 active vans carrying hundreds of people each workday between work and home efficiently and cost-effectively. Tumwater's only park-and-ride lot, collocated with the Department of Health parking lot at the corner of Bonniewood Drive & Israel Road, closed in 2016. While Routes 12 and 13 still service this area, IT has not opened an alternate park-and-ride location in Tumwater.

Impacts of Covid-19 and service changes have impacted transit ridership within Tumwater. Intercity Transit has struggled to return to pre-Covid service levels and paused their expansion plans. In its 2023-2028 Transit Development Plan forecast, IT expects to restore nearly all fixed-route and DAL service that was reduced or suspended during the pandemic.

Tumwater supports Intercity Transit's strategic plans and continues to coordinate with the agency to identify how transit needs should be addressed. Transit will be prioritized as redevelopment occurs along the urban corridors and within the City's planning sub-areas.

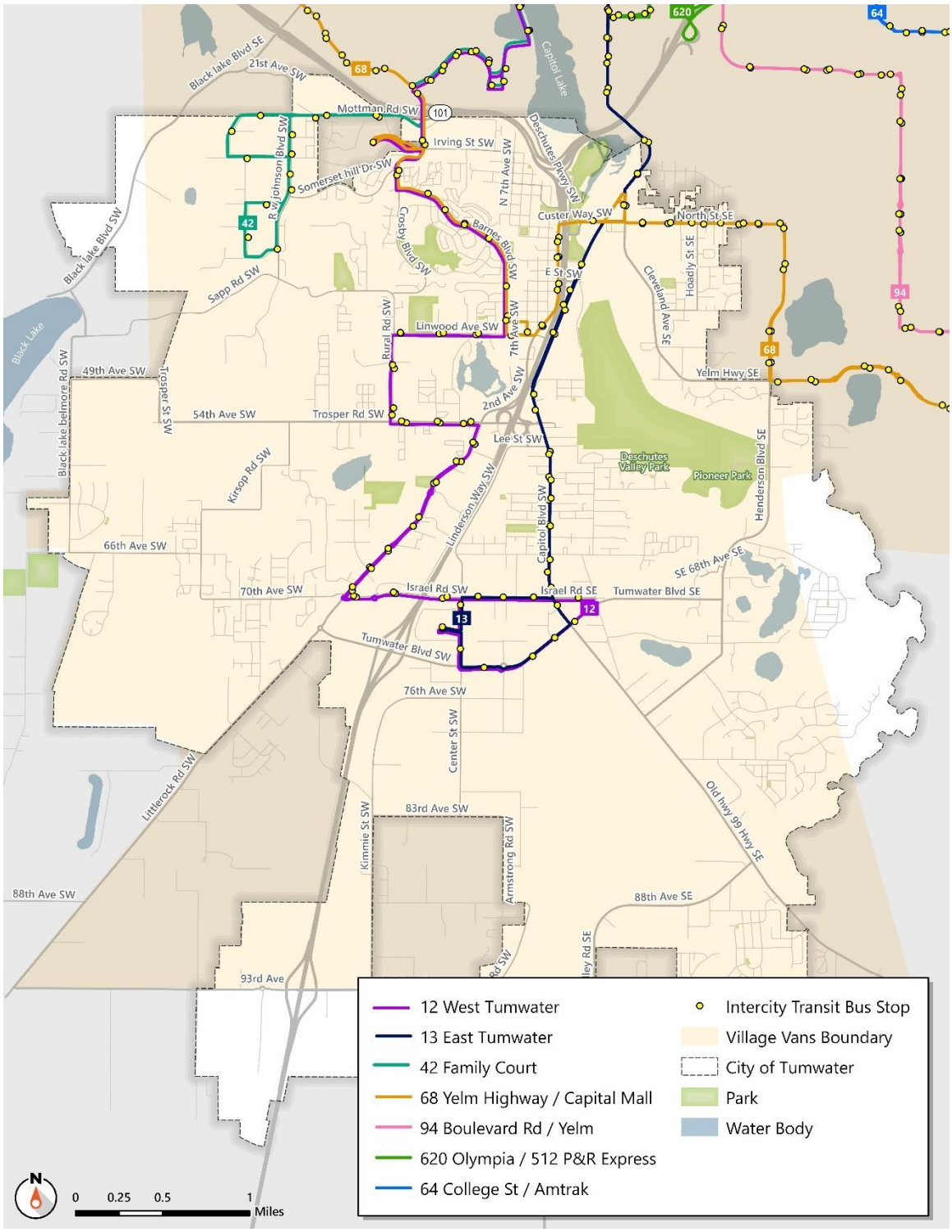


Figure 9: Existing Transit Facilities

Source: Fehr & Peers, 2025.

Freight and Truck Mobility

The Washington State Department of Transportation (WSDOT) employs a classification to designate strategic freight corridors within the state as part of the Freight and Goods Transportation System (FGTS). The classifications (T-1 through T-5) are based on annual freight tonnage moved along a corridor. The breakdown of freight corridor classifications is shown in **Table 7**. In Tumwater, the primary transportation of freight is facilitated through I-5 as well as one state route (SR 121) and several arterials.

Department of Transportation designates SR 121 / 93rd Avenue as a T-2 freight corridor freeway east of the I-5 interchange. This corridor establishes a connection between industrial centers in southeast Tumwater and I-5. This corridor carries 4,600,000 tons per year and has 1,100 average daily truck volume. WSDOT changed the classification of SR 121 in 2019-2021, changing it from T-3 to T-2.

Mottman Road is an industrial collector serving Tumwater's industrial center in the northwest of the city. Mottman Road SW, from RW Johnson Boulevard to Crosby Boulevard, is recognized as a T-2 freight corridor. This roadway begins in Tumwater city limits with a portion of this corridor running through Olympia city limits before returning to Tumwater. Mottman Road provides connections to Crosby Boulevard and ultimately US-101 and has an annual truck tonnage of 2,703,000. Crosby Boulevard, from Mottman Road to Olympia city limits, is recognized as a T-2 corridor.

First/last mile connector routes are truck routes that connect freight-intensive land uses to T-1 and T-2 freight corridors and alternate freight routes. They provide connections to major freight intermodal facilities and freight-intensive land uses, such as manufacturing and industrial lands. These connectors are critical for the timely and reliable movement of freight to their origins and destinations, and freight transfer between different modes. Tumwater has five first/last mile connector routes including:

- 93rd Avenue SW (from Blomberg Street SW to I-5)
- Capitol Boulevard (from Tumwater Boulevard to Carlyon Avenue SE)
- Old Highway 99 SE (from 88th Avenue SE to Tumwater Boulevard)
- RW Johnson Road SW (from Sapp Road SW to Mottman Road SW)
- Trosper Road SW (from Tyee Drive SW to Capitol Boulevard.

Figure 10 illustrates the WSDOT FGTS freight corridors and additional truck routes assigned by the City of Tumwater.

Table 7: WSDOT Freight Classifications in Tumwater

Freight Corridor	Description	Example in Tumwater
T-1	More than 10 million tons of freight per year	I-5
T-2	4 million to 10 million tons per year	SR 121, Mottman Road, Crosby Boulevard, Yelm Highway SE
T-3	300,000 to 4 million tons per year	Capitol Boulevard, Tumwater Boulevard
T-4	100,000 to 300,000 tons per year	49th Avenue SW
T-5	At least 20,000 tons in 60 days	No streets classified

Source: WSDOT, Fehr & Peers, 2025

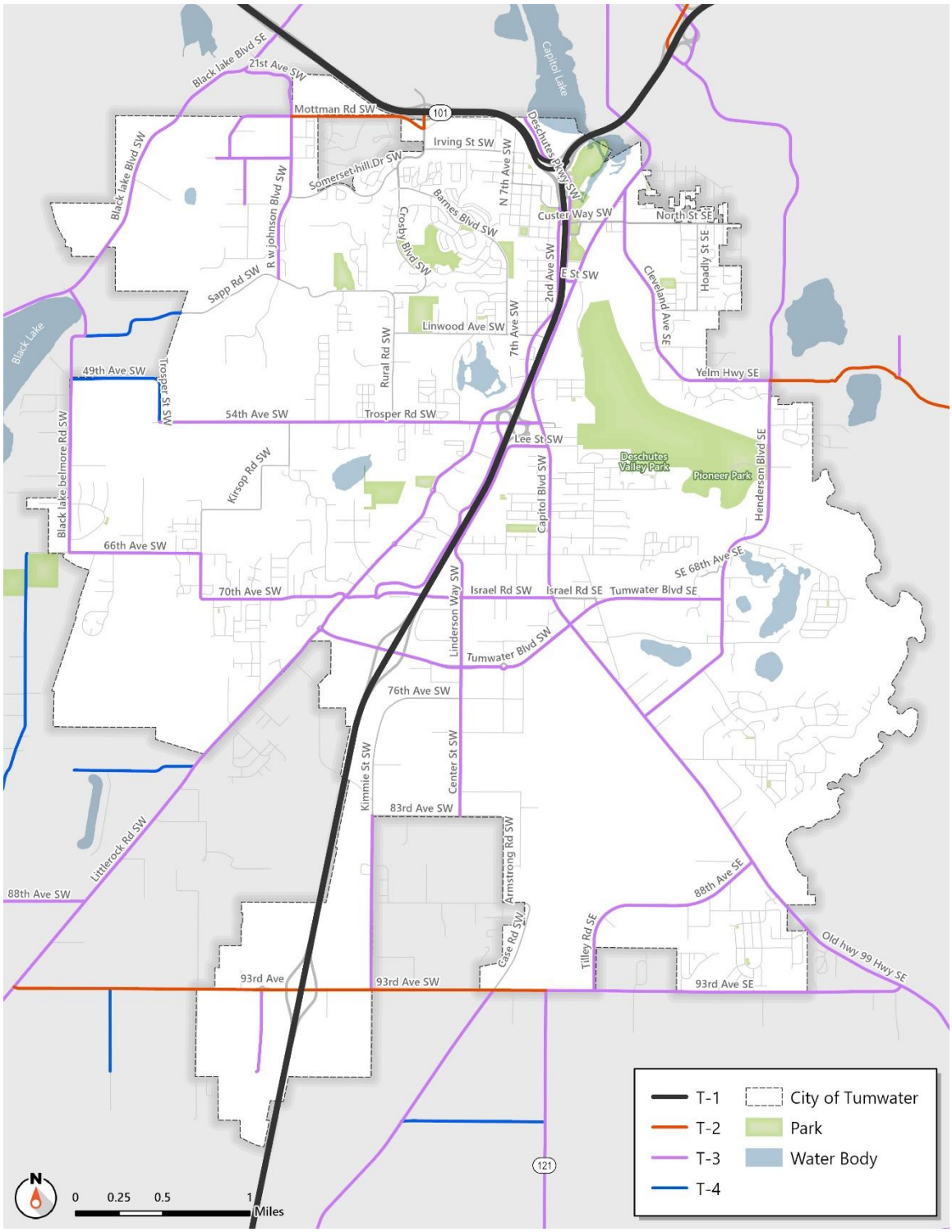


Figure 10: Existing Freight Routes

Source: WSDOT, Fehr & Peers, 2025

Collision Data

Collision data was obtained from WSDOT to identify safety hotspots and overall collision trends for the City of Tumwater. Most collisions occur on state routes such as US 101 or I-5 which are not considered as part of this analysis. The analysis covered a five-year period from January 2019 to December 2023, the most recent available data. The analysis revealed a total of 1,447 reported collisions within city limits with 22 serious injury collisions and 4 fatalities.

Of 1,447 reported collisions, 28 included pedestrians and 24 involved bicyclists. Six pedestrians and one bicyclist were seriously injured, while four pedestrians were killed. **Table 8** provides a breakdown of collisions by injury severity. Collisions where people are killed or seriously injured (KSI) make up about 2% of all collisions but when vulnerable users (pedestrians and bicyclists) are involved, there is a greater proportion of KSIs (~20%). While the sample size for pedestrians and bicycle collisions is small, the percentages are indicative of their vulnerability on the vehicle network. Further analysis is necessary to determine potential deficiencies on the pedestrian, bicycle, and vehicle facilities that may result in higher KSI percentages.

Figure 11 displays a heat map of all-modes collisions across the study area, visually representing collision density – darker regions indicate higher concentrations of collisions and points show KSI collisions. **Figure 12** presents all pedestrians and bicycle collisions during the same timeframe.

Table 8: Collisions by Injury Severity

Severity	Number of Collisions	% of Collisions
All Collisions	**1,449**	**100%**
Property Damage Only	1,034	71%
Minor injury (Including Possible and Unknown Injuries)	389	27%
Serious Injury	22	1%
Fatality	4	<1%
Pedestrian Collisions	**24**	**1%**
Serious Injury Pedestrian Collisions	6	<1%
Fatal Pedestrian Collisions	4	<1%
Bicycle Collisions	**28**	**1%**
Serious Injury Bicycle Collisions	1	<1%
Fatal Bicycle Collisions	0	0%

Notes: [1] Does not include US 101 & I-5.
Source: Fehr & Peers, 2025

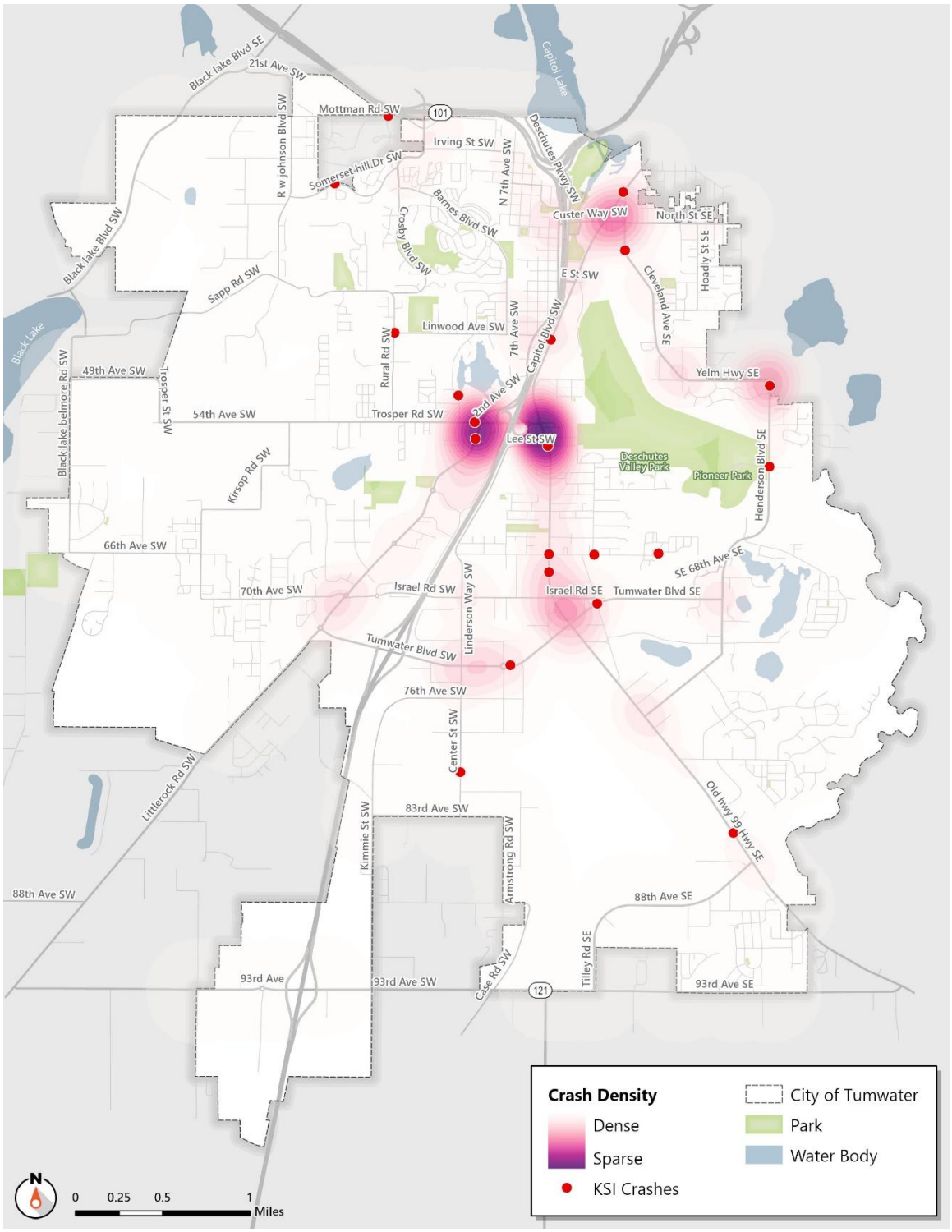


Figure 11: All-Mode Collisions

Source: Fehr & Peers, 2025

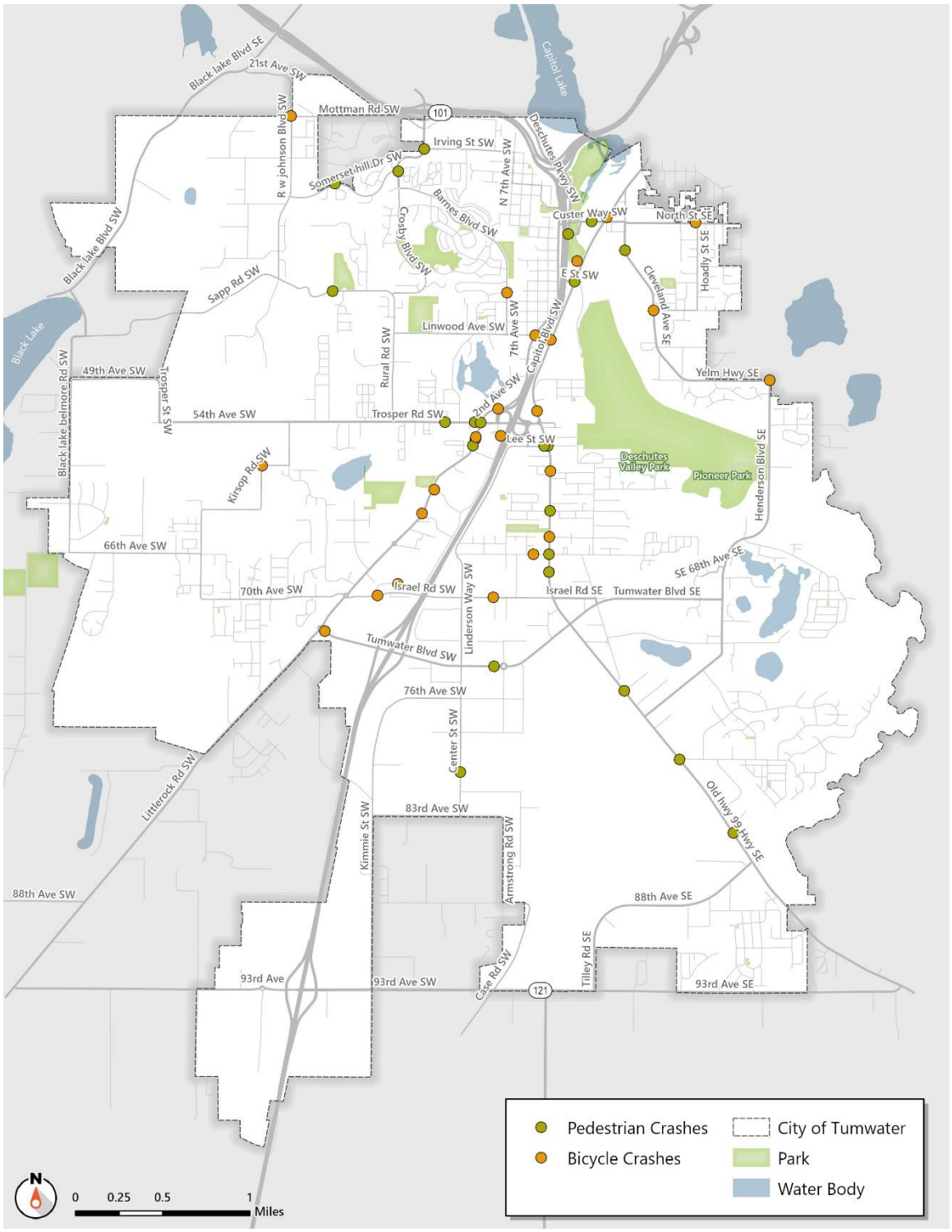


Figure 12: Pedestrian and Bicycle Collisions

Source: Fehr & Peers, 2025

Equity

Transportation equity occurs when all people benefit from the transportation network and future investments, regardless of race, native language, national origin, ability, income, or age. Tumwater is committed to ensure that transportation investments are equitable to all segments of the community in terms of costs associated with relocations, health impacts, and land use disruptions, as well as the benefits derived from system performance and travel choices.

Tumwater's goal is to ensure transportation system investments support the special travel needs of youth, elders, people with disabilities, people with literacy and language barriers, those with low incomes, and other affected groups. The City's transportation plan is guided by this goal.

Since not everyone is able to drive a car, Tumwater seeks to provide equitable access to multiple kinds of transportation so all members of the population can access basic necessities such as grocery stores, schools, employment, transit stops, and parks. Tumwater's partnership with Intercity Transit is a key component in ensuring mobility options are available for all people.

The TRPC RTP calls for the burdens and benefits of transportation decisions and investments to be equally shared. Transportation facilities and programs must comply with the ADA and reduce barriers for people who do not speak English. The RTP also calls for jurisdictions to present information and provide public participation opportunities for everyone.

Tumwater is committed to including equity in part of its transportation planning process. To meet this goal, the City must engage in equitable public outreach, present information, and provide public participation opportunities for everyone regardless of age, income, ability, language spoken, military status, or housing status.

Current Trends and Opportunities

This section documents existing trends that will impact Tumwater as it prepares for future growth. Although automobile travel currently dominates the transportation network, Tumwater is working to create an improved transportation network for all types with better connectivity Understanding and addressing transportation trends and finding opportunities to realize Tumwater's vision and goals will be key to its success.

Active Transportation

Tumwater has a strong network of pedestrian and bicycle infrastructure, but gaps exist in the network. Many streets lack pedestrian or bicycle facilities. Many roadways with bike lanes have high traffic volumes and high speeds. LTS 3 and LTS 4 bicycle facilities may not be a viable transportation choice for all users. Tumwater's vision of expanding its multiuse trail network will help improve the connectivity of the existing active transportation network, increase the amount of LTS 1 facilities in the City, and meet VMT targets.

Schools

Schools are a significant focus for improved multimodal access and equitable transportation options. Key travel modes that serve schools include walking, biking, carpools, personal vehicles, and school buses. The transportation networks surrounding these schools can become congested before and after the school day, raising safety concerns due to the simultaneous use of various modes of transportation within a compressed timeframe. Schools that do not have safe or accessible routes for people walking, rolling, and bicycling generally experience more intense vehicle traffic in the peak periods and are more likely to have that traffic spill over onto the transportation network. Overall, many public schools in Tumwater do not effectively accommodate the current vehicle queuing demand for parent pick-up/drop-off.

Electric Vehicle Infrastructure

With electric vehicles (EVs) becoming more common, the city needs more vehicle charging infrastructure that can serve the needs of the existing fleet and encourage greater EV usage. Electric vehicles can help reduce emissions in Tumwater and will help meet its greenhouse gas reduction goals to reduce locally generated emissions 85% below 2015 levels by 2050.

Safety

Between 2019 and 2023, Tumwater experienced nearly 1,500 collisions, with 26 of these resulting in a fatality or serious injury. This accounts for approximately 2% of the total collisions, which is in line with the proportion of fatalities or suspected serious injuries seen across all cities in Washington. Tumwater has investing in pedestrian infrastructure and safer crossings to increase pedestrian safety. by. Sidewalks are generally available along arterials, streets within the central

business district, and in newer subdivisions. However, the level of comfort experienced by pedestrians along some corridors facilities is low. Currently, Tumwater does not have a local road safety plan and is therefore not eligible for Highway Safety Improvement Program funding to address critical safety needs. Looking ahead, the City may explore the development of a Comprehensive Safety Action Plan (CSAP) using grant funding from the federal Safe Streets and Roads for All (SS4A) program.

Network Connectivity

Few east-west arterials serve the entire city because barriers, including the Burlington Northern/Santa Fe Railroad, I-5, and the Deschutes River, limit connectivity. These barriers affect all modes of travel and lead to increased congestion, especially on the east side of the city.

These barriers are further exacerbated by low density developments and a lack of connectivity between development projects around the city. There is a desire for greater connectivity for all modes between residences, commercial areas, and employment hubs.

Active transportation could be an alternative to driving on congested roadways, but the existing infrastructure between major areas of interest suffers from a disconnected roadway network and low levels of comfort.

Local and Regional Growth

Current development activities in the city include industrial and commercial projects, with some multi-family housing. The majority of Tumwater consists of low-density single-family housing. Growth outside the city will also play a major role in the growing demands on Tumwater's transportation network. Tumwater is working to accommodate both local and regional growth, investing in improving opportunities to travel by all modes.