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CITY OF SHORELINE
SHORELINE CITY COUNCIL
SUMMARY MINUTES OF WORKSHOP MEETING

Tuesday, January 21, 2003
6:30 p.m.

Shoreline Conference Center
Mt. Rainier Room

PRESENT: Mayor Jepsen, Deputy Mayor Grossman, Councilmembers Chang, Gustafson, Hansen, and Ransom

ABSENT: Councilmember Montgomery

1. CALL TO ORDER

The meeting was called to order at 6:30 p.m. by Mayor Jepsen, who presided.

2. FLAG SALUTE/ROLL CALL

Mayor Jepsen led the flag salute. The meeting began with Mayor Jepsen and Councilmembers Chang and Gustafson in attendance. Deputy Mayor Grossman and Councilmember Ransom arrived at 6:45 p.m. **Later in the meeting, upon motion by Councilmember Gustafson, seconded by Councilmember Hansen and unanimously carried, Councilmember Montgomery was excused.**

3. CITY MANAGER'S REPORT AND FUTURE AGENDAS

Steve Burkett, City Manager, announced that the Mayor will present the State of the City address at the next Council meeting.

4. COUNCIL REPORTS: none

5. WORKSHOP ITEMS

- (a) Update for the North City Business District/15th Avenue Corridor Project

Jan Knudsen, Project Manager, introduced the consultants from KPG who are assisting the City with the project. She said that the information presented tonight, along with any other Council direction, will be shared with the public at meetings later this month and in February. She described the purpose of her presentation, which is to gain Council concurrence and input on three aspects of the NCBD project: 1) NCBD improvements;

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2) 15th Avenue improvements; and 3) neighborhood traffic mitigation. She noted that a proposed traffic signal at 15th Avenue NE and NE 170th Street is an additional fast-track item. Her presentation included the following points:

- The NCBD street section design was presented to the public on October 16, 2002 to gain input and community reaction. The public expressed interest in including a bicycle lane in the design, which could be accommodated in the design south of the NCBD through re-striping. However, in the NCBD it would require a wider travel lane than originally planned.
- Until an alleyway is provided behind NCBD businesses, the plan will continue to propose driveway cuts and larger lanes to accommodate trucks and turning movements.
- Staff proposes a 3-lane configuration with a wider travel lane to accommodate a more multi-modal design.
- Council direction is requested on the installation of a traffic signal at the intersection of 15th Avenue NE and NE 170th Street. A warrant analysis found that the intersection does not currently meet standard signal warrants due to low traffic and pedestrian volumes. However, there could be other reasons to install a signal. Among these are traffic flow or other transportation-wide system improvements. There are advantages and disadvantages to each option.
- Alleyways are not included in the project as originally envisioned due to budget constraints. However, the City is considering securing easements from property owners, in the hope that alleyway construction will occur as the area is redeveloped.
- The proposed location for transition to the 3-lane configuration is at NE 150th Street and 15th Avenue NE. The Environmental Impact Statement concluded that a transition at 172nd Street would result in added congestion, and the City of Seattle and State objected to the transition at 145th Street due to traffic impacts.
- Neighborhood traffic mitigation is part of the project and will involve collecting baseline data so changes in traffic patterns can be determined.
- The public will be asked for input on the proposed amenity packages, which include bus shelters, kiosks, bike racks, street trees, and public art.
- Other safety improvements include a traffic signal at NE 150th Street, a pedestrian-activated signal near NE 147th Street, and sidewalks from NE 150th to NE 165th Streets.

Mayor Jepsen called for public comment.

(a) Gretchen Atkinson, Shoreline, representing the North City Business Association, expressed support for the project, noting that the sooner the project is completed the better. She urged Council to finish improvements in the NCBD before moving on to other sections of 15th Avenue NE, since the business district is the first place for economic development and developers are waiting to invest. She commented favorably on the tax waiver plan Council recently adopted. She also recommended to Council a particular tree and color scheme for use in the business district.

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(b) Roger Chouinard, Shoreline, expressed concern that the NCBD project will create greater traffic volumes on remaining arterials. He said the plan provides no mitigation to adjacent streets, noting that neighborhood streets cannot safely accommodate increased traffic volumes. He said the plan will also impact 155th Street, an already dangerous street because of the newly-constructed Skateboard Park. He asked Council to consider these issues and factor them into its decision.

(c) Anthony Poland, Shoreline, said there is no public support of the 3-lane concept except from a small group of business owners who will unfairly benefit from the project. He said simultaneously constructing 15th Avenue NE and Aurora Avenue N will likely reduce north-south flows and create a serious east-west congestion problem. He said citizens should not have to furnish public infrastructure in the form of alleyways since it is a City responsibility. He questioned why the signal at NE 170th Street did not meet warrants. He also suggested that children will be endangered due to increased traffic on NE 155th Street.

(d) Daniel Mann, Shoreline, said the North City project, which started out as seed money, has grown into a \$5-8 million "boondoggle." He said nobody favors reducing road widths and building more sidewalks on a street with few pedestrians. Instead, he suggested that the funds be used to build sidewalks in high-traffic areas such as schools. He agreed with improving the business district but suggested that the City reconsider the scope of the project.

(e) Marlon Gabbert, a 30-year Shoreline resident, urged Council to move ahead with the project. He expressed support for the development of business alleyways. He asked how many cars would be diverted during peak hours at NE 145th Street and how the City planned to mitigate neighborhood traffic. He said the 3-lane projects he is familiar with have maintained traffic flows and have created safer conditions. He encouraged the use of traffic lights at designated places and continued public input in every aspect of the process.

(f) Richard Johnsen, Shoreline, expressed support for the NCBD concept but was concerned about the potential effects of reducing 15th Avenue NE to three lanes. He thought the City should slow the project down and receive more citizen input. He emphasized the need for a traffic signal somewhere between 170th and 150th Streets to slow traffic, and expressed concern about potentially negative impacts to other side streets. He said slower traffic speeds should be considered before reducing the street to three lanes.

Responding to Deputy Mayor Grossman, Jill Marilley, City Engineer, said she would provide Council with traffic count information for 185th Street. She said the transition to a 3-lane configuration there has not increased traffic accidents, nor has she received any traffic complaints about it during her tenure at the City.

Deputy Mayor Grossman commented that the 3-lane configuration was driven by the charrette process, not by Council or staff. He explained the reasoning behind that

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configuration, noting it should improve accessibility to businesses and general traffic flows. Ms. Marilley said traffic flows have improved based on comparisons of 155th Street and 185th Street.

Ms. Knudson added that the common perception that 3-lane roads create longer queues and reduced traffic flows can be remedied by adjusting traffic signal cycles. She noted that KPG is available to provide additional information on the 3-lane road concept.

Responding to Deputy Mayor Grossman, Ms. Knudson affirmed that the City has found nothing to change its conclusions about the 3-lane road configuration.

Councilmember Ransom expressed concern about the 3-lane configuration, noting that traffic volumes will continue to increase in the area. He said if traffic continues to grow as projected, three lanes will be inadequate because more cars will attempt to use 15th Avenue NE rather than I-5 or westside arterials. He said unless the City takes an active part in building alleyways, the project will not achieve its basic objectives. He agreed that business district improvements should be the first priority.

Councilmember Gustafson agreed that the project should focus on the business district. He expressed interest in finding out what neighborhoods, businesses, and KPG will recommend at future meetings. He agreed that sidewalks are important, but said schools are a higher priority. He suggested that a pedestrian-activated signal be installed somewhere mid-block between 150th and 170th Streets, and that speed limits be reduced to 30 miles/hour. He preferred to see a master plan before making a decision on bicycle lanes.

Councilmember Ransom clarified his position that NE 170th Street should include a pedestrian-activated signal.

Mr. Burkett explained that there are several options for the intersection at NE 170th Street, including a mid-block pedestrian signal and a full traffic signal. He said staff will study the advantages and disadvantages of each option and make a recommendation to Council.

Councilmember Gustafson said although there is not much pedestrian traffic on 170th Street, a mid-block pedestrian-activated signal is visible and attracts attention. He also said signals throughout the City should be equipped with audible indicators. He was interested in hearing KPG's ideas for side street configuration in the event that NE 170th Street becomes a main intersection and meets stoplight standards.

Paul Haines, Public Works Director, explained that some of the traffic and engineering issues should really be described in terms of a Master Transportation Plan, which the City is proceeding with but in a different timeframe. He said staff will try to include the maximum number of Master Plan topics in the project, including 3-lane roads and traffic cross-circulation. Safety will be a central component of any plan.

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Councilmember Chang noted that the in-pavement lights at NE 170th Street and 15th Avenue NE should be treated as a temporary remedy. He said the City should continue to look for innovation and initiatives that serve the best interests of the community. He expressed several concerns about the project, noting that a 3-lane configuration will increase traffic on residential streets, possibly requiring a widening of those streets. He questioned the reasoning behind beginning the 3-lane transition at NE 150th Street, suggesting that cars be moved onto 155th Street and 10th Avenue if traffic flow is the priority. He suggested that a wheelchair ramp be installed at NE 170th Street and 15th Avenue regardless of when the project commences.

Councilmember Gustafson considered NE 150th Street as the logical place for the 3-lane transition because the road automatically narrows there.

Councilmember Hansen also supported the NCBD as the priority area and expressed interest in hearing KPG's experience with 3-lane roads and traffic counts. He requested information on what projected traffic volumes may be, noting that population levels have peaked in the City and in neighboring jurisdictions. He opposed diverting traffic through neighborhoods and expressed concern about making NE 170th Street a major intersection. He said impediments have been used effectively in other cities to divert traffic back on to arterials.

Mr. Burkett clarified that the project intends to implement mitigation measures after monitoring traffic patterns and identifying potential problems.

Councilmember Ransom said the plan will not work unless Council commits to building alleyways in the NCBD.

Mayor Jepsen agreed with focusing on the NCBD as a top priority, but said the timeframe should be moved up so work can commence before next winter. He reserved judgment on the NCBD multi-modal approach until he better understands parking issues and peak-hour lane configuration.

Ms. Knudson clarified that the project does not include a convertible parking lane due to existing driveway cut-outs. She explained that a convertible parking lane will not work if businesses utilize driveways.

Mayor Jepsen said the concept sounds good but he is concerned how parking, bike lanes, driveways, and peak hour lane configuration will work. He echoed concerns about diverting traffic from 168th Street to 170th Street, noting that he would like to gauge the results of the recently installed in-pavement lights. He concurred that alleyways are an important aspect of the plan, and hoped that a recent development deal included the alleyway provision. Mr. Burkett clarified that the alleyway provision is now a requirement in the Development Code.

Continuing, Mayor Jepsen agreed with the 3-lane transition at NE 150th Street but stressed the need for neighborhood traffic mitigation. He was also curious to know more

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about the physical devices at 168th, 175th, and 177th Streets. Finally, he suggested that treatments to bus shelters and other amenities include a consistent color scheme.

Responding to Councilmember Chang, Ms. Knudson clarified that underground utilities will occur in the NCBD only, from 172nd to 182nd Streets. She noted that the Capital Improvement Plan budgeted \$6.45 million for the project, although a phasing component may be proposed to Council at a later time because of budgetary constraints.

Councilmember Chang asked if there were any opportunities to coordinate construction efforts with businesses in order to save money. Ms. Knudson said the Gary East building and Glen's Deli are the only businesses under construction, although frontage improvements are not involved. She mentioned a housing project as the next opportunity for coordinating construction efforts. She announced the schedule for upcoming public meetings, including a business district meeting on January 28 and a City-wide open house on February 12.

Councilmember Chang expressed interest in exploring ways to encourage investment in the NCBD that will benefit everyone. Ms. Knudson said she has received more calls about the NCBD since Council adopted tax waiver legislation.

Councilmember Ransom reiterated the need for full alleyways in the NCBD, noting that Frank Lumber & Door currently utilizes its entire frontage area for parking and loading.

Mr. Haines said tonight's meeting serves to inform Council about how staff intends to approach the public at the upcoming meetings. It was his perception that Council did not dismiss any current proposals; rather, it added a few new issues.

Mr. Burkett discussed the monetary ramifications of the various proposals, explaining the likelihood that all proposals cannot be included due to budgetary constraints. He said staff will return to Council with cost estimates and recommendations on priorities, and probably recommend an incremental approach. He said the prioritization of the NCBD as opposed to the rest of the corridor is not necessarily an "either-or" scenario, explaining that NCBD improvements are more complex and time-consuming compared to the relatively simple projects at the other end of the corridor.

Councilmember Hansen said the issue is not necessarily which project is done first, but a matter of emphasis. He said staff can work on other projects in the corridor as long as the NCBD remains the central focus.

(b) Capital Improvement Program Update

Mr. Haines said staff plans to give Council a quarterly update on CIP projects to ensure that there are no surprises. He also said this year staff plans to make process improvements to accelerate the delivery of projects. He emphasized that Public Works is committed to the completion of CIP projects on time, on target, and within budget.

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Ms. Marilley reviewed the projects completed in 2002 and those underway in 2003. She noted that all projects, including Shoreview Park ballfields, sidewalk improvements, curb ramps, and the 15th Avenue NE and NE 165th Street signal came in at or under budget. She explained that the NE 175th Street sidewalk project was slightly behind schedule but was completed at the end of 2002. The City also removed encroachments and regained 2,000 square feet of parkland at Richmond Beach Saltwater Park. She reported that the City is working with the bonding agency in resolving the contract termination for the Paramount School Park project.

Continuing, Ms. Marilley noted the success of the Richmond Highlands Community Center, which experiences a high level of programming and use. Regarding 2003 projects, she reported that the City has hired a consultant to assist with the Ronald Bog drainage improvements.

Responding to Councilmember Hansen, she reported that a full inspection of the entire pipeline in that area has not been accomplished.

Councilmember Ransom asked whether the City is still planning on using an "open ditch" method of construction. Ms. Marilley said the City is not pursuing that approach at this time. Mr. Haines added that land-use and stream inventory issues warrant its incorporation into the Surface Water Master Plan.

Councilmember Ransom said the Association of Washington Cities has discussed "open ditch" construction in great detail. He said many people are against it due to impacts on homeowners and potential litigation.

Mr. Haines acknowledged that even if the City considers it a good method, it is a very expensive process. He said such an undertaking must be kept in context with other storm water priorities.

Ms. Marilley said a more detailed status report on Ronald Bog will be provided by mid-year 2003. She provided new information on the 3rd Avenue NE Drainage Improvements, noting that Metro is planning to improve its sewer system in that area. She said there may be a partnering opportunity on this project.

Responding to Councilmember Ransom, Ms. Marilley affirmed that there is no plan to install a drainage pond at the northern portion of the park. She said the 1st Avenue NE sidewalk project is under budget, but lagging behind schedule because of the decision to add detention. She said the detention will benefit the downstream (Ronald Bog) area and be completed by the end of February. She said the City is hiring consultants to assist in the Richmond Beach Overcrossing Project, noting that the bridge is being inspected on a regular basis to ensure public safety. She noted the collaboration of Public Works, Parks, and Planning & Development Services in developing/coordinating transportation and surface water master plans.

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Deputy Mayor Grossman expressed skepticism about getting a Transportation Master Plan completed when the City's only transportation planner is assigned to the Planning and Development Services department. Mr. Haines responded that the Comprehensive Plan, which must be updated in 2004, provides the necessary links between the PDS and project leads on the master plans. He said the City will use consultants and staff in a coordinated fashion to provide the analysis, technical and strategic help necessary for successful completion of master planning.

Deputy Mayor Grossman noted that good coordination will increase the likelihood that the City secures funding for needed transportation projects.

Ms. Marilley concluded with a summary of 2002/2003 projects, noting that while all are within budget, some have schedule adjustments. She said the department is exploring ways to accelerate the schedule.

Mayor Jepsen called for public comment.

(a) Ken Cottingham, Shoreline, expressed concern about Metro's plans to replace a sewage line in Boeing Creek Park. He said the line broke in 1996 and it could happen again. He lacked trust in the adequacy of sewage detention in the park, particularly since the Aurora project will cause more storm water flow into the Boeing Creek basin.

(b) Anthony Poland, Shoreline, expressed concern about a sewage detention facility in Boeing Creek Park. He said it will require a pump station due to the lower elevation. He expressed interest in having a facility like the Richmond Highlands Community Center in Richmond Beach. He suggested that the Richmond Beach Overcrossing be given back to property owners to let them pay for the improvements.

Mayor Jepsen and Councilmember Hansen expressed interest in learning more about sewage issues at Boeing Creek Park.

Deputy Mayor Grossman thanked staff for an excellent presentation and good use of visual aids to emphasize the City's significant capital projects. Responding to Mr. Poland, he noted that the Richmond Highlands Community Center is available to all Shoreline residents.

Councilmember Chang was impressed with the City's past and future accomplishments, but was cautious due to the slow economy. He felt that all projects could be accomplished with the right planning and community involvement.

Councilmember Ransom concurred with the concerns expressed about sewage detention at Boeing Creek Park. Regarding sidewalk improvements on N 175th Street, he said sidewalk trees can serve as an obstruction and potentially damage sidewalks. He said sidewalk trees can also make it difficult for disabled citizens to navigate safely.

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Mr. Haines said the inclusion of street trees was one of several design priorities. He noted that the Comprehensive Plan identifies the street as a "green corridor," so the City must encourage and find solutions to plant greenery. He said while the project is not perfect, it meets all Americans with Disabilities Act standards and is similar to other sidewalks in the City that use separate concrete plates. Ms. Marilley added that the trees were planted in a way that encourages the roots to grow deep before spreading.

Councilmember Gustafson reported on the approving phone calls he received about the in-pavement streetlight and the skateboard park. He was pleased the City is accomplishing many positive things.

Mr. Burkett mentioned that the next CIP will include adjustments and trade-offs because the City will have \$1.5 million less than last year.

Councilmember Hansen recognized that King County is still collecting motor vehicle excise taxes despite passage of Initiative 776. Mr. Burkett presumed the county is holding those funds in a reserve account until the constitutionality of I-776 is determined.

(c) City Hall Delivery Method Options

Eric Swansen, Senior Management Analyst, introduced Steven Paget of Olympic Associates, consultants to the City Hall Project. Mr. Swansen reviewed the comparable analysis and advantages/disadvantages of different project delivery methods included in the Council packet. He explained that while there is no single best method, project complexity, budget, and the site will largely determine the best delivery method. State law does not afford cities like Shoreline the ability use any method other than the traditional Bid-Build method. However, the City may be able to utilize the lease-to-own option if it is configured correctly.

Traditional Design/Bid-Build Delivery Method: Prescribed by state law, this method allows the City to hire an architect/engineering firm, complete design work, submit plans to the competitive public bid process, and select the lowest responsive bidder. This is a familiar process that poses the lowest risk to the owner. There is competitive scrutiny, and the City retains control over the final product. However, the delivery time is slower due to the process' sequential nature and traditionally more litigation is generated by this approach. Additionally, contractor qualifications tend to be secondary to price, and bids tend to be higher because contractors factor in risk/litigation.

Design-Build Delivery Method: This method allows the contractor to begin construction during the design phase, which is typically a more efficient use of time. It is a very common method used in the private sector. The architect and contractor work together, and early contractor involvement ensures suitability of materials and design. There is one point of responsibility, and projects tend to be competitively priced, with site, design, and construction provided in one package. There is less legal risk to owners and the unit cost for space tends to be lower. Additionally, the project owner has less control over the finished product, and a considerable amount of use of time/resources can be expended in

selecting a qualified design-build team. Also, there can be a lack of incentive on the part of contractors to choose low-maintenance products/materials.

Deputy Mayor Grossman asked why the Design-Build and General Contractor/Construction Manager-at-Risk options are included in the analysis since the City is prohibited from using them. Mr. Swansen reiterated that the City could take advantage of these methods if it employs a lease-to-own structure.

General Contractor/Construction Manager-at-Risk Method: This method provides a single point of responsibility, less risk to the owner, and an expedited delivery time due to parallel tracking.

Lease-to-Own Delivery Method: Any delivery option could be rolled into a lease-to-own method by establishing a non-profit corporation to develop the project on the City's behalf. In doing so, the City receives a guaranteed price and an opportunity to convert from a lease to an ownership structure. It is considered a lower risk to the City because the City would not technically own the project. However, there is more public scrutiny and fewer opportunities for competitive bidding. In addition, the City cannot be a titleholder to the property, either presently or in the past, and there are generally higher long-term financing costs.

Mayor Jepsen called for public comment.

(a) Anthony Poland, Shoreline, opposed the lease-to-own option and said the City should not try to avoid state laws. He said part of the reason for building a new City Hall is to avoid expensive leasing. The savings achieved through a lease-to-own option will not compensate for the potential litigation and problems that will result from excluding the public. He urged Council not to allow any entity to borrow money on the City's behalf.

Mayor Jepsen said the lease-to-own option is not avoiding state law, but an option that could be used if structured properly. He asked staff to review the IRS law that prohibits the City from owning the land or improvements under a lease-to-own structure. His initial reaction was to avoid the lease-to-own design-build option in favor of the lease-to-own GC/CM option. He observed that the staff report did not compare the lease-to-own GC/CM option with others.

Mr. Burkett and Mr. Swansen said they will check on the IRS regulations and report back to Council.

Councilmember Ransom expressed support for the traditional method, noting that lease-to-own is less defined and has a larger margin of error. He did not want to limit the City's siting options by imposing ownership rules under the lease-to-own method.

Councilmember Gustafson noted that the site will largely determine the best delivery method.

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Councilmember Hansen was skeptical of the design-build delivery method, noting that "fast-tracking" can often cause timing problems in various stages of project delivery. Although all methods include built-in profits, he expressed mild support for the traditional method because the City will have more direct control over the product and financing.

6. PUBLIC COMMENT

(a) LaNita Wacker, Shoreline, expressed dismay that the 2003 legislative priorities do not include preserving Fircrest Rehabilitation Center. She urged Council to adopt a resolution opposing the closure of Fircrest, noting that many profoundly retarded citizens depend on its services. It is an ideal location due to its close proximity to related facilities. She urged the City to speak for those who cannot represent themselves.

(b) Roger Chouinard, Shoreline, asked Council to address the problem of abandoned vehicles in the parking lot of Cascade Bingo. He said he contacted the City to look into the problem but was told that there is nothing it can do. He said something should be done, as the parking lot is unsightly and detracts from the neighborhood.

(c) Richard Johnsen, Shoreline, said as long as there is growth and development in the City, everyone will have to share the burden of spillover traffic, including the citizens who live on 5th Avenue NE and 10th Avenue NE. He suggested that the City declare a moratorium on bike lanes until it can determine appropriate lane widths. He speculated about who would assume legally liability if a cyclist fell into oncoming traffic.

Mayor Jepsen said the City Council will have a good opportunity to bring up the Fircrest issue in its upcoming meeting with its legislative delegation. He advised staff to follow up on the Cascade Bingo parking lot situation.

Recognizing state service cutbacks, Councilmember Ransom said it is not the City's role to decide which rehabilitation facilities will be closed. He mentioned his own frustration with Cascade Bingo, noting that he has not been able to find out anything about the parking lot situation.

Finally, Councilmember Ransom announced his appointment to the Human Services Steering Committee for the National League of Cities. He was congratulated by the other Councilmembers.

7. ADJOURNMENT

At 9:36 p.m., Mayor Jepsen declared the meeting adjourned.

Sharon Mattioli, City Clerk

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