

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussion of 145 th Street Route Development Plan – Project Goals and Funding Strategies
DEPARTMENT:	Public Works
PRESENTED BY:	Mark Relph, Public Works Director Kirk McKinley, Transportation Services Manager Alicia McIntire, Senior Transportation Planner
ACTION:	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing <input checked="" type="checkbox"/> Discussion

PROBLEM/ISSUE STATEMENT:

The purpose of this agenda item is to discuss the following items related to the 145th Street Route Development Plan (RDP) with Council:

1. Public outreach and communication strategy
2. Project goals and evaluation criteria
3. Funding strategies for improvements to the corridor over the long term.

This report includes a discussion of staff’s initial thoughts regarding public outreach and communication, including development of a citizen advisory group to assist with the process. It also provides an update on staff discussions with the consultant regarding the development of project goals and evaluation criteria for the RDP process. Finally, this report provides an overview of the options available to fund future phases of improvements to 145th Street (design, environmental review, right-of-way acquisition and construction) and some potential scenarios to secure funding.

RESOURCE/FINANCIAL IMPACT:

This project will utilize a combination of a federal grant and Roads Capital funds. Below is a breakdown on the project funding:

Staff and internal project management	\$57,000
Consultant Base Contract	<u>\$469,140</u>
Total Project Cost	\$526,140
Federal Grant	\$246,000
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Total Available Funding	\$596,000
Project Balance (Rev. - Exp.)	\$69,860

Funding is included in the 2014-2019 Capital Improvement Plan. The scope of work associated with this RDP includes public outreach, interagency coordination, data gathering for existing conditions, development and evaluation of different project scenarios, development of a recommended project description, planning level cost estimates and proposed phasing and funding strategies.

RECOMMENDATION

No formal action is required at this time. This report is for Council discussion only, however, staff is requesting Council direction regarding the proposed recommendation for development of a Citizen Advisory Task Force and suggested revisions to the preliminary draft Project Goals and Evaluation Criteria.

Approved By: City Manager **DT** City Attorney **MK**

BACKGROUND

On January 13, 2014, Council authorized staff to begin creation of a Route Development Plan (RDP) for the 145th Street Corridor. The City has entered into a contract with CH2MHill to provide consultant assistance with this project.

The redevelopment of 145th Street promises to be a significant capital improvement in the City of Shoreline. Similar to the Aurora Corridor Improvement Project, it is likely to take several years and may be designed, evaluated for compliance with environmental regulations and constructed in multiple phases. The multijurisdictional nature of its location and function, as well as the various issues that need to be addressed in conjunction with redevelopment, combine to create a very complex project.

The purpose of a RDP is to serve as a master plan for the proposed improvements to the corridor. Development of an RDP can also be known as “pre-design”. The RDP process allows for:

- Study of the existing conditions and future function of the corridor: Includes an inventory of current and projected traffic volumes, evaluation of accidents and their causes, identification of the locations and types of utilities, evaluation of existing transit service and future needs including the light rail station, evaluation of existing bicycle and pedestrian facilities, identification of existing and projected transportation levels of service, evaluation of the function of the interchange at Interstate 5 and the evaluation of existing and planned land uses.
- Identification of project goals and evaluation criteria: Development of goals that will help guide the RDP process and evaluation criteria that can be used in the selection of a preferred alternative.
- Development of draft design alternatives: Utilize the existing conditions and future function of the corridor to identify areas that need to be corrected or improved in order to increase capacity, safety and mobility and develop multiple options to address those needs.
- Selection of a preferred alternative: Using the evaluation criteria, select a final alternative for the project that will be utilized as the master plan for design, environmental review and construction.
- Development of cost estimates and phasing proposal: Prepare estimates for costs associated with all phases of the project (design, environmental review, right-of-way acquisition, construction) as well as a strategic plan for its implementation, including division of the project into geographic segments.
- Robust public and agency involvement: Providing opportunities for meaningful and frequent input from partner agencies as well as the public

The RDP process will evaluate several options for accommodating multiple travel modes (vehicles, buses, walking, cycling, freight). It will take into consideration the future location of the light rail station at Interstate 5 and the additional transportation demands created as a result. The options are likely to examine the “bookends” for this project. They are likely to range from minimal widening of the existing right-of-way for improved sidewalks and additional turn pockets and/or a center left turn lane to a three

lane cross-section (west of Aurora Avenue N) to widening to seven lanes for a configuration much like Aurora Avenue N.

The interchange at Interstate 5 greatly influences the function of the entire corridor, thus evaluation of improvements to it will be an important component of the RDP. Should the needs be different, it is possible that the cross-sections will not be the same on the west and east sides of Interstate 5. Sidewalk improvements along the length of the corridor will be included in the study and options for bicycle facilities (bicycle lanes, cycle tracks). Metro Transit and Sound Transit will help to identify features that can improve transit speed and reliability along the corridor. High accident locations and areas where safety and capacity improvements are needed will also be identified and potential solutions developed. Once the options are developed, they will be vetted for consistency with the project goals and evaluation criteria (see below) in order to help the community and Council identify and adopt a preferred alternative.

By creating an RDP, the community, affected jurisdictions, transit agencies and funding partners have a clear picture of the City's vision for the corridor. The selection of a preferred alternative will help position the City to be more successful in pursuing outside funding, as grant applications or funding requests can include specific details about the project and accurate cost estimates. Because the preferred alternative will establish the vision for the entire roadway, the City can proceed with various phases in different segments, possibly simultaneously. For example, once design and environmental review for Mile 1 of the Aurora Corridor Improvement Project were completed and construction was underway, the City immediately began design and environmental review for Miles 2 and 3, allowing the project to continuously move forward.

DISCUSSION

Public Involvement

The complex and potentially controversial nature of this project will necessitate significant public involvement. The opportunity to provide input in the process must be both meaningful and frequent and the City will need a strategic communications plan that includes open houses at key project milestones.

Several jurisdictions, agencies and City departments have a very direct interest in the redevelopment of the corridor. In order to ensure that the issues of the various parties are identified, discussed and resolved in a manner that avoids or minimizes conflicts, a working partnership group has been established comprised of:

- City of Shoreline Public Works Department and Department of Planning and Community Development
- WSDOT
- City of Seattle
- Sound Transit
- King County Metro
- Puget Sound Regional Council

It will be the role of the participants to coordinate review and facilitate approval of the recommended Preferred Alternative on behalf of their jurisdiction/agency. A project charter will be developed to guide their participation and identify outcomes. This group will meet regularly throughout the process. These agencies have expressed support for and interest in participating in the City's RDP process. WSDOT will be a key partner in the RDP process due to the significant influence the interchange has on the function of the entire corridor.

In addition to this partnership group, there are several other agencies and jurisdictions that will have interest in specific aspects of this process. These individual groups will be asked to participate when their areas of interest are being discussed and evaluated. Examples include:

- Utility providers – Seattle Public Utilities, Ronald Wastewater District, North City Water District, Seattle City Light, telecommunications companies
- Department of Ecology – critical areas
- Emergency service providers
- SR 522 corridor cities – Lake Forest Park, Kenmore, Bothell
- Federal Transit Agency and Federal Highway Administration
- City of Seattle Parks Department – ownership of the golf course
- Lakeside School

Input from residents, property owners, business owners, community groups and human service organizations will be a critical component of this project. Many residents and several community groups have already expressed their interest and support for this project. Interest in improvements to 145th Street has regularly been identified as an issue of concern through the city's station area planning process.

Staff and the consultant have begun discussions to identify key components of public outreach and a communication strategy. One aspect of outreach will be the establishment of a Citizen Advisory Task Force (CATF) to assist with the development of project goals and evaluation criteria, the creation of alternatives and identification of a final recommended preferred alternative. The CATF would meet in advance of open houses so that staff and the consultant can present information to them for input before finalizing presentations for the public. Participants would be expected to represent the viewpoints and voice issues of concerns of their respective groups. It is also hoped that participants would help disseminate information about this project, including opportunities for public input, to their constituents, committees or boards.

Staff recommends that the CATF be comprised of representatives from all adjacent neighborhoods (both Shoreline and Seattle), as well representatives from business and mobility interest groups. Staff recommends including a representative from Lakeside School as a large property owner to participate as part of the CATF. It is staff's recommendation for the City to contact each group and ask them to select a representative to participate. The City Manager would finalize the task force membership. The City's contract with CH2MHill includes support for working with the CATF and identifies that the CATF would have up to 12 participants. Invitees would include:

- Representatives from each abutting neighborhood (Shoreline and Seattle): The Highlands, Westminster Triangle, Parkwood, Ridgecrest, Briarcrest, Broadview, Bitter Lake, Haller Lake, Pinehurst and Olympic Hills.
- North King County Mobility Coalition
- Business Representatives
- Lakeside School

Staff also recommends performing additional outreach with established neighborhood groups by attending their regularly scheduled meetings. Such groups may include:

- Thornton Creek Alliance
- Shoreline School District
- Housing advocates
- Fircrest

Staff has already been invited to and attended Parkwood Neighborhood and 145th SCC meetings.

In anticipation of the RDP process, staff has already begun working with several partner agencies to ensure coordination among major projects. Staff was part of WSDOT's interjurisdictional team created as part of their 2012 study of existing accessibility and safety issues along the SR 523 corridor. Staff stated the City's intention to perform the RDP at that time. The WSDOT team included many of the same agencies the City anticipates working with during the RDP process. As WSDOT's corridor study was concluding, staff initiated a partnership with representatives from Sound Transit and WSDOT with a focus on coordinating efforts between the three agencies and ensuring the importance of improvements to the Interstate 5 interchange were fully understood. On August 25, the Washington State Department of Transportation Secretary, legislative and council representatives from the area and partner agency staff toured the corridor in order highlight the importance of making improvements to this corridor and the need for state funding.

Project Goals and Evaluation Criteria

A project of this scope and scale will naturally have multiple issues to address, many of which may have competing solutions. It will be important to establish goals for the project and evaluation criteria that can be used to balance these competing interests and assist in the selection of a preferred alternative. Project goals and evaluation criteria will be based upon existing City policies, such as those outlined in Council Goals, the Comprehensive Plan, the Transportation Master Plan and the Environmental Sustainability Strategy, as well as corridor-specific issues.

Staff presented a preliminary draft of Project Goals and Evaluation Criteria to Council on April 28, 2014. Attachment A includes a revised version of the preliminary draft of the goals and evaluation criteria which will be shared with the partnership group and CATF. The City's consultant will also assist in the development of measures for the evaluation criteria, which could include weighting or use of a Consumer Reports-style rating system. These goals and criteria will be further refined at the beginning of the process

with input from the partnership group, CATF and community and brought to Council for approval to help guide development of the RDP.

Funding

The \$596,000 allocated in the CIP will allow the City to complete the RDP. The City has also secured a grant of \$4.235 million for design and environmental review of the segment from Aurora Avenue N to Interstate 5. This funding must be obligated by June 2016. The City must also provide a match of approximately \$660,000 to receive the grant. The match will be considered by Council during review of the 2016-2021 Transportation Improvement Plan and 2016-2021 Capital Improvement Plan.

As previously discussed, completion of improvements to this roadway will likely be heavily reliant upon securing grant funding. Although Council and staff have been working to elevate the importance of improvements to this corridor in the eyes of WSDOT and the legislature, it is unlikely that the state will fully fund improvements along the length of the corridor in a single budget allocation. It is staff's current understanding that creation and adoption of a state transportation funding package in the next year or two is also unlikely. The City was incredibly fortunate to receive funding from the State Legislature for the Aurora Corridor Improvement Project. Through two gas tax measures, Shoreline received \$20 million in discretionary funds, which could be used as leverage for other grant applications. Staff will continue to maximize opportunities to get a direct state allocation for the 145th project, but it is prudent to recognize the probability of this strategy versus a more likely scenario that the funding and project completion happening in phases.

Similarly, it is likely to be challenging to obtain federal funding, as it is unknown how future transportation funding packages will be structured. Continued outreach to the state legislature as well as the City's federal delegation to provide a "seed" allocation will greatly improve the ability to move forward to construction. The City will also need to continue working with our project partners, including WSDOT and Sound Transit, to identify and prioritize their responsibilities for improvements to the corridor, such as interchange modifications and improvements to the nonmotorized crossing of Interstate 5.

As staff explained at Council's March retreat, the grant environment has changed over the past few years and new rules often mandate that funds be obligated and spent more quickly than previously required. Grant agencies want or are required to fund complete phases, such as design, right-of-way acquisition or construction. For funding purposes, the corridor is likely to be divided into segments so that individual project phases can be completed, similar to the Aurora Corridor Improvement Project. In order complete phases, these segments may need to be smaller than those undertaken on Aurora, especially construction.

One component of the consultant's scope of work for the RDP is assistance developing a strategy to advance the project into the next phases of design, environmental review and funding procurement.

STAKEHOLDER OUTREACH

Development of the RDP will include a significant public outreach component, as described in this report. Public involvement is part of the consultant scope for this project and will be implemented throughout the process.

COUNCIL GOAL(S) ADDRESSED

This issue addresses Council Goal 2: “Improve Shoreline's utility, transportation, and environmental infrastructure”, specifically Action Step 5: Work with the City of Seattle, King County and Washington State Department of Transportation on a plan that will improve safety, efficiency and modes of transportation for all users of 145th Street.

RESOURCE/FINANCIAL IMPACT

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RECOMMENDATION

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ATTACHMENTS

Attachment A: Preliminary Draft 145th Street Route Development Plan Project Goals and Evaluation Criteria

ATTACHMENT A

Preliminary Draft 145th Street Route Development Plan Project Goals and Evaluation Criteria

** It is anticipated that these goals and criteria will be further refined at the beginning of the process with input from the partnership group, CATF and community and brought to Council for final approval to help guide development of the RDP.

Project Goals

- Develop a preferred design concept that will improve the safety, mobility and accessibility for all users along and across the corridor.
- Involve adjacent residents, property and business owners, the public and affected jurisdictions in the decision making process to allow for consideration of all needs along the corridor.
- Arrive at a preferred design concept that will emphasize the movement of people through all modes by enhancing the attractiveness of transit, walking and cycling along the corridor.
- Develop a preferred design concept that optimizes the safe and efficient movement of people and goods.
- Arrive at a preferred design concept that can support both local and regional economic development objectives by stimulating interest in reinvestment or redevelopment of property along the corridor and near the 145th Street light rail station.
- Arrive at a preferred design concept that can support Vision 2029, the Shoreline Comprehensive Plan and the 145th Light Rail Station Subarea Plan.
- Arrive at a preferred design concept that allows different characteristics and features along the corridor and has the flexibility to incorporate site specific constraints, such as environmentally critical areas.
- When identifying the preferred design concept, consider the impacts to adjacent property and business owners resulting from right-of-way acquisition and the construction of improvements including access to property and impacts to existing buildings and improvements.
- Arrive at a preferred design concept that allows for utility upgrades and provides for improved stormwater management opportunities.
- Arrive at a preferred design concept that provides mitigation for impacts to critical areas.

Evaluation Criteria

When comparing the various alternatives, the following criteria should be used to arrive at a preferred design concept.

- *Safety Improvements:* How well does the alternative support safer travel by all modes and alleviate existing problems?

- *Transit Improvements:* How well does the alternative improve transit speed and reliability?
- *Non-motorized Connectivity:* Does the alternative include facilities for pedestrians and bicycles?
- *Congestion and Delay Reduction:* How well does the alternative improve traffic flow?
- *Freight Mobility:* How well does the alternative provide benefits to freight-related system users by improving travel time, reliability, and efficiency for freight haulers?
- *Support for Transit Oriented Development (TOD):* How well does the alternative support and encourage transit oriented development along the corridor through improvements such as bicycle and pedestrian facilities, safe, comfortable and accessible transit facilities and features that increase the speed and reliability of transit?
- *Air Quality:* How well does the alternative reduce air pollutants including greenhouse gas emissions and other pollutants?
- *Economic Development:* How well does the alternative encourage and support private reinvestment in the corridor through improvements such as landscaping, upgraded utilities and enhanced aesthetics?
- *Critical Area Protection:* How well does the alternative minimize impacts to critical areas or mitigate unavoidable impacts?
- *Stormwater Management:* How well does the alternative provide for opportunities to upgrade facilities to manage stormwater runoff and upgrade stormwater quality?
- *Utility Upgrades:* How well does the alternative provide for opportunities to improve existing utilities?
- *Green Infrastructure:* Does the alternative include green infrastructure elements such as natural stormwater treatment?
- *Coordination with Capital Projects and Planned Improvements:* How well does the alternative integrate with other capital projects including the proposed light rail station and future improvements to the Interstate-5 interchange?
- *Impacts to Private Property:* How well does the alternative minimize impacts to property and business owners by limiting right-of-way acquisition, avoiding existing structures and improvements or maintaining access?
- *Community Development:* How well does the alternative support the community's vision for adjacent neighborhoods, as outlined in the City's Comprehensive Plan?
- *Ability to secure funding:* How well will the alternative support the ability to compete for grant funding or secure direct funding?