



BUSINESS OF THE CITY COUNCIL CITY OF MERCER ISLAND

AB 6068
May 3, 2022
Public Hearing

AGENDA BILL INFORMATION

TITLE:	AB 6068: 2023-2028 Six-Year Transportation Improvement Program Review and Public Hearing	<input checked="" type="checkbox"/> Discussion Only <input type="checkbox"/> Action Needed: <input type="checkbox"/> Motion <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution
RECOMMENDED ACTION:	Receive comments from public hearing and provide feedback to staff	

DEPARTMENT:	Public Works
STAFF:	Matt Mornick, Finance Director Patrick Yamashita, City Engineer/Deputy Public Works Director Clint Morris, Capital Division Manager Lia Klein, Transportation Engineer
COUNCIL LIAISON:	n/a
EXHIBITS:	1. Summary of Public Comments Received by April 21 2. Detail of Proposed Expenditures 2023-2028 3. Street Fund Forecast, as of April 2022 4. Project Descriptions 5. Map of Proposed Roadway and PBF Improvements 6. Map of Mercer Way Shoulder Improvements
CITY COUNCIL PRIORITY:	1. Prepare for the impacts of growth and change with a continued consideration on environmental sustainability.

AMOUNT OF EXPENDITURE	\$ n/a
AMOUNT BUDGETED	\$ n/a
APPROPRIATION REQUIRED	\$ n/a

SUMMARY

The purpose of this agenda bill is to conduct a public hearing on the 2023-2028 Transportation Improvement Program (TIP) and for the City Council to provide staff with feedback. Adoption of the TIP is scheduled for June 7.

- The previous 2022-2027 TIP was adopted by the Council on June 1, 2021.
- The public comment period is March 21 to June 7. A public hearing will be held during the May 3 Council meeting and will be continued to June 7.
- Program elements include residential and arterial street resurfacing, pedestrian and bicycle facilities, and East Link Traffic/Safety Mitigation projects.
- Projects pertaining to the ADA Transition Plan are included in the TIP.
- Priority for resurfacing projects is determined by the pavement condition index (PCI), a score from "Good" to "Failed" based on data collected over the entire roadway network.

- Staff will incorporate City Council feedback and return on June 7, 2022, for continuation of the public hearing and adoption of the TIP.

BACKGROUND

The Six-Year TIP is a planning tool used to identify specific projects that serve to maintain, preserve, and maximize use of the existing roadway and trail systems. The TIP balances revenues and expenditures within the Street Fund through programming and phasing construction of projects over a six-year period.

RCW 35.77.010 requires cities to formally adopt a TIP annually and submit it to WSDOT and the Puget Sound Regional Council (PSRC) by July 1. A public hearing on the draft TIP is a requirement of State law and is incorporated as part of the City Council meeting. Once the TIP is adopted, projects are budgeted and funded through the City's Capital Improvement Program (CIP) during the biennial budget process.

The TIP is also used to coordinate future transportation projects with needed underground utility improvements so that utility work is budgeted and programmed to occur prior to or in conjunction with roadway projects. All arterial street and pedestrian and bicycle facility (PBF) projects must be included in the TIP to be eligible for State and Federal funding.

The draft TIP is an update of the 2022-2027 version adopted by the City Council in June 2021. Individual projects/programs are combined, where feasible, to create economies of scale for construction. The draft TIP includes transportation improvement projects and programs in the following categories:

- A. Residential Street Preservation Program
- B. Arterial Street Improvements
- C. Pedestrian and Bicycle Facilities (PBF) – New
- D. East link Traffic/Safety Mitigation projects
- E. Other

At the May 3, 2022 meeting, the City Council will conduct a public hearing on the draft 2023-2028 TIP and provide feedback to staff to guide development of the final TIP. A final version of the 2023-2028 TIP will be presented for review and adoption at the June 7, 2022 City Council meeting.

DISCUSSION

PUBLIC COMMENTS

The public comment period runs for eleven weeks from March 21 to June 7, when the City Council adopts the TIP. Notices advertising the opportunity for public comment were posted on the City's website, in the Mercer Island Reporter (March 23 and March 30), the City's social media platforms ([Nextdoor](#) & [Facebook](#)), and on [Let's Talk](#). Additional information was available on the City's TIP webpage (www.mercergov.org/TIP). Let's Talk and the City's TIP webpage provide users with access to TIP maps, FAQs, and related information to learn more about the TIP process and to submit comments online.

Prior to the public hearing, a total of 26 public comments were received.

- Pedestrian and bicycle facilities projects (14 comments)
- Other transportation projects (9 comments)
- Non-TIP Related projects: (3 comments)

These comments are summarized in Exhibit 1. Public comment will also be taken during the public hearing.

STREET FUNDING

Street Fund revenues for the 2023-2028 planning period include:

RESOURCES	% OF TOTAL
Real Estate Excise Taxes (REET) Revenues	51%
State-shared Motor Vehicle Fuel Taxes (MVFT)	10%
MI Transportation Benefit District	8%
Transportation Impact Fees	1%
Interfund Transfers (Utility work within street projects)	11%
State Shared - Multimodal Transportation Fees	1%
Sound Transit Mitigation Fees	18%
Grant Opportunities (when available)	

Except for REET funding, all other revenues are dedicated solely to the Street Fund. One hundred percent of REET-1 revenues go to the Capital Improvement Fund to fund capital improvements including parks, open space, public building maintenance projects, and to pay debt service on construction of the Community Center. REET-2 revenues are split differently. Ten percent of REET-2 revenues are directed to the Capital Improvement Fund. The remaining 90 percent is committed to the Street Fund for construction and maintenance of streets and pedestrian and bicycle facilities.

MVFT is a fixed tax, currently making up 49.4 cents of the per gallon price of gasoline, diesel, and other fuels. It is not based on the dollar amount of the fuel, but rather on the volume of fuel sold. Hence, there is no revenue benefit from higher gas prices. The state shared revenue is distributed based on population and other set allocation methods.

MVFT is to be spent on salaries and wages, material, supplies, equipment, purchase or condemnation of right-of-way, engineering or any other proper highway or street purpose in connection with the construction, alteration, repair, improvement, or maintenance of any city street, bridge, viaduct, or under passage along, upon, or across such streets. The share of the motor vehicle fuel tax distributed to the City of Mercer Island is projected to decline overtime.

Like MVFT, Multimodal Transportation funds are a state shared revenue. Distributions are shared equally between cities and counties. The city portion is made on a per capita basis. In general, Mercer Island's population grows at a slower rate than surrounding cities, so this revenue will remain flat if not slightly declining over time.

City Council adopted Ordinance No. 14C-11 directs vehicle license fees collected under the Transportation Benefit District (TBD) to the operation, preservation, and maintenance of principal arterials of regional significance, high-capacity transportation, and/or public transportation. Street Right of Way Maintenance and Operations, and arterial street improvements are the kind of projects typically funded with vehicle license fees.

Washington State law (RCW 82.02.050) specifies that Transportation Impact Fees are to be spent on "system improvements." System improvements can include physical or operational changes to existing roadways, as well as new roadway connections. These are generally projects that add capacity (new streets, additional lanes, widening, signalization, etc.), but can also include bicycle, pedestrian, and transit-supportive projects

that provide capacity for future growth and are within the right of way of 'streets and roads' as defined by the Growth Management Act.

Past practice with funding transportation infrastructure improvements has been to utilize the more restrictive resources in the Street Fund – such as transportation impact fees – before using the less restrictive resources (such as REET-2 or revenues from the State's Motor Vehicle Fuel Tax). This practice will continue, as outlined in the 2023-2028 TIP. For the current Street Fund balance, refer to Exhibit 3.

PROGRAM ELEMENTS

The following describes the TIP categories and follows the same order as the Detail of Expenditures in Exhibit 2. The proposed TIP projects fall under two main categories – "Preservation & Maintenance Projects" and "New Construction Projects". The Capital Improvement Program includes a budget policy that prioritizes capital reinvestment projects (preservation & maintenance) over capital facilities projects (new facilities). Staff utilizes this policy as a guideline when prioritizing projects in the TIP to maintain a positive Street Fund balance. For specific project descriptions, refer to Exhibit 4. For a map of these projects, refer to Exhibit 5.

Preservation & Maintenance Projects

Residential Street Preservation Program

This program restores and resurfaces the City's 58 miles of public residential streets on an approximate 35-to-40-year cycle. Over the last 13 years, approximately 13 miles of residential streets have been resurfaced with a Hot Mix Asphalt ("HMA") overlay and 2.8 miles have been resurfaced with a chip seal. This combined mileage accounts for almost 27% of the residential street network. HMA overlay construction for residential streets currently costs between \$350,000 and \$450,000 per road mile. Chip sealing, which was added to the program in 2012 and is currently being performed on a limited basis, currently costs approximately \$150,000 per road mile. The residential program also improves substandard streets in public right-of-way at the rate of roughly one per biennium, as the need arises. Selection and timing of residential resurfacing work is based on Pavement Condition Index ("PCI") ratings performed every three years, as well as planned water, sewer, and storm drainage utility work. The most recent PCI ratings were collected in 2019 and are scheduled to be updated again in 2022 for use in the TIP update next year.

Arterial Street Improvements

This category provides preservation and improvement of the City's 25.5 miles of arterial streets on an approximate 25- to 30-year cycle. This includes the 2.6 miles of Town Center arterial streets. Project priorities are based on PCI, the need for underground utility improvements, condition of pedestrian and bicycle facilities, and timing of other large projects. These projects incorporate reinvestment in existing pedestrian and bicycle facilities. Residential street overlays are linked when feasible to arterial street projects to create an economy of scale. In the next six years, resurfacing projects are planned on portions of all three Mercer Ways, Gallagher Hill Road, SE 36th Street, SE 40th Street, and SE 27th Street.

New Construction Projects

Pedestrian and Bicycle Facilities ("PBF")

This category improves and adds to the pedestrian and bicycle facilities network. Specific projects are based primarily on those identified in the 2010 PBF Plan, with input from the community and the School District. PBF "reinvestment" projects, such as asphalt overlays of existing pedestrian paths adjacent to arterial street improvements, are not included in this category. Rather, they are included in the scopes of their associated arterial street improvement projects. This category also includes ongoing program funding to implement

smaller scale PBF improvements and more recently, Americans with Disabilities Act (ADA) compliance improvements guided by the ADA Transition Plan. Additional ADA Transition Plan Implementation funding was added for 2023 and 2024 with a focus in the Town Center in preparation for the opening of the East Link Rail station.

The Roadside Shoulder Development Program was established in 2002 to create new paved shoulders suitable for pedestrian and bicycle use on the Mercer Ways. Since that time, numerous phases of work have been completed. While most of these have been on East Mercer Way, improvements have also been made on North and West Mercer Ways. Exhibit 6 shows the status of the Roadside Shoulder Development Program. Since 2003, the City has constructed at least one shoulder project per biennium, for a total investment of over \$4 million. The final two projects within the proposed 2023-2028 TIP will complete the Roadside Shoulder Development Program in 2026 for a lifetime program cost of approximately \$5.2 million. These two projects average \$611,000.

With the Roadside Shoulder Development Program concluding in 2026, the funding can be reallocated to other priority work. Staff proposes to shift approximately \$400,000 per biennium from these funds starting in 2028 to the ADA Transition Plan Implementation program. This allows the program to proceed without increasing the “bottom line”. The total investment outlined in the ADA Transition Plan is nearly \$40 million for the entire list of projects (right of way, parks, and buildings). The projects will be accomplished through a combination of specific ADA focused capital projects (e.g., ADA Transition Plan Implementation Project), other capital projects that include eliminating ADA deficiencies (e.g., a building renovation that also brings the space up to current ADA standards or an arterial street improvement that includes sidewalk replacement), and routine maintenance activities that also address ADA deficiencies. Other projects in the next three years that focus on addressing ADA deficiencies include the SE 40th Street Sidewalk Improvement (SP140), three sidewalk replacement projects in the town center (SP136: 80th Avenue Sidewalk from SE 27th to SE 32nd Streets, SP137: 78th Avenue Sidewalk from SE 32nd to SE 34th Streets, & SP147: SE 32nd Street from 77th to 78th Ave SE), and a focus on the ADA Transition Plan Implementation in the town center totaling \$3.1M. The three town center sidewalk replacements and ADA Transition Plan Implementation total \$2.9M and is proposed to be funded through Sound Transit mitigation dollars since the work will improve access for the public to the light rail station. These types of sidewalk replacement projects have not been common or needed in the past but are intended to improve accessibility with a focus in the town center where most of the City’s sidewalk exist.

East Link Traffic/Safety Mitigation Projects

This category was added in 2018 to reflect projects identified to mitigate traffic/safety concerns due to the I-90 center roadway closure and the opening of the East Link Light Rail station. Staff developed these projects based on the community’s feedback, analysis of traffic patterns, and anticipated needs for pedestrian/bicycle safety improvements on routes to the light rail station. The projects are funded through the Sound Transit Mitigation funds.

NEW PROJECTS AND CHANGES TO CONSIDER FROM THE PREVIOUS TIP

The following is a summary of the noteworthy changes incorporated into the draft 2023-2028 TIP. Refer to Exhibit 4 for a description of the projects in the draft 2023-2028 TIP.

Arterial Street Improvements

Arterial projects can vary in scope from substantial reconstruction (as seen on SE 40th Street in 2018), to hot mix asphalt overlays (East Mercer Way in 2019 and 2021), to chip seals (East Mercer Way in 2018). Staff

utilizes PCI data to help determine the scope, resurfacing method, and timing of arterial street projects. Arterial work for the next six years continues to focus on preserving existing facilities through hot mix asphalt (HMA) overlays which have service lives of 25 to 35 years on Mercer Island arterial streets.

- **SP130: West Mercer Way (SE 56th Street to East Mercer Way)** - This project was previously listed with two potential options – chip seal or hot mix asphalt overlay. The updated proposed project will use hot mix asphalt overlay in 2028 at the earliest, when the PCI rating for this roadway is expected to reach “fair” or “poor”.

Pedestrian and Bicycle Facilities (PBF)

- **SP141: ADA Transition Plan Implementation** – The project budget was moved to the East Link Traffic/Safety Mitigation Projects category for the 2023-2024 biennium to address high-priority ADA barriers in the Town Center near the East Link station. Funding will continue in the PBF category in 2026 and increased to \$400,000 per biennium starting in 2028.

East Link Traffic/Safety Mitigation Projects

- **SP142: Island Crest Way Corridor Improvements (90th Avenue SE to SE 68th Street)** – This new project is the outcome of the Island Crest Way Corridor Analysis presented to the Council in March 2022 ([AB6037](#)). The project includes several elements recommended by the safety analysis:
 - **Illumination Study:** Evaluate existing lighting levels, identify areas of deficiency, and propose improvements to bring vehicle and pedestrian lighting levels to standard.
 - **Shared-Use Path Pre-Design:** Site analysis, conceptual design, and cost estimate for a path along the east side of Island Crest Way for various users including cyclists.
 - **Crosswalk Improvements:** Design and construct pedestrian hybrid beacon at Island Park Elementary and Rectangular Rapid Flashing Beacons (RRFBs) at SE 53rd Place, SE 62nd Street, and SE 63rd Street.
 - **Design Feasibility Studies:** Planning level analysis and cost estimates for roadway reconfigurations including a roundabout at SE 68th Street and right turn lane at SE 53rd Place.
 - **Tree Condition Assessment:** Evaluate trees in the right-of-way for health, condition, and long-term viability.
- **SP136: 80th Avenue Sidewalk (SE 27th to SE 32nd Streets)** – This project was moved from the PBF Projects to the East Link Traffic/Safety Mitigation Projects. Sidewalk reconstruction on this street will improve pedestrian connectivity to the nearby East Link station.
- **SP137: 78th Avenue Sidewalk (SE 32nd to SE 34th Streets)** – This project was moved from the PBF Projects to the East Link Traffic/Safety Mitigation Projects. Sidewalk reconstruction on this street will improve pedestrian connectivity to the nearby East Link station.
- **SP144: SE 32nd Street Sidewalk (77th to 78th Avenues SE)** – This project was moved from the PBF Projects to the East Link Traffic/Safety Mitigation Projects. Sidewalk reconstruction on this street will improve pedestrian connectivity to the nearby East Link station.
- **SP141: ADA Transition Plan Implementation** – The project budget was increased for the 2023-2024 biennium to address high-priority ADA barriers in the Town Center. This will improve mobility to/from the East Link station.

Other

- SE 27th Street Realignment Study – This new project was added in 2023 at the direction of City Council from their annual planning session. The description states, “This project will include an assessment of 76th Avenue SE and SE 27th Street for a potential roadway realignment. The portion of the roadways under consideration run in front of Mioposto, the Boyd Building, and Starbucks in a ‘triangle configuration.’” This study will include an initial assessment to understand the “potential opportunities” and impacts of a roadway realignment. Safety and feasibility need to be evaluated. A community engagement process is also recommended as part of a capital project.

LOOKING AHEAD – UNFUNDED PEDESTRIAN AND BICYCLE FACILITIES (“PBF”) PROJECTS BEYOND 2028

Several PBF projects are unfunded pending further evaluation of scope, confirmation of need, and availability of funding. They include:

- 84th Ave SE Sidewalk Improvement (SE 33rd to 36th Streets) – Enhance existing gravel path with curb, gutter, and sidewalk to provide a “safe walk route” for Northwood Elementary and the High School. The estimated cost is approximately \$600,000.
- 86th Ave SE Sidewalk Improvement Phase 2 (SE 36th to SE 39th Streets) – Install curb, gutter, and sidewalk on east side of street, improve lighting, and include ADA ramps. The estimated cost is \$1.1M.
- 86th Ave SE Sidewalk Improvement (SE 42nd Street to Island Crest Way) – Install curb, gutter, sidewalk, ADA ramps and cycle track along east side of 86th Avenue where no walkway currently exists. Replace speed humps, signage, and pavement marking. This project would fill in a gap in the PBF network. The estimated cost is approximately \$2.6M.
- Merrimount Drive (Island Crest Way to West Mercer Way) – Sidewalk improvements on both sides of roadway, requested by the community, supports Safe Routes to School. The estimated cost is approximately \$630,000.
- 78th Ave SE (SE 40th to SE 41st Streets) – Install curb, gutter, sidewalk, and ADA ramps on west side of roadway where no walkway currently exists. Project is a gap completion in the PBF network. This may require right of way acquisition. The estimated cost is \$250,000.
- 92nd Ave SE Sidewalk Improvements (SE 40th to SE 41st Streets) - Install curb, gutter, sidewalk, and ADA ramps along the west side of 92nd Ave SE to provide a “safe walk route” for Northwood Elementary and the High School, as well as a bus stop location for Islander Middle School. The estimated cost is \$800,000. This project will complete a missing link on 92nd Avenue by connecting with sidewalks along the High School frontage, creating a continuous sidewalk from SE 40th to SE 42nd Streets. This project may be eligible for Transportation Improvement Board or Safe Routes to School Grant funding. This is a low/moderate priority for the School District. City and District staff will monitor the need and propose in a future TIP if warranted.

MOBILE ASSET DATA COLLECTION & PAVEMENT CONDITION RATINGS

As part of the ongoing effort to cost-effectively maintain the City’s street network, staff has contracted for pavement condition assessment of City roadways at regular intervals (completed in 2009, 2013, 2016, and 2019). The data collected produces a Pavement Condition Index (PCI) value for each of the over 700 segments of pavement within the City’s 83.5-mile public road network. This rating process is based on collecting visual pavement distress information and computing it into numerical deduction values which are subtracted from a highest possible score of 100, resulting in a PCI score between 0 and 100. These numerical scores are

bracketed into six condition ranges: Good (PCI 100-86), Satisfactory (85-71), Fair (70-56), Poor (55-41), Very Poor (40-26), and Failed (25-0).

The overall health of Mercer Island's road network can be determined by three general indicators: the average network PCI, the amount of network backlog (defined as a PCI below 40), and the amount of network in Good condition (PCI of 100-86).

PCI data from 2019 gave the City's road network an average PCI of 74. This is considered a slightly above-average grade in the pavement rating industry. The backlog was 4.0%, which is considered low (below 15% is desirable) and the amount of Good condition streets at 24% was considered somewhat high (should be at least 15%). Over the last six years, City road projects have repaved numerous streets in the Poor and Failed categories, which has significantly lowered the backlog. While pavement condition data since 2013 is showing a slight downward trend in the "Good condition" value, staff does not anticipate a large change in these three indicators in the next PCI data set.

Staff uses PCI information as the primary basis for prioritizing street resurfacing projects within the TIP. Other factors that are considered when scheduling roads for repaving are pending utility projects (storm drainage, water mains, natural gas work) and coupling with PBF improvements. Because pavement conditions change over time, data collection needs to be an ongoing process. Staff plans to collect PCI data again in the summer of 2022.

SUMMARY

Project schedules, details, and costs were updated from the 2022-2027 TIP. Street resurfacing projects were updated based on pavement conditions, timing with utility construction projects, and increasing material costs. The focus of much of the pedestrian facility improvements have shifted to the Town Center with the anticipation of increased pedestrian activity in the Town Center with the opening of the East Link station.

Public feedback was solicited via the City's various outreach platforms including Let's Talk and will be incorporated in the final development of the 2023-2028 TIP.

Staff is seeking general feedback on the draft 2023-2028 TIP, in addition to conducting the public hearing. The TIP is scheduled for adoption on June 7.

NEXT STEPS

Development of the final TIP based on feedback from the Council. Continue public hearing and present the updated TIP to the Council on June 7, 2022 for final adoption.

RECOMMENDED ACTION

Receive comments from the public hearing and provide feedback to staff.