

DRAFT
CITY OF SHORELINE

SHORELINE PLANNING COMMISSION
MINUTES OF REGULAR MEETING

March 21, 2019
7:00 P.M.

Shoreline City Hall
Council Chamber

Commissioners Present

Chair Montero
Vice Chair Mork
Commissioner Lin
Commissioner Malek

Staff Present

Rachael Markle, Director, Planning and Community Development
Juniper Nammi, Sound Transit Project Manager
Steve Szafran, Senior Planner, Planning and Community Development
Carla Hoekzema, Planning Commission Clerk

Commissioners Absent

Commissioner Craft
Commissioner Davis
Commissioner Maul

CALL TO ORDER

Chair Montero called the regular meeting of the Shoreline Planning Commission to order at 7:00 p.m.

ROLL CALL

Upon roll call by Ms. Hoekzema the following Commissioners were present: Chair Montero, Vice Chair Mork, and Commissioners Lin and Malek. Commissioners Craft, Davis and Maul were absent.

APPROVAL OF AGENDA

The agenda was accepted as presented.

APPROVAL OF MINUTES

The minutes of March 7, 2019 were approved as submitted.

GENERAL PUBLIC COMMENT

There were no general public comments.

STUDY ITEM: SOUND TRANSIT (ST) LYNNWOOD LINK EXTENSION PROJECT UPDATE

Ms. Nammi reviewed that the most recent public open house was held on February 26th, and a similar update was made to the City Council on March 4th. She summarized that the 500-car parking garage remains part of the south station, but ST has added screening around the ground level as required for safety. Screening, with a cellular pattern of trees, will be added to half the openings on the west and north sides of the building, as well. There will be stormwater-based artwork coming down off the garage on both the north and south sides. The water on the south side will flow to the top of the noise wall along the southern portion of the station site. It will trickle down and cause things to grow on the noise wall as an homage to the bog wetlands that are no longer in the area. The entire south wall will be sheer concrete, and ST has agreed to add a second art piece (sundial design that uses constellations) to provide visual interest. There will be a shared-use path connecting the station to 149th and 151st. The 145th station is tall enough to warrant an escalator at both ends.

Ms. Nammi advised that the north station is lagging behind in design because of the relocation of the garage. The south garage is at 90% design, but the north garage will not reach that point until May and will follow a slightly later construction schedule. The station will provide two levels of parking underneath, with the transit loop on top. This allows buses to have direct access onto the transit loop off of 185th, improving the transit-rider experience, which is anticipated to account for about 90% of the transit users riding from this station. There will be level connection access to both platforms off of 185th, with a 35-foot wide plaza between the station and the garage. The plaza will also serve as the travel lane necessary between the two structures. To simplify access to the platforms, the City is partnering to ensure that a bridge connection happens from the northwest corner of the transit loop to the pedestrian overpass across the north end of the station. The overpass will allow direct access over to the southbound platform. A shared-use path will connect the station up to 189th. Because the topography change from the plaza level down to the station platform is only 18 feet, it will have stairs and elevators, but no escalator. The artist-designed screening around the entire parking garage will be an abstract needle pattern.

Ms. Nammi provided illustrations and brief descriptions of the artwork proposed throughout the two stations.

Ms. Nammi referred to information on ST's website about what light rail construction looks like, including a video of another project. The Lynnwood Link Extension Project is divided into two stages: early work and the main package. The early work involves removing the remaining 59 homes and related improvements (roadways, trees, vegetation, noise walls, etc.) that are in the way. It also involves setting up chain-link fences, noise blankets and access points. Sound Transit intends to do as much of the work as possible from I-5, but there will be multiple access points from local streets, too. The City is working with ST to minimize access from local streets, and ST has incentive to do so because they don't want to have to rebuild them when the project is finished.

Commissioner Malek asked if some of the early work has already been done in Shoreline. Ms. Nammi answered that ST is currently transferring the properties they acquired to the contractor, and they have relocated the sculpture at Ronald Bog Park. The City issued permits for restriping 1st Avenue west of I-5 to provide a clear pedestrian path from 145th to the interim park-n-ride at the Unitarian Church. Next Wednesday, the North Jackson Park Park-n-Ride will close, and the bus routes will be adjusted

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accordingly. The bus routes that currently use the flyer stop will use the Metro stop that is immediately north of 145th. More obvious work will start up in April, with fencing and staging of materials, but ST does not have permits to remove trees yet. ST has been out surveying trees to verify wetland locations and the accuracy of the plans.

Chair Montero asked if part of 5th Avenue would be closed, as well. Ms. Nammi answered affirmatively, but said she doesn't have an exact date for when that will occur. She expects it to happen mid-April.

Ms. Nammi advised that most of the light rail construction in Shoreline will be at grade. Elevated work will only be needed where the tracks enter and leave Shoreline and across the east/west roads that go under I-5. For at-grade construction, ST will put up construction fencing and temporary noise blankets and do preliminary grading and soil improvements in some locations to ensure stability before creating a base for the tracks. Most of the track will be at grade but some retaining walls will be needed to keep the tracks as level as possible to reduce the power needs for the trains. Sound Transit will be working on station construction parallel with track construction. Construction of the parking garages will come later, as ST will be using these sites for construction staging.

Ms. Nammi explained that elevated construction will require drill shafts, rebar for columns and construction of forms to place the girders. The girders are long and can only be transported to the site during the night. Night work will also be required to remove and rehang the power lines that cross I-5 and to install the girders and put formwork over the northbound off ramp at 145th.

Ms. Nammi provided a rough schedule for the project, which is available on ST's website. She summarized that it is anticipated that most of the construction activity will be done by the end of 2022, and the project will look fairly finished 12 to 18 months prior to opening. ST will do finish work and testing for an extensive period of time to ensure it is safe and operating properly. The anticipated opening date is July 17, 2024.

Ms. Nammi said several City streets and areas will also be impacted:

- The biggest impact to local circulation will occur at 185th Street when 5th Avenue is closed and 185th has a one-way alternating signal to accommodate the 1st phase of reconstructing 185th Street from the bridge to 8th Avenue. The first thing on 5th Avenue will be widening to the west and construction of a foundation for a large, steel transmission pole that has to go in the middle of the current road location. This will happen before the street is shut down, and construction will be redirected around it.
- 1st Avenue between 159th and 161st will be closed early to relocate the sewer main for Ronald Wastewater District. When it reopens it will be a multi-use path only with a cul-de-sac at the end of 161st Street.
- Ridgecrest Park will remain open during construction, with on-street parking for users but no active baseball scheduling. ST will remove two homes and construct a new parking lot for the park. Once the parking lot is finished, ST will use the west edge of the park for construction and staging activity, but the rest of the park will remain open.
- Ronald Bog is part of the early work that includes the wetland mitigation project, which will start late April or early May. A 30-day notice is required before the main part of the park is closed.

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Temporary barriers will be required to keep the water out as they make more room for the new wetlands. Additional invasive species removal and control will be done on the slope next to the I-5 on-ramp so there aren't seed sources coming into the park after restoration. The soil must be hauled to a landfill because it is contaminated, and they are working on discharging the ground water to the sewer instead of directly to the stream because it is contaminated. The sculpture has already been moved, and Americans with Disabilities Act (ADA) compatible paths will be created around and out from the sculpture to provide access. Three educational signs will be installed with material on wetland restoration and Ronald Bog, itself. The main path through the arboretum will also be brought up to ADA standards.

- The 195th Street pedestrian bridge will be closed for 3 to 6 months to accommodate work on the bridge abutment, but she is not sure about the timing.

Ms. Nammi directed the Commission and audience to ST's website, which includes links to the open house construction materials, noting that public comments are still being accepted. The open house materials will remain available until ST holds its Mountlake Terrace and Lynnwood open houses which still haven't been scheduled. She advised that My Nguyen is ST's outreach person assigned to the Shoreline and Seattle segments, and questions and concerns can be directed to him.

Ms. Nammi recalled that the Commission previously requested information about talking points and frequently asked questions. She referred to an overview handout of the Lynnwood Link Project, ST's flyer about tree removal showing the clear zones that must be provided, and the City's specific tree removal numbers for all private parcels, City-owned right-of-way and Washington State Department of Transportation (WSDOT) right-of-way. The numbers identify about 1,400 trees that will be removed from the City of Shoreline, but about 300 will be exempt from the replacement requirement because they are located in MUR zones and not in critical areas. Overall, ST is meeting the City's 30% tree retention requirement when critical areas are involved.

Ms. Nammi explained that ST can only count the native trees as replacement trees, and the non-native trees that ST plants are considered a bonus. Of the 5,900 trees being replanted in Shoreline, about 4,500 are native and count towards replacement, and 1,400 are bonus trees. She pointed out that street trees often cannot be a native species because their roots tend to damage infrastructure. She concluded that ST is doing a good job overall, and the City has granted some flexibility related to the size of the trees. The City is looking at tree removal and replacement project-wide, including within the WSDOT corridor, but it cannot override WSDOT and require larger trees. ST will plant 5-gallon trees along the corridor that are larger than what is shown in the drawing but smaller than the City's normal replacement size requirement. Outside of the WSDOT corridor, replacement trees must be 8-feet tall if conifer and 2 inches if deciduous. Many will actually be 10-feet tall to meet the landscape screening requirements.

Ms. Nammi advised that ST is having a hard time meeting the City's landscape requirement because they don't have enough available land. A 20-foot, Type I, full-screen landscape buffer is required in residential zones, but it doesn't make sense to require additional acquisition just to plant trees. ST is planting where land is available that does not conflict with safety zones or other utilities or improvements. The City is working with the King Conservation District and ST to offer trees and understory shrubs to private property owners to either plant on their property or in the adjacent right-of-way where compatible. The idea is to meet the intent of the landscaping requirements where ST cannot physically meet them

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immediately adjacent to their project. This code modification has been approved by the Hearing Examiner.

Ms. Nammi provided an illustration of the temporary noise blankets that will be used during construction, noting that ST has been asked to delay removal of the noise wall as long as possible. Some pieces will be removed early on to do the sewer work, but the rest won't come down until track construction starts. Until that time ST will put up 6-foot tall noise blankets around its construction areas and where the noise wall will be absent for a longer period of time. She announced that ST's outreach team will provide additional tools to people who are still frustrated with the noise.

Ms. Nammi referred to information that was made available to the public about the interim parking lot, the closure of the North Jackson Park-n-Ride, and the closure of 5th Avenue. However, no specific date has been announced yet. She advised that Saturday work would be limited, as the City's noise code does not allow Saturday construction work to start until 10 a.m. In addition, ST will have to pay extra to get City inspectors to work on a Saturday. She anticipates that Saturday work will either be quiet or periodic. Anything outside of the City's normal construction hours will require a noise variance and a 72-hour advance notice to properties within 500 feet.

Ms. Nammi said the City has worked with ST to ensure there is enough public gathering space at the 145th Station, but the plazas on the site plan are a little smaller than they had hoped. As a compromise, ST has agreed to build the kiss-and-ride loop as a flexible space. During off peak hours, it could be closed off for a farmer's market, a movie night, concert, etc. The bollards that separate the traffic loop from the pedestrian sidewalk next to the garage will have dual functions as seating benches.

Ms. Nammi reported that the Special Use Permit will go before the Hearing Examiner on April 24th. At that time, the Hearing Examiner will consider the plan's consistency with the overall criteria, as well as a handful of code modifications. For example, the City requires frontage improvements right next to the project, but in this case, the project goes all the way through the City. The traffic impacts are at the station sites, but they still trigger frontage improvements along the guideway. The City worked with ST to provide better neighborhood connections for pedestrians and bicyclists near the stations. She summarized that the Special Use Permit is tailored to fit the project through a combination of engineering deviations and one code modification that adjusts the definition of frontage improvements.

Commissioner Malek asked if both stations would open at the same time, and Ms. Nammi said the intent is to open the entire Lynnwood Link at the same time. ST is also looking at the feasibility of advancing at least part of the 130th Station to be constructed simultaneously with the Lynnwood Link to avoid future service delays.

Vice Chair Mork asked where the pedestrian bridge for the 145th Street Station would be located. Ms. Nammi identified where the bridge would be located, noting that it is a City project. ST moved the traction-power substation to reserve space for the bridge. The City worked with ST and a consultant to develop a concept design showing how the bridge will fit. The location of ST's pedestrian connection out of the station is interim, and the connection would move to the east when the pedestrian bridge is built. Commissioner Malek asked about the schedule for constructing the pedestrian bridge, and Ms. Nammi said the project is currently funded through 30% design, and the Public Works Department is pursuing

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additional funds to bring it through design and into construction. The 30% design process will consider whether or not portions of the project should be done in conjunction with the light rail project based on ease of construction.

Vice Chair Mork asked how people living west of the freeway would access the 145th Street Station. Ms. Nammi said there would be no additional connections beyond the existing 145th Street bridge and the 155th Street bike and pedestrian trail. That's why simultaneous City projects (interchange improvements, pedestrian bridge, trail along the rail, etc.) are important. She continues to work with WSDOT, ST, Metro, City of Seattle and various project managers to coordinate the multiple projects. Vice Chair Mork summarized that the Commission is very interested in the timing of the various projects and would like to understand more about the whole package.

Chair Montero asked if the City has had regular meetings with the surrounding neighborhoods. Ms. Nammi said she provided a similar update to the Council of Neighborhoods in February, just prior to the open house. In addition, both she and Mr. Nguyen have offered to attend their regular neighborhood meetings. Mr. Nguyen has attended one neighborhood association meeting, but she has not, with the exception of the outreach that was done to the neighborhoods of Meridian Park and Ridgecrest for the Ronald Bog mitigation project.

Chair Montero asked about the trail down 5th Avenue. Ms. Nammi said the City of Seattle is just getting off the ground with their public planning process relative to 5th Avenue. Her understanding is that the preferred concept is for a 2-way road up to the south edge of Jackson Park, which is immediately adjacent to the 130th Street Station. The remainder of the road would be 1-way north, with no southbound access, which would leave space for a 2-way multi-use track on the east side. This is consistent with what Shoreline prefers, as it will work better with the interchange designs that are currently being considered.

Commissioner Lin asked if the new trees that are planted as part of the project would result in increased maintenance costs for the City. Ms. Nammi answered that, where ST builds new roadways, street trees will be installed per the City's normal standards. The City is currently working to update its asset management systems with the planned changes so that the Public Works and Parks Department can plan ahead for additional responsibilities. They are working to make sure the departments that will have new assets can plan ahead. She said the City would be responsible for the street trees along the two segments of 1st Avenue, on 5th Avenue where the roads are being redesigned, and in front of both stations. The City will also be responsible for the trees planted within its rights-of-way and parks after three years. ST would be required to maintain the landscape buffers that are required on their property for as long as the system is in place. In addition, ST will be required to maintain the trees within the WSDOT property immediately surrounding and under the guideway, as well as the properties it acquired to replace the resource conservation areas, for 13 years. She explained that resource areas are parcels of land that are supposed to be mature evergreen vegetation, per the State and Federal requirement for a view corridor along a Federal Highway. After 13 years, WSDOT will assume responsibility for the trees. ST will be responsible to monitor and maintain the trees and plants within the wetland for 10 years, and then it will become the City's responsibility. By that time, the trees should be fairly well established. While ST will fund the native landscaping that is planted on private property, the private property owners will be responsible for their maintenance.

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Ms. Nammi explained that the King Conservation District's goal is to promote and build urban tree canopy and native habitat within the urban cities they serve. They are interested in this project as a model, and if funding from ST isn't enough, they will cover the gap to make the program possible. If the program doesn't work the way the City hopes, the money will be repurposed to additional plantings within ¼ mile on either side of I-5, in parks, or in City rights-of-way.

Chair Montero requested clarification of the time estimates for the new light rail from Lynnwood to Seattle. Ms. Nammi said the estimates were prepared by ST, but it appears they are not cumulative. It would take 27 minutes to get from Lynnwood to downtown Seattle and 60 minutes to get from Lynnwood to the airport. She noted that the trains will run every 4 minutes.

Commissioner Malek asked if Burlington Northern Santa Fe's proposal to add a third track along the waterfront has anything to do with the light rail project. Ms. Nammi said she has no knowledge or information on that topic.

Again, Ms. Nammi encouraged Commissioners and members of the audience to visit <https://lynnwoodlink.participate.online>, where there is a lot more information, including a roll plot showing what is being built and where. She provided a brief explanation for how the roll plot works and encouraged people to call My Nguyen (206-370-5690) with their questions.

Chair Montero asked if the project is fully funded, with the exception of the pedestrian bridge. Ms. Nammi again responded that the pedestrian bridge is a City project, but the light rail project is fully funded.

Commissioner Lin asked if the proposed new noise wall would adequately address the combination of noise from the freeway and light rail. Ms. Nammi explained that a baseline has been established and ST was required to estimate what the train would do above that. While ST doesn't have to do 100% mitigation, it must mitigate for the severe increases in noise and they are choosing to mitigate the moderate increases in noise. There will be a slight increase in noise in some locations, but the majority will be handled by taller noise walls or adding noise walls where they are absent. Noise absorbing panels will be used in areas where the tracks are elevated to block the noise from track and wheel interaction on the east side. No noise absorbing panels will be installed on the west side of the tracks because there will be little change in the background noise from I-5. There are a few places where the noise mitigation will be in the homes, themselves, primarily around the 185th Street Station due to the transit loop and not the train, itself. The City asked for the transit loop to be on top and didn't want an opaque noise wall around the transit loop for safety reasons. ST didn't want to pay for a see-through, visually pleasing noise wall, so the plan is to treat the homes themselves. Any future redevelopment would have to take noise into consideration, as ST would not be required to mitigate into the future.

DIRECTOR'S REPORT

Director Markle reported that the Commission's recommendation on the 2019 Comprehensive Plan Amendment Docket was presented to the City Council on March 18th. It generated a lot of public comment, including some very eloquent commenters on the climate change amendment. There were also a number of comments regarding the amendment to the land use and zoning of two parcels. Most were

similar to those heard at the Commission meeting. She encouraged the Commissioners to listen to the public comments.

Director Markle advised that an additional item has been brought to the Council's attention for inclusion on the 2019 Comprehensive Plan Amendment Docket. The item comes from the 32nd Legislative Delegation and has to do with the Department of Social and Health Services (DSHS) recent determination that about 15 acres on the Fircrest Campus will not be needed in the future to serve the residents. The state is looking to reprogram the area based on a provision that allows the State to use State-owned property to develop mixed-income housing or affordable housing. The legislature began discussions with the City staff, City Manager and City Council about this opportunity, and the Council agreed it is possible. However, the property is not currently planned and zoned to allow this use.

Director Markle explained that if the State wants the City to take the lead on changing the land use and zoning, the City Council has indicated that a recreational area must be part of the deal. The State indicated that 5 acres of recreational property would be a possibility. She recalled that the management of the Fircrest campus is divided into three agencies: DSHS, Department of Natural Resources (DNR) and the Public Health Lab (PHL). The DNR has an obligation to make sure that any property it owns generates income in this area for a trust, which is set up for educational purposes and to support people with special needs in the State. The DNR likes to find ways to have their underutilized property generate income, and one of the City's long-term goals is to have some living-wage jobs also created at some point in time if portions of the campus aren't being used. The DNR is also interested, and it is likely that the southwest portion of the campus (about 5 to 7 acres) could potentially be used to develop commercial and living-wage jobs. The Comprehensive Plan Amendment request is to change the land use to Mixed-Use 2 (MU-2) and study either Neighborhood Business (NB) or Community Business (CB) as the possible zone. The Council will make a decision on the docket at their April 15th meeting.

Director Markle advised that the representatives from Merlone Geier Partners, who made a presentation at the Commission's last meeting relative to the upcoming Development Agreement for Shoreline Place, have offered to address the Commission's questions and provide additional information upon request. They have also offered to attend the Commission's April 4th meeting, and staff is working to prepare a staff report to introduce the Commission to the Development Agreement at that time.

UNFINISHED BUSINESS

There was no unfinished business.

NEW BUSINESS

There was no new business.

REPORTS OF COMMITTEES AND COMMISSIONERS/ANNOUNCEMENTS

Vice Chair Mork advised that the subcommittee has been working with the Assistant City Attorney to review and update the Commission's Bylaws. The Assistant City Attorney has agreed to put the subcommittee's thoughts into writing, but they haven't received that draft yet.

AGENDA FOR NEXT MEETING

Mr. Szafran announced that the April 4th agenda will include a public hearing on the Shoreline Master Program and election of officers for the coming year.

ADJOURNMENT

The meeting was adjourned at 8:05 p.m.

William Montero
Chair, Planning Commission

Carla Hoekzema
Clerk, Planning Commission