Council Meeting Date: July 16, 2018 Agenda Item: 8(b)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Sound Transit Lynnwood Link Extension Project Update and

Discussion of Comments on In-Progress 90% Design Milestone

DEPARTMENT: City Manager's Office

PRESENTED BY: Juniper Nammi, ST Project Manager

John Norris, Assistant City Manager

ACTION: Ordinance Resolution Motion

X__ Discussion ____ Public Hearing

PROBLEM/ISSUE STATEMENT:

Sound Transit's design of the Lynnwood Link Light Rail Extension (LLE) Project went through extensive cost reduction redesign over the last year. Various elements of the design are now at 90% design, but some are still at less than 90% due to this cost reduction process. Sound Transit hosted a project update open house in Shoreline on June 27, 2018 to share this In-Progress 90% Design. The In-Progress 90% Open House was added as an additional outreach step beyond Sound Transit's standard outreach process due to the LLE Project's design delay. Comments that would directly impact the design scope or potential permit conditions of the Project need to be addressed prior to the City's issuance of the Special Use Permit for the project now anticipated in early 2019.

Tonight, Council has the opportunity to provide formal comments to Sound Transit through another design comment letter with concerns and/or support for the design to date. Sound Transit staff will be present at tonight's meeting to provide a presentation on the In-Progress 90% Design for the Shoreline stations and other key project elements of the LLE in Shoreline prior to discussion of a potential comment letter from Council to Sound Transit (Attachment A).

RESOURCE/FINANCIAL IMPACT:

There is no financial impact associated with tonight's decision.

RECOMMENDATION

No action is required on this agenda item. Staff recommends that Council provide feedback on the attached draft In-Progress 90% Design comment letter for staff to finalize and transmit to Sound Transit staff.

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

INTRODUCTION

Sound Transit (ST) held a public open house event for the Lynnwood Link Extension (LLE) in Shoreline on June 27, 2018. This was an additional open house between the 60% and 90% design milestones to provide an update to the community regarding the cost reduction changes to the Project. This open house presented the In-Progress 90% Design of the stations and light rail alignment through Shoreline (and Seattle) with some design elements at 90% and others at less than 90% due to design changes. Council has the opportunity to provide formal direction to Sound Transit through design comment letters with concerns and/or support for the design and whether the design, to date, is consistent with the adopted light rail public review process.

BACKGROUND

The City of Shoreline has been actively engaged in ST's planning, environmental review, public outreach, and now design of the LLE Project in Shoreline since 2010. Council adopted an "Open House-based" public design review process for light rail facilities in Shoreline on August 31, 2016. This process has included/will include the following community open houses:

- Shoreline Design Process Kick-off Open House (held January 27, 2016)
- 30% Design Open House (held November 16, 2016)
- 60% Design Open House (held May 24, 2017)
- In-Progress 90% Open House (held June 27, 2018)
- 90% Design/Pre-construction Open House (Planned for late 2018)

Following each of the Sound Transit Open Houses, City staff reviews comments and provides a recap of the Open House and a recommended response letter to the Council for their review and approval. This is the third opportunity for Council to provide formal direction to Sound Transit through this process.

The 30% design review presentation was provided at the December 5, 2016 City Council Meeting. The staff report, minutes, and final letter sent to ST following that meeting are available online at the following links:

- Sound Transit Project Update and Response to 30% Design Staff Report
- Shoreline City Council Summary Minutes December 5, 2016
- Council Comment Letter to Sound Transit on 30% Design

The 60% design review presentation was provided at the June 19, 2017 City Council meeting. The staff report, minutes, and final letter sent to ST following that meeting are available online at the following links:

- Sound Transit Project Update and Response to 60% Design Staff Report
- Shoreline City Council Summary Minutes June 19, 2017
- Council Comment Letter to Sound Transit on 60% Design

The In-Progress 90% Open House recap and design review comments are provided later in this report.

Guiding Principles for Light Rail Facility Design

As Council recalls, Guiding Principles for Light Rail Facility Design (Attachment B) were adopted by the Council on February 29, 2016. Developed out of the January 27, 2016 Design Process Kick-off Open House, these Guiding Principles consist of eight categories with a number of bullets under each category. The eight categories are as follows:

1. Multi-modal; 5. Mobility;

2. Neighborhood Character; 6. Public Amenities;

3. Sustainability; 7. Transit-Oriented Development; and

4. Public Safety; 8. Public Art.

Staff is continuing to use the Guiding Principles for Light Rail Facility Design while engaging in over the shoulder and milestone design review of the LLE Project.

City of Shoreline Special Use Permit

Council amended the Shoreline Municipal Code requirements for light rail transit system and facilities on March 21, 2016, and July 11, 2016, to include specific requirements for review and approval of light rail through the quasi-judicial Special Use Permit (SUP) process. The final decision on the SUP will be made by the City's Hearing Examiner.

The SUP criteria for light rail (SMC 20.30.330(C)) requires that the proposed light rail project be consistent with the City's adopted Guiding Principles for Light Rail System/Facilities. ST initially submitted their SUP application on May 17, 2017 for review by the City. However, the City determined the application to be incomplete, and given the cost reduction process that ST conducted over the last year, ST will now resubmit a new SUP application in August of this year. The In-Progress 90% Open House recently held on June 27th also served as the required 'neighborhood meeting' for the new SUP submittal that is forthcoming from ST.

DISCUSSION

LLE Project Update

Sound Transit will present the In-Progress 90% Design update for the Shoreline stations and alignment to Council this evening. This is an adapted version of the presentation that was made at the In-Progress 90% Open House on June 27th.

The In-Progress 90% Design of the LLE Project reflects a number of changes due to cost reduction efforts since the last project update on June 19, 2017. Some of these changes include:

- Relocation of the Shoreline North/185th parking garage from the west side of I-5 to the east side of I-5, co-located with the transit loop;
- Change of Shoreline North/185th station from a center platform, retained cut to a side platform, at grade station configuration to narrow the width of the 185th Street undercrossing of the tracks;
- Elimination of the surplus area for Transit Oriented Development of affordable housing at the Shoreline North/185th Station so that this land area can be used for combined parking garage and transit loop structure;

- Adjustment and refinement of the drainage design resulting in smaller and fewer facilities needed to detain and treat the surface water runoff from the project and an overall reduction in the number of private properties impacted;
- Reduction of amount of glass enclosures and switch to an open lobby design for ticketing and access to the station platforms;
- Narrowing of the track spacing and adjustment of tracks further west within the I-5 limited access area to reduce the number of private properties and public street-ends impacts by the project;
- Elimination of down escalators at the Shoreline South/145th Station and all escalators at the at-grade Shoreline North/185th Station; and
- Simplification of elevated guideway girders and columns as well as retaining wall designs to reduce cost.

Project-wide changes were also made to the design and changes were made at the other two stations in Mountlake Terrace and Lynnwood to contribute to the cost reduction efforts. However, these changes either have little visible impact or are located outside of the City of Shoreline, and therefore staff have provided less focus on them.

The design and permitting schedules have also been adjusted following the cost reduction process. Sound Transit continues to advance the project design and plans to deliver the guideway and stations 90% design submittals to the City in December 2018 and March 2019 respectively. The early demolition, tree removal, and utility relocation plans are progressing towards final design and will be submitted for permit review this fall. As noted earlier, Sound Transit now plans to submit the required SUP for the Project in August of this year and the City anticipates completion of review and recommendations to the Hearing Examiner for a decision on the SUP in early 2019. Early construction work is estimated to start in early 2019, with demolition of acquired residences commencing as early as this summer.

In-Progress 90% Open House Summary

As noted above, ST hosted the In-Progress 90% Open House for Seattle and Shoreline (from Northgate north) at Shorewood High School on June 27, 2018. The open house was attended by approximately 300 participants. The attendance was a balanced mix of people who had attended open house events in the past and those learning about the project for the first time. ST is also hosting an online open house at https://www.novellink.participate.online between June 5 and July 30, 2018.

Outreach leading up to the event included a postcard mailing to all residents and businesses within ¼ mile of the project alignment, City and Sound Transit website announcements, Sound Transit email list notices, and an announcement in the June issue of the City's *Currents* newsletter. Additionally, as the open house needed to meet the City's neighborhood meeting requirements, a formal neighborhood meeting notice was sent to all residents and property owners within 500 feet of the property boundaries for all affected parcels.

While public comments provided at the open house were more limited than the previous two open houses, comments that were gathered focused on traffic concerns, parking adequacy, safety of pedestrian access to the stations, Shoreline North/185th station

colors, slope stability, and potential for commercial space (at the stations). The City is aware of only one property owner who expressed frustration with the Project, as part of the resident's property will need to be acquired by ST for the Project, and the resident asked ST to consider adjusting the project design to reduce the impact to their property. The comments documented by City staff are summarized in Attachment C to this staff report. Additional comments will be provided when they become available from Sound Transit.

Design Review Comments

Consistent with the City's adopted public design review process, City staff has reviewed the In-Progress 90% LLE designs with respect to the adopted Guiding Principles for Light Rail Facility Design (Attachment B) and has drafted a comment letter (Attachment A) for Council to consider conveying to ST. Technical review comments were conveyed separately by staff to ST staff.

The majority of the City's past comments to ST have adequately been addressed through the current design or are on track to be resolved through the land use and construction permit processes. The City and ST have come to agreement on funding for multi-modal access improvements within the station sub-areas, shared-use sidewalk and path connections in the immediate vicinity of each station, design that is compatible with future Trail Along the Rail and multimodal I-5 overcrossings, mitigation details for impacts to City parks, and most roadway and traffic mitigation and design details. Other elements of the project are still underdevelopment, but are expected to be reasonably resolved through the land use and construction permit processes, including: landscape buffers and tree replacement, noise mitigation during construction, and wayfinding signage to and from the stations.

City staff is still concerned about two project elements and would like to bring them to Council's attention. They are general consistency with the Guiding Principles for Light Rail System/Facility Design for Neighborhood Character and Sustainability.

During the cost reduction process, Sound Transit eliminated all but the ground-level and elevator lobby screening on the parking garages at each station despite repeated comments from the City. This is most noticeable at the Shoreline South/145th parking garage due to its height and visibility from all sides. Some form liner treatment is still proposed on the concrete to provide some texture to the plain, rectangular concrete structure. Staff is also concerned that that rendering of mature landscaping is taller and thicker than is supported in the available amenity zone and landscape beds. Attachment D to this staff report includes the architectural renderings of both garages at 60% Design and In-Progress 90% Design for visual comparison. Staff recommends comments in the draft letter regarding the architecture design of the garages to better create vibrant places and visual interest for consistency with the Neighborhood Character Guiding Principle.

As well, at both the 30% and 60% Design stages, the City has been concerned about the project's consistency with the Sustainability guiding principle and related SUP criteria for energy efficiency and sustainable architecture in light rail project design. This was primarily due to lack of sufficient information and details from Sound Transit regarding what design elements would be incorporated towards sustainable station and

site design. Information was still lacking with the In-Progress 90% Design submittal to City staff. Additionally, some elements that contribute to the sustainability of the design were eliminated by the cost reduction process – specifically elimination of electric vehicle charging stations, substitutions in materials and finish types that are less sustainable, and not pursuing some Low Impact Development design options for drainage management. As a result, City staff are concerned that the adopted sustainability criteria and guiding principle are adequately met by the Project.

Staff would like to see a minimum number of EV charging stations installed at the start of service and conduit for future expansion of charging stations included at both stations. Additionally, staff recommend that ST be required to install conduit and reserve space for future installation of photovoltaic panels on key south facing walls or roof surfaces, so as not to preclude this decentralized power generation option for future implementation. Staff hopes to have a robust dialog with ST staff and designers on what is still included in the design to meet the City's sustainability criteria and their own Design Criterial Manual requirements.

COUNCIL GOAL(S) ADDRESSED

This project addresses Council Goal 3: Continue preparation for regional mass transit, and specifically the action step to "Partner with Sound Transit in hosting local public meetings for the In-Progress 90% and 90% design milestones to support identification of anticipated impacts to Shoreline neighborhoods from future construction and operation of the Lynnwood Link Extension and work proactively with Sound Transit to develop plans to minimize, manage, and mitigate these impacts, including construction management planning and neighborhood traffic impact management."

RESOURCE/FINANCIAL IMPACT

There is no financial impact associated with tonight's decision.

RECOMMENDATION

No action is required on this agenda item. Staff recommends that Council provide feedback on the attached draft In-Progress 90% Design comment letter for staff to finalize and transmit to Sound Transit staff.

ATTACHMENTS

Attachment A: DRAFT Council In-Progress 90% Design Comment Letter

Attachment B: Guiding Principles for Light Rail Facility Design (Adopted Feb. 2016)

Attachment C: In-Progress 90% Open House Comments Compiled by City

Attachment D: Station Garage Elevations from the 60% and In-Progress 90% Designs

July 23, 2018

Ahmad Fazel Executive Director, DECM Sound Transit 401 S Jackson Street Seattle, 98104-2826

RE: City of Shoreline In-Progress 90% Open House Comments

Dear Mr. Fazel:

The City of Shoreline would like to take this opportunity to thank Sound Transit staff for the collaboration and responsiveness that was employed during the Lynnwood Link Extension Project cost reduction efforts and renewed design advancement over the past year. The project has changed considerably and the community is generally satisfied with the progress to date on the design adjustments.

City staff recently completed review of the In Progress 90% design milestone and Sound Transit provided an update to the community at a June 27 Open House in Shoreline. The public input before the project design is finalized is extremely important, as it will inform project refinements for the City's review of major land use permits for the project. As a reminder, the guideway and two stations of the Project located within the City of Shoreline are required to be generally consistent with the City's Guiding Principles for Light Rail Facility Design (Guiding Principles – as adopted February 2016). The project must also adequately incorporate mitigation for direct impacts required by adopted codes or through the Federal Transit Agency's Lynnwood Link Extension Record of Decision under the National Environmental Policy Act.

City staff has indicated that progress has been made towards consistency with the Guiding Principles and the applicable City codes since our last letter in June of 2017. However, while many of the Council's comments are being addressed with design advancements, two primary concerns still remain. The particular points of concern that we request that Sound Transit continue to focus on are neighborhood place-making through architectural design and sustainability.

The Council adopted Guiding Principle for **Neighborhood Character** states that "stations should connect to the surrounding community to encourage and enhance vibrant place-making." City staff has express concern that the cost reduction efforts at the station sites have failed to take into account this principle and as a result the place-making architecture elements and the designs no longer convey a sense of place or enhance the surrounding neighborhood character. We note that at the 60% design milestone, the station garages included metal screening on the garage openings that converted the night time garage illumination into an artistic visual display. This has been all but completely eliminated and nothing significant has been added back to the design to facilitate the connection and place-making intended by this principle. The current proposed parking garages are now large rectangular concrete structures with a small bit of texture and trees planted for future screening of the lower portions of the garage. Consideration should be given to reintroducing a sense of place to the parking garages through

creative use of architecture where they face the public way and adjacent development. Without adjustment to the visual design of the garages, the City is concerned that the project may not be sufficiently consistent with the Neighborhood Character Guiding Principle.

The City also adopted **Sustainability** specific criteria for the Light Rail Facility/System that requires Sound Transit to demonstrate that:

"The proposed light rail transit system/facilities uses energy efficient and environmentally sustainable architecture and site design consistent with the City's guiding principles for light rail system/facilities and Sound Transit's design criteria manual used for all light rail transit facilities throughout the system and provides equitable features for all proposed light rail transit system/facilities."

Additionally, the **Sustainability** Guiding Principle states that "all Sound Transit development should consider sustainable and climate friendly practices," and illustrates some project elements to consider.

When adopting these provisions, the City took Sound Transit comments into consideration and specifically referred to the agency's Design Criteria Manual because it already identifies many sustainable strategies in station design with the aim of achieving design that is similar to a LEED Silver building standard. City staff has still not been provided with a clear demonstration of what design elements will be included for consistency with the City's Sustainability criteria and Sound Transit's own standards for sustainability in its Design Criteria Manual.

The project does not have any photovoltaic solar panels proposed for installation at either station or parking garages, nor does it include any conduit or reserved space for future solar installation. While the electricity source for Link Light Rail meets state green energy standards, this does not leave room for adaptation to future dispersed power generation approaches and contribution to moving away from hydro power which still has significant impacts to the region's salmon populations.

Council and staff were also disappointed to learn that the original provisions for electric vehicle (EV) charging at the opening of the stations with future expansion capacity was also eliminated from the design during the cost reduction process. The provision of EV charging and conduit to facilitate the future retrofit of parking stalls for this purpose is extremely important for supporting the market growth of electric vehicles. The cost of operation of these systems is a short sighted reason to exclude them from the station site designs. The cost and effort to include the conduit and limited installation of EV charging stations is substantially less than trying to retrofit later. The electric vehicle market and needs are developing and changing so rapidly that future use of such facilities by transit riders or providers of rides to and from the light rail stations should not be based on current use.

The City supports Sound Transit's previous commitments to design a light rail system in Shoreline that is equivalent to LEED Silver, understanding that certification is not viable because there are no permanently occupied spaces in these facilities. Council would like Sound Transit to take every effort to adjust the design to meet this standard as set by Sound Transit's own Design Criteria Manual and to not preclude future installation and use of technology such as solar power generation or EV charging stations.

Finally, the Shoreline City Council would like to acknowledge how difficult and complicated the project cost reduction process was over the past year. We understand from staff that the key adjustments in Shoreline, including the major redesign of the Shoreline North/185th station, which combined a number

of cost-saving measures, was a collaborative effort involving difficult decisions on both sides. The City believes that the redesigned Shoreline North/185th station will provide a comparable transit rider experience to the previous design with transit at the center and balanced rider access between the various modes of travel to and from this multimodal transit hub. The pedestrian connection from the north end of the station to the north end of the transit loop is a key component of this hub, and the City remains committed to its inclusion in the final design.

Thank you for your consideration of our comments. The City appreciates the collaborative approach Sound Transit is taking on this project and the active involvement of City staff in the design process. We look forward to seeing the final design of the Lynnwood Link Extension through Shoreline. Should you have questions regarding the City's comments, please do not hesitate to contact our Project Manager, Juniper Nammi, at 206-801-2525 or jnammi@shorelinewa.gov.

Sincerely,

Will Hall Mayor

cc: Shoreline City Council
Rod Kempkes, ST Executive Project Director
Taylor Carroll, ST Light Rail Project Manager
Jon Jordan, ST Design Manager
Debbie Tarry, City Manager
John Norris, Assistant City Manager
Margaret King, City Attorney
Randy Witt, Public Works Director
Rachael Markle, Planning and Community Development Director
Juniper Nammi, Shoreline ST Project Manager
File #PRE18-0053 — In-Progress 90% Milestone Review

Guiding Principles for Light Rail Facility Design

- 1. **Multi-modal** stations should be full-service transit hubs and provide great access and inviting and convenient connections for trains, buses, bikes, and pedestrians through options such as:
 - a. Ensuring that all modes of non-motorized users can easily access the stations from both sides of I-5 and NE 185th and 145th Streets;
 - b. Providing safe non-motorized access to and from the stations and garages, including consideration of a pedestrian/bicycle bridge connecting the 145th Street station to the west side of I-5;
 - c. Balancing the need to maximize parking spaces with the desire to expand opportunities for emerging trends such as car- and bike-sharing programs;
 - d. Providing well-marked way-finding in the station areas, including pedestrian pathways;
 - e. Streamlining transfers between transit modes to minimize the frequency and locations of bus turning movements; and
 - f. Encouraging transit use through:
 - Convenient connections to Bus Rapid Transit and other transportation services;
 - ii. Electronic, dynamic signs with transit data; and
 - iii. Availability of Orca cards for purchase at the stations.
- 2. **Neighborhood Character** stations should connect to the surrounding community to encourage and enhance vibrant place-making by such means as:
 - a. Providing gathering places, such as plazas, that could be used for a variety of functions within the station footprint;
 - b. Promoting excellent design that conveys a sense of place through pedestrian scale features, façade and sound wall treatments, and complementary lighting;
 - c. Providing common design elements between both Shoreline stations;
 - d. Providing landscaping that reflects Shoreline's commitment to green space and sustainability; and
 - e. Consider making use of areas under powerlines or trackways where feasible, including a potential trail connecting both stations (ex. City-managed public open spaces and/or trails).
- 3. **Sustainability** all Sound Transit development should consider sustainable and climate friendly practices such as:
 - a. Incorporating energy-efficient and "green building" features, including Low-Impact Development techniques for storm water management;
 - b. Restoring impacted streams, wetlands, and other critical areas and associated buffers;

- c. Providing information about the functions and values of adjacent critical areas through interpretive signage or other means; and
- d. Preserving significant trees when possible.
- 4. **Public Safety** the facilities should be safe, welcoming areas for people of all ages at all times through measures such as:
 - a. Limiting locations where vehicles, including buses, may cross dedicated pedestrian routes;
 - b. Integration of Crime Prevention Through Environmental Design (CPTED) at all facilities:
 - c. Security cameras (monitored) and emergency call-boxes;
 - d. Station designs that are as open as possible with maximum use of transparent panels; and
 - e. Lighting that enhances safety, but is non-intrusive for neighbors.
- 5. **Mobility** stations should provide accommodations for people of all ages and abilities including:
 - a. Providing accommodations for people with mobility challenges;
 - b. Access to allow easy mobility for those with strollers and/or luggage;
 - c. Providing disabled parking and drop-off zones; and
 - d. Constructing safe, ADA-compliant, wide walking paths, sidewalks and curb ramps (non-slip).
- 6. **Public Amenities** the stations should provide gathering places that create a sense of community and emphasize art, culture, and history of the community by such means as:
 - a. Using bridge design to create an iconic look where feasible;
 - b. Installing bicycle storage with covered racks and lockers;
 - c. Installing garbage and recycling receptacles;
 - d. Providing seating (covered and uncovered);
 - e. Using icon-based signage;
 - f. Creating flexible spaces for gathering and entertainment, including the potential for leasable spaces;
 - g. Including weather protection elements; and
 - h. Consider providing restrooms.
- 7. **Transit Oriented Development** promote TOD through facility siting and design that is supportive of future development opportunities.
- 8. **Public Art** integrate elements of art wherever possible by:
 - a. Utilizing local artists when feasible; and
 - b. Enhancing facades and public spaces with art.

COMMENTS FROM JUNE 27, 2018 SOUND TRANSIT OPEN HOUSE in Shoreline

Sticky Notes on Roll Plots

- No support for garages. They bring in many cars which reduces livability. Have TOD instead to give ridership.
- Cut cost by eliminating parking garage & having regional P&R instead.
- If ridership estimates are accurate, where will they all park? No parking on 155th, 5th.
 - o Don't say bus/rapid ride
 - o Zoned permit?
- I am concerned about neighborhood cut-through traffic going to NE 148th to get direct access into station.
- Rezone! We're building the multi-billion dollar station w/Tax dollars. Why are we cutting our own ridership?
- How will the noise be address [sic] during & after construction along 185th between 8th & Meridian?
- The street improvements are not enough for the potential traffic on 188th Street near 8th Ave.
- 188th St will become a main way people from 15th Ave will reach the station.
- 188th will be a main access for anyone coming from LFP & 15th Ave "short cut." 188th needs a stop light & street improvements.
- Stop light at 8th & 188th
- Orange is garish. Pick an accent color that is more natural. [5 or 6 comments disliking orange, one in support]

Comment Sheets

• Visit the neighborhood – you will see walkers – NOT Bikers. Please improve the sidewalks to make it safe for walkers!!!

Flip Chart Comments

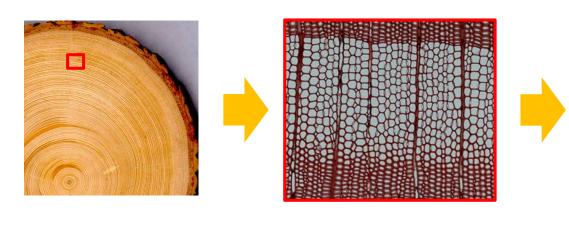
- Why is there no commercial space in the LR stations?
- Stop light 5th Ave & 185th Both sides of I-5
- Stability of I-5 fill at 200th
- Concerned about too much traffic on 5th between 175th & 185th buses have entrance at 5th & 185th; traffic should be on 8th not 5th
- Traffic at intersection of 10th / 190th /Perkins. Concerned about traffic from LFP

Attachment D

Shoreline South/145th Garage – 60% Design



NE 145th Garage Screen Concept



The annular rings of the Western Red Cedar tree, magnified to the cellular level, are the basis of the garage screen design.



NE 145th Station Aerial View





NE 145th Station Garage View from 5th Ave.





NE 145th Station Garage Night View





NE 145th Station Platform View



Attachment D

Shoreline South/145th Garage – IP90% Design









Attachment D

Shoreline North/185th Garage – 60% Design



NE 185th Station Aerial View



Attachment D

Shoreline North/185th Garage – IP90% Desgn



