



**BUSINESS OF THE CITY COUNCIL  
CITY OF MERCER ISLAND**

**AB 6265  
June 6, 2023  
Consent Agenda**

**AGENDA BILL INFORMATION**

<b>TITLE:</b>	AB 6265: Aubrey Davis Park Trail Safety Improvements Design Recommendation	<input type="checkbox"/> Discussion Only <input checked="" type="checkbox"/> Action Needed: <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution
<b>RECOMMENDED ACTION:</b>	Accept the design recommendation from the Parks and Recreation Commission, authorize the City Manager to finalize the design documents and advertise the project for construction bids, and direct staff to provide project updates to the Parks & Recreation Commission as project work continues.	

<b>DEPARTMENT:</b>	Public Works
<b>STAFF:</b>	Patrick Yamashita, City Engineer/Deputy Public Works Director Clint Morris, Capital Division Manager Paul West, Senior CIP Project Manager
<b>COUNCIL LIAISON:</b>	Craig Reynolds
<b>EXHIBITS:</b>	1. Parks and Recreation Commission 30% Design Recommendation Memo 2. Aubrey Davis Trail Safety Improvements 30% Design Plan 3. Project Location Map 4. Aubrey Davis Trail Safety Improvements Construction Estimate at 30% Design
<b>CITY COUNCIL PRIORITY:</b>	3. Make once-in-a-generation investments to update and modernize aging infrastructure, capital facilities, and parks.

<b>AMOUNT OF EXPENDITURE</b>	\$ n/a
<b>AMOUNT BUDGETED</b>	\$ n/a
<b>APPROPRIATION REQUIRED</b>	\$ n/a

**EXECUTIVE SUMMARY**

The purpose of this agenda bill is to update the City Council on the status of the Aubrey Davis Park Trail Safety Improvements Project, accept the design recommended by the Parks & Recreation Commission (Exhibits 1 and 2), direct staff to finalize the design documents, and advertise the project for construction bids.

- The [Aubrey Davis Park Master Plan](#), adopted in 2019, identifies several safety improvements to the multi-use, regional Mountains to Sound Greenway Trail, particularly where congestion is more prevalent in the Lid Park.
- At the end of 2019, the City received a \$500,000 Local and Communities Program grant from the Department of Commerce to fund trail safety improvements. The City Council directed the City Manager to seek a recommendation from the Parks & Recreation Commission (PRC) on a scope of

work for the trail safety improvement project ([AB 5629](#)). The PRC provided its recommendation to the City Council on March 2, 2021 ([AB 5819](#)).

- The City Council approved the PRC's recommendation and directed staff to facilitate a public input process with the PRC and make a recommendation on the project design.
- The City conducted an online open house and public survey in February 2022. Results from that process were presented to the PRC in April 2022. The PRC refined the design recommendation over the course of six meetings, supported by City staff and consultants from KPG/Psomas. Public input was received by the PRC throughout the design process.
- The PRC's design recommendation (Exhibit 1) explains that the design (Exhibit 2) contains only trail improvements that are directly related to safety. The recommendation focuses most resources on trail intersections next to the 72<sup>nd</sup> Avenue SE Overpass and Feroglia Fields, where a variety of park users congregate. The recommendation also includes new signage and pavement markings to reduce trail speeds and make users aware of cross traffic and shared uses. Finally, the PRC also recommended lighting be included at the 72<sup>nd</sup> Avenue SE Overpass intersection.

## BACKGROUND

During the development of the [Aubrey Davis Park Master Plan](#), user safety on the Mountains to Sound Greenway Trail was a recurring concern, particularly in the section through the Lid Park (shown in Exhibit 3) where recreational park users gathered near the trail. The trail, built in the early 1990s, had minimal signage and pavement markings to help guide trail traffic. The master plan, completed in 2019, calls for many improvements to enhance safety along the trail corridor.

City staff applied for a Local and Communities Program grant through the Washington State legislature during the master plan process, anticipating the need for funding to implement some of these improvements. The legislature appropriated \$500,000 in 2019 to fund safety improvements on the regional trail. The City Council tasked the newly formed Mercer Island Parks & Recreation Commission (PRC) with developing a work plan for that funding.

## ISSUE/DISCUSSION

### TRAILWIDE IMPROVEMENTS

The Aubrey Davis Park Trail Safety Improvements project scope improves trail safety in the section of the Mountains to Sound Greenway Trail that traverses the Lid Park between 60<sup>th</sup> Avenue SE and 76<sup>th</sup> Avenue SE (Exhibit 3). The project includes new signage and pavement markings at eight trail intersections. Two intersections will receive additional treatments detailed below. In addition, the project includes installation of "SLOW" advisory pavement markings on downhill sections where cyclists tend to gain excess speed.

Along two sections of trail, the gravel shoulders will be restored to the original grades to re-establish space for walkers to step off the trail if desired. As specified in the master plan, these shoulders will be able to support the growth of grass or low vegetation to visually soften the trail edge. The project scope also includes lighting for the trail at the 72<sup>nd</sup> Avenue SE Overpass intersection.

### RESTROOM INTERSECTION (Exhibit 2, Plan Sheet 11)

At the intersection by the restroom in the Lid Park, the existing asphalt trail will be reconfigured with two "mixing zones". One in front of the restroom building and one at the trail to the parking lot. These expanded pavement areas will have contrasting surface treatment, signaling the different function of each. The eastern

entrance to this intersection will be reconfigured as a left-hand turn to further slow incoming traffic. The design consultant reviewed the functions of the various pavement coverages with the PRC to confirm the need to increase impervious surface at this specific location.

### **72<sup>nd</sup> AVENUE SE OVERPASS INTERSECTION** (Exhibit 2, Plan Sheet 11)

This intersection is at the bottom of a significant downhill run that intersects with a trail from the parking lot to the ballfields. The master plan indicates a “potential location for a trail roundabout to improve safety for bicyclists and pedestrians” at this location.

Multiple options were considered for various roundabout configurations. Extensive PRC and staff discussions included experts from the Washington State Department of Transportation (WSDOT) and the City’s consulting team. The PRC received many public comments on this feature and concluded that no roundabout would be the best option for the current project. The roundabout that the consultant recommended and WSDOT preferred had a large footprint and significant cost.

Smaller roundabout configurations did not meet current trail standards or address design requirements for this type of treatment. Instead, the existing intersection will be improved with additional signage, pavement markings, lighting, and shoulder restoration. This approach will still accommodate a trail roundabout in the future, should it be necessary to consider additional safety and traffic control measures.

In its final discussions in 2023, the PRC recommended the addition of lighting to this intersection, which will result in additional costs and has been reflected in the construction budget (Exhibit 4). There was strong consensus among commissioners, the design team, WSDOT, and City staff that this addition would improve safety at this intersection. The recommendation to include lighting at the 72<sup>nd</sup> Avenue SE Overpass came at the end of the process and therefore is not shown on the current plan set (Exhibit 2) but will be included in the final design and bid set. The lighting adds \$60,500 to the project.

### **WSDOT COORDINATION**

The project is located on WSDOT right-of-way. City staff and the consultant have proactively engaged with WSDOT to ensure a successful outcome of the project. During the design review process, WSDOT informed the City that a “Basis of Design Report” will be needed for WSDOT to complete the design review. Upon receiving approval from the City Council to proceed with this project, the staff and consulting team will prepare this report and seek approval from WSDOT prior to seeking construction permits (anticipated Q4 2023).

### **BUDGET**

The estimated cost for the project based on the design recommendation provided by the PRC is summarized in the table on the next page. The total estimated project cost is \$505,500, including a \$30,000 construction contingency. The available budget is \$385,000, leaving an estimated shortfall of \$120,500.

Staff anticipates bridging the estimated shortfall with remaining grant dollars and American Rescue Plan Act (ARPA) federal economic stimulus funds. A precise budget appropriation request will be made to the City Council after the City receives and reviews construction bid proposals.

<b>AUBREY DAVIS PARK TRAIL SAFETY IMPROVEMENTS PROJECT BUDGET</b>	
Design Services (thru bidding)	\$81,000
Construction Contract (w/\$30K contingency)	\$380,000
Project Management	\$20,000
WSDOT Review and Permits	\$5,000
Construction Support Services	\$16,000
1% for the Arts	\$3,500
<b>Total Estimated Project Cost</b>	<b>\$505,500</b>
Approved Budget (2023-2024)	\$385,000
<b>Total Available Funding</b>	<b>\$385,000</b>
<b>Estimated Project Funding Shortfall</b>	<b>\$120,500</b>

The 2023-2024 project budget was created based on the estimated amount of remaining grant funds, not on the scope of the project. At the start of the design review process, the PRC considered a large package of improvements generated from the open house and public survey. The cost estimate for the early project concepts greatly exceeded the proposed project budget. The PRC worked with the staff and consultants to scale the proposed project to align with the budget, while still meeting the objective of improving trail safety.

The public engagement process was also far more extensive than originally planned, resulting in six meetings with the PRC and multiple design revisions. This work and additional WSDOT requirements added \$25,000 to the design cost.

The City Manager acknowledges that the cost overrun for the design review and public engagement process should have been brought to the City Council’s attention sooner and an appropriation approved prior to commencing the additional work. This step will be included in future project design reviews.

## NEXT STEPS

Upon receipt of the City Council’s acceptance of the PRC design recommendation, staff will finalize the design documents, prepare the bid set, and advertise the project for construction in Q4 2023.

The construction market and bidding environment remain very competitive. Bidding this relatively small project (compared to other regional construction projects) ahead of the peak bidding season in early 2024 will better position it to attract qualified bidders.

The PRC has requested “further review” at the 60% design phase per their memo in Exhibit 1. City Council approval of the PRC design recommendation sets in motion the work to finalize the design documents and prepare for bidding to meet the Q4 2023 bidding window. The City Manager does not anticipate substantive changes to the design documents and therefore does not recommend further public engagement or PRC review. Staff will provide updates to the PRC and the community as the project progresses, as is routine. Should staff encounter a design issue that requires a substantive change, the City Manager will engage the City Council as to the preferred process for community and PRC engagement.

Staff has completed an extension of the grant agreement with the Department of Commerce to accommodate the project timeline.

## **RECOMMENDED ACTION**

Accept the design recommendation from the Parks & Recreation Commission, authorize the City Manager to finalize the design documents and advertise the project for construction bids, and direct staff to provide project updates to the Parks & Recreation Commission as project work continues.