

**CITY COUNCIL AGENDA ITEM**  
CITY OF SHORELINE, WASHINGTON

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| <b>AGENDA TITLE:</b> Update for the North City Business District/15 <sup>th</sup> Avenue Corridor Project |
| <b>DEPARTMENT:</b> CMO/Public Works   |
| <b>PRESENTED BY:</b> Jan Knudson, Project Lead/Economic Development Coordinator                           |

**PROBLEM/ISSUE STATEMENT:** Significant design work has been completed on the North City Project since the City issued Notice to Proceed to KPG, Inc. for its design and construction on July 19, 2002. Staff is planning meetings with the business owners and neighborhoods to review this work. There are also trade-offs to be made in making certain design choices.

This agenda item is to update Council on the Project in preparation for public events and information, and to gain concurrence from Council on certain design aspects for completing the Project.

**EXECUTIVE SUMMARY:** The NCBD/15th Avenue Project is Goal #3 in the Council's 2002-2003 Work Plan. It implements the Economic Development Program which is Council Goal #2. Three aspects to the Project are being designed concurrently. These aspects are:

- the **North City Business District (NCBD)**
- the **15<sup>th</sup> Ave NE Corridor Improvements**
- and **Neighborhood Traffic Mitigation**

Staff will be presenting three types of information to Council tonight.

- 1) Policy discussions;
- 2) New information; and
- 3) For your information prior to public review.

Updates on schedule and budget are also included.

1) Policy Discussions:

To complete final design, there are 2 issues for Council to consider and provide direction before we go to the public on January 28:

- a) Multimodal design of NCBD street section  
Staff is seeking Council concurrence that a wider travel lane to accommodate safe turning movements, transit and a shared bicycle facility is desirable.

- b) Signal installation and associated improvements at 15<sup>th</sup>/170<sup>th</sup>  
If Council wishes to continue pursuing installing a traffic signal at the intersection of 15<sup>th</sup> Ave NE/NE 170<sup>th</sup> Street, staff will refine budget numbers and place them in the context of the overall project budget for Council to review on February 24.

2) New Information:

This information is to share with Council prior to public presentations.

- a) Alleyways – to help reduce driveway curbcuts, staff evaluated strategies to implement alley system.  
Under current budget constraints and the existing physical conditions of the area, the best option is for the Project to simply secure easements for the alleyway system from property owners at this time, and anticipate that larger lot redevelopment will eventually build it.
- b) Limits of three-lane configuration  
Staff will be reviewing with the public a 3-lane configuration for 15<sup>th</sup> Ave where the transition occurs at NE 150<sup>th</sup>.
- c) Neighborhood Traffic Mitigation – per Ordinance No. 281 and potentially more
  - monitoring area
  - process for additional traffic calming

3) FYI Prior To Public Review:

Staff is seeking any Council comments on these items prior to reviewing them with the public.

- a) NCBD Street Amenities Design Packages
- b) Improvements along 15<sup>th</sup> south of NCBD
  - traffic signal at 150<sup>th</sup>
  - crosswalk consolidation and pedestrian light
  - sidewalks

Schedule:

| Meeting                       | Date                    |
|-------------------------------|-------------------------|
| Council Briefing              | January 21              |
| Council Action – KPG Contract | January 27              |
| Business/Neighborhood Meeting | January 28              |
| Open House                    | Tentatively February 12 |
| Council Briefing              | February 24             |

**FISCAL IMPACT:** \$6.45 million is allocated in the 6-year CIP for the project. This includes \$408,000 allocated in 2002.

\$866,000 is budgeted in 2003; \$2,908,909 in 2004.

**RECOMMENDATION**

No action is required. Staff is seeking direction and comment from Council at this time on the information presented here, that will then be presented to the North City Business Association, the North City and Ridgecrest neighborhoods and the public at large in an Open House in February. Staff will return to Council on February 24<sup>th</sup> to report findings and any recommended revisions resulting from public input and seek final concurrence at that time.

Approved By: City Manager  City Attorney 

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## **INTRODUCTION**

The City issued Notice to Proceed (NTP) to KPG, Inc. for the design and construction administration of the North City Project after briefing Council on June 24, 2002 on the workplan for the Project. Staff is now preparing the design report for the Project that will become plans, specifications and estimates for construction.

Tonight's presentation is to update Council on the status of the project in preparation for additional public presentations. It is also to gain direction and comment on design aspects completed to date for inclusion in the design report.

## **BACKGROUND**

The NCBD/15th Avenue Project is Goal #3 in the Council's 2002-2003 Work Plan. The North City Project implements the goals and purpose of the North City Subarea Plan adopted by Council in July 2001. It also implements the Economic Development Program which is Council Goal #2.

Three aspects of the Project were combined as part of the CIP 2002 update and are being designed concurrently. . These aspects are:

- 1) the **North City Business District (NCBD)**
- 2) the **15<sup>th</sup> Ave NE Corridor Improvements**
- 3) and **Neighborhood Traffic Mitigation**

KPG, Inc. received NTP on July 19, 2002 and began surveying, creating construction base maps and conducting pedestrian/traffic analyses in support of a public open house held on October 16. The purpose of the Open House was to reintroduce the project to the public and gain public input on work completed to date.

Staff is now preparing for additional public meetings with the North City businesses, the North City and Ridgecrest Neighborhood Associations, and with the general public to gain input on design elements that will take the Project to 60% design. The purpose of tonight's presentation is to brief Council prior to conducting these public meetings and to seek Council direction on certain design choices discussed below.

### **North City Business District (NCBD)**

#### **Alleyways**

Since the Plan's adoption, there has been some concern expressed by developers and property owners wishing to redevelop that redevelopment cannot occur without the alleyway system in place. The Plan anticipated that private sector redevelopment would build the alleyways. Also, without alleyway access, businesses will need a driveway connection to 15<sup>th</sup> Avenue NE. These driveways preclude ultimate buildout of the streetscape at this time.

To determine if the North City Project might include an element helpful to alleyway implementation, replacing the need for some of the existing driveways, KPG reviewed the feasibility of three options:

- 1) Alleyways constructed through individual small lot redevelopment;
- 2) Alleyways constructed through large lot redevelopment (parcel assembly); and
- 3) Alleyways constructed through City-lead project prior to redevelopment.

**Attachment A** shows a map of the NCBD for reference. Under Options #1 and #2, small and large lot redevelopment, approximately 80 percent of the properties west of 15<sup>th</sup> Ave in the NCBD would rely upon a neighboring property or properties to complete the alley connection to a side street. Redevelopment would need to occur in a sequential manner from NE 175<sup>th</sup> Street to NE 180<sup>th</sup> Street in order for these parcels to have alley access. Redevelopment activity under the NCBD development standards could be severely restricted until property owners adjacent to NE 175<sup>th</sup> Street, NE 180<sup>th</sup> Street, or 12<sup>th</sup> Avenue NE provide the initial connection for alleyway improvements.

Option #3 is for the City to build the alleyway system. The cost is extremely high (approximately \$300-\$500 per lineal foot excluding land) and there are existing buildings in the planned alignment that the City cannot afford to buy and remove. Under current budget constraints and the existing physical conditions of the area, the best option is for the Project to simply secure easements for the alleyway system from property owners at this time, and anticipate that larger lot redevelopment will eventually build it.

#### Streetscape

Until the alleyway system is constructed, many curb cuts must remain along 15<sup>th</sup> Ave through the NCBD. In the near-term, this will limit onstreet parking and space for amenities such as benches, planters, street trees and pedestrian lighting.

Curb cuts will be filled through redevelopment which dictates using cost-effective materials in designing streetscape improvements. Paving materials need to be readily available over time, easy to match in color or texture, and relatively “disposable” where redevelopment may damage or replace them.

Staff will be meeting with the North City Business Association and the North City and Ridgecrest neighborhoods on January 28<sup>th</sup> to review three “Street Amenity Design Packages”. These design packages are included in **Attachment B**. In addition to meeting with the public on January 28, the City will also hold an Open House that will be advertised Citywide and include direct mailings to the North City, Ridgecrest, Briarcrest and Ballinger neighborhoods.

Tonight, staff is seeking comments or discussion from Council on the design packages before reviewing them with the public.

The elements within each design package were chosen for ease of maintenance, durability, and availability in order to be compatible with redevelopment. Each package includes a bench, trash receptacle, railing, paving treatment for corners, sidewalks and crosswalks, and street tree grates.

Design elements common to all packages include black bus shelters, stylized bike rack, 30-35” street light with pedestrian light and banner attachments, information kiosk, and street tree characteristics. Opportunities for public art are listed and will include a police memorial. In-pavement art, gateway treatment, statues and murals are additional possibilities.

It is anticipated that up to \$60,000 could be available for the 1% for Art Program. Staff will be working with the Parks, Recreation and Cultural Services Department and the King County's Public Arts Program to determine the exact amount and include public art in this Project.

### Street Section

Preliminary design shows that there are reasons to slightly alter the street section that was included in the Subarea Plan. A wider travel lane (from 11' to 14') is necessary to accommodate safe turning movements from remaining driveways when vehicles are turning right onto 15<sup>th</sup> Ave. A wider turning lane would also better accommodate transit and a shared lane with bicycles.

At the October 16 Open House, we consistently heard from citizens that they want the Project to accommodate bicycles along 15<sup>th</sup> Ave. Currently, 15<sup>th</sup> Ave is not designated as a bicycle route in the 1998 Comprehensive Plan. There is substantial policy basis for accommodating bicycles in the project design, however.

The following policies support including multi-modal (pedestrian, bicycle, bus) design in City CIP projects.

- Framework Goal FG8 of the Comprehensive Plan's Transportation Element - "improve multi-modal transportation systems which provide for Shoreline's present and future population."
- Transportation Policy T-37 - "Incorporate bicycle friendly designs in future roadway or intersection improvement projects. The feasibility of bike lanes in roadway capital projects should be considered."
- Policy T-41 - "all future roadway capital improvement projects should consider and accommodate bicycles in design and construction."

There are various strategies for creating a wider travel lane. Staff is seeking Council concurrence that a wider travel lane to accommodate safe turning movements, transit and a shared bicycle facility is desirable. If so, staff will include it in presentation materials for the public and explore various strategies for obtaining this additional width. Staff will then return to Council on February 24<sup>th</sup> to report public response and with a recommended strategy for implementation.

### **15th Avenue NE Corridor**

#### Signal at 15<sup>th</sup> Ave NE and NE 170<sup>th</sup> Street

In Council discussions, pedestrian safety improvements along the 15<sup>th</sup> Ave corridor have been emphasized as an early priority for the Project. Upon receiving NTP, KPG conducted an immediate assessment of installing a traffic signal at the intersection of 15<sup>th</sup> Ave NE and NE 170<sup>th</sup> Street. This intersection did not meet warrants for a traffic signal under existing conditions. Traffic and pedestrian volumes were too low to trigger the warrants as set forth in the Manual on Uniform Traffic Control Devices.

Staff and the consultant looked at other lower cost options for pedestrian facilities at the 170<sup>th</sup> intersection. These included, from least cost to greater cost, removing the crosswalk, installing additional signage, installing in-pavement flashing lights (currently being installed as a pilot

project), and installing a mid-block crossing south of the intersection with a pedestrian-activated signal.

There are advantages and varying levels of effectiveness for each of the pedestrian facility options described above. None of these, however, provide advantages to the overall transportation system. While the current conditions at the 15<sup>th</sup>/170<sup>th</sup> Street intersection do not meet signal warrants, installing a signal at this intersection can benefit the transportation system as a whole rather than just the intersection itself.

Travel speeds can be controlled more effectively if traffic lights are interconnected and evenly spaced. A signal at the 170<sup>th</sup> intersection will create a consistent 5-block pattern of signals along 15<sup>th</sup>. Additionally, a signal at NE 170<sup>th</sup> would more evenly distribute east-west traffic accessing 15<sup>th</sup> Ave.

The City directed KPG to then expand the warrant analysis to include mitigation measures for NE 168<sup>th</sup> Street that are in Ordinance 281 (adopting the Subarea Plan). The analysis included new traffic from east of 15<sup>th</sup> that would come to a new signalized intersection if one was created at NE 170<sup>th</sup>. If 60% of the vehicle trips currently using NE 168<sup>th</sup> and 169<sup>th</sup> move to NE 170<sup>th</sup> after mitigations and a signal are installed, a traffic signal at 15<sup>th</sup> Ave/NE 170<sup>th</sup> would meet traffic warrants.

There are impacts and costs to installing a signal at the 15<sup>th</sup> Ave/NE 170<sup>th</sup> Street intersection. Staff is still determining the extent and costs of these impacts. Generally speaking, in addition to a new signal, there may be additional sidewalk and drainage improvements needed along NE 170<sup>th</sup> in association with that signal. For comparison, the traffic signal at NE 165<sup>th</sup> cost approximately \$200,000 to install with no other associated improvements.

The current Project budget may not be able to accommodate a signal and associated improvements at 15<sup>th</sup> Ave/NE 170<sup>th</sup> in addition to all the other improvements expected within the Project. Choices and priorities may have to be made regarding what to fund and build now as part of the North City Project, and what to fund and build at a later date.

If Council wishes to continue pursuing installing a traffic signal at the intersection of 15<sup>th</sup> Ave NE/NE 170<sup>th</sup> Street, staff will refine budget numbers and place them in the context of the overall project budget for Council to review on February 24.

#### Other Improvements to the Corridor

A similar analysis of corridor improvements was conducted for the entire 15<sup>th</sup> Ave NE corridor south of the NCBD. Assuming the 3-lane configuration described below, the Project currently includes sidewalks along the east side of 15<sup>th</sup> Ave from NE 150<sup>th</sup> to NE 165<sup>th</sup>. Sidewalks north, south and west of here are complete, though needing repair.

The Project does propose installing a traffic signal at NE 150<sup>th</sup>. It provides safe access onto 15<sup>th</sup> from the east and may relieve some of the traffic moving from NE 168<sup>th</sup>/169<sup>th</sup> after mitigation is installed. It also provides the 5-block spacing advantageous for controlling travel speeds. NE 150<sup>th</sup> is a designated arterial and already has in place the associated improvements such as sidewalks, drainage and roadway width.



There are currently three non-signalized crosswalks in the business district south of Fircrest between NE 145<sup>th</sup> and NE 150<sup>th</sup>. The Project proposes consolidating these crosswalks into one mid-block crossing at approximately NE 147<sup>th</sup>. It also includes installing a pedestrian-activated signal at this location.

At this time, a bike lane is proposed in the restriping of 15<sup>th</sup> Ave NE to three lanes south of NE 172<sup>nd</sup> NE (see below). A bike lane is very easy to accommodate through restriping and it provides significant cost savings by eliminating the need to move the curblin as part of the three-lane configuration. The Project does not include undergrounding utilities south of the NCBD.

Staff is seeking any Council comments on these improvements prior to reviewing them with the public.

### **3-Lane Configuration and Neighborhood Traffic Mitigation**

#### 3-lane configuration

Ordinance 281 adopting the North City Subarea Plan identified changing 15<sup>th</sup> Ave to three lanes between the NCBD and NE 145<sup>th</sup> as mitigation to diverting traffic resulting from the Planned Action. The City asked KPG to review this measure and demonstrate the differences between terminating the 3-lane configuration at NE 145<sup>th</sup> or at any point further north. KPG looked at 6 alternative transition points for the three-lane configuration:

- 1) NE 172<sup>nd</sup>
- 2) south of NE 170<sup>th</sup>
- 3) NE 155<sup>th</sup>
- 4) NE 150<sup>th</sup> – 152<sup>nd</sup>
- 5) NE 147<sup>th</sup>
- 6) NE 145<sup>th</sup>.

The primary difference between making the transition to three lanes at NE 145 or at any other point further north is the dispersion pattern of diverting traffic.

Traffic modeling showed that the traffic diverting from 15<sup>th</sup> Ave if there is congestion during the p.m. peak hour generally travels westward into other areas of Shoreline. One could assume that this is many of Shoreline's own residents. If the transition to 3-lanes were made at NE 145<sup>th</sup>, the area impacted by diverting traffic would be larger and more dispersed. Different choices can be made before NE 145<sup>th</sup> across a larger road network. The City of Seattle and WSDOT have expressed concern that their road networks would be impacted with this transition point.

If the transition to 3-lanes is made north of 145<sup>th</sup>, the area of impact becomes smaller and more concentrated. This can make traffic-calming needs more identifiable with monitoring.

Staff will be reviewing with the public a 3-lane configuration for 15<sup>th</sup> Ave where the transition occurs at NE 150<sup>th</sup>. This location provides vehicle queuing and turning movements for the commercial area within Shoreline's city limits. It also creates a dispersion pattern that is somewhat more dispersed yet can still be effectively monitored for appropriate traffic calming

measures. This configuration addresses some of the concerns expressed by the State and City of Seattle on impacts to their road network.

#### Neighborhood Traffic Mitigation

Ordinance No. 281 identifies specific neighborhood traffic mitigation measures for areas east of the NCBD at NE 175<sup>th</sup>, NE 177<sup>th</sup> and Serpentine Way, and NE 168<sup>th</sup>. Measures west of the 15<sup>th</sup> Ave corridor included removing the centerline stripe and evaluating a speed limit reduction on 10<sup>th</sup> Ave. The remainder of the area west of 15<sup>th</sup> was recommended for a monitoring program to address impacts as they occur.

Monitoring could show that the three-lane configuration of 15<sup>th</sup> Ave south of the NCBD could prompt additional traffic calming needs west of 15<sup>th</sup> Ave. At this time, staff is looking to program some project funds for future traffic calming devices in response to monitoring results. In the upcoming public meetings, staff will be reviewing the various options for mitigation (as identified in the Neighborhood Traffic Safety Program) with the Ridgecrest and North City neighborhoods.

From these public discussions, staff and KPG will develop a recommended package for additional traffic calming and return to Council for a briefing on February 24.

#### **Schedule and Budget**

The schedule for the North City Project is included in **Attachment C**. The Project is currently on schedule for a late 2003 construction start. Staff will be returning to Council on January 27 for authorization to contract with KPG for the remaining design and construction administration work. The contract process was divided by year (2002 and 2003/4) in accordance with the CIP.

The Council and public schedule for the first quarter of 2003 is as follows:

| <b>Meeting</b>                | <b>Date</b>             |
|-------------------------------|-------------------------|
| Council Briefing              | January 21              |
| Council Action – KPG Contract | January 27              |
| Business/Neighborhood Meeting | January 28              |
| Open House                    | Tentatively February 12 |
| Council Briefing              | February 24             |

The City will advertise the Open House and directly notify the North City, Ridgecrest, Briarcrest and Ballinger neighborhoods.

#### Budget

\$6.45 million is allocated in the 6-year CIP for the project. \$408,000 was allocated in 2002. Of the \$408,000, \$375,184 has been spent for Design and Project Management. The remaining \$32,816 will be carried over into 2003 and used to purchase title reports along 15<sup>th</sup> in the NCBD.

\$866,000 is budgeted in 2003; \$2,908,909 in 2004. Staff will review the current CIP allocations to determine if funds are available to support construction in 2003. If necessary,

staff will return to Council to revise the CIP, preferably through the standard CIP adoption process mid year.

### **RECOMMENDATION**

No action is required. Staff is seeking direction and comment from Council at this time on the information presented here, that will then be presented to the North City Business Association, the North City and Ridgecrest neighborhoods and the public at large in a public Open House in February. Staff will return to Council on February 24<sup>th</sup> to report findings and any recommended revisions resulting from public input and seek final concurrence at that time.

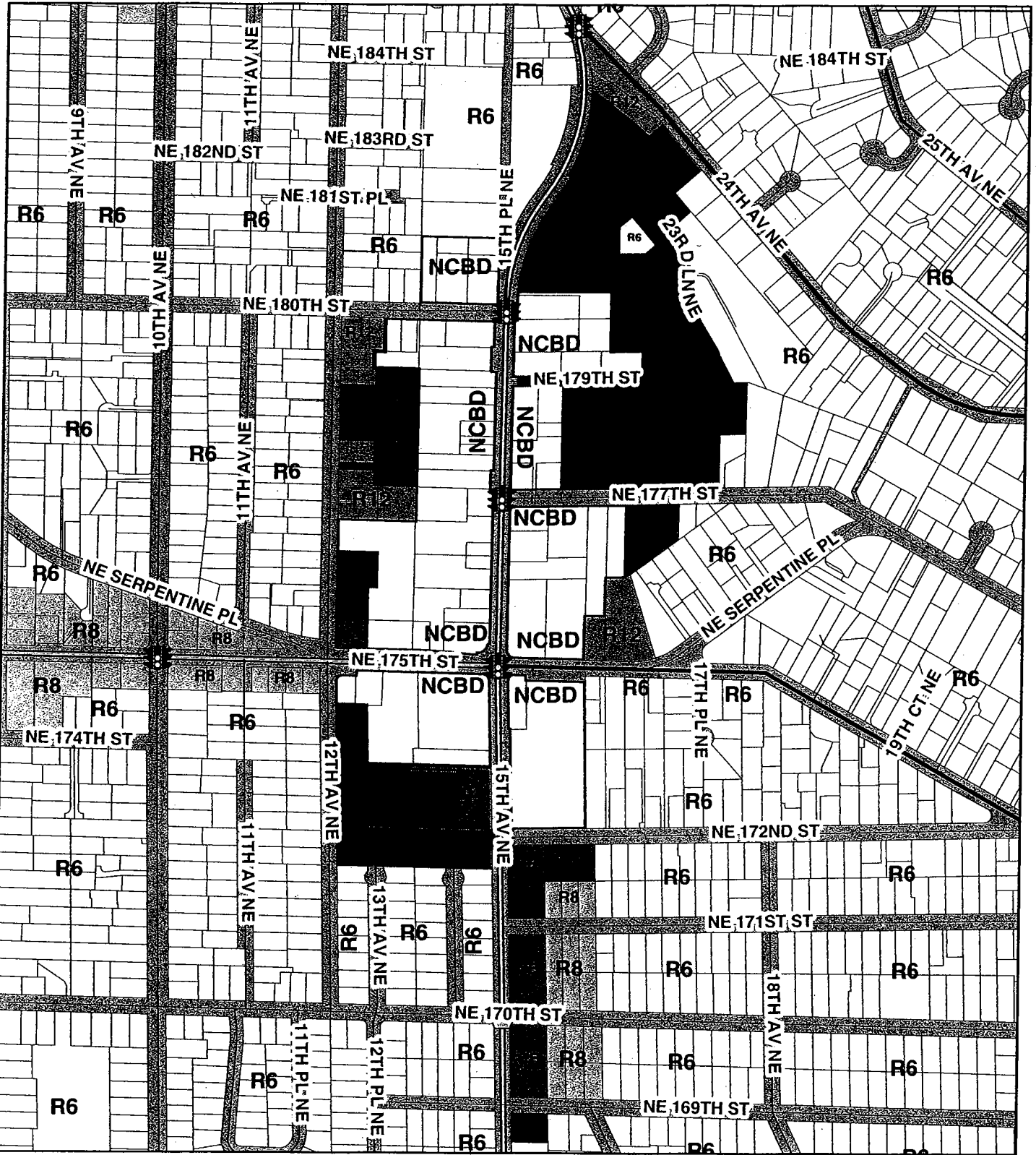
### **ATTACHMENTS**

- Attachment A – Parcel Map for NCBD
- Attachment B – Street Amenities Design Packages
- Attachment C – North City Project Schedule

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**ATTACHMENT A**  
**North City Parcel Map**

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## Attachment : North City Parcel Map

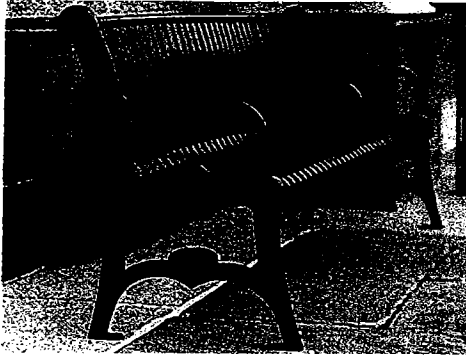
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|--------------------------------|----------------------------------|----------------------------------|------------------------------------|-----------------------|--------------------|---|--|
|                                |                                  | <b>Legend</b>                    |                                    | <b>Arterial Class</b> |                    |   |  |
| R-4; Residential, 4 units/acre | R-12; Residential, 12 units/acre | R-48; Residential, 48 units/acre | CB; Community Business             | Interstate            | Collector Arterial | <small>No warranty of any sort, including accuracy, fitness, or merchantability, accompany this product.</small><br><br><small>Pict Date: January, 2003</small> |  |
| R-6; Residential, 6 units/acre | R-18; Residential, 18 units/acre | O; Office                        | NCBD; North City Business District | State Route           | Residential Street |   |  |
| R-8; Residential, 8 units/acre | R-24; Residential, 24 units/acre | NB; Neighborhood Business        | RB; Regional Business              | Principal Arterial    | Outside Shoreline  |   |  |
|                                |                                  |                                  | I; Industrial                      | Minor Arterial        |                    |   |  |
|                                |                                  |                                  | CZ; Contract Zone                  | <b>Street</b>         |                    |   |  |

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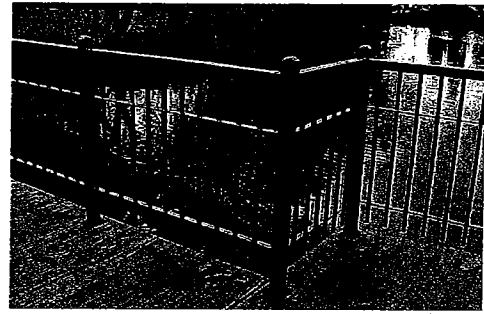


**ATTACHMENT B**  
**Street Amenities Design Packages**

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Bench



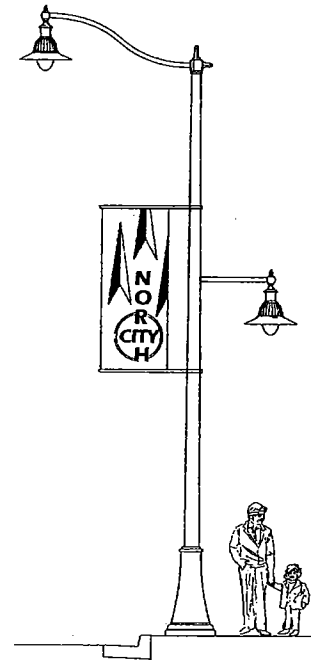
Railing



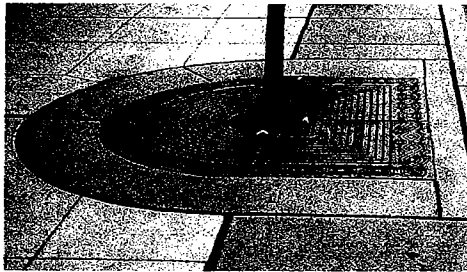
Trash Receptacle



Sidewalk Scoring



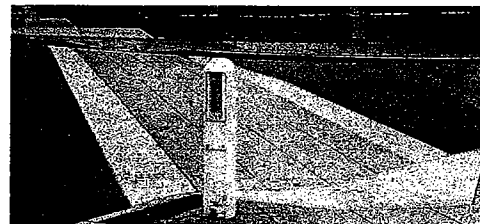
Street Light



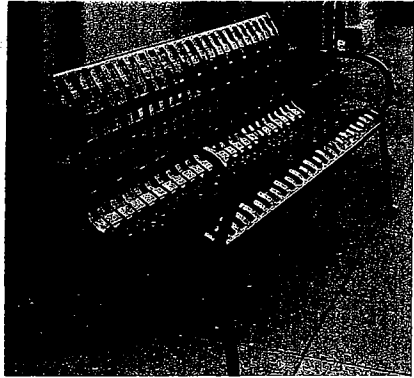
Tree Grate



Pavement for Sidewalk Corners at Intersections



Pavement for Crosswalk



Bench



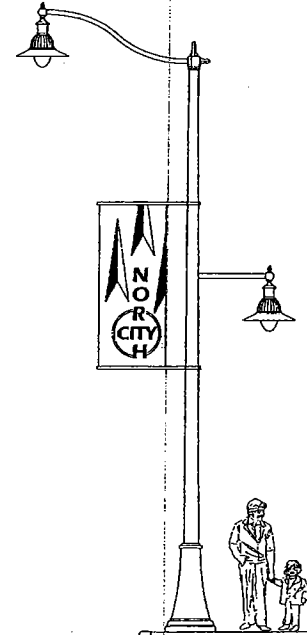
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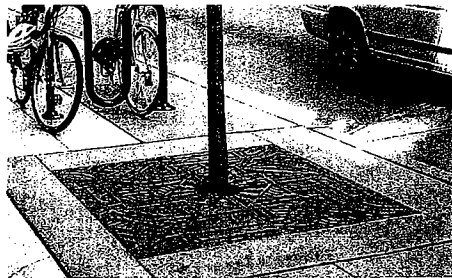
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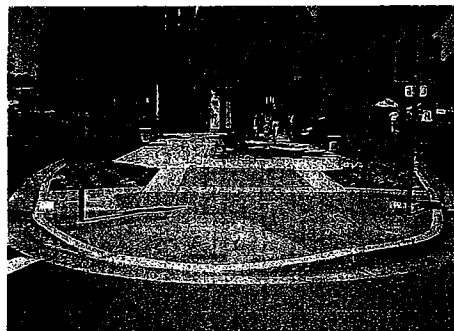
Sidewalk Scoring



Street Light



Tree Grate



Pavement for Sidewalk  
Corners at Intersections



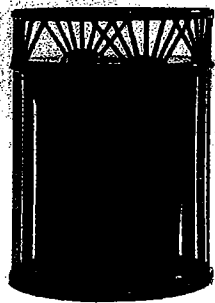
Pavement for Crosswalk



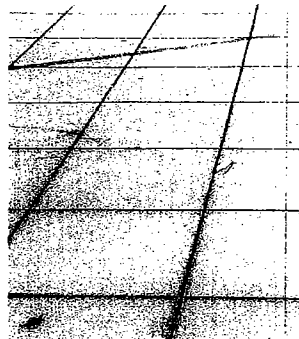
Bench



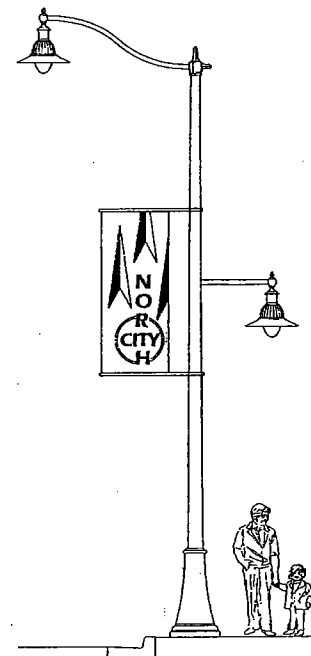
Railing



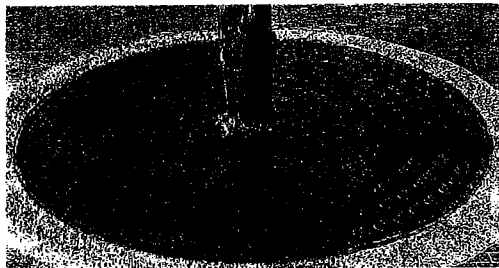
Trash Receptacle



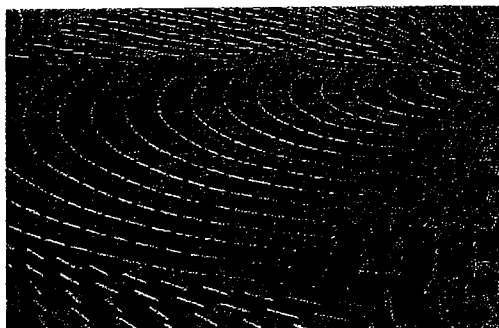
Sidewalk Scoring



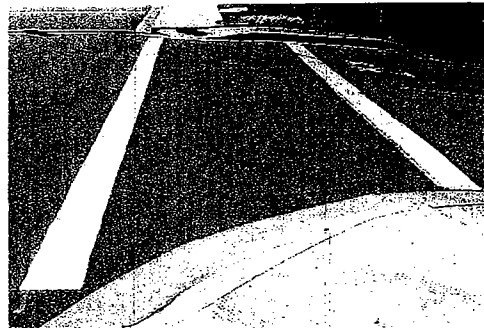
Street Light



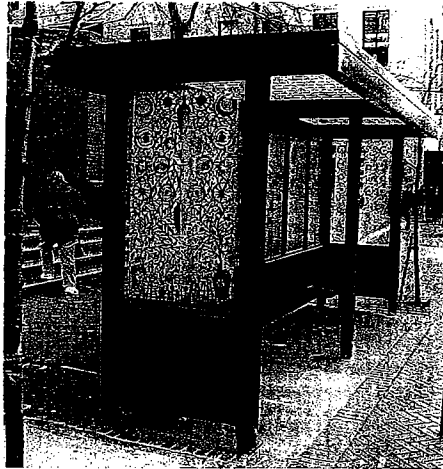
Tree Grate



Pavement for Sidewalk Corners at Intersections



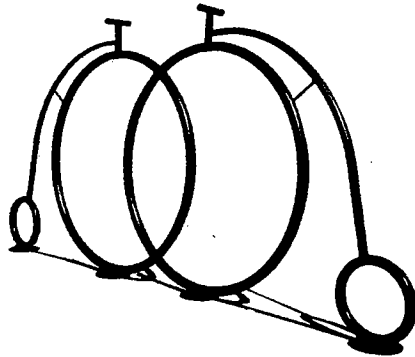
Pavement for Crosswalk



Bus Shelter



Kiosk



Bike Rack



## Street Trees

- Columnar, up to 30'
- Up to three different species
- Color variations (gold & red fall color)
- Flowering, if possible
- Some clustering of trees, where possible

## Art

The North City Project will include 1% for Art Projects. These may include:

- Police Memorial
- Animal Mascot
- In Pavement
- Sculpture
- Banners
- Bus Shelters

Other Street Amenities Common to All Packages

**ATTACHMENT C**  
**Project Schedule**

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# City of Shoreline North City Business District/15th Avenue NE Corridor Project

**DESIGN**  
Goals: Develop a comprehensive approach in the form of 30% drawings and detailed cost estimates, and to test the results through a value engineering process to finalize the scope of construction documents.

- Base mapping
- Lane configuration
- Pedestrian safety analysis
- Signal warrant analysis
- Neighborhood mitigation
- Storefronts
- NCBD Alleyways
- Stormwater management
- Urban design development
- NCBD report
- 15th Ave. NE corridor report

**CONSTRUCTION DOCUMENTS**

Goals: Develop final plans, specifications and estimates for the corridor and perform Independent QA/QC review.

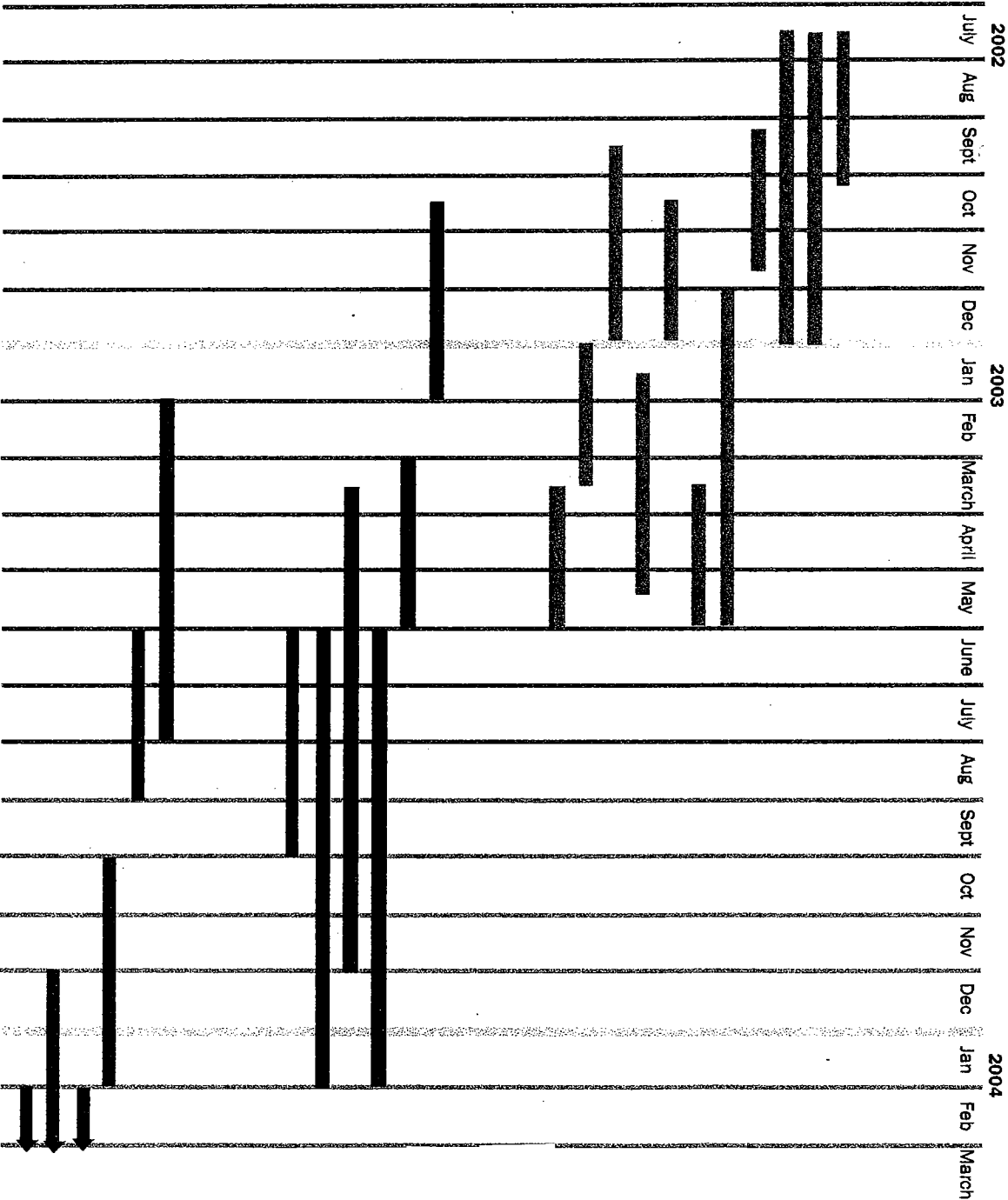
- 152nd & 170th pedestrian safety
- Traffic mitigation at 168th, 175th, 177th
- 15th Avenue NE (145th to 172nd)
- NCBD (172nd to 182nd)
- 15th Ave. NE (182nd to 196th)\*
- Neighborhood mitigation

**AWARD/CONSTRUCTION**

Goals: Completion of a project that meets the needs and expectations of Shoreline residents and business owners.

- 152nd & 170th pedestrian safety
- Traffic mitigation at 168th, 175th, 177th
- Neighborhood traffic mitigation
- 15th Ave. NE (145th to 172nd)
- NCBD (172nd to 182nd)
- 15th Ave. NE (182nd to 196th)\*

\* Pending Funds 2004



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