

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

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|----------------------|---|---|---------------------------------|
| AGENDA TITLE: | Discussing and Updating the Trail Along the Rail, 148 th Street Non-Motorized Bridge, and 3 rd Avenue NE Woonerf Projects | | |
| DEPARTMENT: | Public Works | | |
| PRESENTED BY: | Nora Daley-Peng, 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:

Over the last year and a half, City staff have been evaluating ways to strengthen multi-modal access to and from the Shoreline South/145th Street and Shoreline North/185th Street Stations through the following inter-related projects:

- **Trail Along the Rail** – an approximately 2.5 mile shared-use path running roughly parallel to the Sound Transit Lynnwood Link Extension alignment from NE 145th Street to the 195th Street Pedestrian Bridge.
- **147th/148th Street Non-Motorized Bridge** – a pedestrian and bicycle bridge over Interstate 5 (I-5) that would link the area on the west side of the freeway to the future Shoreline South/145th Street Station.
- **3rd Avenue NE Woonerf** – an extension of 3rd Avenue NE between NE 149th Street and NE 151st Street where pedestrian and bicycle movements are prioritized and vehicles are invited guests.

Tonight, staff is returning to City Council with status updates to the Trail Along the Rail and 148th Street Non-Motorized Bridge, and the introduction of the 3rd Avenue NE Woonerf project.

RESOURCE/FINANCIAL IMPACT:

No additional financial or staff resources are required to advance the Trail Along the Rail, 148th Street Non-Motorized Bridge, and the 3rd Avenue NE Woonerf project beyond what is stated below:

- Trail Along the Rail - 2018-2023 Capital Improvement Projects (CIP) budget includes \$330,972 for preliminary design and environmental review.
- 148th Street Non-Motorized Bridge - 2018-2023 CIP budget includes \$500,000 for preliminary design and environmental review.
- 3rd Avenue NE Woonerf - 2018-2023 CIP budget does not include budget for design development. However, City staff plans to incorporate the Woonerf’s street and frontage improvements into the Master Street Plan Update, continue project coordination with Sound Transit, utilize the conceptual renderings as communication tools when working with the public and potential developers, and apply for grant funding.

RECOMMENDATION

This item is for discussion purposes only. Council does not need to make any decisions or provide any specific direction to staff. Council decision-making on these projects will take place in the context of individual project processes.

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

INTRODUCTION

In 2015 and 2016, the City Council adopted the 185th and 145th Street Subarea Plans around two, future Shoreline Sound Transit Lynnwood Link Extension (LLE) light rail stations that will be operational in 2024. These Subarea Plans incorporate Shoreline's Comprehensive Plan Transit-Oriented Communities (TOCs) principles to encourage mixed-use residential and commercial development and maximize multi-modal transportation within the vicinity of these future light rail stations.

Over the last year and a half, City staff have been exploring ways to strengthen multi-modal access within the vicinity of the two future rail stations in Shoreline with the following three projects that support TOC principles:

- **Trail Along the Rail** – an approximately 2.5 mile shared-use path running roughly parallel to the LLE alignment from NE 145th Street to the 195th Street Pedestrian Bridge.
- **147th/148th Street Non-Motorized Bridge** – a pedestrian and bicycle bridge over Interstate 5 (I-5) that would link the area on the west side of the freeway to the future Shoreline South/145th Street Station.
- **3rd Avenue NE Woonerf** – an extension of 3rd Avenue NE between NE 149th Street and NE 151st Street where pedestrian and bicycle movements are prioritized and vehicles are invited guests.

Tonight, City staff is returning to City Council with status updates to the Trail Along the Rail and 148th Street Non-Motorized Bridge, and the introduction of the 3rd Avenue NE Woonerf project. Advancing the design of these projects will accomplish the following:

- Provide Sound Transit with the design parameters and costs needed to avoid preclusion of non-motorized facilities to the Shoreline South/145th Street Station in advance of the LLE project,
- Foster design partnerships with Sound Transit and Washington State Department of Transportation (WSDOT), and
- Advance conceptual designs to be competitive in the 2018 - 2020 federal and state grant funding cycle.

BACKGROUND

On December 12, 2016, City staff requested feedback from the City Council on the Trail Along the Rail and 147th/148th Street Non-Motorized Bridge options to the future Shoreline South/145th Street Station. Based on the presentation, Council directed staff to continue the feasibility analysis of both projects. For the 147th/148th Street Non-Motorized Bridge options study, Council asked staff to refine the two most viable options – Refined 147th Street Option (Hybrid of 147th Street Option A and B) and Refined 148th Street Option - and return to Council with an update before advancing a preferred alternative into 30% design and environment analysis. The staff report for December 12, 2016 Council presentation can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2016/staffreport121216-9a.pdf>.

At the February 27, 2017 Council meeting, City staff returned with the Refined 147th and 148th Street Options and City Council directed staff to move forward with the 148th Street Option as the preferred alternative. The staff report for February 27, 2017 Council presentation can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2017/staffreport022717-9b.pdf>

Relevant City Council Goal and Policies

The Trail Along the Rail, the 148th Street Non-Motorized Bridge, and the 3rd Avenue NE Woonerf projects directly address the following City goals and policies that provide direction on the development of multi-modal access to the future light rail stations and throughout the Station Subareas (see Attachment A):

- a. *2017-2019 City Council Goal 3: Continue preparation for regional mass transit in Shoreline, Action Step 2. Full text for Goal #3 can be found at:*
<http://www.shorelinewa.gov/government/elected-and-appointed-officials/shoreline-city-council/city-council-goals/goal-3-regional-mass-transit-preparation>
- b. *Shoreline Comprehensive Plan's Transit-Oriented Communities (TOCs)*
 - Encourages mixed-use residential and commercial development that maximizes multi-modal access to the future light rail stations
- c. *Guiding Principles for Light Rail Facility Design*
 - Principle #1 Multi-modal
 - Principle #2 Neighborhood Character
- d. *145th Street Station Subarea Plan*
 - Policy 2 - Enhance public spaces
 - Policy 10 - Develop a multi-use, non-motorized trail
 - Policy 15 - Explore joint funding of a non-motorized bridge crossing at NE 147th or 148th Street

DISCUSSION

Below is a progress summary of the Trail Along the Rail, 148th Street Non-Motorized Bridge, and 3rd Avenue NE Woonerf projects. For each project, the description includes a project summary, progress update, initial phasing strategy, public/stakeholder outreach, planning-level cost estimate, past or upcoming Council actions, and next steps.

Trail Along the Rail

Project Summary:

Development of light rail through Shoreline presents a unique and rare opportunity. The City is looking at the feasibility of building an approximately 14 foot-wide shared-use path running roughly parallel to the light rail alignment from NE 145th Street to NE 195th Street (see Attachment B). The trail would enhance pedestrian and cyclist access to the planned Shoreline South/145th and Shoreline North/185th Street Stations, as well as connect to the existing 195th Street Pedestrian Bridge over I-5. In addition, the trail could

connect to parks, open spaces, and schools within the neighborhoods adjacent to the light rail alignment.

Progress Update:

The Final Feasibility Study Report was published in 2017 and is available on the City's project webpage (<http://www.shorelinewa.gov/government/projects-initiatives/trail-along-the-rail>). The report includes the preferred alignment; near-term continuous pedestrian/bicycle route and the long-term vision. City staff expects to prepare Request of Qualifications (RFQ) for preliminary design and environmental Review in winter 2018.

Initial Phasing Strategy:

In order to phase the trail's implementation over time, City staff has identified as Phase 1 a 10 block segment of the trail from NE 185th Street to NE 195th Street. This is a strategic segment to implement since it would connect pedestrians and bicyclists of all ages and abilities to the Shoreline North/185th Street Station, the North City Elementary School, the North City Park, and the existing 195th Street Pedestrian Bridge which, in turn, connects to the Interurban Trail via the 195th Street shared-use path. During the next phase of the project, City staff will further develop the project phasing strategy.

Public/Stakeholder Outreach:

- **Steering Committee** – At the outset of the project, the City established a steering committee consisting of representatives from Sound Transit (ST), WSDOT, King County Regional Trails, the adjacent cities of Seattle and Mountlake Terrace; Cascade Bicycle Club and Feet First. The City utilized the experience and knowledge of the steering committee to help establish its goals for the trail, identify and coordinate connection points for neighboring cities, and provide input on the public meeting.
- **Public Outreach** – Beyond the project presentation at the December 12, 2016 Council Meeting, the City hosted a public meeting on March 15, 2017 that was attended by approximately 50 people. The City also provided an online survey that asked for similar input that was gathered at the public meeting. In addition, the City had a table with Trail Along the Rail project information at Sound Transit's light rail 30% Open House (held on November 16, 2016), Sound Transit's light rail 60% Open House (held on May 24, 2017), and the 145th Street Next Steps Meetings (held on July 18 and August 16, 2017).

Planning-Level Cost Estimate:

- \$22,300,000 for design, right-of-way acquisition, permitting, and construction of trail and interim on-street connections.
- Phase 1 would account for \$6,495,000 of the overall budget

Council Action:

- Upcoming: Council authorization of preliminary design contract is anticipated in spring 2018.

Next Steps:

Development of preliminary design and environmental review of the Trail Along the Rail will help position the City for the 2018 – 2020 grant funding cycle. The next project phase will:

- Advance the conceptual trail alignment with preferred treatments for each trail segment
- Continue Sound Transit and WSDOT coordination
- Continue stakeholder and public outreach
- Develop the phasing strategy
- Refine the cost estimate

148th Street Non-Motorized Bridge**Project Summary:**

The 148th Street Non-Motorized Bridge Feasibility Study Report was published in September 2017. The feasibility study analyzed options for additional pedestrian/bicycle bridge connections over I-5 to the future Shoreline South/145th Street Station based on a planning-level assessment of constructability, cost, walkshed impacts, and projected increase of pedestrian/bicycle commuters to Station.

Based on the comparative analysis of the all viable crossing options studied, staff recommended that the 148th Street Refined Option be the preferred alternative for following reasons:

- Presents the least expensive option
- Provides the shortest bridge/ramp connection to the light rail station, which in turn, provides the shortest walk time
- Provides the greatest increase in walkshed
- Offers the closest option for a mid-point crossing between the existing 145th Street Bridge and 155th Street undercrossing, thereby more evenly supporting local non-motorized access to the station

On February 27, 2017, Council selected the 148th Street Non-Motorized Street Bridge option as the preferred alternative to develop preliminary design, perform environmental review, and conduct public/stakeholder outreach. City staff expects to prepare a RFQ for preliminary design and environmental review in winter 2018.

Progress Update:

The Final Feasibility Study Report is available on the project website at the following link: <http://www.shorelinewa.gov/government/projects-initiatives/148th-street-pedestrian-bicycle-bridge>. The report includes the feasibility analysis of options, the preferred alignment, and walkshed analysis maps (see Attachment C).

Initial Phasing Strategy:

To be forward compatible with the LLE guideway, the project team adjusted the bridge type selection and alignment in order to address vertical height clearance requirements and coordinated the design elements with the Trail Along the Rail and the 3rd Avenue NE Woonerf projects.

Public/Stakeholder Outreach:

Beyond the project presentation at two previous Council Meetings (December 12, 2016 and February 27, 2017), City staff has made initial contact with property owners in the immediate vicinity of the proposed bridge connection on the west side of I-5. As the project advances to the next phase, City staff plans to conduct further public and stakeholder outreach.

Planning-Level Cost Estimate:

- \$13,353,000 for design, right-of-way acquisition, permitting, and construction.

Council Actions:

- Past: Council approved the 148th Street Non-Motorized Bridge option as the preferred alternative on February 27, 2017.
- Upcoming: Council authorization of preliminary design contract is anticipated in late winter 2018.

Next Steps:

As the 148th Street Non-Motorized Bridge moves forward as the preferred alternative for preliminary design and environment analysis, the following key elements should be addressed early in the process to minimize risk:

- Ensure that the pedestrian/bike ramp doesn't conflict with pedestrian/cyclist circulation at the station plaza level and to/from the Trail Along the Rail.
- Coordinate with ST and WSDOT about construction sequencing of the guideway and the bridge. If a bridge pier cannot be constructed before the guideway is built, then the construction of a pier foundation should be considered as a placeholder to not preclude the future construction of the bridge.
- Conduct outreach with property owners and the surrounding community.
- Assess and accommodate anticipated changes to auto/pedestrian/cyclist circulation in the vicinity of both ends of the bridge.

Recent Funding Pursuits

In fall of 2017, staff applied for the Regional Transportation Alternatives Program (TAP) to fund the design phase of 148th Street Non-Motorized Bridge for \$2.9 million (includes \$500,000 local match) and the design phase of Phase 1 of the Trail Along the Rail for \$900,000 (includes \$124,200 local match). The City was informed that although neither of the projects were selected for grant awards, they were both placed on the TAP's contingency list with the 148th Street Non-Motorized Bridge in 3rd place and the Trail Along the Rail in 5th place. The high rankings of both these projects within a large pool of regional applicants solidifies that these are competitive projects that the City should continue to pursue to fund through grant opportunities.

3rd Avenue NE Woonerf**Project Summary:**

The concept for the 3rd Avenue NE Woonerf is the creation of a slow-paced, curbsless street where pedestrian and bicycle movements are prioritized and vehicles are invited guests by extending 3rd Avenue NE between NE 149th Street and NE 151st Street (see Attachment D). Woonerf design fulfills the following multi-purposes:

- Provides flexible and multi-functional community gathering spaces.
- Incorporates the design of the future Trail Along the Rail, 148th Street Non-Motorized Bridge's ramp and stair connection to the Shoreline South/145th Street Station; and the LLE guideway.
- Creates a supplemental kiss and ride for light rail commuters.
- Supports future transit-oriented development (TOD).

Progress Update:

Conceptual design and preliminary cost estimate has been finalized. The development of the 3rd Avenue NE Woonerf resulted in the following work products:

- A conceptual grading and drainage plan, so the City can coordinate with ST on the rough grading of the area to the north of the Shoreline South/145th Street Station.
- Rough order of magnitude cost estimate for grants and other funding/implementation pursuits.
- Site plan and cross sections as communication tools when working with the public, stakeholders, potential developers, and funding agencies.

Initial Phasing Strategy:

The project team has developed an initial phasing strategy that considers the implementation of the Woonerf two ways: before the construction of the 148th Street Bridge or concurrent with the construction of the 148th Street Bridge. By studying these two scenarios, the project team identified the grading and alignment of the Trail Along the Rail and the Woonerf necessary to make either phasing scenario work.

Public/Stakeholder Outreach:

No public outreach has been conducted to date, but staff plans to include the conceptual design of the Woonerf in the public outreach for the Master Street Plan Update in 2018.

Planning-Level Cost Estimate:

- \$3,780,000 for design, right-of-way acquisition, permitting, and construction.

Next Steps:

The 3rd Avenue NE Woonerf is not included in the 2018-2023 CIP budget. However, staff will be advancing the concept in the following ways:

- Incorporation of the Woonerf concept's street and frontage improvements into the Master Street Plan Update.
- Continued coordination with ST.
- Utilization of the conceptual renderings as communication tools when working with the public, potential developers, and funding agencies.

RESOURCE/FINANCIAL IMPACT

No additional financial or staff resources are required to advance the Trail Along the Rail, 148th Street Non-Motorized Bridge, and the 3rd Avenue NE Woonerf project beyond what is stated below:

- Trail Along the Rail - 2018-2023 CIP budget includes \$330,972 for preliminary design and environmental review.
- 148th Street Non-Motorized Bridge - 2018-2023 CIP budget includes \$500,000 for preliminary design and environmental review.
- 3rd Avenue NE Woonerf - 2018-2023 CIP budget does not include budget for design development. However, City staff plans to incorporate the Woonerf's street and frontage improvements into the Master Street Plan Update, continue project coordination with Sound Transit, utilize the conceptual renderings as communication tools when working with the public and potential developers, and apply for grant funding.

RECOMMENDATION

This item is for discussion purposes only. Council does not need to make any decisions or provide any specific direction to staff. Council decision-making on these projects will take place in the context of individual project processes.

ATTACHMENTS

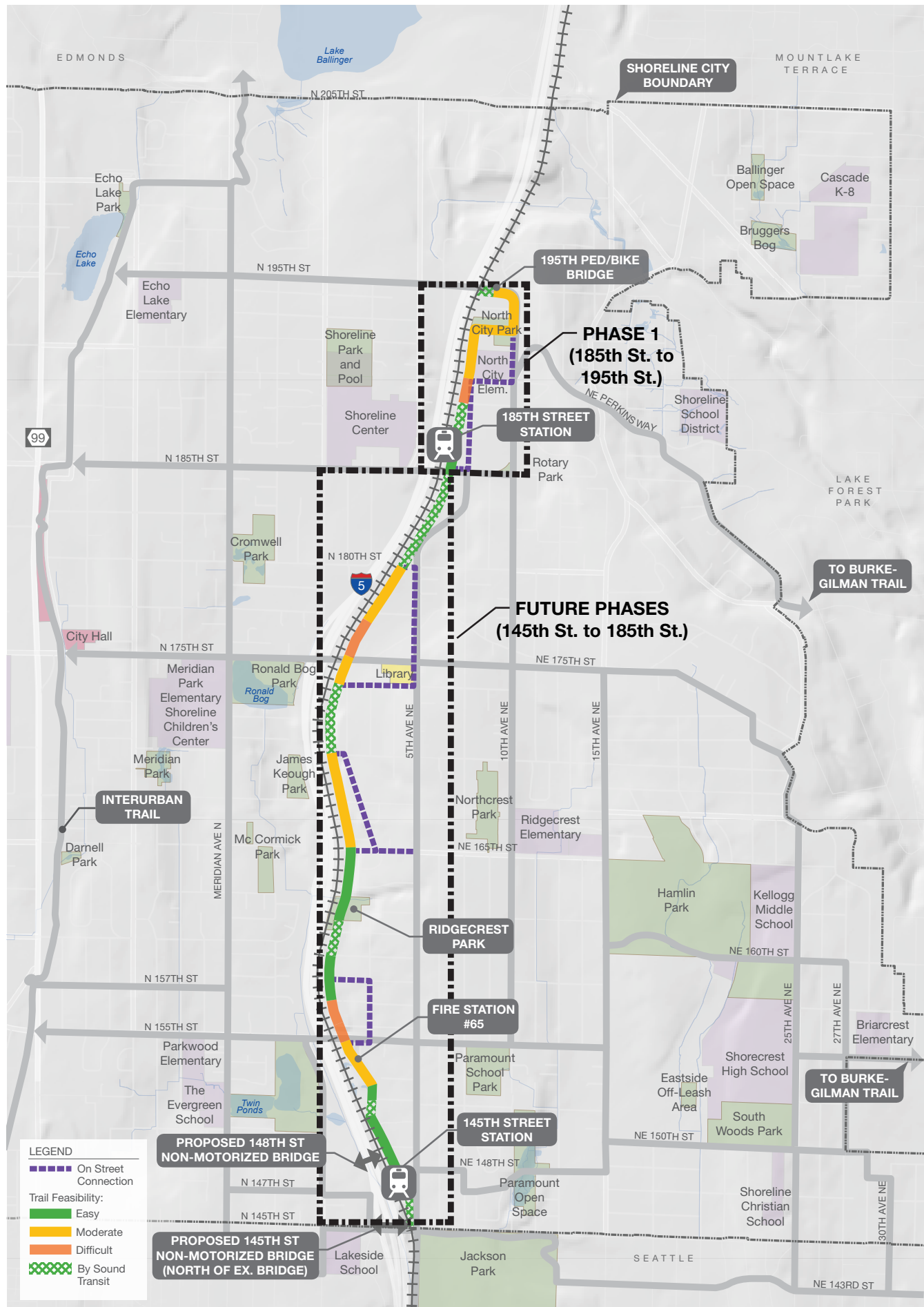
- Attachment A: Relevant Council Goal and Policies
- Attachment B: Trail Along the Rail – Plans and Section
- Attachment C: 148th Street Non-Motorized Bridge – Plans and Sections
- Attachment D: 3rd Avenue NE Woonerf – Plans and Sections

Relevant City Council Goal and Policies

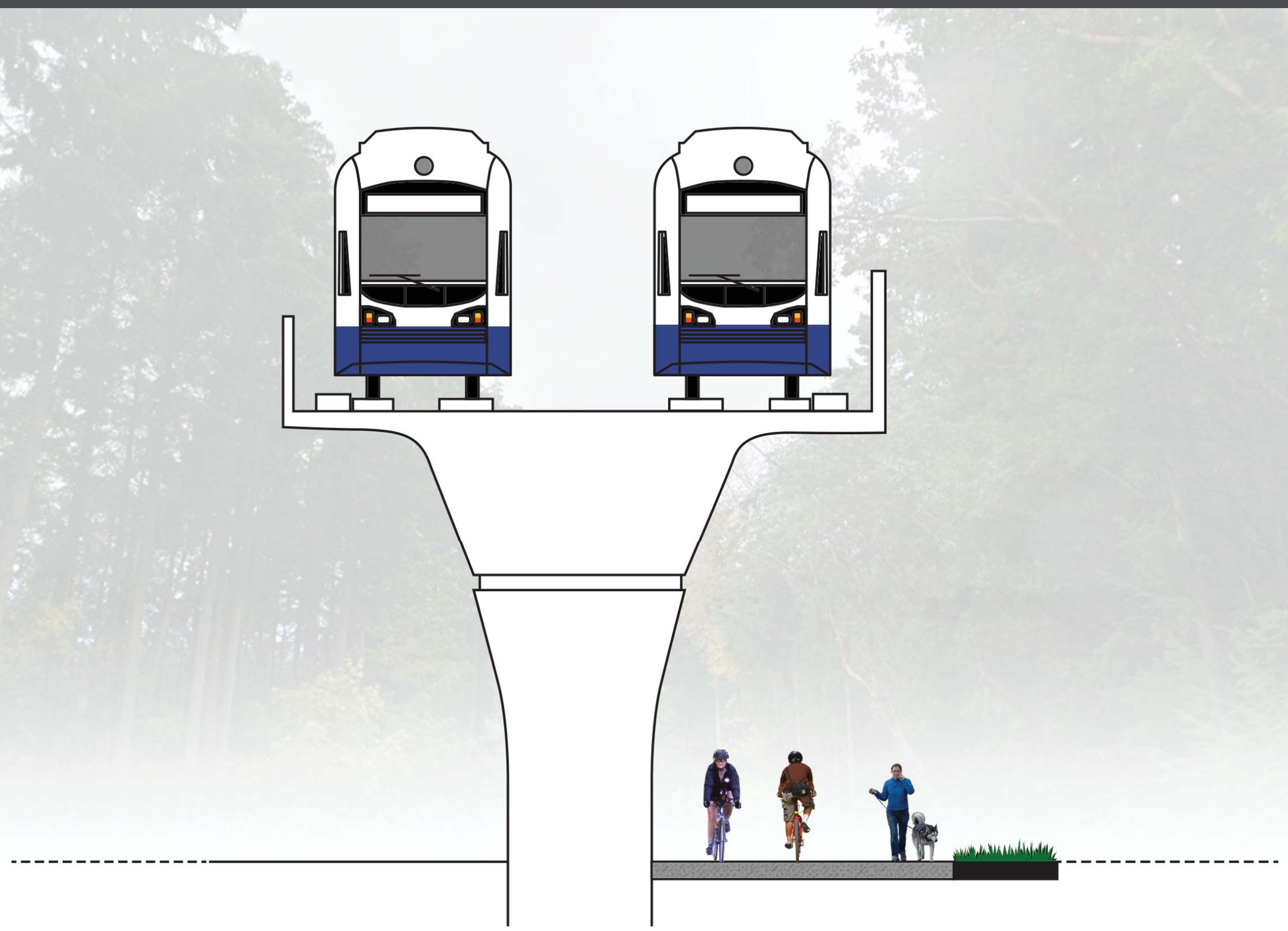
The Trail Along the Rail, the 148th Street Non-Motorized Bridge, and the 3rd Avenue NE Woonerf projects directly address the following City goal and policies that provide direction on the development of multi-modal access to the future light rail stations and throughout the Station Subareas:

- a. *2017-2019 City Council Goal 3: Continue preparation for regional mass transit in Shoreline, Action Step 2. Full text for Goal #3 can be found at: <http://www.shorelinewa.gov/government/elected-and-appointed-officials/shoreline-city-council/city-council-goals/goal-3-regional-mass-transit-preparation>*
- b. *Shoreline Comprehensive Plan's Transit-Oriented Communities (TOCs)*
 - Encourages mixed-use residential and commercial development that maximizes multi-modal access to the future light rail stations
- c. *Guiding Principles for Light Rail Facility Design*
 - Principle #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:
 - 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
 - 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
 - Providing well-marked way-finding in the station areas, including pedestrian pathways
 - Principle #2. Neighborhood Character – stations should connect to the surrounding community to encourage and enhance vibrant place-making by such means as:
 - Providing gathering places, such as plazas, that could be used for a variety of functions within the station footprint.
 - 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)
- d. *145th Street Station Subarea Plan*
 - Policy 2 - Enhance public spaces, including bicycle and pedestrian amenities, and other placemaking elements
 - Policy 10 - Develop a multi-use, non-motorized trail in the light rail line alignment, along the east side of I-5, connecting the two stations at NE 185th and 145th Streets
 - Policy 15 - Explore joint funding of a non-motorized bridge crossing at NE 147th or 148th Street with City partners to include King County, the Washington State Department of Transportation, and Sound Transit





TRAIL UNDER RAIL



TRAIL NEXT TO RAIL



TRAIL NEXT TO STREET





Geographic Information System

Proposed I48th St. Pedestrian/Bicycle Bridge

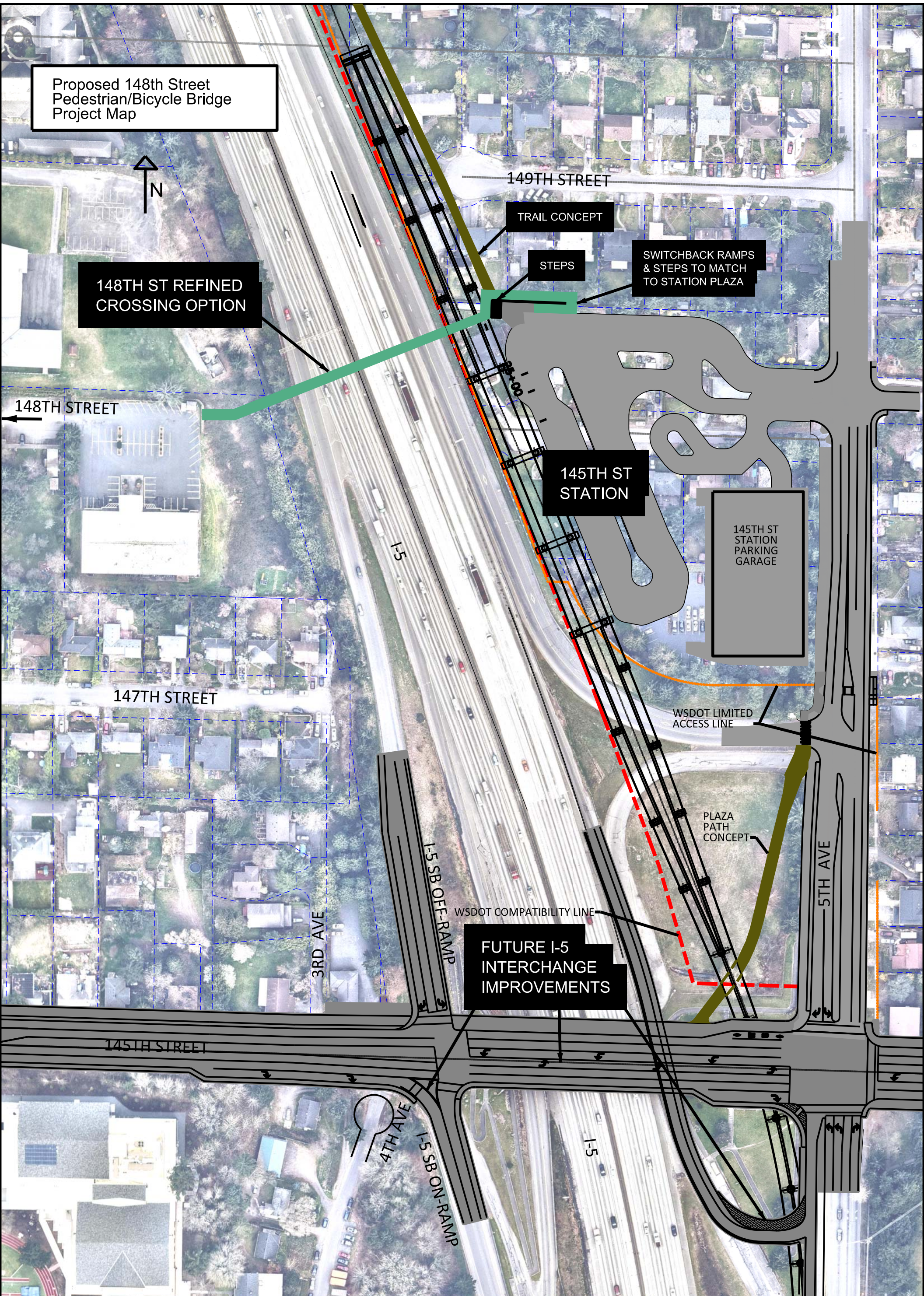
Attachment C

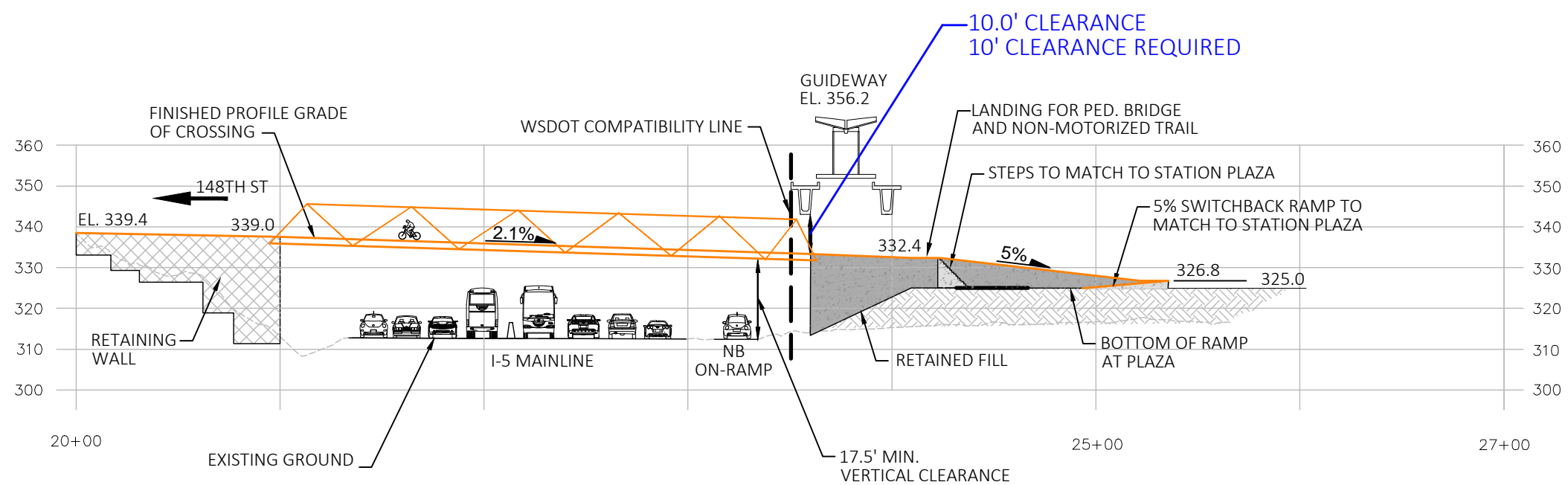


Vicinity Map



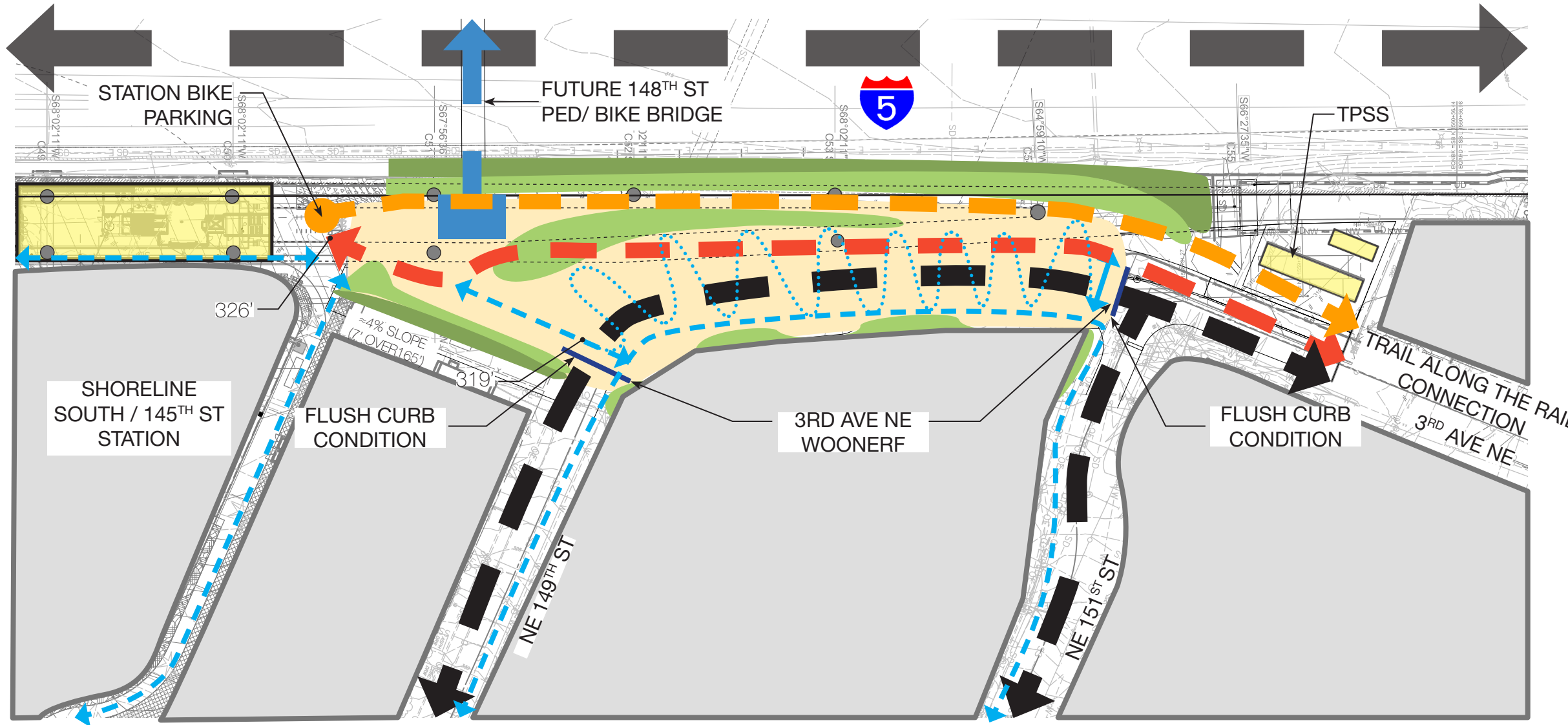
This map is not an official map. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.





- NOTES:
1. STEEL TRUSS STRUCTURE ASSUMED OVER I-5 DUE TO LENGTH OF SPAN.
 2. FOR BRIDGE SPANS NOT OVER I-5, 4.5' STRUCTURE DEPTH ASSUMED BASED ON WSDOT BRIDGE DESIGN MANUAL
 3. PROFILES AND PLANS ARE CONCEPTUAL LEVEL FOR THE PURPOSE OF GEOMETRIC FEASIBILITY STUDY. SOILS AND UNDERGROUND CONDITIONS HAVE NOT BEEN STUDIED TO DETERMINE STRUCTURE TYPE AND OTHER FACTORS THAT MAY AFFECT THE FEASIBILITY.

3RD AVE NE WOONERF CIRCULATION DIAGRAM



Festivals held in Woonerf Methleys, Leeds UK



CONTEXT MAP



LEGEND

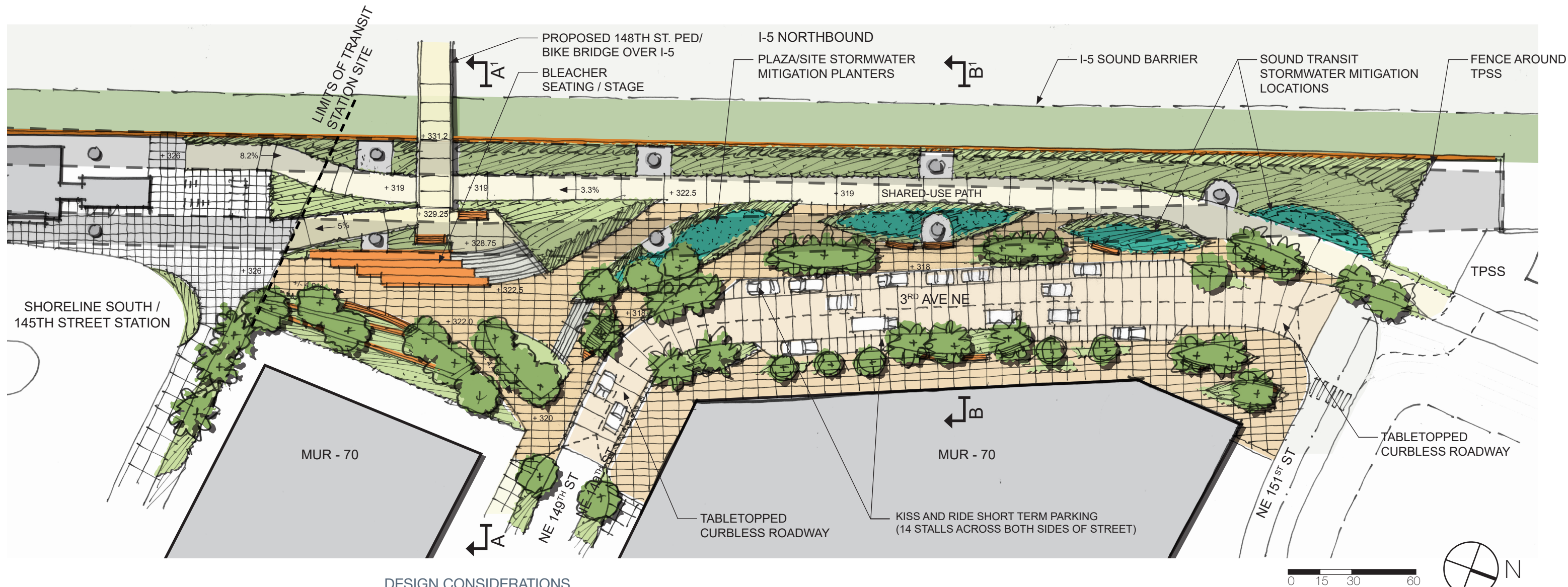
- STATION BUILDINGS / TRACK OVERHEAD
- TRACK COLUMNS
- FUTURE TRANSIT ORIENTED DEVELOPMENT
- PLAZA PLANTING
- BUFFER PLANTING
- PLAZA
- VEHICULAR ROUTE
- PRIMARY BICYCLE ROUTE
- PRIMARY PEDESTRIAN ROUTE
- FUTURE / STATION PEDESTRIAN ROUTE
- FUTURE PEDESTRIAN BRIDGE / TOUCHDOWN
- WOONERF



Streets as a shared space West Don Lands, Toronto

3RD AVE NE WOONERF CONCEPT - WITH FUTURE 148TH ST. PED/BIKE BRIDGE

- Curbless roadway with ramps up from NE 149th and NE 151st Streets
- Shared-use path crosses under the future overhead 148th St. Ped/Bike Bridge on way to light rail station
- (14) Kiss and Ride Stalls
- ADA accessible path from NE 149th St. to light rail station
- Plaza/site stormwater mitigation planters
- Soft-edged geometry

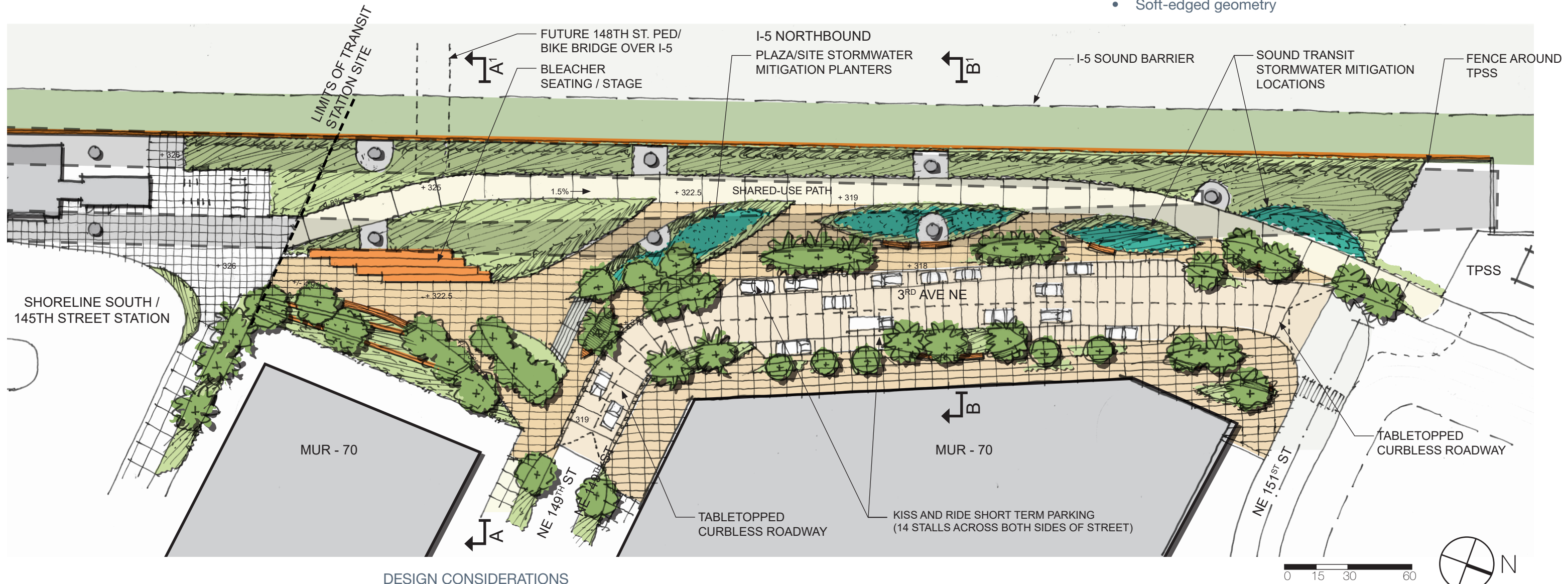


DESIGN CONSIDERATIONS

- Bleachers have been included for their flexible use as seating, stage and informal play element.
- Additional opportunities for informal play should be explored in development of plan.
- Public art should be integrated into the design of this space, either through including an artist in the next steps of the process, or locating a preferred area in the plan for incorporation of an art installation.
- Pedestrian light poles are to be incorporated into the design, with accommodations made for lockable power sources at the base of the light poles for use in programming the space with music, seasonal lighting or other periodic program elements.
- Planting areas are to be fully irrigated. Water and irrigation system for this space should include service for power washer connections and connection at light poles for plumbing future hanging baskets with irrigation.
- Planting under and around the guideway to be designed to ST clearance requirements around the guideway and guideway piers.
- Number and location of parking spaces can be reconfigured to meet policy needs.

3RD AVE NE WOONERF CONCEPT - WITHOUT FUTURE 148TH ST. PED/BIKE BRIDGE

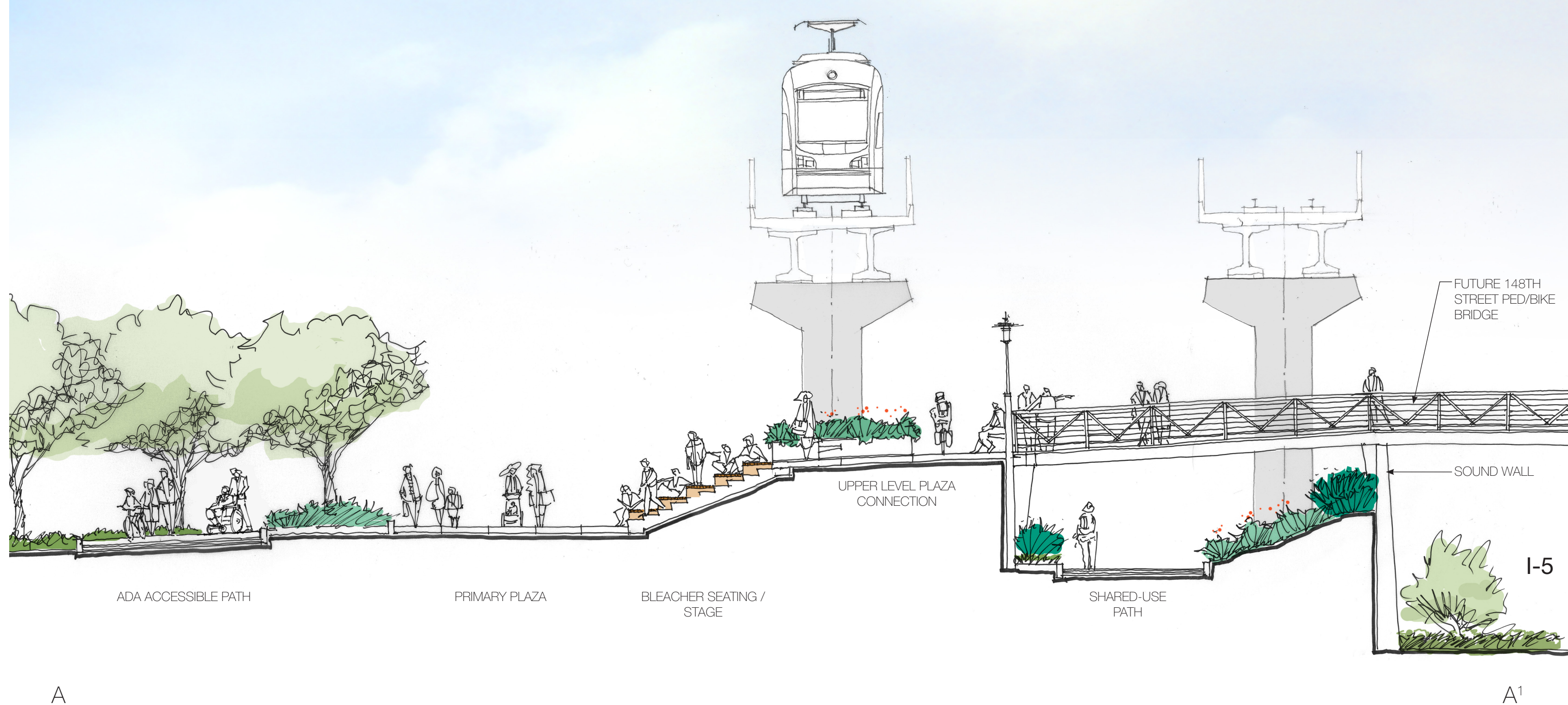
- Curbless roadway with ramps up from NE 149th and NE 151st Streets
- Shared-use path elevation is designed to accommodate the future overhead 148th St. Ped/Bike Bridge
- (14) Kiss and Ride Stalls
- Better bike access from Bridge
- ADA accessible path from NE 149th St. to light rail station
- Plaza/site stormwater mitigation planters
- Soft-edged geometry



DESIGN CONSIDERATIONS

- Bleachers have been included for their flexible use as seating, stage and informal play element.
- Additional opportunities for informal play should be explored in development of plan.
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- Planting under and around the guideway to be designed to ST clearance requirements around the guideway and guideway piers.
- Number and location of parking spaces can be reconfigured to meet policy needs.

3RD AVE NE WOONERF CONCEPT - SECTION A - A1 LOOKING SOUTH



ADA ACCESSIBLE PATH

PRIMARY PLAZA

BLEACHER SEATING /
STAGE

UPPER LEVEL PLAZA
CONNECTION

SHARED-USE
PATH

SOUND WALL

FUTURE 148TH
STREET PED/BIKE
BRIDGE

I-5

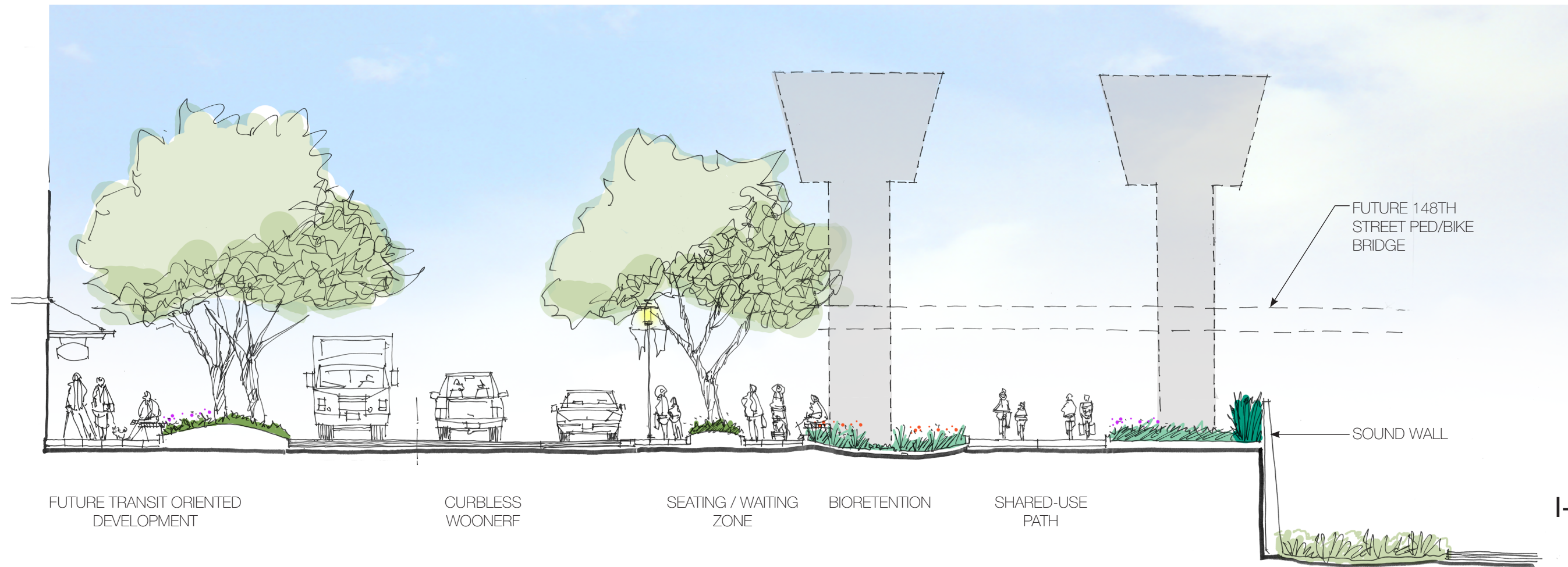
A

A1

SCALE 1" = 10'-0"



3RD AVE NE WOONERF CONCEPT - SECTION B - B¹ LOOKING SOUTH



FUTURE TRANSIT ORIENTED DEVELOPMENT

CURBLESS WOONERF

SEATING / WAITING ZONE

BIORETENTION

SHARED-USE PATH

SOUND WALL

FUTURE 148TH STREET PED/BIKE BRIDGE

I-5

B

B¹

SCALE 1" = 10'-0"

