

SOUND TRANSIT

RESOLUTION NO. R98-32

Agreement Between Washington State Department of Transportation And Central Puget Sound Regional Transit Authority

BACKGROUND AND COMMENTS

Meeting:	Date:	Type of Action:	Staff Contact:	Phone:
Finance Committee	6/18/98	Recommend Board Approval	Agnes Govern, Director, Regional Express	206-684-1673
Special Executive Committee Meeting	6/25/98	Approval	Bill Guenzler, Program Manager, HOV Access	206-689-3534
Board of Directors	7/23/98	Ratification		

ACTION:

Executive Committee approval of Resolution No. R98-32 authorizing the Executive Director to execute an agreement with Washington State Department of Transportation (WSDOT) for technical services in the amount of \$3,191,913 pertaining to HOV Access project connecting the HOV lanes on Interstate 405 and the Bellevue Downtown; and authorizing the Executive Director to execute a supplemental agreement with WSDOT in the amount of \$5,350,000 for right-of-way acquisition for the extension of NE 2nd Street contingent upon agreement with the City of Bellevue (Bellevue) to share costs. WSDOT agrees to complete design files for all project components, design, and contract specifications for the extension of NE 2nd Street, refined schedule and cost estimate for remaining phases, and a right-of-way map.

BACKGROUND:

When voters approved *Sound Move* in November of 1996, Bellevue was in the midst of preparing an environmental impact statement (EIS) in pursuit of a project identified in the Central Business District Implementation Plan whose purpose was to improve freeway access to Downtown Bellevue. Cost data from one of the alternatives being studied in the EIS was used as a budget for a \$66M project in *Sound Move* connecting HOV lanes on I-405 with the transit center on NE 6th Street. The draft EIS was published in September of 1997, and Sound Transit made comments summarized as follows:

- Only one of the "Build Alternatives" was compatible with the HOV access project identified in *Sound Move*. (That alternative was labeled Alternative 2 or the 4th/6th/8th configuration which shows ramps from the center lanes on I-405 connecting to NE 6th Street.)
- Compatibility between the HOV ramps and the selection of the Regional Express transit center for Downtown Bellevue was critically important.
- Requested that documentation of the transportation system management alternatives (TSM) be considered and options included in the project.

- Requested steps to minimize right-of-way cost.

On March 30, 1998, the Bellevue City Council chose NE 4th/6th/8th as the preferred alternative and directed City staff to complete the Final EIS and pursue a Record of Decision from Federal Highway Administration (FHWA) supporting the construction of the preferred alternative. Bellevue stays committed to completing this phase of work. In November 1997, the Bellevue City Council approved a motion which narrowed the transit center site selection process to alternatives compatible with the preferred HOV Access Project alternative. At this time, Bellevue wishes for Sound Transit to take lead on the design and right-of-way acquisition processes.

Project Scope

The Preferred Alternative would require several phases:

- Making modifications at NE 2nd Street and SE 8th Street interchange on I-405 to accommodate traffic during the extended reconstruction process.
- Spreading the northbound and southbound lanes away from each other to provide room for HOV exit/entrance ramps to be added in the center.
- Lengthening the current bridges at NE 4th and NE 8th to allow for spreading the freeway.
- Constructing the HOV ramps and new bridge over the southbound lanes for transit, carpools, and vanpools to reach NE 6th direct from the center lanes.
- Simultaneous City construction to add capacity to key intersections near the freeway, including paying for added width on the bridges being reconstructed at NE 4th and NE 8th.

Project Schedule

Phasing is complex and will require aggressive management to meet the year 2003 operations date from *Sound Move*. The current schedule is as follows.

• Design file preparation	July 1998 - July 1999
• Agreement between Bellevue and Sound Transit for right-of-way acquisition cost for NE 2nd Street.	January 1999
• Agreement between Bellevue, Sound Transit and WSDOT (to coincide with the final site selection on the Bellevue Transportation Center)	March 1999
• Final Design and specifications for first phase (NE 2nd St.)	June 1999
• Begin construction at SE 8th	2000
• Begin reconstruction of 8th, 4th bridges	2000
• Begin reconstruction of I-405	2001
• Construct HOV ramps and bridge over south-bound lanes	2002
• Complete construction	End of 2003

Project Budget

The current cost data are based upon very preliminary engineering, generalized right-of-way data and estimated inflation in construction and right of way costs in accordance with the above schedule.

<u>Assumed source</u>	<u>1995\$(Sound Move)</u>	<u>YOES\$</u>
Sound Transit	\$66M	\$74.8M (see funding below)
City and other sources		<u>\$35.1M</u>
Total		\$110.7M

RELEVANT BOARD POLICIES AND PREVIOUS ACTIONS TAKEN:

- Adoption of *Sound Move* (May 31, 1996)
- Adoption of Resolution 78 (December 13, 1996)
- Adoption of Implementation Guide (May 22, 1997)
- Approval of Memorandum of Understanding with WSDOT (October 23, 1997)
- Adoption of Fiscal Year 1998 Budget (December 11, 1997)
- Creation of a committee to compare HOV with Transportation System Management options

KEY FEATURES OF THIS ACTION:

- Includes preliminary engineering that was only partially complete after the \$3.3M Environmental Impact Statement funded by Bellevue. The product is considered the "Design Files" which is a term of art specific to federal highway construction projects.
- In addition, the agreement covers the final design and specifications for a one-block extension of NE 2nd which will function as part of the traffic management strategy during construction. It is anticipated that the extension of NE 2nd from 112th Avenue to 114th Avenue will conform to Bellevue standards, and its cost would be shared by Bellevue and Sound Transit.
- The Agreement with WSDOT includes \$5,350,000 for right-of-way acquisition for NE 2nd Street as optional services. An agreement must be reached between Bellevue and Sound Transit by January 1, 1999 or the NE 2nd extension portion of WSDOT services will be placed on hold until Bellevue and Sound Transit reach agreement.
- A portion of the work provides refined cost estimates, detailed schedules, and an official right-of-way map for the entire preferred alternative.
- The Agreement includes \$290,174 in contingency funding that may be expended only with the approval of the Sound Transit project manager.

FUNDING:

The overall cost of the project is estimated to be \$110.7M (YOE). Bellevue's past expenditures of approximately \$3.3M on the environmental work are included in the \$110.7M estimate. WSDOT proposes to spend \$8.5M on completing the design files and other items discussed above. On a project of this nature, it is typical to spend 4 to 5 percent for "soft cost" by the time

the design file is complete. Because the agreement includes final design and contract specifications for the extension of NE 2nd Street for \$432,000 (and right-of-way is not considered soft cost), the amount of this agreement is in keeping with similar projects.

The 1998 Budget approved by the Board on December 11, 1997 includes \$78.7M (\$74.8M after internal Sound Transit expense). Work covered in this agreement covers portions of 1998 and 1999 as follows:

Time of Expenditure	Proposed in Agreement	Mapping Charges	Sound Transit Charges	Total Proposed	Approved Budget Y.O.E.
1998	\$1.4M	\$.1M	\$.1	\$1.6M	\$.9M
1999	*\$7.1M	0	\$.4	\$7.5M	\$3.9M
Project Total (ST)	*\$8.5M	\$.1M	\$.5	\$9.1M	\$78.7

*Includes \$5.4M that will not be authorized until Bellevue City Council and Sound Transit Board agree on cost shares.

Per Sound Transit’s Budget Guidelines (adopted by Resolution 98-4), “the Executive Director is authorized to transfer outlays between phases and between years so long as these transfers will not result in a necessary increase to the project budget.” We will be transferring outlays between years and phases to fund the work outlined for 1998 and 1999. This will not result in a necessary increase to the total project budget.

ALTERNATIVES:

1. Postpone any action on the Bellevue Downtown Direct Access project until the Board decides whether to proceed with HOV direct access projects or substitutes lower cost alternatives deemed to have equivalent effectiveness.

Discussion

Board member Dave Russell is chairing a committee that was formed to address the policy from *Sound Move* which states that “Before building individual HOV access ramps, the RTA will work with the State Transportation Department, local transit operators, local jurisdictions, and citizen committees to assess each facility’s location and function. This assessment will determine whether there are ways to achieve equivalent transit speed, reliability, and ridership at lower cost or by making transportation system management (TSM) improvements instead.” The committee is expected to report to the Board in November. The staff believes that *Sound Move* makes commitments in addition to the evaluation mentioned above that require aggressive project development *in a parallel process*. TSM alternatives were examined in the Bellevue CBD Implementation Plan and made part of the EIS process that recommended the direct access project on 6th Street. In addition, the Board will consider the agreement with Bellevue for the right-of-way cost on the extension of NE 2nd Street (\$5.4M) after the TSM Committee has completed its work.

2. Negotiate an agreement with WSDOT and Bellevue on funding responsibilities prior to proceeding with the preparation of the design files.

Discussion

The project requires a partnership with Bellevue and WSDOT, because the Alternative 2 - Preferred Alternative from the EIS process - contains elements that benefit non-transit users and costs more than the amount budgeted by the Board. Ultimately, an agreement between the agencies will be required defining the cost responsibility for each of the elements and to ensure that the project works as a functional "whole." Generally, that agreement will assign the cost of moving the lanes on I-405 from the right side to the left side to WSDOT; Bellevue will be responsible for intersection improvements, structure widening to accommodate general purpose traffic increases, and a share of the mitigation of project impacts; and Sound Transit will be responsible for moving the lanes on I-405 apart, constructing the ramps and bridge over the south-bound lanes, and a share of the mitigation of project impacts. The current level of preliminary design is considered to be inadequate as a basis of an agreement of this magnitude. Additionally, partners are still working on financial plans for portions of the funding.

3. Postpone the preparation of the design files until the location of the transit center is determined.

Discussion

The Bellevue Downtown Direct Access project was intended to allow buses to move direct from the center HOV lanes to the transit center. Sound Transit is actively working with Bellevue on the EIS for the site selection and design of the new Transportation Center - another *Sound Move* project. The schedule calls for a site selection in the first quarter of 1999. Additionally, the Bellevue Council officially decided in November of 1997 to restrict the selection process to three sites: (1) On NE 6th Street next to Metro's current transit center; (2) North of, and parallel to, the current transit center; and (3) An "L" shape using NE 6th and 108th Avenue. Regional Express considers all three sites to be compatible with the HOV direct access Preferred Alternative. The proposed agreement for preparation of the design files would provide information for a comprehensive agreement covering all remaining phases of the direct access project near the time the Transportation Center site will be chosen.

CONSEQUENCES OF DELAY:

Bellevue will be the service hub for seven of Sound Transit's eastside routes, as well as a significant service point for King County/Metro. The current schedules would mean that the new service would operate without benefit of direct access for up to three years. Postponement of the design files would lengthen that period. In addition, the project would experience some cost inflation with a six-month delay. A significant portion of this increase would be born by Sound Transit because the project elements to be funded by the agency under the current phasing approach occur late in the overall schedule.

RECOMMENDATION:

Regional Express staff recommends that the Board of Directors authorize the Executive Director to enter into an agreement with Washington State Department of Transportation for the preparation of the design files for the Bellevue Downtown Direct Access Project for an amount not to exceed of \$3,191,913, and authorize the Executive Director to execute a supplement to the WSDOT agreement in the amount of \$5,350,000 acquiring right-of-way for NE 2nd Street subsequent to the Board of Directors approval of a cost sharing agreement with the City of Bellevue.

SOUND TRANSIT

RESOLUTION NO. R98-32

A RESOLUTION of the Board of the Central Puget Sound Regional Transit Authority authorizing the Executive Director to execute an agreement with Washington State Department of Transportation for the preparation of design files for the Bellevue Downtown Direct Access Project for an amount not to exceed \$3,191,913 and to execute a supplement to the agreement in the amount of \$5,350,000 for right-of-way acquisition for NE 2nd Street extension subsequent to the Board of Directors approval of a cost sharing agreement with the City of Bellevue.

WHEREAS, a regional transit authority ("Sound Transit") has been created for the Pierce, King, and Snohomish County region by action of their respective county councils pursuant to RCW 81.112.030; and

WHEREAS, on November 5, 1996, Central Puget Sound area voters approved local funding for *Sound Move*, the ten-year plan for regional high-capacity transit in the Central Puget Sound Region; and

WHEREAS, the *Sound Move* ten-year plan includes the design and construction of a fourteen (14) HOV access ramps; and

WHEREAS, on October 23, 1997, the Board of Directors of Sound Transit authorized the execution of a Memorandum of Understanding ("MOU") between Sound Transit and Washington State Department of Transportation ("WSDOT") which described the respective roles for the two agencies in implementing *Sound Move* projects, including HOV access ramps projects; and

WHEREAS, the *Sound Move* plan includes an HOV access ramp project to serve an Eastside transit hub planned for downtown Bellevue which is referred to as the "Bellevue Transit Center," and

WHEREAS, compatibility between the HOV access ramps and the Bellevue Transit Center is critical to the successful implementation of Regional Express bus service for the Eastside area; and

WHEREAS, Bellevue has served as the lead agency on the proposed HOV access ramp project which provides for connecting certain HOV lanes on Interstate 405 and downtown Bellevue; and

WHEREAS, Bellevue has designated a preferred alternative in the environmental process and is pursuing a Record of Decision from the Federal Highway Administration supporting construction of the proposed project with HOV ramp access connection to NE 6th Street; and

WHEREAS, modifying the NE 2nd Street and SE 8th Street interchanges on Interstate 405 is desirable to address traffic-flow problems during the extended construction process; and

WHEREAS, the State of Washington owns the rights-of-ways affected by the proposed project; and

WHEREAS, Bellevue has funded the proposed project through the environmental process phase; and

WHEREAS, the next phase of the proposed project requires preliminary engineering/design work and right-of-way data; and

WHEREAS, Sound Transit now desires to assume the lead role for the next phase and obtain the services of WSDOT for the pre-engineering/design work and necessary right-of-way data; and

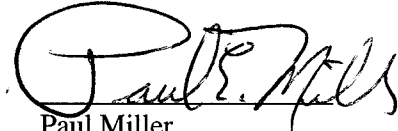
WHEREAS, a committee has been formed to report to the Board by the end of 1998 concerning alternatives to HOV access projects; and

WHEREAS, the pre-engineering/design work and right-of-way data is necessary to determine future direction and participation of Sound Transit and the City of Bellevue in the remaining phases of the proposed project; and

WHEREAS, it is in the best interest of Sound Transit to enter into an agreement with WSDOT to provide for pre-engineering/design work and right-of-way data on the proposed project with fair and reasonable terms and conditions;

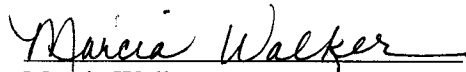
NOW, THEREFORE, BE IT RESOLVED by the Board of Directors of the Central Puget Sound Regional Transit Authority that the Executive Director is hereby authorized to execute an agreement with Washington State Department of Transportation for the preparation of design files for the Bellevue Downtown Direct Access Project for an amount not to exceed \$3,191,913 and to execute a supplement to the agreement in the amount of \$5,350,000 for right-of-way acquisition for NE 2nd Street extension subsequent to the Board of Directors approval of a cost sharing agreement with the City of Bellevue.

ADOPTED by the Executive Committee of the Central Puget Sound Regional Transit Authority at a special meeting thereof held on the 25th day of June, 1998.



Paul Miller
Committee Vice-Chair

ATTEST:



Marcia Walker
Board Administrator

Ratified by the Board of Directors of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held on the 23rd day of July, 1998.