

Planning and Project Development Guidelines

December 2021

Sound Transit System Access Implementation Plan





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Executive Summary

Purpose

The Planning and Project Development Guidelines outline the access planning process and key deliverables to ensure Sound Transit staff can advance ST's system access goals through the capital project development process. The guidelines ensure consistency across ST's projects, helping project teams integrate key access planning data, activities, decisions, and documentation within the capital project development phases.

Project teams will use guidelines for three groups of access modes: walking, rolling, and bicycling; transit and pick-up/drop-off; and auto. All projects will use the walking, rolling, and bicycling guidelines and the transit integration and curb space guidelines; only projects with parking investments identified as part of the representative project will use the parking-as-a-service guidelines. For each project development phase and access mode, the guidelines include a list of planning activities the project team should complete during specific phases; outcomes to achieve as a result of the planning activities, and documentation to carry forward into the next phase of project development.

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1 INTRODUCTION

Our Planning and Project Development Guidelines outline the access planning process and key deliverables to ensure we advance our system access goals through the capital project development process. These guidelines are the roadmap for **how** we get our stations to live up to the vision. A companion Sound Transit document, the *Station Experience Design Manual (SEDM)*, describes our vision for stations and a system that provides a simple, seamless, and intuitive passenger experience. The manual is **what** we want to achieve.

The Planning and Project Development Guidelines ensure consistency across our capital projects. The guidelines help project teams integrate key access planning data, activities, decisions, and documentation within our capital project development phases (see Figure 1).

Figure 1 Capital Project Development Phases



The Planning and Project Development Guidelines advance our system access goals through capital project development and delivery by:

- Creating a consistent process for achieving high-quality access in capital project delivery across the three station access types
- Outlining access planning milestones in each capital project delivery phase
- Providing the tools and detailed methods for developing access elements in line with the station access types
- Ensuring transparency in project access decisions by setting expectations for when and how decisions are made and where they are documented

Project teams will use guidelines for three groups of access modes: walking, rolling, and bicycling; transit and pick-up/drop-off; and auto. All projects will use the walking, rolling, and bicycling guidelines and the transit integration and curb space guidelines; only projects with parking investments identified as part of the representative project will use the parking-as-a-service guidelines.

The walking, rolling, and bicycling and transit integration guidelines are mapped to the capital project development phases. The transit integration guidelines are informed by Sound Transit's System Expansion Transit Integration Agreements with King County Metro, Community Transit, and Pierce Transit, which identify key tasks and documentation outcomes at major project milestones to support certainty in project development. The parking-as-a service guidelines respond to the recent Board decision to delay parking investments in certain capital projects; therefore, these guidelines may follow a different schedule depending on the specific project. For each project development phase and access mode, the guidelines include the following:

- A list of planning activities the project team should complete during specific project development phases,
- Outcomes to achieve as a result of the planning activities, and
- Documentation to carry forward into the next phase of project development.

The access planning process will be iterative to ensure the appropriate design elements and access features are incorporated in station design and to provide an opportunity for any recommended improvements to incorporate feedback gathered from Sound Transit, jurisdictional partner(s), and the public through the project phases. Each project is different and has a unique planning context and local and agency partners; however, collaboration with local jurisdictions and partner agencies is common to all projects. To ensure productive collaboration with our partners, a project team is not required to complete all activities within a phase prior to moving into the next phase.

2 WALKING, ROLLING, AND BICYCLING GUIDELINES

PHASE 1: ALTERNATIVES DEVELOPMENT

Planning Activities

- Select preliminary **station access type**
 - Refer to Station Experience Design Manual
 - Refer to Station Access Types Guidance
 - Review ST3 planning assumptions and identify changes to station access conditions or plans that affect ridership and mode split projections
- Identify and document **nonmotorized access issues** (gaps, barriers, and needs) in the station area
 - Solicit and document feedback from public through engagement activities (e.g., surveys, workshops, charettes)
 - Refer to Access Data Framework
- Begin developing a broad list of **potential access improvements** for the station, station context, and station area based on station vision, station access type, and walking, rolling, and bicycling access needs
 - Solicit and document feedback from public through engagement activities (e.g., surveys, workshops, charettes)
 - Refer to local adopted modal plans and other documentation of potential improvements for the station area
 - Refer to Station Experience Design Manual
 - Refer to Access Investment Framework
- Consider whether **larger scale nonmotorized access facilities** (e.g., a pedestrian bridge) should be included in the Project’s environmental documentation

Outcomes

- Confirm station access type
- Identify potential access improvements

Documentation

Phase 1 Access Alternatives Summary, documenting the following:

- Access gaps and needs, as well as justification (e.g., existing plan, field review, community outreach)
- List of potential access improvements to address gaps, barriers, and needs, including identification of improvements that should be included as part of the Project’s environmental review process
- Selected station access type

- Confirm **station access type** based on initial ridership modeling results
 - Complete initial ridership modeling
 - Refer to Station Access Type Guidance

PHASE 2: CONCEPTUAL ENGINEERING/DRAFT ENVIRONMENTAL REVIEW

Planning Activities

- Add **potential access improvements** to draft project list based on additional information identified or developed through draft environmental process
 - Solicit and document feedback from public through engagement activities (e.g., surveys, workshops, charettes)
 - Refer to Station Experience Design Manual
- **Narrow list of access improvements** based on the results of station-level access improvement screening, as well as input from local jurisdictions, partner agencies, and public outreach
 - Refer to Nonmotorized SAA Evaluation Framework (Station-Level Evaluation: Screening)
 - Refer to Project Definition guidance to identify access improvements that should be incorporated into station design and project footprint and those that are within the station context

Outcomes

- Confirm access improvements to be included in FEIS project description and as part of the project scope for Preliminary Engineering
- Identify additional access improvements within the station area

Documentation

- **Draft station access improvements summary** documenting total short- and long-term bike parking needs and other on-site improvements
- **Station Access Improvement Screening summary**, documenting the following:
 - Full list of access improvement projects considered for the station, station context, and station area
 - Evaluation methodology and results
 - Summary of jurisdiction/agency coordination and public outreach
 - Access improvements recommended for prioritization in next phase

- Establish initial amount of **Sound Transit-provided bicycle parking and other walking, rolling, and bicycling access improvements** that will be included in the project scope
 - Refer to Bicycle Parking Estimation Methodology
 - Refer to local municipal codes and plans for jurisdiction-specific requirements

PHASE 3A: PRELIMINARY ENGINEERING/FINAL ENVIRONMENTAL REVIEW

Planning Activities

- Review, amend, and refine **access improvement list and project scope**, as well as implementation considerations (e.g., cost, delivery, timing), based on input from DEIS comment period and other relevant sources
 - Refer to Station Experience Design Manual
 - Refer to Project Definition guidance to determine final project scope
- Identify **better-performing walking, rolling, and bicycling access improvements** for each station
 - Refer to Nonmotorized SAA Evaluation Framework (Station-Level Evaluation: Prioritization)
- Evaluate **high-performing improvements** at a corridor level
 - Refer to Nonmotorized SAA Evaluation Framework (Corridor-Level Evaluation: Station and Corridor Balancing)
- Prioritize **distribution of nonmotorized SAA funding** among stations in the corridor
 - Refer to Nonmotorized SAA Evaluation Framework (Corridor-Level Evaluation: Station and Corridor Balancing)
- Establish expected **bicycle parking supply** and any other walking and rolling access improvements that are part of the project
 - Refer to Bicycle Parking Estimation Methodology
 - Refer to local municipal codes and plans for jurisdictional specific requirements

Outcomes

- Confirm final list of prioritized improvements at each station and implementation considerations with jurisdictional partners
- Confirm compliance with FONSI, if applicable

Documentation

- **Station-Level Prioritization**, documenting the following:
 - Evaluation methodology
 - Prioritized list of potential improvements, including cost estimates and agency responsible for nonmotorized access project delivery
- **Corridor-Level Evaluation summary**, documenting the following:
 - Evaluation methodology
 - Prioritized list of stations for nonmotorized access improvements
- **Nonmotorized Access Allowance Allocation summary**, documenting the following:
 - Recommended projects for funding, agency responsible for delivery, cost-sharing expectations, and refined cost estimates
- **Final Station Access Improvements documentation** (e.g., total short- and long-term bicycle parking needs, other on-site improvements) for inclusion in FEIS

PHASE 3B: PROJECT TO BE BUILT/PROJECT BASELINE MILESTONES

Planning Activities

- Finalize **Nonmotorized Access Allowance Allocation**
 - Refer to Nonmotorized SAA Evaluation Framework (Finalizing Access Improvement Selection)

Outcomes

- Board approval of ST-funded walking, rolling, and bicycling access improvements (both within the station and station context as well as in the station area) during Project to be Built milestone
- Board approval of Nonmotorized Access Allowance funding allocation and authorization for CEO to execute funding agreements during Project Baseline milestone

Documentation

- **Board** motion for approval of walking, rolling, and bicycling access improvements
- **Board** motion for approval of funding allocation

PHASES 4 & 5: FINAL DESIGN & CONSTRUCTION

Planning Activities

- Finalize and confirm **location, type, and quantity of bicycle parking** in final station program, updating the documentation from Phase 2, as needed
- Finalize **funding agreements** with third parties to implement access improvements upon permit receipt
- Monitor **implementation** by third parties

Outcomes

- Formal commitment of nonmotorized SAA funds

Documentation

- **Project-specific funding agreements** for SAA funds

3 TRANSIT INTEGRATION AND CURB SPACE GUIDELINES

PHASE 1: ALTERNATIVES DEVELOPMENT

Planning Activities

- Define **station vision** and select station access type
 - Refer to Station Experience Design Manual
 - Refer to Station Access Type Guidance
 - Review ST3 planning assumptions and identify changes to station access conditions or plans that affect ridership and mode split projections
- Identify and **document transit issues**—in close coordination with affected transit operators (e.g., feeder service level gaps, transfer environment, ridership characteristics, passenger experience, and vehicle delays)—in the station area
 - Solicit feedback from public through engagement activities (e.g., surveys, workshops, charettes)
 - Refer to Station Experience Design Manual
 - Refer to Access Data Framework
- Determine **anticipated service levels** at station opening in coordination with transit operator(s)
 - Refer to transit agency long-range plan and other guidance from transit providers
- Develop **conceptual space needs** for active bays, layover/parking, turning radii, transfer facilities, passenger amenities, paratransit curb space, automobile pick-up/drop-off curb space, comfort stations, and bus charging
 - Refer to Station Experience Design Manual
 - Refer to Curb Space Estimation Methodology
 - Refer to Design Criteria Manual
- Identify potential **transit speed and reliability, right-of-way, and intersection improvements**
 - Refer to local plans including transit operator and local jurisdiction CIP, long-range plan, transit master plan, and/or corridor plans
- Confirm **station access type** based on initial ridership modeling results
 - Refer to Station Access Type Guidance

Outcomes

- Level 2 (Program Management & Single Point of Accountability) consensus on documentation

Documentation

- **Phase 1 Concurrence document** (alternatives evaluation) summarizing assumed transit service levels used as a basis to develop conceptual integration facilities associated with project
- **Initial curb space needs summary memo**

PHASE 2: CONCEPTUAL ENGINEERING/DRAFT ENVIRONMENTAL REVIEW

Planning Activities

- Refine potential **transit access improvements** to be included in the project or to be delivered by a jurisdiction or agency partner, including anticipated service levels at station opening, speed and reliability improvements in station area, and other right-of-way improvements
 - Refer to Station Experience Design Manual
 - Refer to Project Definition guidance to identify anticipated walking, bicycling, and rolling and transit integration elements included in final project scope
 - Refer to local plans including transit operator and local jurisdiction CIP, long-range plan, transit master plan, and/or corridor plans
- Establish **space needs** for fixed-route, paratransit, automobile pick-up/drop-off, on-street parking impacts, need for crossing improvements, and any other transit integration improvements that will be included in the project scope
 - Refer to Design Criteria Manual Chapter 9 (9.4.2)
 - Refer to Curb Space Estimation Methodology

Outcomes

- Level 2 and 3 (SPA & Management) consensus on documentation and cost-sharing assumptions

Documentation

- **Phase 2 Concurrence document** (conceptual engineering/draft environmental review) refining items from Phase 1 with location and footprint of passenger amenities, layover zone, and cost-sharing assumptions
- **Updated curb space needs summary memo**

PHASE 3A: PRELIMINARY ENGINEERING/FINAL ENVIRONMENTAL REVIEW

Planning Activities

- Refine and finalize **space needs** for fixed-route, paratransit, automobile pick-up/drop-off, and any other transit integration improvements that are part of the Project Definition
 - Refer to Project Definition guidance to identify anticipated walking, bicycling, and rolling and transit integration elements included in final project scope
 - Refer to Design Criteria Manual Chapter 9
 - Refer to Curb Space Estimation Methodology
- Refine and finalize **right-of-way and intersection improvements** for transit speed and reliability that are part of the Project Definition
 - Refer to local jurisdiction intersection and street design standards

Outcomes

- Level 3 and 4 (Management & Executive Oversight) consensus on documentation and cost-sharing

Documentation

- **Phase 3 Concurrence document** (preliminary engineering or design-build bridging) summarizing key transit integration improvements to be delivered by ST and finalizing assumptions for transit integration facilities in preferred alternative, including right-of-way plans
- **Final curb space recommendation**

PHASE 3B: PROJECT TO BE BUILT/ PROJECT BASELINE MILESTONES

Planning Activities

- Continue to refine for transit integration within the station and construction footprint **space needs** and right-of-way/intersection improvements in the station area based on field tests and project development iterations

Outcomes

- Board approval of specific bus-rail integration elements and/or funding agreements for cost-sharing elements at Project to be Built Milestone
- Application of bus-rail integration allowance and formal agreements for operations and maintenance of those improvements

Documentation

- **Phase 4 Concurrence document** including comments and responses on changes to final design from preliminary engineering, final bus-rail integration elements, final curb space needs, and cost-sharing assumptions

PHASES 4 & 5: FINAL DESIGN & CONSTRUCTION

Planning Activities

- Identify all **construction-related activities** that adversely affect transit service provision and develop Maintenance of Traffic plans and mitigation measures for long-term impacts

Outcomes

N/A

Documentation

N/A

- Prepare for **station opening** by advancing service redesigns and developing service-change plans

- Identify and document **additional access needs** in light of service changes

- Monitor **implementation** by third parties

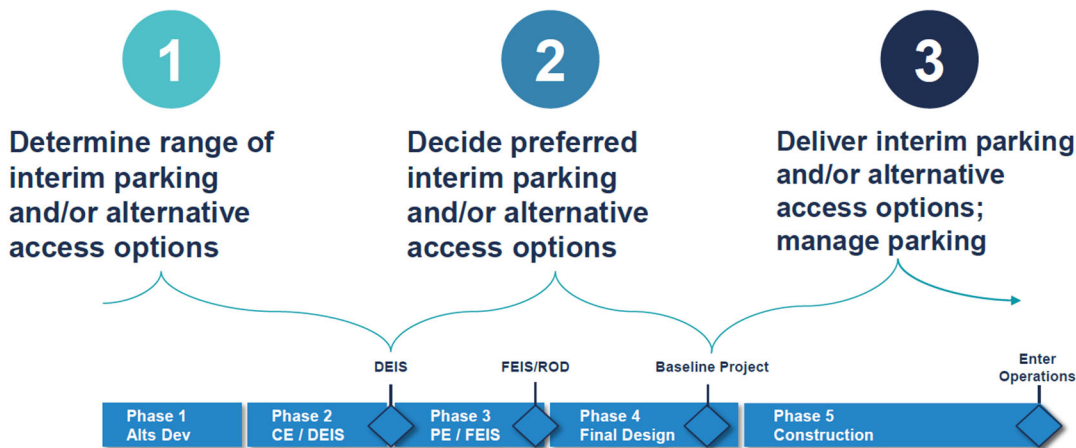
4 PARKING-AS-A-SERVICE GUIDELINES

The Parking-as-a-Service Guidelines should be used for capital projects with new parking supply in the representative project template. “Parking as a Service” is a term to describe Sound Transit’s approach to thinking holistically about station access by considering parking as more than a fixed asset to deliver through a capital project.

Through Realignment in summer 2021, the Sound Transit Board delayed parking construction in certain capital projects. The Board directed staff to explore flexible, innovative, and cost-effective methods to ensure people can access new Sound Transit stops and stations on opening day, including through parking-as-a-service strategies. The strategies will continue to evolve but may include microtransit and ride-share services, active transportation and transit access investments, shared parking agreements, and opportunities for joint development that creates mutually beneficial outcomes for access and community development.

Figure 2 describes how Sound Transit will approach parking as a service in projects where parking construction has been delayed. These steps are further described in the sections below, including the actions ST staff should take in each phase of capital project development.

Figure 2 Elements of Delayed Parking Approach



PHASE 1: ALTERNATIVES DEVELOPMENT

Planning Activities

- Define **station vision** and select station access type
 - Collaborate with local jurisdiction(s) and other agencies
 - Refer to Station Experience Design Manual, specifically the Land Use and Station Access Typology Matrix in the Station Environments chapter
 - Refer to Station Access Type Guidance
- Determine **other forms of parking supply to study** during environmental review
 - Refer to local land use plans (e.g., comprehensive plan, subarea/station area plans) and parking utilization studies to determine if parking investments complement the stated land use vision of the station area
 - Collect and evaluate data on the supply and utilization of publicly available parking (on- and off-street) in the station area, where needed
 - Review ST3 planning assumptions and identify changes to station access conditions or plans that affect ridership, mode split projections, and parking demand
 - Conduct a development propensity analysis to inform development, evaluation, refinement, and identification of parking form/delivery options in later phases
- Determine if there are **sites where joint development** may be possible
 - Consider opportunities to deliver parking at one or more sites through joint development in each station area
 - Identify key opportunity parcels for private market transit-oriented development (TOD)
 - Identify key opportunity parcels for possible joint development with public or private entities, including stations and facilities (such as parking) structurally integrated with development done by others
 - Identify physical constraints or barriers to redevelopment of opportunity parcels

Outcomes & Decisions

Clearly documented range of potential forms of parking that will be studied during Phase 2

- Establish an initial baseline surface parking option as most conservative bookend (e.g., maximum footprint) for environmental review
- Document site opportunities for permanent ST-owned and delivered parking structure or facility
- Summarize potential interim access and parking solutions (e.g., likelihood of leased parking opportunities in station areas)
- Summarize potential alternative access and parking solutions (e.g., future joint development conversion of interim surface parking)

PHASE 2: CONCEPTUAL ENGINEERING/DRAFT ENVIRONMENTAL REVIEW

Planning Activities

- Define **baseline surface parking option** and define **site configuration**
 - Establish bookend scenarios for environmental review, including a “no parking at station opening” scenario and a surface parking scenario, using the total number of parking stalls identified in the ST3 representative project template
- Document and study **other potential parking configurations and flexible, innovative, and affordable alternative methods** for getting people to stations where a parking investment is identified
 - Establish range of interim and final scenarios
 - Prepare a preliminary shared parking demand analysis for specific opportunity sites, estimating the combined peak demand for transit parking and potential TOD
 - Evaluate opportunities per Parking-as-a-Service Assessment Framework to apply language in Realignment Resolution R2021-05
 - Make recommendations to the Board per the annual program review process, if applicable
- Work with Real Property and project team to **establish preliminary right-of-way needs** for construction footprint and potential parking footprint

Outcomes & Decisions

- Clearly documented feasibility and prioritization of site-specific joint development opportunities
- Clearly documented preferred form of parking condition, including:
 - Final parking condition for projects where parking investments have not been delayed
 - Interim parking condition upon station opening for projects where parking investments have been delayed
 - Final parking condition per the delayed parking schedule for projects where parking investments have been delayed
- Documented preferred delivery method for parking investments, especially if ST may not deliver and own a parking structure or facility

PHASE 3: PRELIMINARY ENGINEERING/FINAL ENVIRONMENTAL REVIEW

Planning Activities

- Advance **preferred form of interim parking** upon station opening and **preferred form of final parking**
 - Refine and update shared parking demand analysis conducted in Phase 2 for specific sites, if necessary
 - Re-evaluate remaining opportunities with any updated information using Parking-as-a-Service Assessment Framework to apply language in Realignment Resolution R2021-05
- Work with Real Property and project team to **establish final right-of-way needs** for construction footprint and interim and final parking footprint

Outcomes & Decisions

- Documented interim and final parking conditions at the project to be built milestone from potential scenarios
- Identification of delivery method or joint development terms accordingly

- Investigate site **potential for alternate use** through master planning or Request for Expressions of Interest in cases of site-specific joint development opportunities
 - Determine whether Sound Transit is best suited to issue an RFP and sponsor delivery
 - Enter into an initial agreement or formal understanding with any public partners about options, roles, and future activities to inform a final decision

PHASE 4: FINAL DESIGN & CONSTRUCTION

Planning activities, outcomes, and decisions for this phase are in development by ST and will be provided at a later date.

