

RESOLUTION NO. R2017-02
Selecting the route, profile and stations for the Federal Way Link Extension

MEETING:	DATE:	TYPE OF ACTION:	STAFF CONTACT:
Capital Committee	01/12/2017	Recommend to Board	Ric Ilgenfritz, PEPD Executive Director Don Billen, Director, Capital Project Development
Board	01/26/2017	Final Action	Cathal Ridge, Light Rail Development Manager

PROPOSED ACTION

Selects the route, profile, and stations for the Federal Way Link Extension.

KEY FEATURES SUMMARY

- This action defines and selects the Federal Way Link Extension alignment, profile, stations, and associated infrastructure to be built between South 200th Street and the Federal Way Transit Center. It also establishes the project definition for the NEPA Record of Decision, which completes the project’s federal environmental review.
- In July 2015, the Board identified the I-5 Alternative as the Preferred Alternative to extend south from the Angle Lake Station to the Federal Way Transit Center. The Board also directed staff, in coordination with key stakeholders, to:
 - Optimize the location of the Kent/Des Moines Station between Highline College and 30th Avenue South to facilitate access to Highline College and enhance future transit-oriented development (TOD) in the Midway area.
 - Evaluate possible approaches by Sound Transit and partner agencies to improve the potential for TOD at station locations along the corridor, including at South 272nd Street.
 - Identify and obtain commitments for permitting processes that would provide certainty and predictability for the Project.
 - Evaluate potential modifications to the preferred Federal Way Transit Center Station that would re-align the station along 23rd Avenue South and facilitate multimodal connections, TOD, and accommodate a future extension.
- Based on the direction received in July 2015, the following was evaluated in the Final Environmental Impact Statement (EIS) as the preferred alternative for the Federal Way Link Extension route, profile and stations:
 - Preferred Alternative: The route will extend south from the Angle Lake Station in the City of SeaTac, cross SR 99 and continue along the south edge of the future SR 509 alignment to Interstate 5 (I-5). It will continue south along the west side of I-5. In the Kent/Des Moines station area within the City of Kent, the route will transition west to be close to Highline College with a station along the west side of 30th Avenue South. The alignment will then continue south along the west side of I-5 to include the South 272nd Star Lake Station in the City of Kent. South of South 272nd, the alignment would continue along the west side of I-5 before turning west at South 317th Street to terminate at the Federal Way Transit Center in the City of Federal Way. The Federal Way Transit Center Station would be along the west side of 23rd Avenue South and north of South 320th Street.
- The Board may select an alternative to build from the range of alternatives evaluated in the Final EIS. The Final EIS evaluates the Preferred Alternative along I-5 and the other alternatives that were evaluated in the Draft EIS including the SR 99 Alternative, I-5 to SR 99 Alternative and SR 99 to I-5 Alternative and associated station options.
- The Final EIS also evaluates potential modifications to the Preferred Alternative including elevated options at South 272nd Street and South 317th Street.

- South 272nd Star Lake Elevated Station Option: This option would be an elevated alignment for approximately 3,000 feet. The station would be in the same location as the trench station, and the layout of the parking garage and bus circulation would be the same. This option would reduce the current project cost estimate by approximately \$30 million.
- South 317th Elevated Alignment Option: This alignment option would be an elevated guideway between approximately South 312th Street and 23rd Avenue South. The alignment would be the same as the Preferred Alternative except for crossing the 28th Avenue South and South 317th Street intersection. It would span over the intersection on the north side of the roundabout. South of South 317th Street, the alignment is the same as the Preferred Alternative and would not change the Federal Way Transit Center Station. This option would reduce the current project cost estimate by approximately \$2 million.

BACKGROUND

The Federal Way Link Extension adds approximately 7.8 miles of light rail from the Angle Lake light rail station at South 200th Street in the City of SeaTac to the Federal Way City Center area in Federal Way.

An Alternative Analysis and environmental scoping for the project were completed in the second quarter of 2013. Conceptual engineering and the Draft EIS concluded in 2015 and in July 2015, the Sound Transit Board identified the I-5 Alternative as the Preferred Alternative for evaluation in the Final EIS.

The Preferred Alternative is 7.8 miles long with stations at Kent/Des Moines, South 272nd Star Lake Park-and-Ride, and the Federal Way Transit Center. The project is part of the Sound Transit 2 and Sound Transit 3 plans for which voters approved financing in 2008 and 2016, respectively, and is an element of Sound Transit's Long Range Transit Plan.

In response to the Board direction in 2015, staff conducted a series of station stakeholder workshops in late 2015 and early 2016.

- Kent/Des Moines Station: Stakeholders reached consensus that the Preferred Kent/Des Moines Station should optimize access for all modes of transport, create a safe pedestrian environment, and create near-term and long-term development opportunities. Following the workshops, the group recommended the location on the west side of 30th Avenue South and refinements related to pedestrian and transit access.
- South 272nd Star Lake Station: Sound Transit met with the City of Kent, Federal Way Public Schools, and King County Metro to optimize the Preferred South 272nd Star Lake Station. A stakeholder workshop was conducted that focused on potential non-motorized station access improvements, particularly along South 272nd Street to SR 99. The participants developed improvements that could be implemented, some of which would require collaboration among multiple jurisdictions.
- Federal Way Transit Center Station: The alignment and configuration of the Preferred Federal Way Transit Center Station was optimized in coordination with King County Metro and the City of Federal Way. The preferred station is along the west side of 23rd Avenue South and north of South 320th Street. The tail track would extend over South 320th Street. A stakeholder workshop was conducted to review the station layout and discuss multimodal connections to the transit center and TOD potential.

The Board was briefed on the workshop recommendations on October 22, 2015, and the Capital Committee was briefed on August 11, 2016. Recommendations from the workshops have been incorporated into the current design as appropriate and/or will be carried forward as partnership opportunities to improve urban design, transit-oriented development, and accessibility in the station areas.

The Board also directed staff to execute term sheets with each of the corridor cities to memorialize their intent to use Sound Transit environmental documents and FTA mitigation requirements, establish a consolidated permitting process, resolve impractical code requirements, support the light rail system in land use plans and development regulations, and allow for extended vesting of regulations. Term sheets with each city are under development, and are expected to be executed by the end of this month.

The project will help implement the Puget Sound Regional Council's (PRSC) VISION 2040 and the updated Sound Transit Long-Range Plan, which both call for the extension of high-capacity transit service between SeaTac and Tacoma. The extension will provide high quality, high-capacity transit service to these communities and is expected to carry 35,000 to 39,500 daily riders in 2035.

The project has undergone rigorous environmental review under both the National Environmental Policy Act (NEPA) and the State Environmental Policy Act (SEPA). The environmental review process included scoping, preparation of Draft and Final EISs and robust community outreach. Sound Transit and the FTA published the Final EIS on November 18, 2016. FTA held a 30-day comment period following publication of the Final EIS to solicit feedback on the preferred alternative station and alignment options (South 272nd Star Lake Elevated Station Option and South 317th Elevated Option). Ten written comments were received and provided to the Board for their consideration. Responses to substantive comments will be provided in FTA's Record of Decision. Comments primarily focused on the Preferred Alternative. Key themes included concerns about the Preferred Alternative's impacts to Mark Twain Elementary School, residential displacements, environmental justice, ecosystems impacts, and pedestrian connections. The City of Federal Way and Federal Way Public Schools both opposed the South 272nd Star Lake Elevated Station Option. Federal Way Public Schools also opposed the South 317th Elevated Alignment Option. The City of Federal Way, Midway Sewer District, Harsh Investment Properties, and two individuals indicated support for the I-5 Alternative. One individual commenter supported the SR 99 Alternative and another individual suggested investment in bus service be considered instead of light rail.

Future Board actions will authorize final design and property acquisition (Phase Gate 4), baseline the project budget and schedule and authorize the initiation of the design build procurement process (Phase Gates 5 & 6).

PROJECT STATUS

Project Identification	Alternatives Identification	Conceptual Engineering	Preliminary Engineering	Final Design	Construction
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Projected Completion Date for Preliminary Engineering 1Q 2017

Project scope, schedule and budget summary located on page 71-74 of the September 2016 Agency Progress Report.

FISCAL INFORMATION

The current cost estimate for the project, excluding vehicles and vehicle maintenance facilities separately budgeted, is approximately \$1.62 billion (2016\$). Costs may change in response to the final scope of the project as established when the project is baselined. The current estimate exceeds the allowance in the Agency Financial Plan by approximately \$45 million in 2016\$. The primary changes in the cost estimate are due to (1) larger assumed real estate parcel acquisitions than previously assumed; (2) escalation of real estate costs due to faster than anticipated property value escalation; and (3) increase for sustainability, TOD, and non-motorized access.

Sound Transit staff are still completing the consolidation of the ST2 and ST3 financial plans. Under the initial draft consolidated models, the South King subarea is in a deficit cash position for four years following the completion of the ST3 plan (2045). With the additional \$45 million (2016\$) estimated costs for the Federal Way Link Extension, the South King subarea would need to issue an additional \$90 million of bonds to finance the additional cost (capital costs + additional financing costs), but the subarea would still be in a positive cash position by 2046. As the ST2/ST3 capital program in the subarea progresses, financial planning estimates will be updated to reflect changes in grants, tax revenues, bonding, and interest rates. Final affordability of the Federal Way Link Extension will be established when the project is baselined.

SMALL BUSINESS/DBE PARTICIPATION, AND APPRENTICESHIP UTILIZATION

Not applicable to this action.

PUBLIC INVOLVEMENT

Sound Transit has involved stakeholders, the public and public agencies at the local, regional, state, and federal levels since project development was initiated in 2012. Formal comment periods were held for environmental scoping and after publication of the Draft EIS. Following identification of the preferred alternative in July 2015 for evaluation in the Final EIS, public outreach included periodic community updates via letters, email, and community briefings; outreach to potentially affected property owners; and continued coordination with agencies and key stakeholders. In addition, the FTA held a Final EIS comment period for 30 days from November 18 to December 19, 2016. Specific public involvement activities included:

- Notification postcards to approximately 30,000 corridor residents.
- Website, newspaper, and Federal Register notices of availability.
- Email notice to approximately 500 interested persons.
- Eighteen community briefings to potentially affected neighborhoods along the corridor.
- Tabling events at fairs and festivals, libraries, and retail stores.
- Monthly interagency working group meetings with representatives of agencies potentially affected by project development.
- Briefings to Sound Transit's Capital Committee, city councils, chambers of commerce, Highline College, and Federal Way Public Schools.
- Seven stakeholder workshops to examine access and TOD opportunities in the station areas.
- Numerous meetings with potentially affected property owners along the corridor.

TIME CONSTRAINTS

Delaying selection of the project to build would delay issuance of the FTA's record of decision and entry into Phase Gate 4 – Enter Final Design. This, in turn, would hinder the right-of-way acquisition process and procurement of a design-build contractor with consequent project schedule delay.

PRIOR BOARD/COMMITTEE ACTIONS

Motion No. M2015-57: Authorized a contract amendment with HDR Engineering, Inc. to provide professional services for Phase 3 of the Federal Way Link Extension in the amount of \$15,220,562, with a 10% contingency of \$1,522,056, totaling \$16,742,618, for a new total authorized contract amount not to exceed \$29,982,533.

Motion No. M2015-56: Identified the preferred light rail route and station locations for the Federal Way Link Extension Final Environmental Impact Statement and approved Gate 3 within Sound Transit's Phase Gate process.

Motion No. M2013-78: Authorized a contract amendment with HDR Engineering, Inc. to provide professional services for Phase 2 of the Federal Way Link Extension in the amount of \$8,835,865 with a 10% contingency of \$883,587, totaling \$9,719,452, for a total authorized contract amount not to exceed \$13,239,915.

Motion No. M2013-77: Identified the light rail alignment and station alternatives for study in the Draft EIS, approved Phase Gate 2, and changed the project name to Federal Way Link Extension.

Motion No. M2012-34: Executed a contract with HDR, Inc. to provide consulting services for Phase 1 of the Federal Way Transit Extension in the amount of \$3,200,421 with a 10% contingency of \$320,042, for a total authorized contract amount not to exceed \$3,520,463.

Resolution No. R2012-07: (1) Expanded the scope of the South Corridor HCT–South 200th Street to Kent/Des Moines project to include alternatives analysis, environmental review, and conceptual engineering to the Federal Way Transit Center; (2) amended the Adopted Lifetime Budget for the South Corridor HCT project to increase it by \$24,327,240 from \$17,515,899 to \$41,843,139; (3) amended the Adopted 2012 Budget for the South Corridor HCT project to increase it by \$1,254,486 from \$2,576,500 to \$3,830,986; (4) reduced the scope of the South Corridor Alternatives Planning project for the portion of the Federal Way extension that was already budgeted within that project; (5) amended the Adopted Lifetime Budget for the South Corridor Alternatives Planning project to decrease it by \$1,478,681 from \$5,542,319 to \$4,063,638; (6) amended the Adopted 2012 Budget for the South Corridor Alternatives Planning project to decrease it by \$739,341 from \$3,122,250 to \$2,382,909; and (7) approved Gate 1 within Sound Transit's Phase Gate process for the revised South Corridor HCT project and changing the name of the project to the South Corridor HCT–South 200th Street to Federal Way Transit Extension project.

Motion No. M2010-102: Approved a plan to implement the Sound Move and ST2 Plans within available resources.

ENVIRONMENTAL REVIEW

JI 1/9/2017

LEGAL REVIEW

AJP 1/10/2017

RESOLUTION NO. R2017-02

A RESOLUTION of the Board of the Central Puget Sound Regional Transit Authority selecting the route, profile, and stations for the Federal Way Link Extension.

WHEREAS, the Central Puget Sound Regional Transit Authority, commonly known as Sound Transit, was formed under chapters 81.104 and 81.112 RCW for the Pierce, King, and Snohomish Counties region by action of their respective county councils pursuant to RCW 81.112.030; and

WHEREAS, Sound Transit is authorized to plan, construct, and permanently operate a high-capacity system of transportation infrastructure and services to meet regional public transportation needs in the Central Puget Sound region; and

WHEREAS, in general elections held within the Central Puget Sound Regional Transit Authority district on November 5, 1996, November 4, 2008, and November 8, 2016, voters approved local funding to implement a regional high-capacity transportation system for the Central Puget Sound region, known respectively as Sound Move, Sound Transit 2 (ST2) and Sound Transit 3 (ST3); and

WHEREAS, Sound Move, ST2 and ST3 are the first three phases of project and service investments reflected in Sound Transit's Regional Transit Long-Range Plan; and

WHEREAS, the environmental impacts of the Regional Transit Long-Range Plan were evaluated in a plan-level supplemental environmental impact statement (November 26, 2014); and

WHEREAS, ST2 and ST3 build upon Sound Move and further expands mobility options for the people of the central Puget Sound region, including a light rail line extension connecting the cities of SeaTac, Des Moines, Kent and Federal Way; and

WHEREAS, the central Puget Sound region continues to be burdened with heavy congestion, especially in the Interstate 5 (I-5) corridor and key arterials, and needs a congestion-free, high-capacity transit alternative in this corridor; and

WHEREAS, north-south transit demand is expected to grow by up to 80 percent by 2035 as a result of residential and employment growth in the project corridor, requiring additional and more reliable transportation options; and

WHEREAS, the Federal Way Link Extension will expand the Link light rail system from the Angle Lake light rail station in SeaTac to the Federal Way Transit Center to provide reliable and frequent transit access between the project corridor and many other Puget Sound regional destinations and growth centers; and

WHEREAS, on June 17, 2013, The Federal Transit Administration (FTA) issued notice of its intent to prepare an environmental analysis of the impacts of constructing and operating the Federal Way Link Extension as required by the National Environmental Policy Act (NEPA). Sound Transit issued a determination of significance and scoping notice for the preparation of an Environmental Impact Statement (EIS) under the State Environmental Policy Act (SEPA) on June 12, 2013. The FTA and Sound Transit agreed that required environmental reviews should be combined in a single EIS: and

WHEREAS, the project Alternative Analysis was completed in June 2013; and

WHEREAS, environmental scoping for the project was held from June 14, 2013, through July 17, 2013, and included extensive community outreach and formal scoping meetings to solicit input on the alternative alignments, profile and stations for detailed analysis in the EIS; and

WHEREAS, on September 26, 2013, the Board identified the routes, profile and stations to be studied in detail in the Federal Way Link Extension Draft EIS; and

WHEREAS, Sound Transit held community and neighborhood outreach meetings to invite residents and groups to comment on the design and technical and environmental analysis to be included in the environmental review, and Sound Transit also considered comments from other agencies and local governments to inform preparation of the environmental review; and

WHEREAS, Sound Transit and the FTA issued the Federal Way Link Extension Draft EIS on April 10, 2015 which included detailed analysis of the environmental impacts of the alternatives for each route, profile and station, analyzed a "no-build" alternative and included potential mitigation measures for reducing project impacts; and

WHEREAS, the Draft EIS was widely distributed to the public, affected local jurisdictions, regional, state, and federal agencies, Indian tribes, community organizations, environmental and other interested groups, and interested individuals; and

WHEREAS, a 45-day comment period was held on the Draft EIS to ensure adequate opportunity for public comment that included open houses, public hearings, and community and property owner briefings; and

WHEREAS, on July 23, 2015, following review of the Draft EIS, and after consideration of public and agency comments and other information, the Board identified the preferred light rail route, profile and stations for evaluation in the Federal Way Link Extension Final EIS, along with other alternatives; and

WHEREAS, Sound Transit and the FTA published the Final EIS on November 18, 2016 which evaluates a "no-build" alternative and several build alternatives, including the preferred route, profile and stations identified by the Board, and considers and responds to the public and agency comments on the Draft EIS; and

WHEREAS, the Final EIS, including the public and agency comments and Sound Transit's responses, and other relevant environmental documents and materials were provided to the Board for review and consideration before the Board's decision on the Federal Way Link Extension; and

WHEREAS, FTA held a 30-day comment period on the Final EIS to solicit feedback on design options to the preferred alternative studied in the Final EIS; and comments received were shared with the Board for its review and consideration; and

WHEREAS, the Board's selection of the Federal Way Link Extension identified in this resolution is informed by review of the Federal Way Link Extension Final EIS, public comments from interested citizens, agencies and organizations, and other information; and

WHEREAS, the Federal Way Link Extension will help meet growing transit and mobility demands by providing a rapid, reliable, accessible, and efficient high-capacity transit alternative for travel to and from the corridor and other urban growth and activity centers in the region; and

WHEREAS, the Federal Way Link Extension will support adopted regional and local land use, transportation, and economic development plans, including the Puget Sound Regional Council's Vision 2040, which calls for growth to be concentrated in designated urban centers connected to each other by high-capacity transit; and

WHEREAS, the Federal Way Link Extension will provide high quality, high-capacity transit service to these communities; and

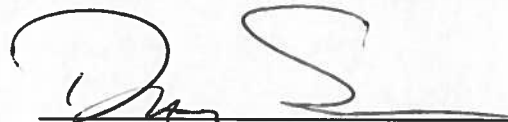
WHEREAS, after due consideration of the environmental, social, economic and other relevant factors, including public and agency comment and environmental review, the Board finds that it is in the best interest of and will best serve the people in the Sound Transit district to select and implement the Federal Way Link Extension described below.

NOW, THEREFORE, BE IT RESOLVED by the Board of the Central Puget Sound Regional Transit Authority that:

Section 1: The route, profile, and stations for the Federal Way Link Extension are identified in the following paragraphs (as generally described in the Federal Way Link Extension Final EIS):


- A. The route will extend south from the Angle Lake Station in the City of SeaTac, cross SR 99 in an elevated profile, and continue along the south edge of the future SR 509 alignment to Interstate 5 (I-5). It will continue south along the west side of I-5, crossing under South 216th Street in a trench profile, and crossing over Kent/Des Moines Road (SR 516) in an elevated profile. In the Kent/Des Moines station area within the City of Kent, the route will transition west to be close to Highline College with an elevated station along the west side of 30th Avenue South. The Kent/Des Moines Station will include bus transfer and layover facilities, a parking structure with approximately 500 parking stalls, and non-motorized access improvements including a new South 236th Street connection to Highline College.
- B. The route will then continue south along the west side of I-5, generally at-grade, and will cross over South 260th Street in an elevated profile. The route will transition to an elevated profile at the South 272nd Star Lake Station in the City of Kent. The South 272nd Star Lake Station will include bus transfer and layover facilities and up to approximately 1,200 parking stalls. The route will cross South 272nd Street in an elevated profile.
- C. South of South 272nd, the route will continue along the west side of I-5, generally at-grade. The route will cross over Military Road South and South 288th Street in an elevated profile. The route will then turn west and cross South 317th Street in an elevated profile. The route would terminate at the Federal Way Transit Center in the City of Federal Way. The Federal Way Transit Center Station would be an elevated station, along the west side of 23rd Avenue South, and north of South 320th Street. The Federal Way Transit Center Station will retain the existing 1,190 stall parking garage, and will include reconfiguration of the existing bus transit center and an additional 400 parking stalls. Tail tracks from the station platform will extend over South 320th Street in an elevated profile.

ADOPTED by the Board of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held January 26, 2017.



Dave Somers
Board Chair

ATTEST:



Kathryn Flores
Board Administrator