

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

<b>AGENDA TITLE:</b>	Discussion of the Transportation Master Plan Update: Draft Transit, Shared-use Mobility, and Pedestrian Plan		
<b>DEPARTMENT:</b>	Public Works		
<b>PRESENTED BY:</b>	Nora Daley-Peng, Senior Transportation Planner		
<b>ACTION:</b>	<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:**

The City of Shoreline Transportation Master Plan (TMP) is the long-range blueprint for multimodal travel and mobility within Shoreline. The last update to the TMP was in 2011. The TMP, which serves as the supporting analysis for the City's Comprehensive Plan Transportation Element, must be updated to align with the City's Comprehensive Plan periodic update by 2024 and meet the Growth Management Act requirements; maintain the City's eligibility for pursuing future grant funding; and set transportation policies for guiding the development of Shoreline.

The purpose of this agenda item is to provide the City Council with the fifth in a series of briefings about the TMP. To date, the project team has assessed existing conditions and needs, conducted the first and second round of public outreach, developed the TMP Vision and Goals, created a draft project evaluation framework, developed the preferred automobile level of service policy, and developed draft TMP project prioritization metrics and performance measures. Tonight, staff will provide Council with a presentation on the TMP draft Transit, Shared-use Mobility, and Pedestrian Plans. Please note that staff will return to Council to present the TMP draft Bicycle Plan in mid-April 2022.

**RESOURCE/FINANCIAL IMPACT:**

There is no additional financial impact associated with the continued work on this project.

**RECOMMENDATION**

There is no action required tonight; this meeting will provide a briefing on the TMP draft Transit, Shared-use Mobility, and Pedestrian Plans for Council's feedback.

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

## **INTRODUCTION**

The TMP update will provide a framework to guide investments in existing and new transportation infrastructure and programs over the next 20 years in accordance with the community's transportation priorities. The TMP update will be developed through close collaboration between City staff, stakeholders, and the public, as well as the Planning Commission and Council, to help identify policies and projects which will support mobility and enhance quality of life in Shoreline.

This is the fifth in a series of briefings to Council about the TMP. On May 24, 2021, Council held the first discussion on the TMP and agreed with the vision and goals for the TMP update. The staff report for that discussion can be found at the following link: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2021/staffreport052421-9a.pdf>.

On November 22, 2021, Council discussed and agreed with the project evaluation framework for the TMP update. The staff report for that discussion can be found at the following link: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2021/staffreport112221-9b.pdf>.

On March 7, 2022, Council discussed and agreed with the preferred automobile level of service policy for the TMP update. The staff report for that discussion can be found at the following link: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2022/staffreport030722-9a.pdf>

And On March 28, 2022, Council discussed the draft prioritization metrics and performance measures for the TMP update. The staff report for that discussion can be found at the following link: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2022/staffreport032822-9a.pdf>.

This report provides an overview to tonight's presentation and discussion about the TMP draft Transit, Shared-use Mobility, and Pedestrian Plans.

## **BACKGROUND**

The City is currently updating its TMP to better serve the community's current and future transportation needs. The TMP supports all forms of travel – by foot, bicycle, skateboard, scooter, stroller, wheelchair, transit, motorcycle, automobile, etc. With the coming arrival of light rail transit, new and higher frequency bus service, new pedestrian/bicycle connections, and land use changes and growth, the TMP update provides an opportunity to better align transportation goals, objectives, and policies with the City's Comprehensive Plan.

The TMP update will guide local and regional transportation investments and define the City's future transportation policies, programs, and projects for the next 20 years. Using the TMP as a guide, the City can assess the relative importance of transportation

projects and programs and schedule their planning, engineering, and construction as Shoreline growth takes place and the need for improved and new facilities is warranted. The TMP update will also establish a methodology/criterion for prioritization of projects to be included in future Transportation Improvement Plans (TIPs) and Capital Improvement Plans (CIPs).

The last update to the TMP was in 2011. The TMP, which serves as the supporting analysis for the City's Comprehensive Plan Transportation Element, must be updated to align with the City's Comprehensive Plan periodic update by 2024 and meet the Growth Management Act requirements; maintain the City's eligibility for pursuing future grant funding; and set transportation policies for guiding the development of Shoreline.

### **TMP Update Schedule**

In fall 2020, the City launched a multi-year process to update the TMP with the goal of adoption by the end of 2022. City staff has and will continue briefing the Council throughout the process and seek their feedback on the development of the TMP update.

To date, the project team has assessed existing conditions, conducted two rounds of public outreach, developed the TMP Vision and Goals and draft project evaluation criteria, and developed a future city-wide travel demand model to assist with forecasting the increase in vehicular travel over the next 20 years based on Shoreline's anticipated growth in population and jobs. In addition, staff has developed a draft process for prioritizing transportation projects and reporting their performance over time.

Currently, the team is getting ready to launch Outreach Series 3 in April of this year. The following overview schedule shows key milestones for the TMP update process.



### **DISCUSSION**

Since the start of work on the TMP update, staff with the aid of community participation have progressed in several areas. Tonight, staff will brief the Council on the draft modal plans for riding transit, using shared-use mobility devices (e.g., e-bikes, e-scooters, etc.), and walking in Shoreline. Please note that staff will return to Council to present the draft modal plan for bicycling in Shoreline in mid-April 2022.

The 2020 Shoreline Resident Satisfaction Survey revealed greater support for transit and multimodal options. Moreover, with the coming arrival of light rail transit, new and higher frequency bus service, new pedestrian/bicycle connections, and up zoning in station areas and along Aurora Avenue will accelerate the need for a more flexible,

multimodal system that supports a variety of mobility options. To date, the project team has conducted two outreach efforts for the TMP update. Community feedback from Outreach Series 1 and 2 informed the development of the draft modal plans.

## **Draft Transit Plan**

### ***Overview of Transit Component***

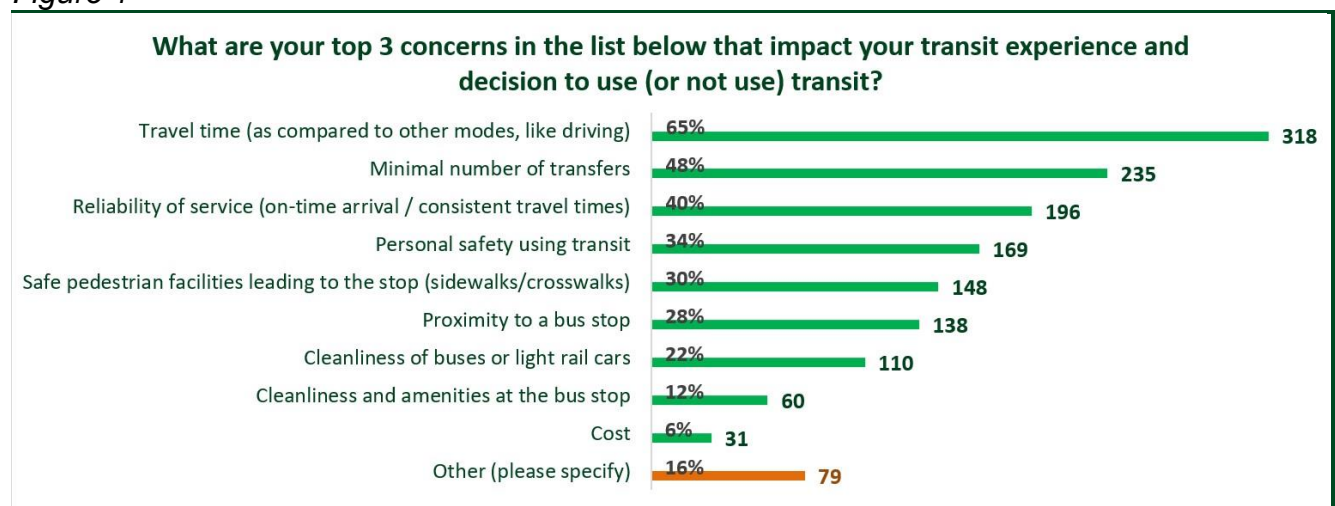
The City is actively working with Sound Transit, King County Metro, and Community Transit to plan effective bus connections to/from the future light rail stations as well as throughout our city. Since King County Metro, Community Transit, and Sound Transit operate transit service in Shoreline, the City's investments in transit service are generally limited to providing access to transit and hosting transit service on city streets. Although transit agencies are responsible for determining route locations, frequency, and bus stop treatments, the City is empowered to advocate for additional transit service (i.e., transit routes/ service areas) to enhance speed and reliability; and for transit stops and stations along city roadways.

### ***Community Input on Transit***

Public transit in Shoreline is a key component for a complete transportation network to transport all ages and abilities to local destinations and connections to regional transportation systems, such as light rail, and the destinations they service. To better understand interest in using transit, the project team asked people in the Outreach Series 2 survey if they were taking transit now and/or interested in taking transit in the future. Over 80% of respondents answered positively.

The Outreach Series 2 survey also asked participants to choose their top three concerns that impact their transit experience and decision to use (or not use) transit. Figure 1 shows the results. The top three choices reflect time, convenience, and reliability. The next two top choices were related to personal safety. Over 20 percent of the survey responses also listed proximity to a bus stop and cleanliness of buses/light rail cars as top concerns. The comments in the "other" category mostly fit broadly within the choices offered in the survey with some expanded or specific detail.

**Figure 1**



### ***Draft Transit Plan Approach***

Using the community's input, the project team developed the draft Transit Plan (see Attachment A) to illustrate the City's vision for a complete and connected transit network. Development of the draft Transit Plan involved identifying the following:

- Priority connections between key destinations, including neighborhood centers and major regional destinations, based on travel needs and demand, and desired connections between transit services.
- Frequent transit service that could connect Shoreline's growth centers to the region, and neighborhoods to urban centers and the regional transit spine. Each connection is designed to meet a wide variety of user groups and trip purposes and meet the needs of multiple markets.
- Preferred travel paths that represent a balance between travel speed and coverage (access to transit) for Shoreline's growth centers and neighborhoods.
- Appropriate "Service Families" that define the desired level of service in terms of the frequency of service by time of day. These standards are established by identifying potential transit demand based on population and employment density measures (persons and jobs per acre), as well as overall travel demand measures (all-day person trips) along the corridor.

### **Draft Shared-Use Mobility Plan**

#### ***Overview of Shared-use Mobility Component***

Shared-use mobility is a rapidly emerging concept in transportation planning. It focuses on providing multiple forms of transportation that people can share either at the same time such as taking a bus, carpool, or light rail or one after the other, such as using bike share, scooter share, or car share. In concept, shared-use mobility hubs (mobility hubs) are places of connectivity where different modes of transportation come together seamlessly at concentrations of employment, housing, shopping, and recreation. Mobility hubs can include space for bike share, scooter share, car share, as well as curb space for ride hailing services/pickups like Uber and Lyft. They also can provide creature comforts like public bathrooms, information kiosks, outdoor seating, bike parking, public art, and cell-phone recharging stations.

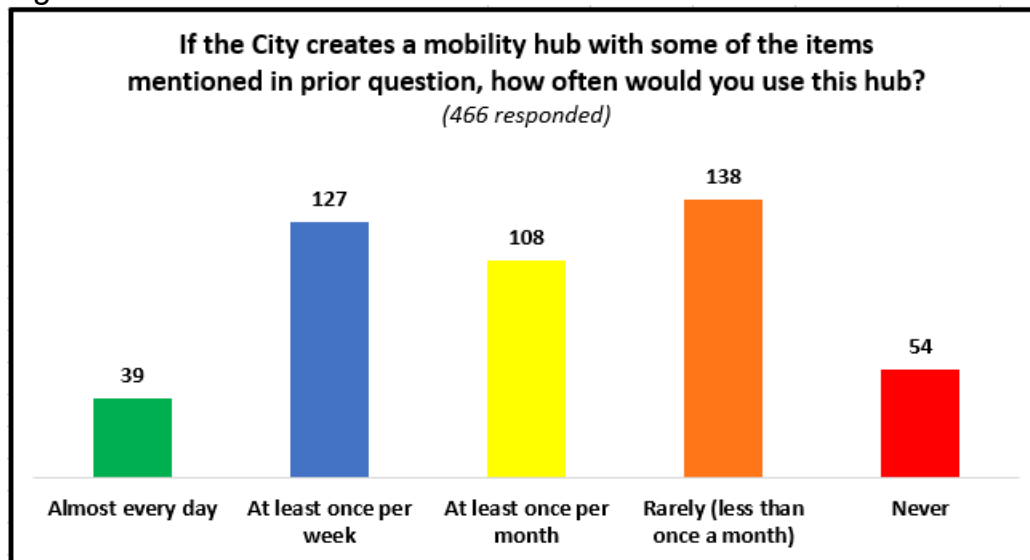
To better understand the state of the practice of shared-use mobility and how the City's policies, programs, and infrastructure could be updated to provide the public with more shared-use mobility options, the City engaged with the University of Washington Evans School Consulting Lab to research how shared-use mobility hubs can support movement in and through Shoreline. The findings of Evans School Consulting Lab's research and analysis on the topic of the future of Shoreline's shared-use mobility is linked here: [\*Making Better Connections: Shoreline Shared-Use Mobility Study\*](#).

#### ***Community Input on Shared-use Mobility***

During Outreach Series 1 and 2, community members shared their thoughts about shared-use mobility through outreach events and surveys. Community members had a range of responses from excitement and curiosity with questions about implementation of shared-use mobility, to some hesitancy and questions about safety.

During Outreach Series 1, the project team asked the public for their opinions about shared-use mobility hubs. The survey asked participants if they would use mobility hubs if created in the City. Figure 2 shows a full range of responses with approximately similar numbers of those that would use the facility daily/weekly (166 participants) to those that would rarely or never use these (192 count). Over 100 participants indicated they would use these about once a month.

Figure 2



During Outreach Series 2, the project team asked the public for their opinions about “on-demand transit”, a concept that allows a person to request to be picked up by a smaller vehicle at place of origin using a mobile app, a website, or a phone, and taken either to a transit stop or other destination. The survey asked a question regarding this type of service to understand possible interest and the factors that would make it desirable to use. Figure 3 shows the results. Ease of making the reservation, wait time, reliability, and cost were all highly valued factors. Available days/times and travel times also ranked high. About 17% of those answering this question indicated they would not use this type of service if it were offered.

Figure 3



### ***Draft Shared-use Mobility Plan Approach***

The project team is building on the Evans School Consulting Lab's study by integrating the concept of shared-use mobility hubs into the TMP update. To maximize the use of the upcoming light rail and to reduce auto dependency, the project team developed a draft Shared-use Mobility Plan (see Attachment B) to be shared with the public during Outreach Series 3. The draft Shared-use Mobility Plan shows proposed mobility hubs in strategic locations across Shoreline to enable residents, workers, and visitors to access key destinations like the new light rail stations, commercial centers, and parks without driving. The proposed mobility hubs are categorized into three typologies to inform what features and amenities should be available at each location:

- **Regional hubs** are near light rail stations or major bus stations and should have the most features and amenities, as they will support the largest quantity of people from within and outside of Shoreline.
- **Central hubs** will connect to key locations in Shoreline and should have sufficient amenities to support commuting, leisure, and recreation at and around hubs.
- **Neighborhood hubs** are the smallest type of mobility hubs and should focus on simple, pedestrian-friendly, and comfortable amenities for local communities.

### **Draft Pedestrian Plan**

#### ***Overview of Existing Pedestrian-related Plans***

The current TMP includes a Pedestrian System Plan that identifies key roadways needing sidewalks to create a city-wide pedestrian network. In June 2017, the City began a process to create a Sidewalk Prioritization Plan as early work for this TMP update. Major components of the plan included developing a data-driven process for prioritizing sidewalk improvements and researching and recommending ways to fund the priority projects. The process took over a year to complete including extensive involvement of a resident Sidewalk Advisory Committee (SAC) and included public input through two open houses and online surveys.

The project team worked with the SAC to develop a data-driven system for prioritizing projects. Metrics were created to rate the sidewalk segments of the Pedestrian System Plan based on safety, equity, proximity, and connectivity criteria. In June 2018, Council adopted the 2018 Sidewalk Prioritization Plan (map) as the City's "roadmap" for prioritizing the construction of a continuous, city-wide sidewalk network.

The Sidewalk Prioritization Plan lives and is updated outside of the TMP as the level of specificity is too detailed to be included in the TMP, which is a high-level, 20-year policy document. The City intends to update the data inputs into the Sidewalk Prioritization Plan approximately every five (5) years timed with the availability of new U.S. Census data, traffic collision data, and updated development activity; and to revisit the prioritization criteria and metrics every 10 years in coordination with each TMP update. The five-year update cycle would put the next update of the Sidewalk Prioritization Plan in approximately 2023.

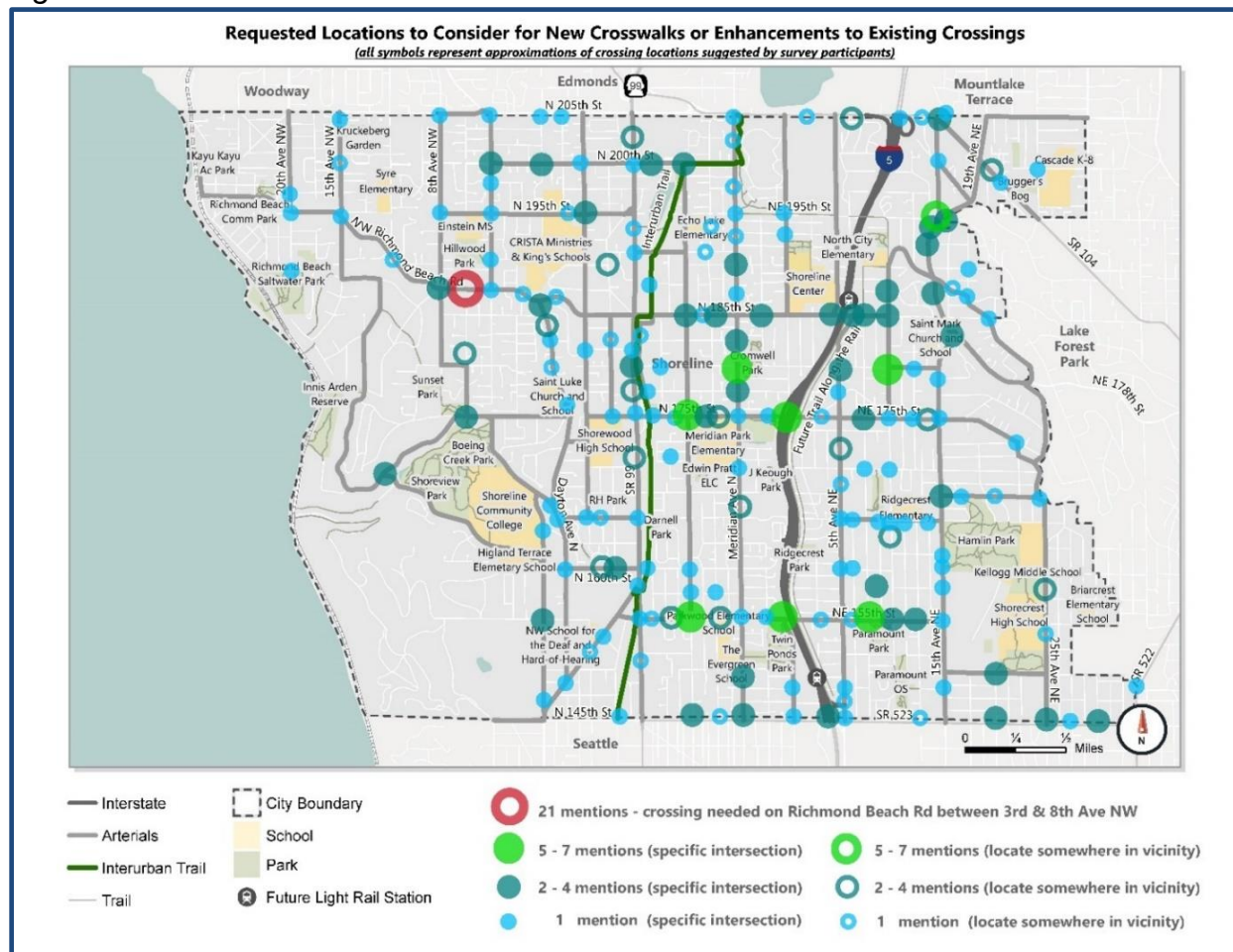


### Community Input on Pedestrian Travel in addition to Sidewalks

The sidewalk network established in the Sidewalk Prioritization Plan is a key component of the draft Pedestrian Plan, but not the only component. To develop a vision for a comprehensive pedestrian network, the project team asked the public during Outreach Series 2 about where improved or new pedestrian roadway crossings and pathways through unimproved right-of-way (ROW) might complement the sidewalk network.

City staff aggregated the results of community input on where they would like to see new or enhanced crossings throughout the City (see Figure 4). The input received showed a crossing on Richmond Beach Road between 3<sup>rd</sup> and 8<sup>th</sup> Avenue NW as having the most mentions. N 155<sup>th</sup> Street was listed as needing more frequent crossings. Many survey participants requested safer, more visible crossings at Twin Ponds and Paramount Parks as they reported that drivers tend not to see pedestrians at these locations. Safe crossings in the Ridgecrest Business District, near Cromwell Park, along the northern portion of 15<sup>th</sup> Avenue NE, at I-5 interchanges, and to Meridian Park Elementary School were some of the other areas that received many submittals.

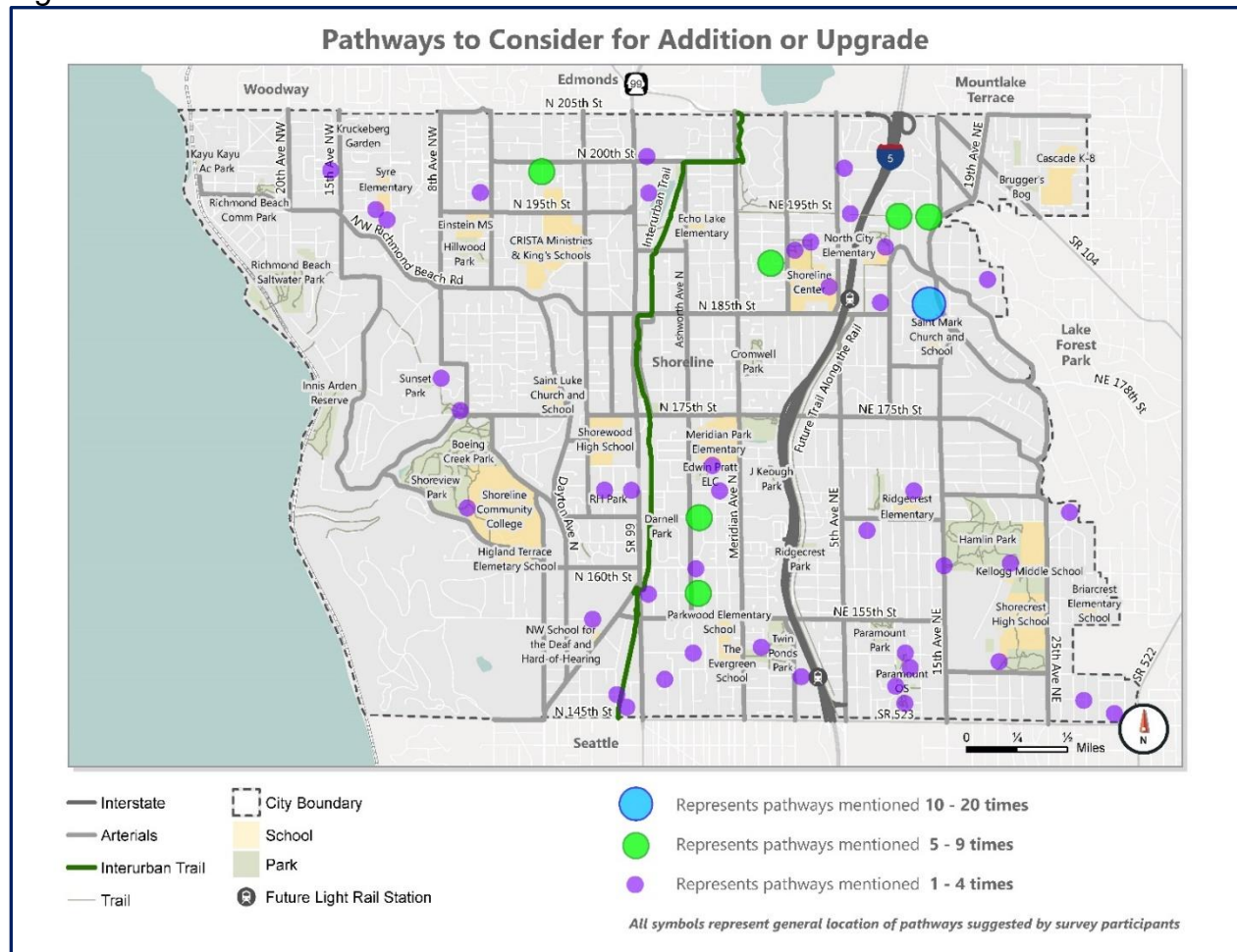
Figure 4



City staff aggregated the results of community input on where they would like to see new or enhanced pathways through unimproved ROW (see Figure 5 below).



Figure 5



The location mentioned most often with 19 submittals is an informal pathway through unimproved ROW at 185<sup>th</sup> Street/14<sup>th</sup> Avenue NE to NE 184<sup>th</sup> Place/15<sup>th</sup> Place NE. This pathway connects North City neighbors to 15<sup>th</sup> Avenue NE and the business district allowing an alternative to traversing a busy stretch of 15<sup>th</sup> Avenue NE with no sidewalk.

Six other locations were mentioned 5 – 9 times. These include:

- Two connections between Ashworth Avenue and Densmore Avenue (at N 157<sup>th</sup> Street and at N 165<sup>th</sup> Street).
- Two connections along 195<sup>th</sup> Street (approximately 10<sup>th</sup> to 11<sup>th</sup> Avenue NE and 14<sup>th</sup> to 15<sup>th</sup> Avenue NE).
- Near Shoreline Center off 190<sup>th</sup> Street between Corliss Avenue N and 1<sup>st</sup> Avenue N.
- Near King's School at Greenwood Place N south of N 200<sup>th</sup> Street.

### **Draft Pedestrian Plan Approach**

The project team developed the Draft Pedestrian Plan (see Attachment C) as an update to the current Pedestrian System Plan. The proposed simplified title of draft Pedestrian Plan is to create a consistent naming convention among the draft modal plans (i.e., draft Transit, Shared-use Mobility, Pedestrian, Bicycle, and Automobile Plans).

The draft Pedestrian Plan illustrates the City's existing and future sidewalks per the Sidewalk Prioritization Plan. The project team did not propose any additional future sidewalk segments to the draft Pedestrian Plan because this effort was accomplished through the Sidewalk Prioritization Plan process as early work for the TMP update. During the Sidewalk Prioritization Plan process, the City worked with the SAC, the community, and Council to identify new segments of future sidewalks for the Sidewalk Prioritization Plan.

In addition to depicting the existing and future sidewalk network, the draft Pedestrian Plan also includes existing pedestrian/bicycle bridges and the future 148<sup>th</sup> Street Non-Motorized Bridge as well as existing trails and the future Trail Along the Rail.

While the City currently has no funding for new or improved pathways through unimproved ROW, the draft Pedestrian Plan includes the locations of unimproved ROW to identify where there may be future opportunities to incorporate new or enhanced pathways within the City's pedestrian network. The draft Pedestrian Plan shows unimproved ROW broken into the following two categories:

- Unimproved ROW associated with a future sidewalk project in the Sidewalk Prioritization Plan.
- Unimproved ROW that is not part of the Sidewalk Prioritization Plan.

The project team did not include new or improved crossing improvements in the draft Pedestrian Plan because crossing treatments require traffic analysis to determine if they will effectively address safety for all modes. In spring 2022, the project team will compare the community's suggested new or improved crossing improvement locations with the City's traffic safety hot spots (from the Annual Traffic Safety Report) to identify where potential crossing improvements could be integrated into the draft TMP transportation projects list.

## **PUBLIC AND STAKEHOLDER ENGAGEMENT**

Public involvement is an essential component of the TMP update process. There continues to be multiple opportunities throughout the process for the public and stakeholders to learn about future transportation needs, envision improvements, and give feedback.

To date, the City has conducted two outreach efforts. Community feedback from Outreach Series 1 and 2 helped the project team develop the draft modal plans. In [Outreach Series 1](#), the City asked the public about their transportation needs and priorities. In [Outreach Series 2](#), the City asked the public where they would like to see improvements for walking, bicycling, riding transit, using shared-use mobility devices, and driving.

The project team will conduct Outreach Series 3 in April 2022 to share what the City has heard from the community to date and get feedback on draft Transit, Shared-use Mobility, Pedestrian, and Bicycle Plans. The team will also ask for input on the draft prioritization metrics and performance measures.

The TMP will serve the entire community, so it is critical to understand who lives, works, studies, and plays in Shoreline and what their needs are, especially ones whose needs have been systemically neglected. For Outreach Series 3, the project team will endeavor to engage with more people who are typically underrepresented like Black, Indigenous, and People of Color (BIPOC), youth, older adults, people with disabilities, people with low incomes, and people with limited English language skills.

### **NEXT STEPS**

The project team is also preparing to conduct Outreach Series 3 in April 2022 to share what the City has heard from the community to date and get feedback on draft modal plans and policies for walking, biking, taking transit, using shared-use mobility hubs, and driving in Shoreline. The team will also ask for input on the draft prioritization metrics and performance measures.

### **COUNCIL GOAL(S) ADDRESSED**

The TMP update supports all five of the 2021-2023 City Council Goals and directly supports the following City Council Goals:

- *Goal 2: Continue to deliver highly-valued public services through the management of the City's infrastructure and stewardship of the natural environment.*
- *Goal 3: Continue preparation for regional mass transit in Shoreline.*

### **RESOURCE/FINANCIAL IMPACT**

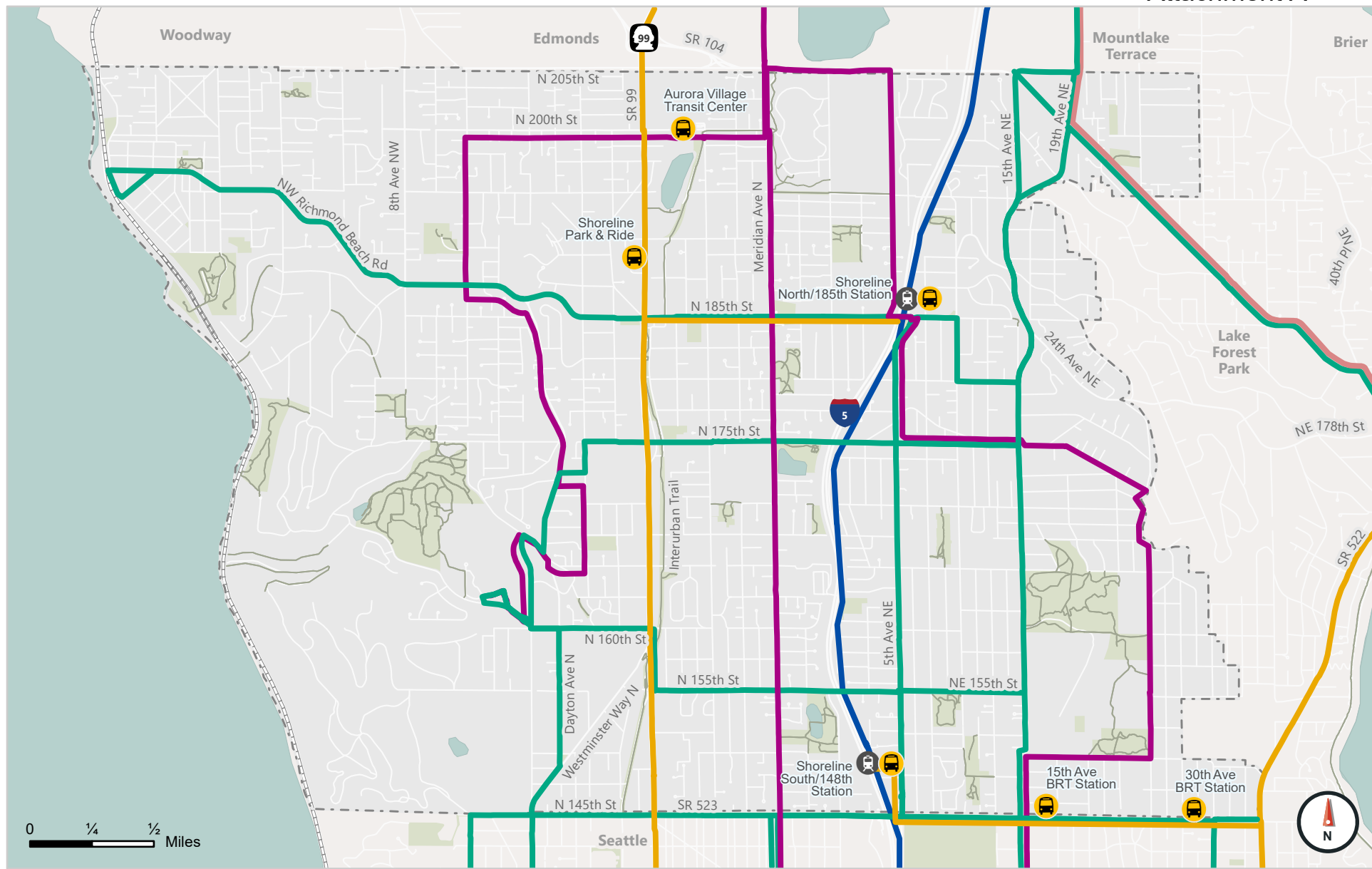
There is no additional financial impact associated with the continued work on this project.

### **RECOMMENDATION**

There is no action required tonight; this meeting will provide a briefing on the TMP draft Transit, Shared-use Mobility, and Pedestrian Plans for Council's feedback.

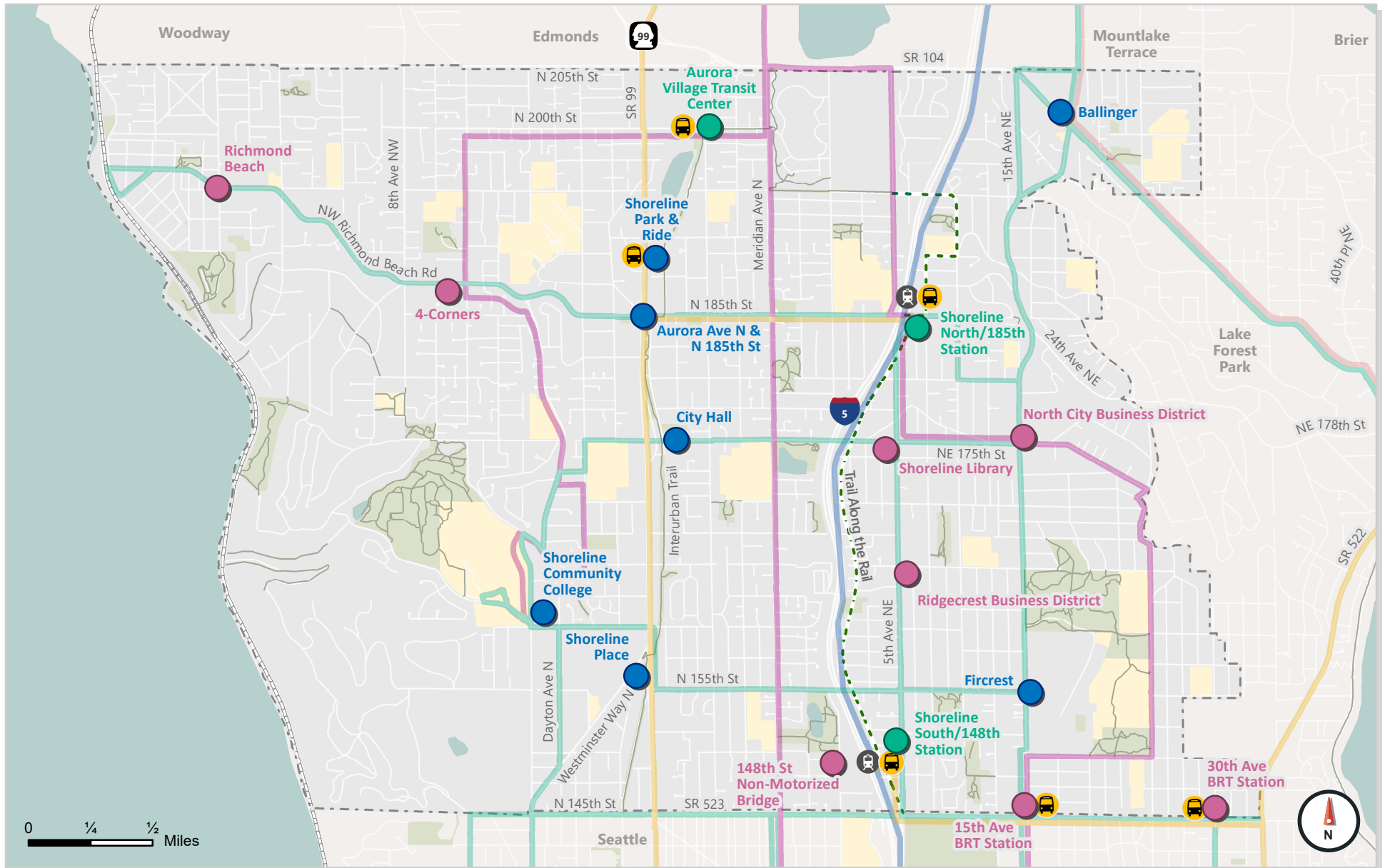
### **ATTACHMENTS**

Attachment A – Draft Transit Plan  
Attachment B – Draft Shared-use Mobility Plan  
Attachment C – Draft Pedestrian Plan



- |                |                    |                                 |
|----------------|--------------------|---------------------------------|
| City Boundary  | Light Rail Station | Light Rail Service              |
| Existing Trail | BRT Station*       | "Bus Rapid Transit" Bus Service |
|                |                    | Frequent Bus Service            |
|                |                    | Express Bus Service             |
|                |                    | Local Bus Service               |

City of Shoreline  
**Draft Transit Plan**



**Recommended Shared-Use Mobility Hubs**

- Regional Mobility Hub
- Central Mobility Hub
- Neighborhood Mobility Hub

- City Boundary
- Existing Trail
- Future Trail

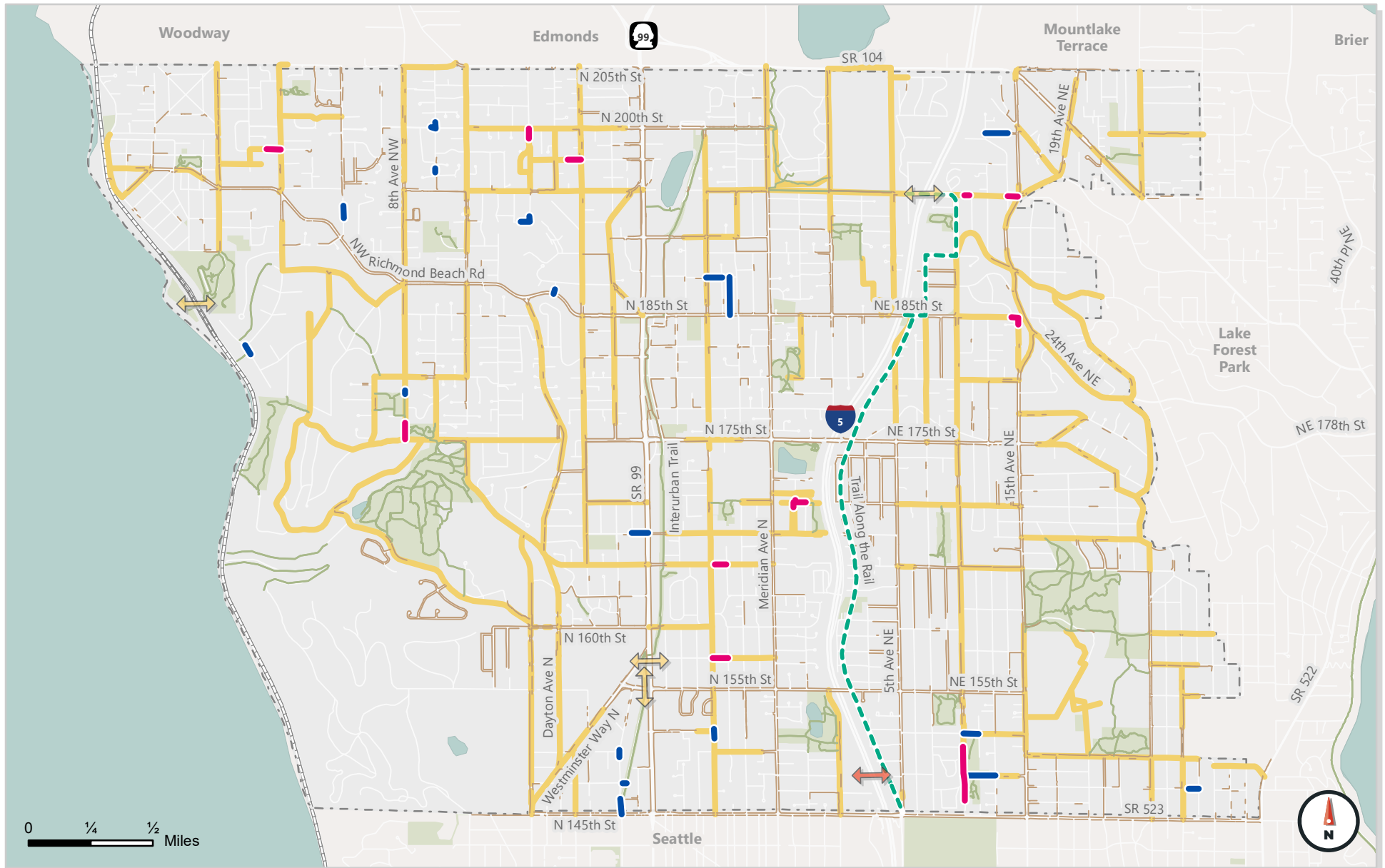
- Light Rail Station
- BRT Station

- Light Rail Service
- "Bus Rapid Transit" Bus Service
- Frequent Bus Service
- Express Bus Service
- Local Bus Service

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City of Shoreline  
**Draft Shared-Use  
Mobility + Transit Plan**





- Planned Sidewalk from Sidewalk Prioritization Plan
- Unimproved Right-of-Way:**
  - Associated with a sidewalk project in the Sidewalk Prioritization Plan
  - Not part of the Sidewalk Prioritization Plan (conditions vary)

- Existing Sidewalk
- Existing Trail
- - - Future Trail
- City Boundary

- ⇄ Existing Pedestrian/Bicycle Bridge
- ⇄ 148th St Future Pedestrian/Bicycle Bridge

City of Shoreline  
**Draft Pedestrian Plan**