



BUSINESS OF THE CITY COUNCIL CITY OF MERCER ISLAND

AB 6989
September 1, 2026
Consent Agenda

AGENDA BILL INFORMATION

TITLE:	AB 6989: Appropriation for Luther Burbank Park Dock and Waterfront Improvements Project and Bid Award	☐ Discussion Only ☒ Action Needed: ☒ Motion ☐ Ordinance ☐ Resolution
RECOMMENDED ACTION:	Award the Luther Burbank Park Dock and Waterfront Improvements Project construction contract, authorize funding, and set the project budget.	

DEPARTMENT:	Public Works
STAFF:	Jason Kintner, Chief of Operations Kellye Hilde, Deputy Public Works Director Shelby Perrault, Interim Capital Division Manager Sarah Bluvas, CIP Project Manager
COUNCIL LIAISON:	n/a
EXHIBITS:	1. Project Location Map 2. <i>Mercer Island Medallions</i> Public Art Package
CITY COUNCIL PRIORITY:	3. Make once-in-a-generation investments to update and modernize aging infrastructure, capital facilities, and parks.

AMOUNT OF EXPENDITURE	\$ 9,755,000
AMOUNT BUDGETED	\$ 7,563,000
APPROPRIATION REQUIRED	\$ 2,192,000

EXECUTIVE SUMMARY

The purpose of this agenda item is for the City Council to award a public works construction contract to Quigg Bros. Inc., appropriate additional resources to construct the Luther Burbank Park Dock and Waterfront Improvements Project (90.25.0020) and set the total project budget at \$9,755,000.

- The City began work on this project in 2018, beginning a multiyear process to upgrade and replace critical waterfront park assets at Luther Burbank Park along Lake Washington.
- On March 1, 2022, the City Council accepted the 30% design recommendation from the Parks and Recreation Commission and authorized staff to complete design for a two-part project that included phase one renovations to the Luther Burbank Boiler Building and comprehensive dock and waterfront improvements ([AB 6021](#)).
- While originally authorized as a single two-part project, the Boiler Building renovations and Dock and Waterfront Improvements are now treated as separate capital projects, each with its own distinct scope, schedule, and associated budget.

- Permitting for both projects began in summer 2022 and included pursuit of more than 20 permits/approvals from eight federal, state, and local agencies. Approval for the Boiler Building phase one renovations was achieved in 2023, and building renovations were successfully completed in 2024.
- Construction of the Dock and Waterfront Improvements Project was anticipated to be completed in 2025. However, the permitting and agency review process resulted in changes to the project design, which delayed the overall schedule by a full year.
- In August 2026, the City received all final agency permits to construct the Dock and Waterfront Improvements Project. The project includes renovating and replacing docks; expanding water access through ADA accessible pathways, beach improvements, dock features, and a new overwater platform extending from the plaza; enhancing shoreline habitat; upgrading utility infrastructure; and adding new plaza improvements and amenities.
- The project also includes the *Mercer Island Medallions* public art package, which integrates public art components developed with the community in 2023 and recommended for approval by the Arts Council on October 25, 2023. The anticipated 1% Arts Fund contribution for this project is \$97,000, which is sufficient to cover the cost of fabricating and installing the public art package.
- The Luther Burbank Park Dock and Waterfront Improvements Project was advertised on June 2, 2026, with bids due on July 15, 2026. Four bids were received. The lowest responsive and responsible bidder is Quigg Bros., Inc., with a total bid amount of \$6,729,171, including WA State sales tax.
- The authorized 2025-2026 project budget is \$7,563,000 to complete design and construction. An appropriation of \$2,192,000 is needed to fund the project, establishing the amended project budget at \$9,755,000. The additional costs are related to unanticipated soil remediation at the Plaza area; design changes as a result of permitting requirements, including adding a fire suppression system, a sanitary sewer lift station and vault, upgraded electrical supply, and project mitigation elements; and the increase in costs due to the one year permitting delay.
- Since 2019, the Dock and Waterfront Improvements Project has been awarded \$5,014,274 in grant funding from five state and local grant sources to support design and construction. \$1,196,877 has been reimbursed to support overall project design and permitting efforts from 2019 to 2025 as well as construction of restroom and concession stand improvements during the Boiler Building phase one renovations. Remaining grant funding will support construction of the Dock and Waterfront Improvements Project in 2026-2027. Most funding must be expended by the end of 2027 to avoid being turned back to the grantors.
- A full financial summary of the Luther Burbank Waterfront Improvements Project is included in the narrative of this agenda bill.
- Project construction will begin in fall 2026 and take approximately 15 to 18 months to complete.

BACKGROUND

Luther Burbank Park is a regional destination that draws visitors from communities surrounding Lake Washington and along the I-90 corridor. The park's waterfront and docks were constructed in 1974 and have been a popular destination for more than 50 years (Exhibit 1).

In 2014, the City completed a structural assessment of the docks, which identified extensive rot in the substructure of the main docks and recommended substantial repairs. Anticipating complicated permitting and escalating costs of the repair project, the City suspended work on the dock repair in 2016 in favor of a broader discussion about replacing the docks at Luther Burbank Park. The [2006 Luther Burbank Park Master Plan](#) provided a vision for the waterfront that included a dock reconfiguration to better accommodate community use and City-sponsored boating programs. The City began pursuing grant funding in 2018 to begin the process of designing the new docks.

On March 1, 2022, the City Council accepted the Parks and Recreation Commission's 30% design recommendation, which combined renovations to the Boiler Building and comprehensive dock and waterfront improvements into a two-phased project. The Boiler Building renovations and dock and waterfront improvements were subsequently separated into distinct capital projects, each with its own scope, schedule, and budget. The Boiler Building phase one renovations were completed in 2024, and, in September 2025, the City Council accepted the completed project and authorized staff to close it out ([AB 6773](#)).

PREVIOUS CITY COUNCIL ACTIONS

Previous City Council actions on the Dock and Waterfront Improvements Project are summarized below.

- [AB 5486](#): On October 16, 2018, the City Council adopted Resolution No. 1547 authorizing submission of a grant application to the Washington State Recreation and Conservation Offices Boating Facilities Program to redesign the south portion of the docks to become floating docks. The grant was awarded in 2019.
- [AB 5544](#): On April 2, 2019, the City Council held a study session on "Parks 2019-2020 Major Projects Update." The Luther Burbank Dock Project was one of several projects discussed.
- [AB 5692](#): On June 16, 2020, the City Council adopted Resolution No. 1581, authorizing a grant application to be submitted to the Washington State Recreation and Conservation Office Boating Infrastructure Grant program to renovate the north pier. The City was successful, and the grant funding was awarded in 2021.
- [AB 5868](#): On May 18, 2021, the City Council approved the Concept Design for the Luther Burbank Park Dock and Waterfront Improvement Project and requested that the Parks and Recreation Commission work with the project team to develop a 30% design recommendation.
- [AB 6021](#): On March 1, 2022, the City Council accepted the Parks and Recreation Commission's recommendation for 30% design, which combined renovations to the Boiler Building and comprehensive dock and waterfront improvements into a two-phased project. The City Council appropriated additional funding to complete the project design and authorized the City Manager to execute professional services agreements to complete the design work.
- [AB 6048](#): On May 3, 2022, the City Council adopted Resolution No. 1623, authorizing staff to apply for funding from Washington State Recreation and Conservation Office Aquatic Lands Enhancement Account, Washington Wildlife and Recreation Program, and Land and Water Conservation Fund grant programs to support design and construction of comprehensive dock and waterfront improvements. Grant funding from the Aquatics Lands Enhancement Account and the Washington Wildlife and Recreation Program was awarded in 2023.
- [AB 6176](#): The City Council adopted Resolution No. 1634, authorizing submission of a grant application to the Washington State Recreation and Conservation Office Boating Facilities Program to construct the mooring float/wave attenuator element of the project, and the funding was awarded in 2023.
- [AB 6268](#): On May 16, 2023, the City Council appropriated funding from the 1% for Art in Public Places Fund and authorized the City Manager to execute an artist agreement to develop the Art in Public Places project for the dock and waterfront improvements.
- [AB 6773](#): The City Council authorized staff to close out the Boiler Building Phase 1 Renovations project (90.25.0047) and reallocated \$188,636 of project savings to the Dock and Waterfront Improvements Project.

PERMITTING PROCESS

Permitting for the Luther Burbank Dock and Waterfront Improvements Project began in summer 2022 and involved obtaining 21 permits and approvals from eight federal, state, and local agencies. While some reviews happened concurrently, most agencies required approval by other agencies before subsequent reviews could begin. Construction of the dock and waterfront project was originally anticipated to begin in 2025, but the lengthy permitting process pushed the start date out by a year. Table 1 summarizes the required permits/approvals and their issuance.

TABLE 1: LUTHER BURBANK PARK DOCK AND WATERFRONT IMPROVEMENT PERMITTING REQUIREMENTS			
Permit/Approval	Lead Agency	Submittal Date	Decision Date
Nationwide Permit (NWP) 27 and Letter of Permission	U.S. Army Corps of Engineers (USACE)	10/26/22	05/29/26
National Historic Preservation Act (NHPA) Section 106 Concurrence	USACE in consultation with WA Dept of Archaeology and Historic Preservation	10/26/22	03/26/26
Endangered Species Act (ESA) Section 7 Concurrence	USACE in consultation with National Marine Fisheries Services and U.S. Fish and Wildlife Service	10/26/22	4/16/26
Coastal Zone Management (CZM) Act Federal Consistency	USACE in consultation with WA Dept of Ecology (Ecology)	08/23/23	10/09/23
Clean Water Act Section 401 Water Quality Certification (WQC)	Ecology	10/26/22	10/09/23
Shoreline Conditional Use Permit	Ecology	09/19/24	04/21/25
Shoreline Variance: Wider Dock Width	Ecology	09/19/24	04/21/25
Shoreline Variance: Solid Decking	Ecology	09/19/24	04/21/25
Shoreline Variance: Pile Diameter	Ecology	09/19/24	04/21/25
Shoreline Variance: Dock Height Above Water Surface	Ecology	09/19/24	04/21/25
Aquatic Use Authorization (AUA)	WA Dept of Natural Resources	10/26/22	08/21/26
Hydraulic Project Approval (HPA)	WA Dept of Fish and Wildlife	08/01/24	04/02/26
State Environmental Policy Act (SEPA) Determination of Nonsignificance (DNS)	City of Mercer Island (City)	10/28/22	07/01/24
Shoreline Substantial Development Permit	City	10/28/22	09/19/24
Shoreline Conditional Use Permit	City	10/28/22	09/19/24
Shoreline Variance: Wider Dock Width	City	04/30/24	09/19/24
Shoreline Variance: Solid Decking	City	04/30/24	09/19/24
Shoreline Variance: Pile Diameter	City	04/30/24	09/19/24
Shoreline Variance: Dock Height Above Water Surface	City	04/30/24	09/19/24
Critical Areas Ordinance Compliance	City	04/18/24	09/19/24
Building Permit	City	10/31/25	06/18/26

GRANT FUNDING

Since 2019, the Dock and Waterfront Improvements Project has been awarded \$5,014,274 in grant funding from five Washington State Recreation and Conservation Office and King County Flood Control District Grant Programs. Grant funds expended from 2019 to 2025 supported design and permitting of the overall project as well as construction of the restroom and concession stand improvements as part of the Boiler Building phase

one renovations completed in 2024. An overview of grant funding awarded since 2019 is provided in the narrative below and summarized in Table 2.

Washington State Recreation and Conservation Office

The Recreation and Conservation Office currently offers more than 20 grant programs funded by a variety of state and federal sources to support work by local governments, nonprofits, tribes, and other jurisdictions and organizations. Most grant programs run on a two-year cycle and require varying levels of sponsor match. These grant programs are reimbursement-based.

The City has been awarded \$3,552,320 from four Recreation and Conservation Office Grant Programs to support design and construction of the Dock and Waterfront Improvements Project.

Boating Facilities Program

The Boating Facilities Program provides grant funding to acquire, develop, and renovate facilities for motorized boats and other watercrafts, including launching ramps, guest moorage, and support facilities. A 25% sponsor match is required, and grant limits range from \$250,000 for planning to \$2,000,000 for acquisition/development. The City was awarded a Boating Facilities Program planning grant of \$173,000 in 2019 to design the dock reconfiguration and a development grant of \$1,000,000 in 2023 to construct the wave attenuator/mooring float. The planning grant has been expended and reimbursed as of March 2026. The development grant will be expended during construction.

Boating Infrastructure Grant Program

The Boating Infrastructure Grant Program is a federal grant program that provides funding to develop, renovate, or plan for boating facilities targeting guest recreational boats twenty-six feet and larger. A 25% sponsor match is required, and the grant limit is \$1,400,000. Funding is provided by the U.S. Fish and Wildlife Service from federal gas taxes deposited in the federal Aquatic Resources Trust Fund. In 2021, the City was awarded a Boating Infrastructure Grant in the amount of \$379,320 to support design and construction of repairs to the North Pier, which is intended to continue providing moorage access for large, motorized vessels (26' and above). The funding for design from this grant has been expended and reimbursed as of 2023, and the remaining grant funding from this program will support construction of the North Pier repairs.

Aquatic Lands Enhancement Account and Washington Wildlife and Recreation Program

In 2022, the City applied for funding from three Recreation and Conservation Office Grant Programs: the Aquatic Lands Enhancement Account, the Washington Wildlife and Recreation Program, and the Land and Water Conservation Fund. Funding requests focused on construction of the floating special purpose dock and improvements for the plaza, pathways, North Beach, and other landward elements. The City was awarded \$2,000,000 in combined funding from the Aquatic Lands Enhancement Account and the Washington Wildlife and Recreation Program to support design and construction. Approximately 34% of the grant funding has been expended to support project design and construction of renovations to the Boiler Building restroom/concession annex completed in 2024 ([AB 6773](#)) as well as design, permitting, and cultural resources review costs associated with the other waterfront improvements from 2023 to 2025. The remaining grant funds will be expended during construction of the Dock and Waterfront Improvements Project.

King County Flood Control District Subregional Opportunity Fund

Established in 2007, the King County Flood Control District (District) provides funding and policy oversight for flood risk reduction capital projects and programs in King County. District programs are funded through a countywide property tax assessment of \$.11 per \$1,000 of assessed property evaluation, and funding currently supports three grant programs: the Subregional Opportunity Fund, the Steve Bleifuhs Memorial Flood Reduction Grant, and the Cooperative Watershed Grants.

Funds in the Subregional Opportunity Fund are set aside every year by the District to design or implement projects primarily related to flood and stormwater control in King County. The funding in this program represents 10.23% of the District's annual levy proceeds, and funding is allocated to 40 King County jurisdictions based on assessed values.

Each fall, the City has the option to propose a new project, add dollars to an existing project, or defer funds to a future date for its annual Subregional Opportunity Fund allocation. Funds are distributed on a reimbursement basis and can be used to support design and construction of a range of projects related to flood control, stormwater control, and cooperative watershed management.

Staff initially anticipated using approximately \$1 million of the City's Subregional Opportunity Fund resources to support design and construction of drainage improvements for the Dock and Waterfront Improvements Project. As the project design evolved through permitting (further discussed in the next section of this agenda bill), additional Subregional Opportunity Fund resources were recommended to be authorized to support the stormwater, water-quality, and plaza improvement elements.

The Project is now anticipated to utilize \$1,461,954 of the City of Mercer Island's allocation from the Subregional Opportunity Fund. Approximately 22% of these resources have been expended to support geotechnical investigation, design, and permitting from 2022 to 2025 and reimbursed for this project. The remaining will be expended and reimbursed during construction. The City Council will be asked to authorize the use of these additional funds as part of the recommended motions.

TABLE 2: LUTHER BURBANK PARK DOCK AND WATERFRONT IMPROVEMENTS GRANT FUNDING						
Program	Project Element	Date Awarded	Expiration Date	Award Amount	Amount Expended	Amount Remaining
Washington State Recreation and Conservation Office						
Boating Facilities Program - Planning	Dock reconfiguration / replacement design	06/27/19	COMPLETE	\$173,000	\$173,000	\$0
Boating Facilities Program - Development	Wave attenuator / mooring float construction	06/28/23	06/27/27	\$1,000,000	\$0	\$1,000,00
Boating Infrastructure Grant	North Pier repairs design / construction	07/01/21	06/30/28	\$379,320	\$31,372	\$347,948
Aquatic Lands Enhancement Account / Washington Wildlife and Recreation Program	Floating special purpose dock and other waterfront improvements design / construction	06/28/23	06/27/27	\$2,000,000	\$670,140	\$1,329,860
King County Flood Control District						
Subregional Opportunity Fund	Stormwater infrastructure improvements design / construction	Multiple since 2022	12/31/27	\$1,461,954	\$322,365	\$1,139,589
Funding Totals:				\$5,014,274	\$1,196,877	\$3,817,397

ISSUE/DISCUSSION

PROJECT OVERVIEW

The Dock and Waterfront Improvements Project will construct comprehensive renovations to the Luther Burbank Park docks, plaza, North Beach, and upland areas to expand water access to Lake Washington. Improvements include:

- Renovating the north pier, including replacing decking, jacketing creosote-timber piles, and repairing/replacing degrading piles to continue providing moorage access for large, motorized vessels (26' and above).
- Replacing the central and south dock structures with a new wave attenuator/mooring float to serve small and mid-sized motorized vessels (below 26') and special purpose float to serve non-motorized watercraft, including adding an ADA-accessible kayak launch.
- Installing a new ADA overwater platform off the plaza bulkhead to provide a stable surface where community members can enjoy shoreline activities and "get their feet wet."
- Renovating the North Beach to provide ADA access to the water, including installing a new concrete pathway from the north bulkhead, installing an ADA beach mat to the water, and replacing non-native vegetation with new riparian and native plantings.
- Adding ADA pathway connections from the South Shoreline Trail and renovating the existing hidden path from the plaza to the playground with an ADA switchback trail and concrete stairs.
- Enhancing shoreline ecological functions with habitat gravel and lakebed cleanup.
- Upgrading sewer, electrical, stormwater, and irrigation utilities as well as installing a new fire suppression system to serve the docks and Boiler Building.

- Installing a new raw water intake system to enable the City to activate its water rights and draw water from Lake Washington to support park irrigation.
- Installing plaza improvements and amenities, including new surfacing, picnic tables/benches, signage, and the *Mercer Island Medallions* public art project.

DESIGN CHANGES FROM 30% TO FINAL DESIGN

Several project elements were added, modified, or further developed between the 30% design approved by the City Council in March 2022 and final design. These changes resulted from requirements identified during the permitting process, conditions encountered during the construction of the South Shoreline Trail ([AB 6755](#)) and phase one Boiler Building renovations, and input from other City departments and project specialists. The major changes are summarized below.

Fire Suppression System

Based on requirements identified in the Fire Code during an on-site meeting with the Fire Department and project team in December 2022 and additional consultation during the 90% design phase in July through September 2025, a new fire suppression system was added to the project. The system will serve the docks and provide the fire suppression infrastructure required for future occupancy. It includes a new ductile iron fire water line, fire hydrants, and a fire department connection to an existing hydrant in the park's North Parking Lot.

Soil Remediation

During excavation for the South Shoreline Trail project, the contractor encountered subsurface soil containing petroleum residues near the north end of the project site. Work was immediately stopped and containment materials were deployed. No contaminants entered Lake Washington.

The City engaged GeoEngineers Inc. to evaluate the contaminated material, which was subsequently stabilized and removed. GeoEngineers determined that the underground storage tanks near the Boiler Building were the likely source of petroleum contamination. As a result, additional soil remediation work was incorporated into the Dock and Waterfront Improvements Project.

Remediation will occur during construction and includes partial removal of the underground storage tanks, excavation of contaminated soils, and treatment of remaining soil to prevent future contamination. Additionally, the City entered Ecology's Expedited Voluntary Cleanup Program to obtain a "No Further Action" for the site and is working to recover these unforeseen costs associated with the cleanup action from the Seattle School District and King County, who were previous owners of the site. In December 2025, the City received a "No Further Action Likely" letter from Ecology, pending completion of the soil cleanup. Cost recovery discussions are ongoing.

The costs associated with the unforeseen soil contamination, including geotechnical investigation, permitting, design, pursuit of the "No Further Action," and legal support, have contributed to the increase in the overall project budget discussed later in this agenda bill.

Sanitary Sewer Lift Station and Vault

A new sewer pump connection to the existing waterfront sewer vault was originally planned as part of the Boiler Building phase one renovations. However, during construction, the contractor discovered a leak in the existing utility vault. The project team determined that the vault needed to be replaced and coordinating the replacement with the upcoming waterfront construction would avoid conflicts with planned excavation work.

The City therefore deferred the vault replacement and temporarily closed the Boiler Building restrooms until the work could be completed as part of the Dock and Waterfront Improvements Project. The project now includes a new sewer lift station and vault designed to current City standards and relocated closer to the restrooms. The new location will improve future maintenance and operations while moving the utility infrastructure away from the waterfront. The existing vault will be decommissioned and sealed in place.

Costs associated with incorporating the sanitary sewer lift station and vault late into the design process, including expanding the element from a sewer pump connection to a full lift station/vault replacement and pursuing additional shoreline permitting, have contributed to the increase in the overall project budget discussed later in this agenda bill.

Upgraded Electrical Supply

During construction of the Boiler Building Project, the electrical subcontractor determined that the existing underground conduit had deteriorated and was not adequate to support the future electrical needs of the Boiler Building and Restroom Annex. The project team designed a new 400-amp electrical service, including a new electrical line connection to the transformer near the Luther Burbank Administrative Building. The upgraded service requires approval from Puget Sound Energy (PSE). The City began the PSE permitting process in April 2024, and the new electrical line will be constructed as part of the Dock and Waterfront Improvements Project.

Costs associated with incorporating the upgraded electrical supply into the project late in the process, including design, permitting, and new utility connection, have contributed to the overall project budget increase discussed later in this agenda bill.

North Beach Revised Design

During review of the required Shoreline Conditional Use Permit and Variances by the Washington State Department of Ecology, the North Beach design was revised to remove proposed hard armoring and better align the accessible pathway with the existing gravel path. Additional native plantings were also added as conditions of the permit approval.

Multiple agency reviews to agree on the revised design contributed to the increase in overall project budget discussed later in this agenda bill.

Irrigation Line Expansion

The project includes a new lake water intake system that will allow the City to activate its existing water rights permit for Lake Washington and use lake water for park irrigation. During review of the 90% design in August 2025, Parks and Capital staff met with the project irrigation specialist to evaluate the intake system in the context of the park's broader irrigation needs and future expansion. This review resulted in refinements to the intake system and connections to the existing irrigation system that will allow the new system to adequately support current park irrigation needs and accommodate future irrigation expansion. The modification reduces ongoing expenses in the park, including reducing reliance on City-issued water for park irrigation.

Additional costs associated with designing the expanded irrigation line and coordinating needs with the irrigation intake pump manufacturer contributed to the increase in overall project budget discussed later in this agenda bill.

City Float Repairs

The project will reuse the existing wood floating dock to connect to the new floating special-purpose dock and aluminum gangway. Inspections conducted in May 2025 and January 2026 identified repairs that will be needed during construction. An allowance of \$90,000 was included in the bid package to cover these repairs.

Derelict Dock Removal

As part of the permitting process, several agencies, including United States Army Corps of Engineers and the Washington State Departments of Ecology and Fish & Wildlife, required additional mitigation for project impacts. Removal of an existing derelict dock at the south end of the park shoreline was added to the project to satisfy part of these mitigation requirements. This existing facility was decommissioned several years ago and is no longer operational or open to public use. No replacement structure will be installed at this location following the dock removal.

Incorporating this mitigation effort required additional costs for design, surveying, permitting, and cultural resources review, and contributed to the overall increase in project budget discussed later in this agenda bill.

Rooftop Deck – Deferred Work

The rooftop deck was not constructed as part of the Boiler Building phase one renovations because land use approvals associated with the Dock and Waterfront Improvements Project had not yet been completed. Although land use permitting for the waterfront project was completed in May 2025, the City subsequently determined that constructing the rooftop deck would change the Boiler Building's occupancy classification and require additional building upgrades beyond the scope of the Dock and Waterfront Improvements Project. The rooftop deck will therefore be deferred and re-evaluated when design for the Luther Burbank Boiler Building Phase 2 project is included in a future biennial budget. This element was removed from the current scope of work.

MERCER ISLAND MEDALLIONS AND OTHER PUBLIC ART ELEMENTS

Pursuant to Mercer Island City Code ([MICC 4.40.200](#)), the 1% for Art in Public Places Fund pools contributions from qualifying capital improvement program projects to support public art projects on Mercer Island. In August 2020, the project team began working with the Arts Council to identify appropriate public art components for the Luther Burbank projects. The team determined that integrated and/or functional art elements were preferred.

Following a competitive call for artists process, the City selected Marsha Rollinger to develop integrated public art elements for the Dock and Waterfront Improvements Project ([AB 6268](#)). Rollinger led a robust community engagement process that included input opportunities at three community events, on Let's Talk, through direct outreach to Mercer Island community groups, and through meetings with the Friends of Luther Burbank Park and the Mercer Island Historical Society.

The public art package includes four elements, summarized below and described in greater detail in Exhibit 2:

- *Mercer Island Medallions* – Twelve bronze medallions representing aspects of Mercer Island life and developed with community input will be inlaid at the plaza.
- *Light pole fixture* – A metal sculptural element depicting a belted kingfisher will be installed on a light pole in the plaza.

- Boiler Building vinyl decals – Vinyl decals depicting salmon and “Luther Burbank Park” will be installed on the east-facing wall of the Boiler Building to help identify the park as a destination for visitors arriving from the water.
- Kiosk art embellishments – Metal sculptural elements representing boating activities and shoreline wildlife will be mounted on the two-panel kiosk planned for the waterfront plaza.

The cost to fabricate and install the four elements, including artist oversight during installation, amounts to \$97,000. Public art element expenses are included in the overall project budget.

BID RESULTS

Four construction bids were received on July 15, 2026. The lowest bid was from Quigg Bros., Inc., for \$6,729,171, which is approximately 13% below the engineer’s estimate. Table 3 provides a summary of the bid results.

TABLE 3: LUTHER BURBANK PARK DOCK AND WATERFRONT IMPROVEMENTS BID RESULTS				
COMPANY NAME	BASE BID	ALLOWANCES	WSST (10.3%)	TOTAL BID AMOUNT
Quigg Bros., Inc.	\$5,925,812	\$193,000	\$610,359	\$6,729,171
Orion Marine Contractors, Inc.	\$7,534,839	\$193,000	\$776,088	\$8,503,927
Strider Construction Co., Inc.	\$7,660,501	\$193,000	\$789,032	\$8,642,533
Kassel & Associates	\$7,884,203	\$193,000	\$812,073	\$8,889,275
Engineer's Estimate:	\$6,850,547	\$193,000	\$705,607	\$7,749,154

The apparent low bidder, Quigg Bros., Inc., from Aberdeen, has operated for 72 years and successfully completed numerous marine projects around the state, including the Des Moines Marina Redevelopment (2025-2026), the Port of Poulsbo Breakwater Replacement (2022-2024), the Fry Creek Pump Station Replacement for the City of Aberdeen (2022-2024), and multiple Foss Waterways projects for the City of Tacoma.

A review of the Labor and Industries (L&I) website confirms Quigg Bros., Inc., is a contractor in good standing with no license violations, outstanding lawsuits, or L&I tax debt. Based on review of their bid submittal and reference checks, staff determined that Quigg Bros., Inc., is the lowest responsive and responsible bidder for this project, and staff recommend awarding the Luther Burbank Park Dock and Waterfront Improvements Project to Quigg Bros., Inc.

PROJECT COST

The total estimated cost for the Luther Burbank Park Dock and Waterfront Improvements Project is \$9,755,000. This estimate includes the construction contract and other costs necessary to complete the project, including construction contingency, design support, construction inspection and other support, project management, and public art installation. Table 4 summarizes the total estimated project costs.

Table 4: Luther Burbank Park Dock and Waterfront Improvements	
Project Budget	
Description	Cost Estimate
Construction Contract	
Base Bid ¹	\$ 5,926,000
Allowances	193,000
Washington State Sales Tax (10.3%)	611,000
Construction Contract Subtotal	\$ 6,730,000
Additional Project Costs	
Construction Contingency (10%)	\$ 593,000
Design & Engineering (thru Bid Award)	852,000
Permitting & Mitigation Fees	255,000
On-Call Engineer of Record Support	20,000
Construction Support Services	450,000
Contract Admin/Project Management	64,000
Soil Remediation - Permitting and Design Services	426,000
Geotechnical Special Inspections and Observation	57,000
Testing and Inspections	40,000
Cultural Resources Monitoring (Grant Requirement)	70,000
Utility Connections	66,000
Miscellaneous Costs (Signage, Furnishings, Other)	35,000
1% for the Arts – Mercer Island Medallions package	97,000
Additional Project Costs Subtotal	\$ 3,025,000
Total Project Cost	\$ 9,755,000

¹The portion of the Base Bid for construction tied to soil remediation work is approximately \$270,000. The portion of Additional Project Costs (design, project management, etc.) tied to soil remediation work is approximately \$740,000. Taken together, total cost estimate related to soil remediation is \$1,010,000. Figures rounded to the nearest \$1,000.

BUDGET

The 2025-2026 total authorized project budget is \$7,563,000. Due to permitting delays and unforeseen project design changes to meet permitting requirements, the estimated project costs exceed the project budget by \$2,192,000.

An appropriation is requested to fully fund the Dock and Waterfront Improvements Project. Table 5 summarizes the proposed funding sources and the additional appropriation needed to fully fund the project. A detailed explanation of the source of the funding to support the appropriation is provided in the narrative that follows Table 5.

Table 5: Luther Burbank Park Dock and Waterfront Improvements	
Project Budget and Additional Funding Requirements	
2025-2026 Authorized Project Budget	\$ 7,563,000
Updated Project Cost	9,755,000
Project Budget Over/ (Under)	\$ (2,192,000)
Summary of Additional Budget Resources	
Budget Reallocation in Capital Improvement Fund (320)	46,000
King County Parks Levy Funds	539,000
Additional District SROF Grant Funding	361,000
Sewer Utility	90,000
Stormwater Utility	146,000
General Fund (001) Unassigned Fund Balance	1,010,000
Total Additional Budget Resources	\$ 2,192,000

Figures rounded to the nearest \$1,000.

APPROPRIATION REQUEST

Staff request an appropriation of \$2,192,000 to complete this project through construction. The sources for the appropriation request are detailed at the bottom of Table 5 and further explained below.

Budget Reallocation in Capital Improvement Fund (320) - \$46,000

The City Manager recommends \$46,000 be reallocated from project savings from the MICEC Groundwater Intrusion Project (90.05.0003). This project was budgeted at \$350,400 to address groundwater intrusion issues at the Community Center. After completing investigative work, staff determined the scope of facility repairs is smaller than originally anticipated and sufficient project savings are available to reallocate \$46,000.

King County Parks Levy 2026 Funding Authorization - \$274,400; 2027 Budget Directive - \$264,600

Approved by King County voters as Proposition 1 on August 5, 2025, the 2026–2031 King County Parks Levy is a six-year property tax levy lid lift that replaces the previous levy that expired at the end of 2025. The local pass-through portion of the levy lid lift for cities supports the maintenance, operation, and investment in parks and open spaces. The City of Mercer Island receives an annual allocation, which is used to fund park capital projects.

When the 2025-2026 Biennial Budget was adopted, no King County Parks Levy funding was assumed in 2026. With its August 2025 renewal, the City has \$274,400 in King County Parks Levy funds available in 2026 and expects to receive \$264,600 in 2027, totaling \$539,000.

The City Manager recommends the City Council authorize use of the 2026 and 2027 King County Parks Levy funding for the Dock and Waterfront Improvements Project.

Additional King County Flood Control District Subregional Opportunity Fund Grant Dollars - \$361,000

As detailed earlier in this agenda bill, the City has allocated \$1,461,954 from its Subregional Opportunity Fund resources to the Dock and Waterfront Improvements Project. This is \$361,000 more than originally assumed for the project.

The City Manager recommends the City Council authorize additional use of Mercer Island's King County Flood Control District Subregional Opportunity Fund resources for the Luther Burbank Park Dock and Waterfront Improvement Project.

Sewer Utility - \$90,000

The City Manager recommends allocating \$90,000 from the Sewer Utility Fund to support replacement of the sanitary sewer system at the site. A new sewer pump connection to the existing sewer vault at the waterfront was planned for construction as part of the Boiler Building renovations completed in 2024. However, during construction, the contractor discovered a leak in the existing utility vault. The project team determined that the vault must be fully replaced but that timing would conflict with excavation work associated with the upcoming Dock and Waterfront Improvements Project.

The City postponed the vault replacement and opted to close the restrooms until the vault could be replaced during future construction. A new sewer lift station and vault have been designed to the City's current standards and will be constructed closer to the restrooms to improve future maintenance and operations. The existing vault will be decommissioned and sealed in place. Replacing the existing sewer vault is necessary to reopen the waterfront restrooms, which remain closed to the public, as well as to prevent future impacts on the City's entire sewer conveyance system.

Because the Sewer Fund (420) ended 2025 with no unassigned fund balance, staff evaluated active capital projects to identify available funding. The Sewer Pipe Replacement and Upsizing Project (90.30.0008) currently has \$162,770 remaining of its authorized \$250,000 budget. Originally scheduled for the 2025-2026 biennium, this project has been deferred to 2031-2032.

The City Manager recommends the City Council appropriate \$90,000 from this remaining project balance to fund the sewer improvements at Luther Burbank Park. This is an eligible use of these funds.

Stormwater Utility - \$146,000

The City Manager recommends allocating \$146,000 from the Stormwater Utility Fund to support the overall stormwater infrastructure of Basin 8, which serves Luther Burbank Park, the Mercer Island Community and Event Center, and several homes along 82nd Avenue SE. The stormwater elements of the project will improve water quality draining into Lake Washington by installing a Silva Cell biofiltration system and replacing catch basins, outfalls, and other infrastructure at the site, and will benefit the City's entire stormwater system upon completion.

At 2025 year-end, the Stormwater Fund (430) maintained an available unassigned fund balance of \$1,990,930 to support capital improvements for the City's stormwater system. The City Manager recommends the City Council appropriate \$146,000 from the Stormwater Fund for stormwater utility-related improvements included in the Luther Burbank Park Dock and Waterfront Improvement Project. This is an eligible use of these funds.

General Fund (001) Unassigned Fund Balance - \$1,010,000

At the end of 2025, the General Fund (001) unassigned fund balance amounted to \$5,124,091. Staff recommend the City Council appropriate \$1,010,000 of this unassigned fund balance for the unforeseen costs associated with remediating the contaminated soil at the project site. This includes all costs associated with design, permitting, geotechnical investigation, legal support, and construction related to the soil cleanup action.

Staff will continue to work with previous owners of the site – who include the Seattle School District and King County – to recover the soil remediation costs borne by the City. Any funds reimbursed by third parties tied to soil remediation efforts will be returned to the General Fund.

NEXT STEPS

Following City Council approval of the contract award, staff will execute the public works contract with Quigg Bros., Inc., along with agreements for construction support and other professional services. Construction is expected to begin in fall 2026 and take approximately 15 to 18 months to complete. Regular project updates will be shared on Let's Talk at letstalk.mercergov.org/lbdock throughout construction.

RECOMMENDED ACTION

1. Award the Luther Burbank Park Dock and Waterfront Improvements Project construction contract to Quigg Bros., Inc., a Washington-based Corporation, in an amount not to exceed \$6,730,000, including Washington State Sales Tax.
2. Reallocate \$46,000 from the MICEC Groundwater Intrusion project (90.05.0003) to the Luther Burbank Park Dock and Waterfront Improvements Project;
3. Authorize \$539,000 of Mercer Island's King County Parks Levy funding for the Luther Burbank Park Dock and Waterfront Improvement Project;
4. Authorize an additional \$361,000 of Mercer Island's King County Flood Control District Subregional Opportunity Fund resources for the Luther Burbank Park Dock and Waterfront Improvement Project;
5. Reallocate \$90,000 from the remaining Sewer Pipe Replacement and Upsizing project budget (90.30.0008) to fund the sewer utility-related improvements in the Luther Burbank Park Dock and Waterfront Improvements project;
6. Appropriate \$146,000 from the Stormwater Utility Fund for stormwater utility-related improvements in the Luther Burbank Park Dock and Waterfront Improvements project;
7. Appropriate \$1,010,000 from the unassigned fund balance in the General Fund for the unforeseen soil remediation costs associated with the project site; and
8. Set the Luther Burbank Park Dock and Waterfront Improvements total project budget to \$9,755,000.