

Exhibit No. \_\_\_\_\_  
Docket No. TR-100127  
Witness: Desiree Winkler, P.E.

**BEFORE THE WASHINGTON UTILITIES AND  
TRANSPORTATION COMMISSION**

WASHINGTON STATE DEPARTMENT  
OF TRANSPORTATION,

Petitioner,

CENTRAL PUGET SOUND REGIONAL  
TRANSPORTATION AUTHORITY; and  
CITY OF LAKEWOOD,

Respondents.

Docket No. TR-100127, TR-100128, and TR -  
100129 (*Consolidated*)

**WRITTEN DIRECT TESTIMONY OF**

**Desiree Winkler**

**Professional Engineer  
City of Lakewood**

**May 5, 2010**

1 DESIREE WINKLER testifies as follows:

2 I submit this testimony in opposition to the petitions of the Washington State  
3 Department of Transportation in the above-referenced dockets.

4 **Q. Please state your name and business address.**

5 **A.** My name is Desiree Winkler, and my business address is 6000 Main Street SW,  
6 Lakewood, WA 98499. My business email address is [dwinkler@cityoflakewood.us](mailto:dwinkler@cityoflakewood.us).

7 **Q. Who is your employer?**

8 **A.** The City of Lakewood.

9 **Q. Describe your current position with the City of Lakewood including your duties  
10 and responsibilities.**

11 **A.** As the Transportation Division Manager, I manage staff and projects as related to the  
12 planning, design, and construction of roadway and utility projects within and adjacent to City  
13 of Lakewood rights-of-way. My duties include the development and review of contract  
14 documents such as plans, specifications, estimates and contract provisions for public works  
15 projects including roadways, storm drainage and sanitary sewer. I also develop and oversee the  
16 development of, and review planning documents related to public works infrastructure projects  
17 including environmental documentation, traffic modeling, comprehensive plan documents, and  
18 the 6-Year Transportation Improvement Program. I routinely review and approve Right-of-  
19 Way/Street Opening Permit applications from contractors, agencies, and utilities for work  
20 within City of Lakewood Rights-of-Way. I develop, manage and oversee the Transportation  
21 Division Budget and apply for and administer grants and loans related to public works  
22 infrastructure projects.  
23  
24  
25  
26  
27

1 **Q. Describe your background and experience.**

2 **A.** I hold a B.S. and M.S. degree in Civil Engineering from the University of Washington  
3 (1992 and 1994, respectively). I am a licensed Professional Civil Engineer in the State of  
4 Washington and have been so since 1996. I have worked in this field with increasingly  
5 responsible positions since 1990 and most recently, in January of 2004, became employed as  
6 the Transportation Division Manager for the City of Lakewood.  
7

8 **Q. Are you familiar with the "Point Defiance Bypass" project?**

9 **A.** Yes.

10 **Q. What is it?**

11 **A.** The Point Defiance Bypass project, being led by WSDOT Rail Office, would reroute  
12 Amtrak passenger trains from the Point Defiance waterfront line to the railroad tracks from  
13 Tacoma, through Lakewood, through DuPont on to the connection point in Nisqually south of  
14 DuPont. The existing railroad tracks and associated crossings are to be improved to  
15 accommodate Amtrak trains traveling up to 79 miles per hour.  
16  
17

18 **Q. What is the existing state of these tracks in terms of train traffic?**

19 **A.** As I understand it, there are currently about two trains per week going approximately  
20 ten miles per hour. They cannot go any faster because the tracks are in such poor condition and  
21 the crossings are inadequate.  
22

23 **Q. Who is primarily responsible for this project in the City of Lakewood?**

24 **A.** The designated environmental official is Dave Bugher to review and provide comment  
25 on the environmental documentation related to the project. The City Engineer or designee, in  
26 this case, me, to review and provide comment related to the physical infrastructure work within  
27

1 and adjacent to the City of Lakewood rights of way such as railroad crossings of public  
2 roadways.

3 **Q. What do those responsibilities entail?**

4 **A.** “Review and comment” means just that – I can review their plans and proposals and tell  
5 them what I think but they do not have to consider what I say. I have provided review and  
6 comment for this project as appropriate and requested.  
7

8 **Q. What sort of review and comment have you provided?**

9 **A.** At every milestone review I get the physical plans and do redline markups. Sometimes  
10 this is a specific note on the plans, other times it’s just a question mark. Sometimes a meeting  
11 follows to discuss my comments. My input generally relates to the real condition as compared  
12 to the modeling done in the plan – I have a better understanding of sight distance issues, signal  
13 coordination and so forth.  
14

15 **Q. How does this differ from your responsibilities in other matters, such as a plan you**  
16 **develop?**  
17

18 **A.** When I review and comment on someone else’s plan I never become responsible for the  
19 quality of the plan. I do not give the plan my engineering “stamp of approval”. That  
20 responsibility remains with the agency; here WSDOT. When I develop a plan, I am ultimately  
21 responsible for the quality of the plan.  
22

23 **Q. How did you become aware of the Amtrak Point Defiance Bypass project?**

24 **A.** I do not recall specifically which individuals contacted us or who at the City was  
25 contacted. The WSOT Rail office contacted the City.  
26

27 **Q. As you understand it, what has your role been with regard to this project?**  
28

1 A. As the City Engineer's designee, my role is to review and provide comment related to  
2 the proposed infrastructure improvements within and adjacent to City of Lakewood rights-of-  
3 way.

4  
5 **Q. Please give an example of the coordination with WSDOT on this project.**

6 A. One example of my comments being disregarded has to do with the crossing at 108<sup>th</sup>  
7 Street. WSDOT is closing off Halcyon Road from making left turns onto 108<sup>th</sup> Street. This  
8 doesn't specifically change level of service but it alters the traffic pattern through that area in a  
9 very disruptive way. My comments were completely disregarded as to this issue.

10  
11 When I commented on traffic signal coordination between roadways and the RR my  
12 comments were taken seriously. The solution was not budgeted and the Rail and Olympic  
13 Region Highways offices were not coordinating to solve the problem. It was taken up to Paula  
14 Hammond and the resources for a solution were found. In this instance it would have been  
15 extremely dangerous to not find a solution.

16  
17 **Q. In your duties with the City of Lakewood, have you developed familiarity with the**  
18 **roads in the City?**

19 A. Based on over six years as the City's Transportation Manager after previously working  
20 for the City as both a direct employee and as a consultant, yes, I am familiar with the roads in  
21 the City of Lakewood.

22  
23 **Q. Are you familiar with Clover Creek Drive SW?**

24 A. Yes.

25 **Q. Please describe this road in terms of road type and traffic patterns.**  
26  
27

1 A. Clover Creek Drive is classified as a local access road that serves as access off of  
2 Pacific Highway to a large residential neighborhood.

3 **Q. What does "local access road" mean?**

4 A. Roads are classified in our City Code. Roads not listed there such as Clover Creek  
5 Drive are local access roads.

6 **Q. Describe the area Clover Creek Drive goes through.**

7 A. Adjacent land use along Clover Creek Drive in the vicinity of the RR crossing is  
8 commercial along adjacent Pacific Hwy (to the east of the RR tracks) and single-family  
9 residential on the west side of the RR tracks. The local topography in the area is generally flat.

10 The Clover Creek Drive roadway section at the existing at-grade RR crossing consists  
11 of 2 travel lanes (one WB and one EB) – each approximately 9- to 10-foot wide and 3-foot wide  
12 gravel shoulders. The Clover Creek Drive RR crossing is between 123<sup>rd</sup> / Glenwood Drive (to  
13 the west) and Pacific Highway (to the East). The only traffic control at these intersections  
14 consists of stop sign on the minor street. 123<sup>rd</sup> is approximately 130 feet from the RR crossing  
15 and Pacific Highway is approximately 190 feet from the RR crossing.

16 The only RR safety features I am aware of are RR crossing signs on both approaches to  
17 the RR track. There is no striping or stop bars. No lights or bells.

18 Approximately 1400 vehicles travel over this crossing each day. There is no level of service  
19 issues at this crossing.

20 **Q. Are you familiar with Berkeley Street?**

21 A. Yes.

22 **Q. Please describe this road in terms of road type and traffic patterns.**

23 A. Berkeley Street is classified as a collector arterial.

1 **Q. What is a “collector arterial”?**

2 **A.** Collector Arterials in the City of Lakewood are identified in Lakewood Municipal Code  
3 section 12A.9.024. Design year ADT for these roads is 2,000 to 8,000.

4 **Q. Describe the area Berkeley Street goes through.**

5 **A.** Berkeley Street serves as one of two access roads from Interstate 5 to the Tillicum  
6 neighborhood. Adjacent land use along Berkeley Street is primarily commercial in the vicinity  
7 of the RR crossing and along nearby Union Avenue. Typical land use in this area includes a  
8 gas station/mini-mart; restaurants; and retail. Camp Murray is located south of Berkeley Street  
9 and its main access is the south leg of Union Avenue. Topography of the area is generally  
10 level. Interstate 5 grade appears to have been mostly dropped lower to provide grade separation  
11 for the Berkeley Street overpass.  
12  
13

14 The Berkeley Street roadway cross section at the existing at-grade railroad crossing  
15 consists of 4 travel lanes - each approximately 10- to 12-foot wide; and 3-5 foot gravel  
16 shoulders on each side with the exception of concrete curb returns and ramps at Union Avenue.  
17 The general orientation of Berkeley Street runs East-West and Interstate 5 runs North-South -  
18 the travel lanes consist of one WB through lane; one WB right-turn lane to Union Avenue; one  
19 EB through lane; and one EB right turn lane to SB Interstate 5 ramp. The RR track crossing is  
20 between Interstate 5 SB ramps (to the east of the RR tracks) and Union Avenue (to the west of  
21 the RR tracks). There is approximately 50 feet between the RR tracks and Interstate 5 SB  
22 ramps; and approximately 140 feet between the RR tracks and Union Avenue. The intersection  
23 of Berkeley Street and SB Interstate 5 ramps is signalized. The intersection of Berkeley Street  
24 and Union Avenue has a traffic signal but is currently operating as a 4-way stop.  
25  
26

27 **Q. Why is that intersection not using the signal it has?**

1 A. That intersection became congested to the point that vehicles would sit through multiple  
2 cycles of the light. Citizens complained until we agreed to regulate the intersection with the  
3 four-way stop rather than the signals they were having to sit through.  
4

5 **Q. Please describe the rail road equipment at that crossing.**

6 A. The existing RR crossing has existing RR crossbuck and stop bar pavement markings in  
7 the EB direction. Pavement markings approaching the RR crossing WB do not exist or are  
8 extremely worn off. Both directions there are RR crossing signage, lights, and bells. I believe  
9 there is RR preemption tied into the WSDOT ramp signals which means that the rail road  
10 signals and the vehicle signals talk to each other – if a train is coming, the train signal preempts  
11 the traffic signal cycle and traffic will be stopped for the train to pass.  
12

13 On average over 7,000 vehicles cross the RR tracks on Berkeley Street each day. There  
14 are approximately 2 trains per week. The trains are freight trains operated by Tacoma Rail and  
15 currently travel at 10 MPH. The interchange level of service (LOS) currently operates at LOS  
16

17 F. The PM peak traffic on Interstate 5 is typically gridlocked and resulting in vehicles not able  
18 to free-flow onto Interstate 5. As a result, traffic backs up through the Union / Berkeley  
19 intersection – making this intersection operate also at LOS F.  
20

21 **Q. What does “LOS F” mean?**

22 A. It has to do with the level of delay per vehicle – how long is a vehicle typically going to  
23 wait before being able to clear the intersection. That delay is categorized from A, which means  
24 free flowing, through E and F, both of which are considered unacceptable. The level of delay  
25 at Berkeley Street is unacceptable.  
26

27 **Q. Are you familiar with North Thorne Lane SW?**

28 A. Yes.

1 Q. Please describe this road in terms of road type and traffic patterns.

2 A. North Thorne Lane is classified as a collector arterial serving as one of two access roads  
3 from Interstate 5 to the Tillicum neighborhood. Adjacent land use to North Thorne Lane is  
4 residential, primarily single-family homes with driveway access directly to North Thorne Lane.  
5

6 The north side of the roadway is adjacent to Tacoma County and Golf Club with no  
7 direct access to North Thorne Lane. North Thorne Lane in the vicinity of the RR crossing and  
8 nearby Union Avenue is elevated above adjacent designated open space. The adjacent open  
9 space southwest of North Thorne Lane is depressed, highly vegetated with native deciduous and  
10 coniferous trees, and I believe has classified wetlands.  
11

12 The North Thorne Lane roadway cross section in the vicinity of the RR crossing consist  
13 of three, 10- to 12-foot wide travel lanes with 2- to 3- wide gravel shoulders. Assuming the  
14 general orientation of North Thorne Lane runs East-West and Interstate 5 runs North-South -  
15 the travel lanes consist of one WB through lane; one EB through lane; and one EB right turn  
16 lane to SB Interstate 5 ramp. The RR track crossing is between Interstate 5 SB ramps (to the  
17 east of the RR tracks) and Union Avenue (to the west of the RR tracks). There is  
18 approximately 40 feet between the RR tracks and Interstate 5 SB ramps; and approximately 140  
19 feet between the RR tracks and Union Avenue. The intersection of North Thorne Lane and SB  
20 Interstate 5 ramps is signalized. The intersection of North Thorne Lane and Union Avenue is  
21 stop-controlled on Union Avenue and North Thorne Lane has no traffic control (free-flow).  
22  
23

24 The existing RR crossing has existing RR crossbuck and stop bar pavement markings in  
25 the EB direction. Pavement markings approaching the RR crossing WB do not exist or are  
26  
27

1 extremely worn off. Both directions there are RR crossing signage, lights, and bells. I believe  
2 there is RR preemption tied into the WSDOT ramp signals here as with Berkeley.

3 On average, over 5,000 vehicles cross the RR tracks on North Thorne Lane each day.  
4 There are approximately 2 trains per week. The trains are freight trains operated by Tacoma  
5 Rail and currently travel at 10 MPH. The interchange level of service (LOS) currently operates  
6 at LOS D or better, which is not considered failing, although changes in traffic patterns can  
7 impact the LOS dramatically, depending on the change in question. The evening peak traffic  
8 on Interstate 5 is typically gridlocked and resulting in vehicles not able to free-flow onto  
9 Interstate 5.  
10  
11

12 **Q. What neighborhoods are most impacted by these crossings?**

13 **A.** Tillicum and Woodbrook.

14 **Q. Please explain.**

15 **A.** The Tillicum neighborhood is located along the west side of Interstate 5 between exits  
16 122 and 123. Tillicum neighborhood is unique in that it can only be accessed via Interstate 5 –  
17 either through North Thorne Lane or Berkeley Street. The neighborhood is otherwise cut-off  
18 from any other adjacent neighborhood or community. It is surrounded by American Lake to the  
19 west, Interstate 5 to the east, Tacoma Country and Golf Club to the north, and Camp Murray to  
20 the south. If there are backups on Interstate 5 (which there often are during PM peak hour), the  
21 people in Tillicum are land locked.  
22

23  
24 The Woodbrook neighborhood is located east of Interstate 5 and is accessed off  
25 Interstate 5 Exit 123 (North Thorne Lane / Murray Road exit). Woodbrook is isolated from the  
26 rest of Lakewood as it is surrounded by Joint Base Lewis McChord. The other access to  
27

1 Woodbrook neighborhood is via the southeast on 150<sup>th</sup> Street. 150<sup>th</sup> Street eventually turns into  
2 Perimeter Road through Joint Base Lewis McChord and ends up in Spanaway.

3 **Q. Does this conclude your testimony?**

4 **A.** Yes it does.

5  
6 I declare under penalty of perjury under the laws of the State of Washington that the  
7 foregoing is true and correct to the best of my knowledge.

8 DATED this 5<sup>th</sup> day of May, 2010 at Lakewood, Washington.

9  
10   
11 DESIREE WINKLER, P.E.  
12 City of Lakewood