

## **SOUND TRANSIT MOTION NO. M2001-103**

A motion of the Board of the Central Puget Sound Regional Transit Authority identifying the preferred initial segment to be constructed and operated for Central Link Light Rail.

### **Background:**

On November 18, 1999, after completion of a Final Environmental Impact Statement (EIS), the Sound Transit Board selected the locally preferred alternative (LPA) for the Central Link Light Rail project (Resolution No. R99-34). For purposes of pursuing federal funding, the portion of the LPA between NE 45<sup>th</sup> Street to the Operations and Maintenance Facility was identified as the Minimum Operable Segment.

Since then, the estimated cost for the Central Link project rose over previous cost estimates, particularly for construction of the north tunnel portion of the project. In April 2001, the U.S. Department of Transportation Inspector General recommended that federal funding for FY 2001 and FY 2002 be held in abeyance. As a result, the Board began to re-examine the project to see if there were other ways to build the Link Light Rail project consistent with the objectives identified in Sound Move.

The Board directed staff to study how to build the southern portion of Central Link first to allow more time to study the more complex design issues on the northern portion of the project and to consider more cost-effective ways to build the northern portion of the project. These studies included further evaluation of the potential for joint bus/rail operations in the Downtown Seattle Transit Tunnel (DSTT).

As a result of these studies, staff has developed the following recommendation: Begin construction of Central Link with an initial segment which includes Convention Place as the interim northern terminus, South 154<sup>th</sup> Station as the interim southern terminus, joint bus/rail operations for the DSTT, a maintenance and operations facility, the Tukwila Freeway Route, shuttle service between the South 154<sup>th</sup> Station and Sea-Tac Airport, continued coordination with the Port of Seattle's airport project, and funds for completing design of light rail from South 154<sup>th</sup> to South 200<sup>th</sup>. The recommendation also includes deferring construction of the Boeing Access Road and Royal Brougham stations and completing construction of the Beacon Hill station. Construction would begin summer 2002 and passenger service would begin in mid-2009.

The project budget assumes \$500 million in federal funds. Estimated cost of the initial segment is approximately \$2.1 billion (YOE). The budget for completing these tasks will be presented to the Board during the 2002 budget process. The proposed 2002 budget will include all project costs for the initial segment and design costs for the segment from 154<sup>th</sup> to South 200<sup>th</sup>. However, prior to the 2002 budget adoption, the Executive Director may seek Board approval to enter into contracts to begin work on some of these tasks. As approval is sought on these contracts, budget authority will be requested as well.

This action identifies a preferred, initial segment from Convention Place to South 154<sup>th</sup> Station where construction and passenger service shall begin first. It is a preliminary decision. Final action can be taken after the required environmental review is complete.

**Motion:**

It is hereby moved by the Board of the Central Puget Sound Regional Transit Authority that:

1. The preferred initial segment is hereby identified as that portion of Central Link between Convention Place and SeaTac Airport via the Tukwila freeway route.
2. The initial segment includes an interim northern terminus at Convention Place; a possible interim southern terminus at South 154<sup>th</sup> Station with shuttle service to Sea-Tac Airport; joint bus/rail operations in the DSTT; a maintenance and operations facility; and stations at Westlake, University Street, Pioneer Square, International District, Lander, Beacon Hill, McClellan, Edmunds, Othello, Henderson, and South 154<sup>th</sup> Street; and deferred stations at Royal Brougham and Boeing Access Road.
3. The Executive Director is directed to work with the Port of Seattle, the City of SeaTac, the City of Tukwila, and the Board to develop a final alignment and financing plan to complete the southernmost segment between South 154<sup>th</sup> Street and South 200<sup>th</sup> Street.
4. The Executive Director is directed to take the necessary steps to pursue and/or preserve federal funding opportunities for the preferred initial segment.
5. The Executive Director is authorized to initiate and/or continue necessary environmental review and design activities for the preferred initial segment subject to the Board's approval to enter into contracts exceeding \$200,000 as provided in Resolution No. 78-1.
6. Sound Transit will continue to pursue funding opportunities with other partners for undergrounding utilities on Martin Luther King, Jr. Way South. Funds dedicated to undergrounding in the light rail budget will not be increased above current levels, but can be used to leverage other funds.

APPROVED by the Board of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held on the \_\_\_\_\_ day of \_\_\_\_\_ 2001.

\_\_\_\_\_  
David Earling  
Board Chair

ATTEST:

\_\_\_\_\_  
Marcia Walker  
Board Administrator **SOUND TRANSIT STAFF REPORT MOTION NO. M2001-103**  
**Identification of Preferred Initial Segment for Central Link**

|          |       |                 |                |        |
|----------|-------|-----------------|----------------|--------|
| Meeting: | Date: | Type of Action: | Staff Contact: | Phone: |
|----------|-------|-----------------|----------------|--------|

|       |         |                             |                               |              |
|-------|---------|-----------------------------|-------------------------------|--------------|
| Board | 9/27/01 | Discussion, possible action | Ahmad Fazel,<br>Link Director | 206-398-5389 |
|-------|---------|-----------------------------|-------------------------------|--------------|

## **OBJECTIVE OF ACTION**

To take the preparatory steps necessary to begin construction and operation of Central Link light rail so that passenger service can be provided as soon as possible. The first segment to be constructed will be a 14-mile section in the southern portion of the alignment.

## **ACTION**

Identify the preferred initial segment to be constructed and operated first for Central Link light rail.

## **KEY FEATURES**

### **Highlights of this Action:**

**Identifies the preferred initial segment that includes the following elements:**

- An interim northern terminus at Convention Place (existing Convention Place Station is used as a turnaround for trains. No passenger service is offered at this station.)
- An interim southern terminus at South 154<sup>th</sup> Station with shuttle service to Sea-Tac Airport
- Joint bus/rail operations of the Downtown Seattle Transit Tunnel (DSTT)
- An alignment along the Tukwila Freeway Route
- Stations at Westlake, University Street, Pioneer Square, International District, Lander, Beacon Hill, McClellan, Edmunds, Othello, Henderson, and South 154<sup>th</sup> Street
- Deferred construction of stations at Boeing Access Road and Royal Brougham
- A maintenance and operations facility

### **Assumptions included are:**

- Construction starts summer 2002 and operations start mid 2009.
- Funding for design of the segment from South 154<sup>th</sup> to South 200<sup>th</sup> is included.
- \$500 million in federal funds is included.
- Architectural and engineering design work continues on the initial segment, including work previously on hold.

**Authorizes the Executive Director to initiate and/or continue necessary environmental review and design activities for the preferred initial segment, subject to the Board's approval of contracts exceeding \$200,000 as provided in Resolution No. 78-1.**

**References a separate motion for authorizing a workplan for extending north from Convention Place to Northgate.**

### **Budget**

Capital costs for this initial segment would be approximately \$2.1 billion in year of expenditure dollars. Further details are contained in the proposed Sound Transit Link Capital Budget.

### **History of Project**

On November 18, 1999, after completion of a Final Environmental Impact Statement (EIS), the Sound Transit Board selected the locally preferred alternative (LPA) for the Central Link light rail project (Resolution No. R99-34). For purposes of pursuing federal funding, the portion of the LPA between NE 45<sup>th</sup> Street to the Operation and Maintenance Facility was identified as the Minimum Operable Segment.

Since then, the estimated cost for the Central Link project rose over previous cost estimates, particularly for construction of the north tunnel portion of the project. In April 2001, the U.S. Department of Transportation Inspector General recommended that federal funding for FY 2001 and FY 2002 be held in abeyance. As a result, the Board began to re-examine the project to see if there were other ways to build the Link light rail project consistent with the objectives identified in *Sound Move*.

As a result, the Board directed staff to study how to build the southern portion of Central Link first to allow more time to study the more complex design issues on the northern portion of the project and to consider more cost effective ways to build the northern portion of the project. These studies included in further evaluation of the potential for joint bus/rail operations in the Downtown Seattle Transit Tunnel (DSTT). Guiding the staff effort during this period of re-examination has been the Board's desire to move forward with building the Link project, build the project within available funds, and maintain subarea equity and the federal partnership.

So, over the last few months, as part of the 3-month work plan, staff has presented the Board with various scenarios describing portions of the project that could begin first. Issues that helped define the initial segment were outlined for the Board in a series of seven questions at the June 28, 2001, Board meeting. Those include:

- The interim northern terminus
- The interim southern terminus
- The use of the Downtown Seattle Transit Tunnel by rail and/or buses
- The stations to be completed or deferred

As a result of these studies, staff has developed the following recommendation: Begin construction of Central Link with an initial segment which includes Convention Place as the interim northern terminus, South 154<sup>th</sup> Station as the interim southern terminus, joint bus/rail operations for the DSTT, a maintenance and operations facility, the Tukwila Freeway Route, shuttle service between the South 154<sup>th</sup> Station and Sea-Tac Airport, continued coordination with the Port of Seattle's airport project, and funds for completing design of light rail from South 154<sup>th</sup> to South 200<sup>th</sup>. The recommendation also includes deferring construction of the Boeing Access Road and Royal Brougham stations and completing construction of the Beacon Hill station. Net impacts to the overall costs of the initial segment is an additional \$5 million. Additional capacity in North King subarea would be decreased accordingly to \$406 million. Construction would begin summer 2002 and passenger service would begin in mid-2009. Estimated cost of the initial segment is approximately \$2.1 billion (YOE). The project budget assumes \$500 million in federal funds.

Throughout the study period, the Board has continued to express support for building the entire project – from SeaTac (S. 200<sup>th</sup>) to Northgate. Starting with an initial segment matches the approach used in most other cities that build light rail systems – a system plan is developed and then the system is constructed in segments. A separate motion has been prepared which would authorize a workplan for extending from Convention Place to Northgate.

This action identifies a segment from Convention Place to South 154<sup>th</sup> Street as the preferred initial segment to be constructed first. It is a preliminary decision. Final action can be taken after the environmental review for the initial segment is complete. The SEIS is expected to be completed in November 2001. **Prior Board or Committee Actions and Relevant Board Policies**

| <b>Motion or Resolution Number</b> | <b>Summary of Action</b>  | <b>Date of Action</b> |
|------------------------------------|---|-----------------------|
| M99-14                             | Identifying the locally preferred alternative for alignment, station locations, and location of a vehicle maintenance facility for the central Link light rail line.  | 2/25/99               |
| R99-34                             |   | 11/18/99              |
| M2001-02                           |   | 2//2001               |
| M2001-01                           | Selecting the alignment alternatives and profiles, station locations, and vehicle maintenance base site alternative to be built for the Central Link Light Rail line<br><br>Identifying a preferred alternative | 3/8/01                |

|  |  |  |
|--|--|--|
|  | <p>for the Central Link Light Rail Project in the City of Tukwila for the purposes of completing the Supplemental Environmental Impact Statement</p> |  |
|--|--|--|

|  |   |  |
|--|---|--|
|  | <p>Adopting a work program for the Airport Link portion of the Central Link Light Rail project for the 2001-2003 time period.</p> |  |
|--|---|--|

### **Consequences of Delay**

A delay in identifying an initial segment could affect the project cost. In addition, community uncertainty will continue.

A delay will most likely result in the loss of federal funding. The sooner the Board decides on which portion of the project to begin constructing first, the sooner detailed discussions can begin with our federal partners regarding federal funding participation.

### **Regional Partnership and Cooperation**

During the development and study of a preferred initial segment, Sound Transit has worked with regional partners including the City of Seattle, King County, the Port of Seattle, the City of SeaTac, the City of Tukwila, and Washington State Department of Transportation.

### **Public Involvement**

Sound Transit held a public forum June 22 to present options to the public for constructing an initial segment of the Central Link light rail project. Subsequent to this, the agency has initiated numerous meetings with citizens' groups to discuss details of the options for moving forward with the project. These groups include, but are not limited to, civic organizations, neighborhood groups along the LPA, local government officials and staff, and economic development advocates. In addition, Sound Transit has participated in many community and neighborhood events organized by others. Since May, Sound Transit has held regular media briefings prior to every board meeting. Finally, it is important to note the Sound Transit board has invited and received testimony on Central Link issues at nearly all of its biweekly meetings since Spring, 2001.

### **DESCRIPTION OF POLICY**

Construction of Central Link light rail would begin in the south on an initial segment between downtown Seattle and the airport, serving the Rainier Valley, while allowing time to quantify the costs and risks of building north of downtown.

### **FACTORS TO CONSIDER**

A companion motion will be considered by the Board at this same meeting to authorize an evaluation of routes extending north from Convention Place to Northgate.

Final decisions on the initial segment and revised Minimum Operable Segment can be made after completion of the environmental review for the initial segment. The Board has identified the Tukwila Freeway Route as the preferred route through Tukwila but a final decision is awaiting completion of the Tukwila EIS scheduled for November. At that time, the final route through Tukwila can also be selected.

### **ALTERNATIVES**

Consider identifying a different segment as the initial segment or different features

### **RECOMMENDATION**

Staff recommends the Board:

1. Identify the preferred initial segment between Convention Place and South 154<sup>th</sup> Station and to include:

- An interim northern terminus at Convention Place
- An interim southern terminus at South 154<sup>th</sup> Station with shuttle service to Sea-Tac Airport
- Joint bus/rail operations of the Downtown Seattle Transit Tunnel (DSTT)
- An alignment along the Tukwila Freeway Route
- Stations at Westlake, University Street, Pioneer Square, International District, Lander, Beacon Hill, McClellan, Edmunds, Othello, Henderson, and South 154<sup>th</sup> Street
- Deferred construction of stations at Boeing Access Road and Royal Brougham
- A maintenance and operations facility

2. The Executive Director is authorized to initiate and/or continue necessary environmental review and design activities for the preferred initial segment, subject to the Board's approval of contracts exceeding \$200,000 as provided in Resolution 78-1.

## **Legal Review**

### **DLB 9/25/01 Table A Cost, Schedule and Ridership for Initial Segment**

|   | <b>Convention Place to South 154<sup>th</sup></b>   |
|---|---|
| <b>Capital Budget</b><br><br>(Year of Expenditure dollars,<br>including incurred to date) | \$2.1 billion   |
| <b>Schedule for service</b><br><br>Begin construction<br><br>Begin passenger service      | Mid 2002 Mid 2009   |
| <b>Length</b>   | 14 miles  |
| <b>Ridership</b><br><br>(daily boardings in year 2020)                                    | 42,500  |
| <b>Stations</b>   | <ul style="list-style-type: none"> <li>• Westlake (DSTT)</li> <li>• University Street (DSTT)</li> <li>• Pioneer Square (DSTT)</li> <li>• Int'l. District (DSTT)</li> <li>• Lander</li> <li>• Beacon Hill</li> <li>• McClellan</li> <li>• Edmunds</li> <li>• Othello</li> <li>• Henderson</li> <li>• South 154<sup>th</sup> (P&amp;R)</li> </ul> |

|                          |   |
|--------------------------|---|
| <b>Other</b>             | <ul style="list-style-type: none"><li>• Maintenance and operations facility</li></ul>                         |
| <b>Deferred Stations</b> | <ul style="list-style-type: none"><li>• Royal Brougham station</li><li>• Boeing Access Road Station</li></ul> |

## **SOUND TRANSIT**

### **MOTION NO. M2001-103**

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The project budget assumes \$500 million in federal funds. Estimated cost of the initial segment is approximately \$2.1 billion (YOE). The budget for completing these tasks will be presented to the Board during the 2002 budget process. The proposed 2002 budget will include all project costs for the initial segment and design costs for the segment from 154<sup>th</sup> to South 200<sup>th</sup>. However, prior to the 2002 budget adoption, the Executive Director may seek Board approval to enter into contracts to begin work on some of these tasks. As approval is sought on these contracts, budget authority will be requested as well.

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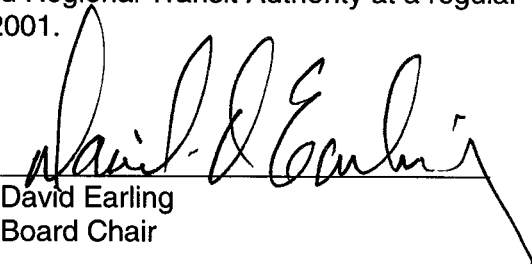


**Motion:**

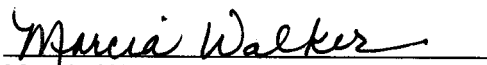
It is hereby moved by the Board of the Central Puget Sound Regional Transit Authority that:

1. The preferred initial segment is hereby identified as that portion of Central Link between Convention Place and SeaTac Airport via the Tukwila freeway route.
2. The initial segment includes an interim northern terminus at Convention Place; a possible interim southern terminus at South 154<sup>th</sup> Station with shuttle service to Sea-Tac Airport; joint bus/rail operations in the DSTT; a maintenance and operations facility; and stations at Westlake, University Street, Pioneer Square, International District, Lander, Beacon Hill, McClellan, Edmunds, Othello, Henderson, and South 154<sup>th</sup> Street; and deferred stations at Royal Brougham and Boeing Access Road.
3. The Executive Director is directed to work with the Port of Seattle, the City of SeaTac, the City of Tukwila, and the Board to develop a final alignment and financing plan to complete the southernmost segment between South 154<sup>th</sup> Street and South 200<sup>th</sup> Street.
4. The Executive Director is directed to take the necessary steps to pursue and/or preserve federal funding opportunities for the preferred initial segment.
5. The Executive Director is authorized to initiate and/or continue necessary environmental review and design activities for the preferred initial segment subject to the Board's approval to enter into contracts exceeding \$200,000 as provided in Resolution No. 78-1.
6. Sound Transit will continue to pursue funding opportunities with other partners for undergrounding utilities on Martin Luther King, Jr. Way South. Funds dedicated to undergrounding in the light rail budget will not be increased above current levels, but can be used to leverage other funds.

APPROVED by the Board of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held on the 27th day of September 2001.

  
David Earling  
Board Chair

ATTEST:

  
Marcia Walker  
Board Administrator

**Motion No. M2001-103**

**Amendment #**

**Sponsored by Board member Greg Nickels:**

*Add the following as #4:*

Prior to beginning final design on the segment from S. 154th St. to S. 200th, a study of alternate airport station locations will be conducted, in conjunction with the Port of Seattle and the City of SeaTac. The study should examine station locations serving the existing terminal, the possible Intermodal Center, International Blvd. and other potential locations, in addition to the proposed station at the future North End Aviation Terminal.

**Motion No. M2001-103**

**Amendment #**

**Sponsored by Board member Greg Nickels:**

*Add the following as #4 (or 5):*

Sound Transit will continue to pursue funding opportunities with other partners for undergrounding utilities on Martin Luther King, Jr. Way South. Funds dedicated to undergrounding in the light rail budget will not be increased above current levels, but can be used to leverage other funds.

**Proposed Amendment B to MOTION NO. M2001-103, regarding Keeping Options Open  
Additions underlined**

**SOUND TRANSIT**

**MOTION NO. M2001-103**

A motion of the Board of the Central Puget Sound Regional Transit Authority identifying the preferred initial segment to be constructed and operated for Central Link Light Rail.

**Motion:**

It is hereby moved by the Board of the Central Puget Sound Regional Transit Authority that:

1. The preferred initial segment, where construction and passenger service shall begin first, is hereby identified as that portion of Central Link that lies between Convention Place and South 154<sup>th</sup> Station via the Tukwila freeway route. The initial segment includes an interim northern terminus at Convention Place; an interim southern terminus at South 154<sup>th</sup> Station with shuttle service to Sea-Tac Airport; joint bus/rail operations in the DSTT; a maintenance and operations facility; and stations at Westlake, University Street, Pioneer Square, International District, Lander, Beacon Hill, McClellan, Edmunds, Othello, Henderson, and South 154<sup>th</sup> Street; and deferred stations at Royal Brougham and Boeing Access Road.
2. The Executive Director is directed to take the necessary steps to pursue and/or preserve federal funding opportunities for the preferred initial segment.
3. The Executive Director is directed to work with federal funding partners and other partner agencies to maintain flexibility to improve the initial segment plan by making changes to take advantage of opportunities such as:
  - Options for an enhanced bus and/or rail hub at Convention Place based on the outcome of further examination of alternatives for extending link north from downtown;
  - Additional information about possible alternative alignments through downtown for bus and/or rail resulting from the study of options to replace the Alaskan Way Viaduct; or
  - Further study of the cost and feasibility of constructing a second transit tunnel through downtown.
- 3.4. The Executive Director is authorized to initiate and/or continue necessary environmental review and design activities for the preferred initial segment subject to the Board's approval to enter into contracts exceeding \$200,000 as provided in Resolution No. 78-1.

Proposed Amendment A to MOTION NO. M2001-103, regarding Getting to the Airport Additions underlined

SOUND TRANSIT

MOTION NO. M2001-103

A motion of the Board of the Central Puget Sound Regional Transit Authority identifying the preferred initial segment to be constructed and operated for Central Link Light Rail.

**Motion:**

It is hereby moved by the Board of the Central Puget Sound Regional Transit Authority that:

1. The preferred initial segment, ~~where construction and passenger service shall begin first,~~ is hereby identified as that portion of Central Link ~~that lies~~ between Convention Place and SeaTac Airport ~~South 154<sup>th</sup> Station~~ via the Tukwila freeway route.
2. The initial segment includes an interim northern terminus at Convention Place; ~~an~~ possible interim southern terminus at South 154<sup>th</sup> Station with shuttle service to Sea-Tac Airport; joint bus/rail operations in the DSTT; a maintenance and operations facility; and stations at Westlake, University Street, Pioneer Square, International District, Lander, Beacon Hill, McClellan, Edmunds, Othello, Henderson, and South 154<sup>th</sup> Street; and deferred stations at Royal Brougham and Boeing Access Road.
- ~~1.3.~~ The Executive Director is directed to work with the Port of Seattle, the City of SeaTac, and the Board to develop a final alignment and financing plan to complete the southernmost segment between South 154<sup>th</sup> Street and South 200<sup>th</sup> Street as part of the initial light rail construction.
- ~~2.4.~~ The Executive Director is directed to take the necessary steps to pursue and/or preserve federal funding opportunities for the preferred initial segment.
- ~~3.5.~~ The Executive Director is authorized to initiate and/or continue necessary environmental review and design activities for the preferred initial segment subject to the Board's approval to enter into contracts exceeding \$200,000 as provided in Resolution No. 78-1.