

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussion and Update – Sound Transit Lynnwood Link Extension Project and Sound Transit 3
DEPARTMENT:	Public Works
PRESENTED BY:	Peter Hahn, Public Works Director Nytasha Sowers, Transportation Services Manager Kurt Seemann, Senior Transportation Planner
ACTION:	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing

PROBLEM/ISSUE STATEMENT:

Sound Transit is moving towards final design of the Lynnwood Link Light Rail Extension (LLE) project and planning for the next phase of funding for their regional transportation network, called Sound Transit 3 (ST3). The LLE project will provide light rail service between the Northgate Transit Center in Seattle and Lynnwood Transit Center in Lynnwood. The light rail line will travel along I-5 and include two stops in Shoreline at NE 145th Street and NE 185th Street. Light rail service is scheduled to be operational by 2023.

The project achieved several milestones this spring and early summer. On April 3, 2015 the Federal Transit Administration (FTA) and Sound Transit (ST) issued the Project's Final Environmental Impact Statement (FEIS), and on April 23rd the ST Board identified the specific Project rail alignment, ancillary structures, and station configurations to be taken into Final Design. On July 10th, FTA issued its Record of Decision for the Project which identifies Project impacts on the natural and built environment and mitigation requirements to address identified impacts.

ST is planning to begin the Final Design phase of the LLE project in early to mid-2016 that will advance designs on the project's track way, stations, garages and art installations. In final design, milestones are associated with a general level of "completeness" of design: 30%, 60%, 90% and 100% (ready for construction). To prepare for these milestones, Sound Transit will engage the City of Shoreline, other project partners, and the public on a variety of project aspects, including station appearance, compliance with local codes and construction detail.

Table 1 below summarizes these milestones and other key activities for the LLE project and describes how the City has responded to date and plans to continue its coordination with ST and review of its Project deliverables. The City is planning to continue its focused engagement with ST staff and the ST Board to ensure that the issues and concerns of the City are considered and addressed throughout the planning, design, construction and operation phases of the LLE project.

Table 1. Overview of Sound Transit LLE Project Activities and City of Shoreline's Responses

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Key Dates	FTA and ST Actions	City of Shoreline Actions
Recent ST Actions		
April 3, 2015	<p><u>FEIS Issued.</u> FTA and Sound Transit issued the LLE Final Environmental Impact Statement (FEIS).</p> <p>The FEIS addressed comments from the 2013 DEIS and provided a detailed look at the project benefits, potential impacts and mitigation measures as the Sound Transit Board considers the route and station locations to be built.</p>	<p>On April 9, 2015 the City of Shoreline sent a letter to the Sound Transit Board Chair that expressed City's interests in safe and accessible bicycle and pedestrian facilities to the 145th and 185th stations.</p> <p>The letter also described the advantages to placing a garage on the west side of I-5 at NE 185th Street.</p>
April 23, 2015	<p><u>ST Board identifies the Project for Final Design.</u> At the request of ST Board member Paul Roberts, ST Board action identifying the project for final design (Resolution R2015-05) is amended to include direction for Sound Transit to partner with the cities of Seattle, Shoreline, Mountlake Terrace and Lynnwood during final design to identify and implement appropriate pedestrian, bicycle and vehicular access enhancements to stations.</p>	<p>Shoreline works with the ST Board member Paul Roberts to request the ST Board action to identify the LLE project for final design includes language addressing the need for ST to partner with the city of Shoreline on pedestrian, bicycle and vehicular access improvements.</p>
July 14, 2015	<p><u>FTA ROD issued.</u> The FTA issues its Record of Decision (ROD) for the LLE project. The ROD defines mitigation measures and other requirements for the LLE project. These measures will be incorporated in contracts that may be awarded for design and construction of the project and will be relied upon by other federal permitting agencies.</p> <p>The ROD's response to the May 4, 2015 letter from Shoreline includes a reference to the ST Board resolution for ST to partner with LLE project jurisdictions on the multi-modal access improvements.</p>	<p>On May 4, 2015, the City of Shoreline sent a letter to FTA expressing the importance of safe and accessible pedestrian and bicycle access to the stations. The letter reflected language from the ST Board action to partner with local jurisdictions on multi-modal access improvements to the light rail stations</p>
Upcoming ST Activities and Actions		
Tentative Starting Dates	FTA and ST Actions	City of Shoreline Actions
September 2015	<p>LLE project final design and construction contract procurement and consultant selection.</p>	<p>Shoreline staff has been contacted by several consultant teams planning to submit a consultant services proposal to ST. Staff has provided an overview of Shoreline interests and concerns during design and construction of the Project.</p>

Table 1. Overview of Sound Transit LLE Project Activities and City of Shoreline's Responses

Tentative Starting Dates	FTA and ST Actions	City of Shoreline Actions
Upcoming ST Activities and Actions		
December 2015	ST receives FTA New Starts Program approval to enter the Final Design phase. ST Board Actions <ul style="list-style-type: none"> • Authorization for LLE to enter Final Design • Final Design Budget Approval • Approval of consultant teams for Final Design contracts 	Shoreline staff is in the process of identifying staffing requirements; code amendments and related policies and agreements that need to be put in place by the Spring of 2016 in order to ensure the City's issues and concerns are effectively addressed throughout the design, right of way (ROW) and construction phases of the project.
Early 2016	<u>Sound Transit begins final design.</u> In final design, milestones are associated with a general level of "completeness" of design: 30%, 60%, 90% and 100% (ready for construction) During final design, Sound Transit will prepare the project for construction by: <ul style="list-style-type: none"> • Developing station designs • Conducting additional field work • Acquiring permits • Incorporating art into project plans • Procuring right-of-way • Refining construction mitigation measures • Defining the construction sequence, schedule and methods • Continuing the partnerships with local jurisdictions (ex. station area planning) 	<ul style="list-style-type: none"> • Shoreline staff plans to meet frequently with ST designers to review progress on design deliverables and the construction approach in order to proactively identify and resolve issues of concern. • Shoreline staff will closely coordinate with ST outreach and real estate staff to ensure adequate communication to Shoreline property owners impacted by the Project. • Shoreline will review and comment on key LLE project design elements for 30% station and all project elements of 60%, 90% and 100% design • Shoreline staff will regularly brief the Shoreline City Council on key LLE project activities

RESOURCE/FINANCIAL IMPACT:

There is no financial impact associated with tonight's discussion. However, City staff is determining what staffing and consultant services will be required to provide effective review and comment on Sound Transit's final design, construction, related permitting submittals, coordination/oversight required during construction and ongoing costs associated with the operation of light rail in Shoreline.

RECOMMENDATION

There is no action required with this agenda item. This report is mainly for discussion. However, staff would like feedback regarding the proposed Community Advisory Committee for 30%, 60%, 90% and 100% Design Input.

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

DISCUSSION

Sound Transit (ST) is moving towards final design of the Lynnwood Link Light Rail Extension (LLE) project. This project will provide light rail service between the Northgate Transit Center in Seattle and Lynnwood Transit Center in Lynnwood. The light rail line will travel along I-5 and include two stops in Shoreline at NE 145th Street and NE 185th Street. Light rail service is scheduled to be operational by 2023.

Sound Transit is also in process of determining which projects will be included in a future Sound Transit Package (ST 3) that might go to the voters in fall 2016. An initial list of projects was presented at the April Sound Transit Board Meeting, which also kicked off a public process to receive feedback on the project list. Sound Transit is scheduled to determine a final project list to move forward with at the August 27th Board meeting.

Identification of the Preferred Alternative

In October 2013, the Sound Transit Board identified the Preferred Alternative (PA) for the LLE project in Shoreline. The PA was developed based upon the findings in the Draft Environmental Impact Statement (DEIS), public comments and feedback from jurisdictions. The City submitted an extensive comment letter in response to the DEIS that detailed several issues for which mitigation would be required including transportation, parking, noise and vibration and ecosystem resources.

The PA included an alignment in Shoreline along the east side of I-5 with two stations in the City at NE 145th Street and NE 185th Street. This alignment was at-grade with the freeway as much as possible but included elevated segments. In the PA, the station at NE 145th Street was elevated and included an adjacent parking garage. The northbound on-ramp to I-5 was proposed to be relocated to the north to provide for a more compact station design. The station at NE 185th Street was located at-grade on the east side of I-5. The parking garage was located on the west side of I-5 in the WSDOT right-of-way. Pedestrian improvements to the bridge overcrossing were also included in the PA.

After identification of the PA and during the development of the FEIS and the 30% design documents, Shoreline staff worked with Sound Transit to refine the project design and address Shoreline identified impacts of concern and options for mitigation.

The Final Environmental Impact Statement (FEIS) for the LLE project was published on April 3, 2015 and included responses to the City of Shoreline DEIS comments. City staff worked with Sound Transit to clarify some of the analysis but still have several questions outstanding including the adequacy of pedestrian and bike facilities, traffic mitigation and tree impact assessments that Shoreline staff will continue to work with the ST design team to address during final design.

Identification of the LLE Project to be Taken into Final Design

With the completion of the FEIS, the ST Board identified the project to be taken into Final Design. The Project to be taken into Final Design is not identical to the Preferred Alternative presented in the DEIS as it reflects design updates and modifications that took place during development of the FEIS and progressing design from approximately 10% to 30%. These modifications reflect additional engineering analysis and

modifications to address interests and concerns of LLE project stakeholders. LLE project modifications included replacement of an at-grade alignment for the track way over 130th Street with an elevated track way and building infrastructure for future stations at 130th Street and 220th Street. Please see Attachment A for a map of the LLE project to be taken into Final Design.

On Friday July 10, 2015 the Federal Transit Administration issued a formal Record of Decision (ROD) to ST for the LLE project. This important milestone completed the environmental review process. The decision keeps the project on track to begin construction in 2018 and open in late 2023. The ROD defines mitigation measures and other requirements for the project.

Additional Sound Transit Activities and ST Board Actions in 2015

ST is seeking an FTA New Starts grant to fund a substantial portion of the LLE project. FTA has approved moving the Project through the first two phases of the New Starts program: Alternative Analysis and Preliminary Engineering. ST is anticipating receiving FTA authorization for Final Design in December 2015.

After receiving authority from FTA to begin Final Design, the ST Board will take the following actions to begin Final Design:

- Approval of the LLE project Final Design Budget
- Approval for the LLE project to enter into the Final Design phase
- Approval of consultant contracts to support final design and construction activities

All of the ST Board actions are anticipated to be completed within the same ST Board meeting in December 2015.

ST to Begin Final Design in 2016

ST is expected to begin the Final Design phase of LLE project in early to mid-2016. During Final Design, ST will prepare the LLE project for construction by:

- Developing station designs
- Conducting additional field work
- Acquiring permits
- Incorporating art into project plans
- Procuring right-of-way
- Refining construction mitigation measures
- Defining the construction sequence, schedule and methods
- Continuing the partnerships with local jurisdictions (ex. station area planning)

Final design milestones are associated with a general level of “completeness” of design submittals: 30%, 60%, 90% and 100% (ready for construction). The submittal complexity increases as the design work progresses toward 100%. The initial phase will be focused on the stations and garages. Subsequent submittals will include all aspects of the work, such as guideways, roadway, and utilities. The general site information has been determined in Preliminary Engineering. The interim 60% submittal of Final Design will build on that work and develop site issues and overall schematic design of the

stations and garages. Once this is established, more refinement and detail will be developed at each subsequent submittal.

Once Final Design begins, Shoreline staff plan to meet frequently with ST designers to review progress on design deliverables and the construction approach in order to proactively advocate for Shoreline interests and identify and resolve issues of concern.

Shoreline staff is currently identifying staffing needs, code amendments and related policies and agreements that must be in place by the start of Final Design to ensure the City's issues and concerns are addressed throughout the design, ROW and construction process and there is adequate staffing to support these efforts.

Tonight, staff is seeking Council input on establishing a public review process for the 30%, 60%, 90% and 100% LLE plan sets. The Council needs to determine the level of public review and comment on the design of the light rail stations, parking garages and associated right of way improvements. This is a unique opportunity. When a structure is built on private property, the building permits are reviewed administratively under Council-adopted codes and do not include further Council review. When projects are constructed by the City on City property, such as road improvements, park enhancements or even a city hall, the Council provides input on the project as part of the City's Capital Improvement Plan (CIP), contracting and at check-in points along the way. There may also be a citizen's group or public open house(s) to educate and receive public input on proposed City projects. Since this is a public project, but not one managed by the City, staff recommends that we identify a public process including Council review as the procedure to provide comments to ST on various aspects of the project in a timely fashion.

ST's process relies on the delivery of plans for the stations, garages and light rail facilities in phases defined by the percentage of the design that is complete: 30%, 60%, 90% and 100%. Comments and ideas provided early in design development have the best chance of being incorporated into the project. ST conducts public outreach in each city where construction for the light rail facilities will occur. ST will hold public open houses at key points in coordination with the 30%, 60%, 90% and 100% design completion phases. Each open house provides the latest technical design information in a graphic presentation (such as three dimensional views of the station); two dimensional site and floor plans; and sections and elevations as well as design material sample boards.

City staff asked ST staff to describe the processes other jurisdictions have used to provide input on aspects of station, garage and rail facility designs. Some cities are using existing design commissions. Other cities have created design review boards that only reviewed light rail related projects.

The City has many options. We could choose to:

- 1) Rely solely on Sound Transit's 30%, 60%, 90% and 100% Design Open Houses and outreach program to provide both public and Council input. City staff would

review 30%, 60%, 90% and 100% plan sets for conformance with existing Codes and Plans;

- 2) The Council could task the Planning Commission with holding public hearings/public meetings on the 30%, 60%, 90% and 100% designs and providing the Council with a recommendation on various aspects of the stations, garages and light rail facilities. Council could then formulate an official set of recommendations to be forwarded to the ST Board and staff; or
- 3) We could create an Advisory Board or Committee tasked with holding meetings on the 30%, 60%, 90% and 100% designs and providing the Council with a recommendation on various aspects of the stations, garages, and light rail facilities. Council could then formulate an official set of recommendations to be forwarded to the ST Board and staff. Council could create one committee for both stations or a separate committee for each; or
- 4) Some combination of the concepts above.

Staff recommends using option #3 above as the basis for the public review process. The process represents a very positive and exciting opportunity to influence the design of these important public facilities in Shoreline. The process outlined below assumes that there is one committee that provides input for both the 145th and 185th stations, garages and related light rail facilities. Staff would also draft “Guiding Principles” for Council approval to better define the work of the Committee. The initial draft of the “Guiding Principles” will be based on the City’s Comprehensive Plan goals and policies including “Vision 2029” and public input staff have received to date as part of visioning and design events for the Station Area Plans.

Below is a suggested draft public process that could be employed in partnership with ST:

Public Process for 145th & 185th Street Stations, Garages & light rail facilities	30% Design Review of Plans(1)	60% Design Review of Plans(1)	90% Design Review of Plans(1)	100% Design Review of Plans(1) + City of Shoreline Development Agreement
Community Advisory Board Meeting or Planning Commission	CAB	CAB	CAB	Planning Commission
<ul style="list-style-type: none"> ▪ Study Session 	Early March 2016	Late August 2016	Late March 2017	Late July – September 2017
<ul style="list-style-type: none"> ▪ Recommendation to Council 	Late March 2016	Early September 2016	Late April 2017	Late October 2017
Council Meetings				
<ul style="list-style-type: none"> ▪ Study Session 	Early April 2016	Late September 2016	Early May 2017	Early November 2017
<ul style="list-style-type: none"> ▪ Action: Formal letter to Sound Transit 	Early May 2016	Early October	Early June 2017	Early December

Board		2016		2017
Public Open House w/Sound Transit	Late May 2016	Late October 2016	Late June 2017	Late December 2017

1. *These months/dates are estimates based on Sound Transit's "34 month Design Calendar".*

If Council concurs with the concept of creating an Advisory Board to provide input on the design of the light rail stations, garages and associated rail facilities, then a next step will be for the City Manager to appoint such a board. Staff recommends that the board have no more than 12 members. Suggestions for the composition of the board include representation from: City Council, Planning Commission, the 185th & 145th Citizens Advisory Committees, Shoreline/Lake Forest Park Arts Council, PRCS Board, Mobility Coalition, Senior Services, and Shoreline Chamber of Commerce. Staff is also suggesting that Council consider whether there should be a couple of councilmembers participate on this committee.

Station Naming

The station naming process will begin early in the final design schedule. Current station names are working names until the ST Board of Directors approves final station names. This is done as part of "Baselining" the project at 60% design. Station name surveys will be sent to communities to gather input into the preferred names. Comment forms will also be provided at the Interim 60% Station Design Open House. Based on this input, the names are then reviewed by ST with the local jurisdictions. Proposed names are then taken to the ST Board of Directors for final approval.

Sound Transit 3

ST is working to determine a list of projects to study over the next year that would make up an ST3 ballot measure. The Board Chair, King County Executive Dow Constantine, presented an initial list for discussion at the April 23rd ST Board meeting. That meeting also kicked off a public process to take feedback on the proposed list, which concluded on July 8. ST staff provided an update on what they heard at the July 23rd ST Board meeting. The Board will make a final determination on which projects are included for further study for the potential fall 2016 ST3 ballot measure at the August 27th Board meeting.

In the initial project list, there is a project to study the potential of High Capacity Transit (HCT) on 145th Street between I-5 and SR-522. However, if there is only a study of HCT in ST3, funding for the HCT itself wouldn't be eligible until a future ST4 plan. As the light rail station is scheduled to open in 2023, the City desires the 145th Corridor Project to be completed in time for the 145th Light Rail Station opening and that HCT transit be available with the station opening. The timing of a future ST4 would be far too late to impact transit service on SR-523.

Given this issue, the City submitted a formal comment letter requesting the addition of HCT service connecting the SR-523/145th Corridor with HCT on the SR 522 Corridor in the ST3 plan. In addition, the City has reached out to partners and other interested groups for support for our request. The City coordinated a joint letter with the cities of Lake Forest Park, Kenmore and Bothell and each jurisdiction submitted an individual letter as well. In addition, support letters have been submitted by King County

Councilmember Rod Dembowski, the SeaShore Transportation Forum, and Shoreline Community College.

STAKEHOLDER OUTREACH

ST's recent outreach activities in Shoreline have been limited. LLE project staff did a project update presentation to the 145th Street Station Citizens Committee on June 25th.

ST's next big outreach push is scheduled for mid-2016. ST will hold community open houses at each major design submittal (stations and garages 30% submittal, and Project 60%, 90%, 100% submittals). Each open house will provide the latest technical design information in a graphic presentation to help explain the design to all parties. Every public open house will include a presentation outlining where ST is in the process, the project schedule, and current design status. Each meeting will have representatives from ST real estate for property acquisition, operational information to explain the train operations, ST technical staff to explain the design and receive comments, and ST community outreach staff to help document comments and ensure follow-up if questions cannot be answered at the meeting. Feedback from these community open houses will be presented to the ST Board and will be considered for Project design and construction refinements.

ST is scheduled to confirm property impacts and notify affected property owners in late 2016/early 2017. Shoreline staff will coordinate with ST outreach and real estate staff to ensure adequate communication with Shoreline property owners impacted by the Project.

COUNCIL GOAL(S) ADDRESSED

These projects address Council Goal No. 2: Improve Shoreline's utility, transportation, and environmental infrastructure, and Council Goal No. 3: Prepare for Two Light Rail Stations.

RESOURCE/FINANCIAL IMPACT

There is no financial impact associated with tonight's discussion. However, City staff is determining what staffing and consultant services will be required to provide effective review and comment on Sound Transit's final design, construction, related permitting submittals, coordination/oversight required during construction and ongoing costs associated with the operation of light rail in Shoreline.

RECOMMENDATION

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ATTACHMENTS

Attachment A: Lynnwood Link Extension Project Map

Lynnwood Link Extension Project for ST Final Design

