

**PLANNING COMMISSION AGENDA ITEM**  
CITY OF SHORELINE, WASHINGTON

**AGENDA TITLE:** Update on Light Rail Station Area Planning  
**DEPARTMENT:** Planning & Community Development  
**PRESENTED BY:** Rachael Markle, AICP, Director

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|--|--|--|
| <input type="checkbox"/> Public Hearing        | <input type="checkbox"/> Study Session | <input type="checkbox"/> Recommendation Only |
| <input checked="" type="checkbox"/> Discussion | <input type="checkbox"/> Update        | <input type="checkbox"/> Other               |

**INTRODUCTION**

Sound Transit is currently in the process of planning and design of the Lynnwood Link light rail extension north of Northgate. The light rail line will travel along I-5 and include two stops in Shoreline. Light rail represents a significant change to transit service in Shoreline. Additionally, the station areas provide an opportunity for redevelopment that is transit oriented and transit supportive, helping the City achieve the goals expressed in Vision 2029, the Transportation Master Plan, and the newly adopted Comprehensive Plan.

The City has been extensively engaged in Sound Transit's planning and public outreach processes to determine the alignment and station locations that will be examined in the upcoming environmental documentation. The City has also begun land use planning for the station areas, examining the right mix of uses, densities and multi-modal transportation options that will help create transit oriented communities in Shoreline.

In July 2012, Council directed staff to provide regular updates on the progress of light rail planning and station area planning. The first update occurred in September 2012, the second occurred on January 28, 2013. This staff report is a slightly adapted version of the one recently presented to Council.

Since the September update, the City has completed the State mandated major update to the Comprehensive Plan, which includes a Land Use Map depicting the station areas as a ½ mile radius around potential future stations at NE 185<sup>th</sup> Street and NE 145<sup>th</sup> Street. In late December, staff released a Request for Proposals (RFP) for creation of the NE 185<sup>th</sup> Street station subarea plan and anticipates selecting a consultant in February 2013. Sound Transit continues to gather data for development of their Draft Environmental Impact Statement (DEIS), scheduled for release in late spring/early summer 2013. The Sound Transit Board is scheduled to identify a Preferred Alternative for the alignment and station locations in late summer 2013.

Staff has included a draft ten year timeline identifying the various tasks that will be undertaken by the City of Shoreline and Sound Transit from now until the beginning of service in 2023 (Attachment A). This document includes a description of each task and the City department that will serve as lead, whether it is initiated by the City or Sound

Approved By:

Project Manager



Planning Director



Transit. This timeline is a high level overview of these tasks, displaying how various activities led by either the City or Sound Transit overlap.

As an accompaniment to the ten year timeline, staff has prepared a draft two to three year timeline, which outlines upcoming near term tasks in greater detail (Attachment B). The primary City activities that will be undertaken in this time frame are the development of the station area plans and participation in the Sound Transit DEIS review. It is anticipated that this timeline will become more specific once the consulting team is hired and be updated periodically (approximately every six months) to provide a shorter term outlook of upcoming projects.

## **BACKGROUND**

Over the past two years, Sound Transit has narrowed the mode and alignment alternatives for the Lynnwood Link light rail extension to an alignment along the east side of I-5 through Shoreline, with light rail as the identified transit mode. Sound Transit is now in the process of developing the Draft Environmental Impact Statement (DEIS) for this project. The DEIS will evaluate several alignment options along I-5 and station locations. This will be the first light rail service in Shoreline and will change transit service in the City.

In response to the planned light rail extension, the City has begun station area planning for the two stations in Shoreline. This process began with the adoption of Framework Policies by Council in May 2012; these were incorporated into the Comprehensive Plan as policies LU20-LU43. Building off those policies, staff has developed a draft work plan for this effort, with an emphasis on robust public outreach, an evaluation of land uses for the station areas, and the need for strong multi-modal connections to the stations.

The background description for the Sound Transit planning process through September 2012 can be reviewed at <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2012/staffreport091712-8a.pdf>. Additional outreach activities since then are described in the Stakeholder Outreach section of this report.

## **PROPOSAL & ANALYSIS**

### **Sound Transit Funding Scenario**

When the ST2 funding package was approved in 2008, it included a conceptual alignment for the Lynnwood Link extension and a project cost based upon that alignment. The ability to pay for the projects included in the package was based on funding assumptions and predicted revenues, including sales tax revenues. Since the economic downturn began, Sound Transit has seen revenues below those originally projected with the ST2 funding package. The most recent projections show that revenues in the North King subarea (of which Shoreline is a part) are down by 19.6%. This is a lower projection than in 2010, when revenues were projected to be down by 16.1%. Projected revenues are down in all of the Sound Transit subareas, but they are down the least in the North King subarea.

Sound Transit has a subarea equity policy, which states that the revenues generated in a subarea are spent in that subarea with some allowed exceptions. For example, the

segment of the Lynnwood Link extension from NE 185<sup>th</sup> Street to the county line will be funded by the Snohomish County subarea, as the residents in Snohomish County will be the primary benefactors. Should funding in the North King subarea be insufficient to pay for all of the Lynnwood Link improvements, several options are available to make up the funding deficit including:

- Extending the timeline for completion
- Elimination of projects/stations
- Request additional funding as part of the Federal New Starts application
- Seek funding from other grant sources
- Borrow funds
- Request that Seattle pay for the station at NE 130<sup>th</sup> Street if selected (NE 130<sup>th</sup> Street represents an additional station not originally assumed as part of the conceptual alignment).

### **Ten Year Timeline**

Between now and the beginning of service in 2023, the City and Sound Transit will have several major tasks to accomplish, including ensuring that impacts from light rail construction and operations are mitigated, developing station area plans and associated zoning to allow for land use changes over time, and making certain adequate transportation facilities and transit service are in place to serve the light rail stations. Due to the overlapping nature of these tasks, the attached ten year timeline (Attachment A) was developed to help plan for staffing needs, provide opportunities for public input, and ensure that large issues are addressed at the appropriate time in the planning process. For each task listed on the timeline, a description is provided, the lead agency is identified, and the City department leading the task is shown. The City anticipates a coordinated effort with the School District throughout the planning process; however, the details of that effort have not been worked out with the School District at this time. The timeline also shows how decisions associated with light rail affect other City projects, such as the annexation and improvements to 145<sup>th</sup> Street.

### **Two-Three Year Timeline**

Staff drafted and published a Request for Proposals (RFP) for the development of a NE 185<sup>th</sup> Street Station Subarea Plan. The purpose of the Plan is to create a livable, workable, equitable, and sustainable Transit Oriented Community (TOC) in the City of Shoreline to support light rail investment throughout the region. The RFP was advertized on December 28 and again on January 2. The closing for the RFP was January 25, 2013.

Staff will spend the month of February reviewing and interviewing potential consultants for the Plan. Staff will make a recommendation for contract award in February to the Council. The goal is to have the consulting team on board by March 1.

The consultant will be responsible for completing nine tasks: project management, agency coordination, environmental review, public participation, data collection, market research, land use changes, alternatives analysis, identifying a preferred alternative, and creating the physical plan. The consultant will be informed that public participation, SEPA review, land use, housing choice, and infrastructure should be the primary focus

of the plan. Their first task will be to develop a detailed Public Participation Plan, which will include a staggered but similar process for both Shoreline station areas. For each station, an initial task will be to refine the boundaries of the study area using criteria drafted by the Planning Commission subcommittee. Staff has scheduled recurring meetings with the subcommittee, and members can expound upon progress during tonight's discussion.

The draft two-three year timeline (Attachment B) lists the nine tasks staff and the consultant will be working on and the approximate time frame for completing each of the tasks. Staff is expecting the 185<sup>th</sup> Street Light Rail Station Subarea Plan will be completed by October 2014. Staff has also included the timeframe for the 145<sup>th</sup> Street Light Rail Station Subarea Plan. The current RFP is primarily focused on the 185<sup>th</sup> Street Station, but staff is expecting to use some of the information and apply it to the 145<sup>th</sup> Street Station, and possibly host some joint and parallel station area planning sessions. Staff has proposed to wait until Sound Transit releases the DEIS around June, which will hopefully confirm the location of the second Shoreline station at 145<sup>th</sup>. The Station Subarea Plan for 145<sup>th</sup> is targeted for completion by May 2015. These completion dates were selected to line up with Sound Transit's Federal funding application submittals and updates. Staff will continue to work closely with Sound Transit to ensure Shoreline's planning is completed in time to support Sound Transit's work to secure funding for its Lynnwood Link light rail extension project.

#### **Puget Sound Regional Council (PSRC) Growing Transit Communities (GTC)**

The Growing Transit Communities Partnership worked with the Center for Transit-Oriented Development to construct a typology of implementation actions for the 74 station areas and transit node study areas in the Growing Transit Communities geography. The study included the following five areas in Shoreline: Shoreline Park and Ride @ Aurora & 192<sup>nd</sup>; NE 185<sup>th</sup> Street Station area; N 155<sup>th</sup> Street @ Aurora Avenue N; NE 155<sup>th</sup> Street Station Area (alternative); and NE 145<sup>th</sup> Street Station area. The typology exercise categorized transit communities according to common characteristics and identified suites of policy strategies and tools to help transit communities achieve greater quality of life and equitable growth outcomes. The draft Transit Community Typology report can be viewed at <http://psrc.org/assets/8716/TypologyResultsPacket100312.pdf>.

The Transit Community Implementation Strategy will be a central tool for developing and organizing recommended actions in the Corridor Action Strategy work led by the three Corridor Task Forces. City staff participated on the North Corridor Task Force, and have been working to draft Corridor Action Strategies since Fall 2012. Council, Planning Commission, and staff were all represented at the Implementation Strategies Workshop held on 10/30/12. The Corridor Action Strategies detail the actions and tools needed to make it easier to develop jobs and housing in areas associated with transit investments. The Oversight Committee (Councilmember Eggen is the City's representative) will take final action on the Corridor Action Strategies in April 2013. The following is a link to the working drafts of the Corridor Action Strategies <http://psrc.org/growth/growing-transit-communities/public-involvement-events/imp-strategies-ws>.

## **STAKEHOLDER OUTREACH**

Sound Transit has managed the public outreach for the Lynnwood Link Light Rail Extension project and the City has been responsible for outreach associated with the City's station area planning efforts. In 2012, there was extensive public outreach provided by both agencies to notify residents about both the light rail planning efforts, and the City's station area planning efforts.

Sound Transit attended a variety of events in Shoreline in 2012 to provide the public with information about the Lynnwood Link project. These events included:

- "Let's Have a Chat" meetings at the YMCA, the Shoreline Library, and Top Foods – March 14, 15 and 16;
- Sound Transit briefing to Council addressing station locations – April 2;
- Presentation to the Shoreline Fire Department Board of Commissioners – June 20;
- Information table at Shoreline Swinging Summer Eve – July 18;
- Information table at Celebrate Shoreline – August 18; and
- Information table at Shoreline Farmer's Market – August 25.

City staff attended the following events to share information with residents and hear their comments about the Lynnwood Link project and the City's upcoming station area planning projects:

- Presentation to the Shoreline Fire Department Board of Commissioners – June 20;
- Echo Lake Neighborhood Picnic – July 17;
- Shoreline Swinging Summer Eve – July 18;
- Night Out Against Crime Block Parties in Echo Lake, North City and Ridgecrest – August 7;
- Ridgecrest Ice Cream Social – August 16;
- Celebrate Shoreline – August 18; and
- Shoreline Farmer's Market – June 16, June 30, July 14, August 4, August 25, September 15 and October 6.

City staff presented updates at the Council retreat on March 2, 2012 and at the April 2 and September 17 Council meetings.

Sound Transit and City staff made several joint presentations in 2012 and 2013. These presentations included an overview of the Lynnwood Link project scope and timeline by Sound Transit staff. Shoreline staff provided an update on the City's policy decisions regarding light rail and station area planning, and a description of the upcoming planning process, including next steps and a rough timeline. This presentation was made to a special meeting of the Echo Lake, North City, and Meridian Park Neighborhood Associations at City Hall on September 18, 2012; to the Briarcrest Neighborhood Association on December 11, 2012; and to the Ridgecrest Neighborhood

Association on January 8, 2013. Sound Transit and City staff have been invited to the March 11, 2013 Ballinger Neighborhood Association meeting to provide the same information.

**Stakeholder Groups**

Staff hosted a bus and walking tour of the NE 185<sup>th</sup> Street station area for interested members of the 185<sup>th</sup> Station Citizen Committee (185SCC), the Planning Commission light rail subcommittee, and one Councilmember on December 1, 2012. The tour was followed by a discussion with the group at City Hall. Staff provided another tour on January 4, 2013 to representatives from the Shoreline Senior Center.

The Puget Sound Regional Council awarded grant money to the 185SCC in partnership with Futurewise, and to the Senior Center to promote opportunities for community involvement. Staff has scheduled recurring meetings with these groups to coordinate efforts and plan for public meetings and outreach materials.

Sound Transit will issue the DEIS in late spring/early summer 2013 and plans an extensive outreach process to gather public comments on the document. These efforts will include mailings and public meetings/hearings.

Beginning in November 2012, the City began publishing an article about light rail in each issue of Currents. Staff plans to include articles in every issue of Currents throughout 2013. These articles will focus on the “big picture” of what light rail means to the community, Sound Transit planning efforts, the City’s station area planning activities and opportunities for public participation. A website has also been established, with the quick link: [www.shorelinewa.gov/lightrail](http://www.shorelinewa.gov/lightrail).

**RECOMMENDATION**

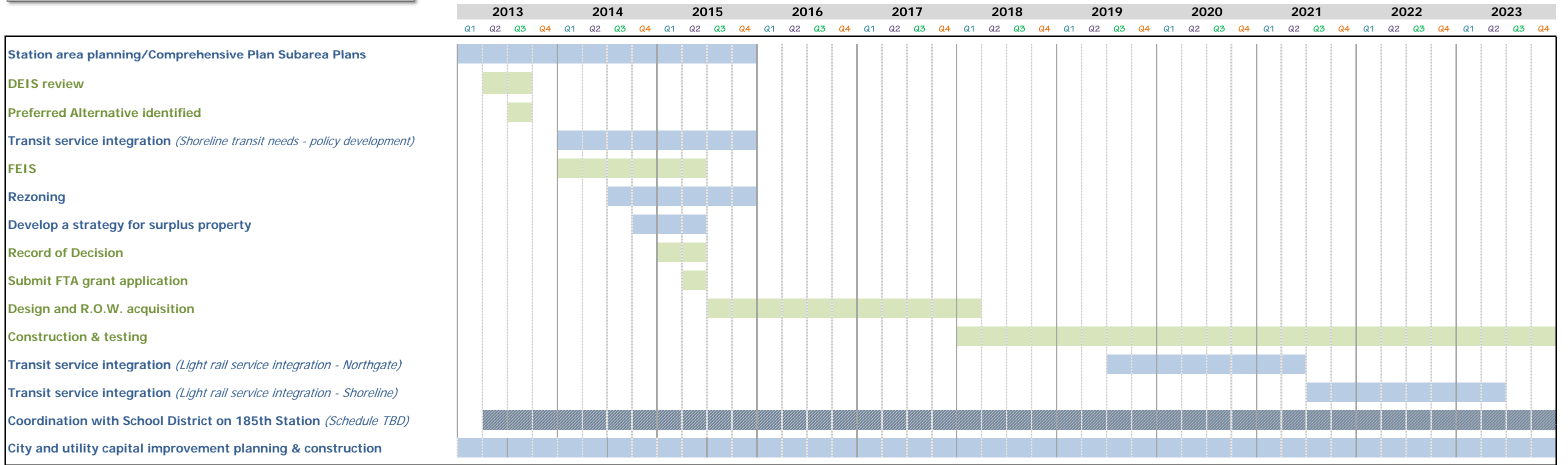
This report is intended to update the Commission on the current status of light rail station area planning, including work of the subcommittee and citizen groups, and share information presented to Council. No action is requested at this time.

**ATTACHMENTS**

- Attachment A: Draft 10 Year Timeline
- Attachment B: Draft 2-3 Year Timeline

The following timeline summarizes Sound Transit & City of Shoreline light rail / transit priorities and tasks spanning 2013 - 2023.

Sound Transit tasks in **green font**  
 City of Shoreline tasks in **blue font**  
**Lead:** Lead designations listed below indicate internal Shoreline department lead on task.



<p><b>Station area planning/ Comprehensive Plan Subarea Plans</b></p> <p>Includes development of station area plans for the light rail stations at NE 145th St and NE 185th St. The processes will occur sequentially, with the NE 185th St station area planned first. Public outreach and involvement will be a significant component of this process. The station area plans will evaluate land uses, densities, transportation facilities, environmental impacts, utility needs and public amenities to be developed in the area, with consideration of the impacts to existing residents as the area transitions. The final product will be the creation of subarea plans for each station area, which will be adopted as part of the City's Comprehensive Plan.</p> <p><b>Lead: P&amp;CD</b></p>	<p><b>DEIS review</b></p> <p>Sound Transit will release the DEIS, which will do the following:</p> <ul style="list-style-type: none"> <li>Describe the alternatives and their potential impacts.</li> <li>Provide environmental information to assist decision makers in selecting the project to be built.</li> <li>Identify measures to avoid and minimize impacts, and, when necessary, compensate for adverse impacts.</li> <li>Consider cumulative impacts as part of the environmental review process.</li> <li>Provide information for other environmental processes, such as the Endangered Species Act and the National Historic Preservation Act of 1966.</li> </ul> <p>Release of the DEIS will include a formal public comment period.</p> <p><b>Lead: PW</b></p>	<p><b>Preferred Alternative identified</b></p> <p>Upon completion of the public outreach and comment period associated with the DEIS, the Sound Transit Board will identify the preferred alternative to be evaluated in the FEIS. The preferred alternative is a statement of the Board's current intent but is not a final decision.</p> <p><b>Lead: PW/CMO</b></p>	<p><b>Transit service integration (Shoreline transit needs - policy development)</b></p> <p>As part of the station area planning process, the City will identify policies addressing future transit needs throughout Shoreline once light rail service begins. This process will identify levels of service and areas the City wants to see served when future service changes are implemented. This will be a coordinated process with Metro, Community Transit and Sound Transit that looks at their current policies for service distribution and redistribution of service hours in conjunction with commencement of light rail service. The expected outcome will be an agreement with Metro, Community Transit and Sound Transit on policies that will direct future transit service integration.</p> <p><b>Lead: PW</b></p>	<p><b>FEIS</b></p> <p>This will be the final environmental review of the preferred alternative, as well as the other alternatives under consideration. It will identify the alignment, station locations and mitigation associated with the project. After publication of the FEIS, the Sound Transit Board will make a final decision on the route and station locations. The Board's final decision might confirm or amend the preferred alternative.</p> <p><b>Lead: PW</b></p>	<p><b>Rezoning</b></p> <p>Rezoning of land within the station area will occur in conjunction with adoption of the subarea plans. The zoning designations will be accompanied by development regulations. The regulations will address the future development of the area, with mechanisms to address land use over time as the area transitions.</p> <p><b>Lead: P&amp;CD</b></p>	<p><b>Develop a strategy for surplus property</b></p> <p>Sound Transit is likely to have surplus property as a result of their acquisitions. These could be larger parcels acquired for staging areas or smaller strips along the rail acquired as uneconomic remnants. Sound Transit has specific policies about the disposition of surplus property, including how properties are developed for Transit Oriented Development (TOD) purposes. In advance of their acquisition process, the City will want to develop a strategy for how we would like to see Sound Transit utilize these properties.</p> <p><b>Lead: PW</b></p>	<p><b>Record of Decision</b></p> <p>The Federal Transit Administration will issue its Record of Decision finding that the requirements of NEPA have been satisfied for construction and operation of the project.</p> <p><b>Lead: PW</b></p>	<p><b>Submit FTA grant application</b></p> <p>Design and construction of the Lynnwood Link light rail extension will require grant funding from the federal government. This is a nationwide competitive grant process in which the Lynnwood Link project will be competing against other projects throughout the country. The rules for this grant process are currently under development but are likely to include criteria that consider the presence and/or possibility of TOD and zoning for higher density or employment sites near the stations.</p> <p><b>Lead: PW</b></p>	<p><b>Design &amp; R.O.W. acquisition</b></p> <p>Sound Transit will begin design of the rail line, stations and mitigation projects. The right of way needed to accommodate these improvements, as well as areas for staging, will be acquired.</p> <p><b>Lead: PW</b></p>	<p><b>Construction &amp; testing</b></p> <p>Sound Transit will be in the process of constructing the light rail line, stations and mitigation improvements. Once construction is complete, testing of the service will begin.</p> <p><b>Lead: PW</b></p>	<p><b>Transit service integration (Light rail service integration - Northgate)</b></p> <p>Shoreline staff will work with Metro to develop changes to bus routing in response to the opening of light rail service at Northgate. Feeder routes will be developed and commuter routes may be redesigned to serve the light rail stations. Routes in Shoreline are likely to be affected. This process will include coordination with Sound Transit and affected jurisdictions as well as opportunities for public comment. Community Transit will be evaluating options to serve Northgate as well.</p> <p><b>Lead: PW</b></p>	<p><b>Transit service integration (Light rail service integration - Shoreline)</b></p> <p>Shoreline staff will work with Metro to develop changes to bus routing in response to the opening of light rail service at Shoreline and points north. Feeder routes will be developed and commuter routes will be redesigned to serve light rail. Many routes throughout Shoreline will be affected. This process will include coordination with Sound Transit and affected jurisdictions as well as opportunities for public comment. Community Transit will be revising their service routing as well, including service that terminates in Shoreline.</p> <p><b>Lead: PW</b></p>	<p><b>Coordination with School District on 185th Station</b></p> <p>The school district owns two large properties near the NE 185th Street station. These properties have strong potential for redevelopment. It is possible that Sound Transit will need to purchase property from or enter into agreements with the School District for development of the station facilities. The City will want to involve the School District in its station area planning efforts and assist the School District in their efforts to examine the redevelopment potential of the site.</p> <p><b>Lead: P&amp;CD/CMO</b></p>	<p><b>City &amp; utility capital improvement planning &amp; construction</b></p> <p>The City and utility providers will identify needed transportation and utility improvements in the vicinity of the stations and within station areas. These needs will be based upon the outcomes of the station area planning process, programmed into the Transportation Improvement Plan. Funding will be sought for their design and construction. This includes interagency coordination and planning for improvements to 145th Street.</p> <p><b>Lead: PW</b></p>
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2013-2015 Station Area Planning Timeline																																							
LEGEND		Commission Work										Staff work										* Council Action																	
2013													2014												2015														
A. 185th St Station Subarea Plan													B. 145th St Station Subarea Plan																										
Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec				
1. Hire Consultant																																							
2. Environmental Document Preparation																																							
3. Public Participation																																							
4. Existing Conditions Data Collection																																							
5. Market and Specialized Research																																							
6. Connecting Corridors Study																																							
7. Alternatives Analysis																																							
8. Preferred Alternative																																							
9. Final Station Area Plan																																							
Council Check-In/Action (includes 145th St Station Updates)																																							
B. 145th St Station Subarea Plan																																							
1. Hire Consultant																																							
2. Environmental Document Preparation																																							
3. Public Participation																																							
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Council Check-In/Action																																							

\* This schedule is likely to shift to align with the release of the DEIS. Sound Transit estimates the DEIS will be released by June 2013. the FEIS will be complete early 2014 to mid 2015.