

Resolution No. 31109

A RESOLUTION stating the City's recommendations related to the SR 520 Bridge Replacement and High Occupancy Vehicle Project and commenting on the outcomes of the mediation process under ESSB 6099.

The City of Seattle – Legislative Department

Resolution sponsored by: Carlin

Committee Action:

Date	Recommendation	Vote
1-12-09	Adopt As Amended ^(E)	8-0 (Absents McIver)

Related Legislation File: _____

Date Introduced and Referred: <u>1-12-09</u>	To: (committee): <u>Comm. Hec of the Whole</u>
Date Re-referred:	To: (committee):
Date Re-referred:	To: (committee):
Date of Final Action: <u>1-12-09</u>	Date Presented to Mayor: <u>—</u>
Date Signed by Mayor: <u>—</u>	Date Returned to City Clerk: <u>1-12-09</u>
Published by Title Only <input checked="" type="checkbox"/>	Date Returned Without Concurrence:
Published in Full Text <input checked="" type="checkbox"/>	

This file is complete and ready for presentation to Full Council. _____

Full Council Action:

Date	Decision	Vote
1-12-09	Adopted As Amended ^(E)	

Law Department

RESOLUTION 31109

1
2 A RESOLUTION stating the City's recommendations related to the SR 520 Bridge Replacement and
3 High Occupancy Vehicle Project and commenting on the outcomes of the mediation process
under ESSB 6099.

4 WHEREAS, the Washington State Department of Transportation (WSDOT), Sound Transit (ST) and the
5 Federal Highway Administration (FHWA) continue to advance the SR 520 Bridge Replacement
and High Occupancy Vehicle (HOV) Project; and

6 WHEREAS, SR 520 will continue to be a vital transportation corridor for the State, the region and the
7 City of Seattle and its residents for many generations to come; and

8 WHEREAS, in 2007, the Washington State Legislature adopted Engrossed Substitute Senate Bill (ESSB)
9 6099 creating a facilitated stakeholder mediation process to identify impacts and mitigation
measures related to the west side of the project corridor; and

10 WHEREAS, the Executive and a member of the City Council have participated in the stakeholder
11 mediation process along with dozens of representatives from Seattle neighborhoods, Eastside
12 communities, the Arboretum Foundation, the University of Washington, resource agencies and
advocates of other impacted interests; and

13 WHEREAS, the goal of the mediation process was to develop and submit a Project Impact Plan (PIP) to
14 the Governor and State Legislature by the end of 2008; and

15 WHEREAS, ESSB 6099 states that "before the mediator may submit the project impact plan, it must be
16 reviewed by the Mayor of Seattle and the Seattle City Council. The project impact plan must
reflect whether the Mayor and Council concur or do not concur": and

17 WHEREAS, the City Council previously adopted Resolution 30777, which stated guiding principles for
18 the project, and Resolution 30974, which outlined design criteria and mitigation measures to be
incorporated into the preferred alternative for the corridor; and

19 WHEREAS, with the emergence of new alternatives as part of the ESSB 6099 stakeholder mediation
20 process and other project developments since the Council's last formal action related to SR 520,
it is appropriate for the City to make additional project recommendations at this time; and

21 WHEREAS, the Governor and State Legislature will be reviewing the PIP in the first quarter of 2009 and
22 are expected to make decisions on several aspects of the project before the end of the 2009
23 legislative session; and

24 WHEREAS, the PIP recommends that three new corridor alternatives (titled as Options A, K and L) be
evaluated as part of WSDOT's Supplemental Draft Environment Impact Statement (SDEIS); and

25 WHEREAS, at present the environmental and transportation analysis related to each new alternative is
26 incomplete and the potential tradeoffs have not been fully evaluated or analyzed; and



1 WHEREAS, the current financing plan for the SR 520 Project is insufficient to fund any of the
alternatives as proposed; and

2 WHEREAS, with the emergence of new design elements for some of the mediation alternatives as
3 recently as December of 2008, it would be premature to designate a preferred alternative without
further analysis and consideration; and

4 WHEREAS, the City Council has listened to the priorities and concerns of the most directly impacted
5 stakeholders of the SR 520 Project as well as the broader Seattle community and desires to
6 continue communicating its recommendations to the Governor, State Legislature and WSDOT;
NOW, THEREFORE,

7 **BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE THAT:**

8
9 Section 1. The City Council, having reviewed the SR 520 mediation group PIP, hereby concurs
10 with the recommendation that Options A, K and L be studied as part of a WSDOT SDEIS. The City
11 Council also urges the Governor and the State Legislature to make a decision on a preferred alternative
12 for the west side alignment and interchange design after sufficient analysis has been completed through
13 the SDEIS process.

14
15 Section 2. The City Council reaffirms the recommendations for design criteria made with regard
16 to the SR 520 Project in Resolution 30974. The Governor and State Legislature are requested to
17 designate a preferred alternative for the west side alignment and interchange design that best meets the
18 criteria as outlined in Resolution 30974. The criteria are summarized as follows:

- 19
20 A. Design for transit connectivity and reliability;
- 21 B. Reduce congestion at the Montlake Bridge and improve north-south mobility between
22 Seattle neighborhoods;
- 23 C. Narrow the corridor by reducing lane and shoulder widths;
- 24 D. Reduce noise and visual impacts;
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- 1 E. Protect open space, the environment, historic resources, and the Washington Park
- 2 Arboretum;
- 3 F. Promote bike and pedestrian access;
- 4 G. Incorporate Project Design Advisory Group and Seattle Design Commission
- 5 recommendations for design excellence and aesthetic quality;
- 6 H. Mitigate and address the concerns of the University of Washington;
- 7 I. Mitigate and address neighborhood impacts; and
- 8 J. Protect access for freight.
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- 10

11 Section 3. In addition to the criteria in Resolution 30974, the City Council hereby recommends
12 the following design and mitigation criteria related to the SR 520 Project:

- 13 A. In 2009, the Governor and State Legislature should authorize the implementation of a
- 14 tolling plan for the SR 520 Project that maximizes the throughput of people (not
- 15 vehicles). The plan should include the use of variable tolling rates as a form of active
- 16 traffic demand management and raise sufficient revenue to support the replacement of
- 17 SR 520 and ongoing maintenance and operations along the corridor, including transit
- 18 operations;
- 19 B. Early tolling should be implemented on both I-90 and SR 520 in 2010 under the
- 20 following conditions:
- 21
 - 22 1. tolling in 2010 will result in long-term financial savings for the public;
 - 23 2. tolling I-90 will result in improved transportation conditions on I-90; and
 - 24 3. tolling rates on I-90 are set to minimize traffic diversion from SR 520;
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- 1 C. WSDOT should fully implement the recommendations from the Health Impact
2 Assessment that was completed for the SR 520 Project by Seattle-King County Public
3 Health and the Puget Sound Clean Air Agency;
- 4 D. The Governor and State Legislature should identify full funding for transit operations as
5 outlined and proposed in the High Capacity Transit Plan for the corridor;
- 6 E. Given new cost estimates, additional funding for the SR 520 Project should be identified
7 in 2009. A new financing plan that recognizes and includes funding for transit
8 operations as a core element of the project should also be developed;
- 9 F. Project features that are designed to reduce negative impacts on neighborhoods and the
10 Washington Park Arboretum are integral to the SR 520 Project and should be completed
11 no later than other project features. Under the following conditions, Council supports
12 phasing the construction of the SR 520 Project in order to maintain the project's
13 schedule and allow more time to analyze the corridor alternatives and neighborhood
14 impacts:
15
- 16 1. doing so does not jeopardize the funding of project features that benefit
17 Seattle neighborhoods and the Washington Park Arboretum;
 - 18 2. any such phased construction should be designed and completed to be fully
19 compatible with west side options that support the principles specified by the
20 Council in Resolution 30777 and Resolution 30974; and
 - 21 3. no more than four (4) lanes of traffic should operate west of the western high-
22 rise until all SR 520-related construction and mitigation are complete;
- 23
- 24 G. The Governor and State Legislature should take a holistic view of the transportation
25 impacts of each proposed alternative and not focus primarily on the traffic analysis of the
26 SR 520 mainline. The traffic impacts of each alternative on local arterials,
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1 neighborhoods and parks are an integral part of the entire corridor and the region's
2 transportation system. Considering traffic flow on the mainline without understanding
3 how travelers actually get to and from actual destinations is not a meaningful analysis;

4 H. In Option K, the "keyhole" design for Lake Washington Boulevard to the Washington
5 Park Arboretum does not function in a manner consistent with the goal of minimizing
6 impacts on the Arboretum. This aspect of Option K should be redesigned;

7 I. In Option A, the emergence of a proposal that may potentially widen Montlake Place E.
8 and 24th Avenue E. south of E. Roanoke Street may not be consistent with the goal of
9 minimizing neighborhood impacts and avoiding, to the maximum extent possible, the
10 taking of private property for the project. More analysis is necessary but, based on
11 current information, this widening proposal appears unacceptable;

12 J. In 2009, WSDOT should continue to engage and regularly update the public, the
13 mediation participants and the City of Seattle with new project information and progress
14 on the SDEIS. WSDOT should also include the City of Seattle in project decision-
15 making related to the selection of a preferred alternative; and

16 K. No preferred alternative for the west side alignment should include more than six (6) thru
17 lanes of traffic on the Portage Bay Viaduct from Montlake to I-5.
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20
21 Section 4: The City Council also hereby makes the following recommendations related to the
22 SDEIS and future analysis for the SR 520 Project:

23 A. WSDOT's ongoing transportation analysis should be expanded to include full
24 consideration of the impact of the openings of a second bascule bridge on emergency
25 vehicle, transit and general traffic movements;
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- 1 B. WSDOT's ongoing transportation analysis should be expanded to include not only AM
2 and PM peak travel time considerations but also off-peak operations with full
3 consideration of the impacts of any replacement option that includes a second bascule
4 bridge;
- 5 C. WSDOT should include in its analysis a model of the no-build scenario in 2030 with
6 tolling in place in order to provide a fair baseline comparison for all replacement
7 scenarios;
- 8 D. The SDEIS should provide detail on potential construction impacts, including noise and
9 environmental impacts and other issues that have been raised by the affected
10 neighborhoods. Information about how these impacts will differ among Options A, K
11 and L and how they could be minimized should also be provided;
- 12 E. The results of recent traffic analyses completed for Children's Hospital and University
13 Village should be reviewed by WSDOT and incorporated into the SDEIS as appropriate;
- 14 F. The SDEIS should analyze and compare the carbon emissions that would be generated
15 by Options A, K and L, including emissions that would be produced during construction.
16 The level of emissions that would be generated by the alternatives should be a criterion
17 for decision-making;
- 18 G. WSDOT should work in coordination with the City of Seattle and other affected
19 municipalities, including Bothell, Lake Forest Park, Kenmore and Renton, to analyze
20 how tolling SR 520 and I-90 would impact traffic on SR 522 and I-405. WSDOT should
21 also assess whether improvements would be needed to mitigate traffic impacts on SR
22 522 and I-405 and in the affected cities;
- 23 H. The SDEIS should account for the fact that Sound Transit light rail will eventually
24 extend north to Northgate and Lynnwood, which will increase the number of transit
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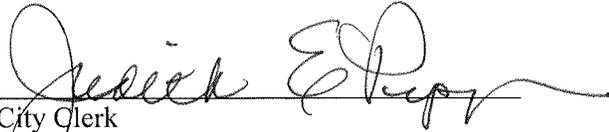
1 passengers that utilize the University of Washington station. With the arrival of light
2 rail, the ridership on bus routes that serve the station area is also likely to rise and these
3 impacts should be considered and evaluated;

- 4 I. The SDEIS should evaluate how Options A, K and L would impact overall transit
5 operations in the vicinity of SR 520. In order to ensure transit will continue to function
6 both on and off the SR 520 mainline after the new bridge is constructed, particular
7 attention must also be paid to transit operations, including intracity transit operations that
8 use the Montlake Bridge corridor to connect communities north and south of the
9 Montlake Cut;
- 10 J. The SDEIS should consider the combined traffic effects of replacing the SR 520 bridge
11 at the same time as the Sound Transit tunnel construction project is removing tunnel
12 debris across the Montlake Bridge and onto SR 520; and
- 13 K. All alternatives evaluated should include the maximum amount of transportation demand
14 management (TDM) along the SR 520 corridor.
15

16
17 Adopted by the City Council the 12th day of January, 2009, and signed by
18 me in open session in authentication of its adoption this 12th day
19 of January, 2009.

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22 President _____ of the City Council

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25 Filed by me this 12th day of January, 2009.
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City Clerk

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FISCAL NOTE FOR NON-CAPITAL PROJECTS

Department:	Contact Person/Phone:	DOF Analyst/Phone:
Legislative	Michael Fong / 5-1675 Sara Belz / 4-5382	NA

Legislation Title:

A RESOLUTION stating the City's recommendations related to the SR 520 Bridge Replacement and High Occupancy Vehicle Project and commenting on the outcomes of the mediation process under ESSB 6099.

• **Summary of the Legislation:**

This legislation expresses the City Council's concurrence with the SR 520 mediation group's project impact plan, which recommends that three new corridor alternatives be evaluated as part of the Washington State Department of Transportation's Supplemental Draft Environmental Impact Statement (SDEIS). The legislation also reaffirms the design criteria that the Council recommended for the SR 520 project in Resolution 30974, proposes additional design and mitigation criteria, and makes further recommendations related to the SDEIS and other analytical work that will be completed as the project moves forward.

- **Background:** *(Include brief description of the purpose and context of legislation and include record of previous legislation and funding history, if applicable):*

WHEREAS, the Washington State Department of Transportation (WSDOT), Sound Transit (ST) and the Federal Highway Administration (FHWA) continue to advance the SR 520 Bridge Replacement and High Occupancy Vehicle (HOV) Project; and

WHEREAS, SR 520 will continue to be a vital transportation corridor for the State, the region and the City of Seattle and its residents for many generations to come; and

WHEREAS, in 2007, the Washington State Legislature adopted Engrossed Substitute Senate Bill (ESSB) 6099 creating a facilitated stakeholder mediation process to identify impacts and mitigation measures related to the west side of the project corridor; and

WHEREAS, the Executive and a member of the City Council have participated in the stakeholder mediation process along with dozens of representatives from Seattle neighborhoods, Eastside communities, the Arboretum Foundation, the University of Washington, resource agencies and advocates of other impacted interests; and

WHEREAS, the goal of the mediation process was to develop and submit a Project Impact Plan (PIP) to the Governor and State Legislature by the end of 2008; and



WHEREAS, ESSB 6099 states that “before the mediator may submit the project impact plan, it must be reviewed by the Mayor of Seattle and the Seattle City Council. The project impact plan must reflect whether the Mayor and Council concur or do not concur”: and

WHEREAS, the City Council previously adopted Resolution 30777, which stated guiding principles for the project, and Resolution 30974, which outlined design criteria and mitigation measures to be incorporated into the preferred alternative for the corridor; and

WHEREAS, with the emergence of new alternatives as part of the ESSB 6099 stakeholder mediation process and other project developments since the Council’s last formal action related to SR 520, it is appropriate for the City to make additional project recommendations at this time; and

WHEREAS, the Governor and State Legislature will be reviewing the PIP in the first quarter of 2009 and are expected to make decisions on several aspects of the project before the end of the 2009 legislative session; and

WHEREAS, the PIP recommends that three new corridor alternatives (titled as Options A, K and L) be evaluated as part of WSDOT’s Supplemental Draft Environment Impact Statement (SDEIS); and

WHEREAS, at present the environmental and transportation analysis related to each new alternative is incomplete and the potential tradeoffs have not been fully evaluated or analyzed; and

WHEREAS, the current financing plan for the SR 520 Project is insufficient to fund any of the alternatives as proposed; and

WHEREAS, with the emergence of new design elements for some of the mediation alternatives as recently as December of 2008, it would be premature to designate a preferred alternative without further analysis and consideration; and

WHEREAS, the City Council has listened to the priorities and concerns of the most directly impacted stakeholders of the SR 520 Project as well as the broader Seattle community and desires to continue communicating its recommendations to the Governor, State Legislature and WSDOT.

- *Please check one of the following:*

 X **This legislation does not have any financial implications.** *(Stop here and delete the remainder of this document prior to saving and printing.)*

 This legislation has financial implications.



RESOLUTION _____

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16 to the SR 520 Project in Resolution 30974. The Governor and State Legislature are requested to
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22 Seattle neighborhoods;
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- 1 E. Protect open space, the environment, historic resources, and the Washington Park
2 Arboretum;
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5 recommendations for design excellence and aesthetic quality;
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11 Section 3. In addition to the criteria in Resolution 30974, the City Council hereby recommends
12 the following design and mitigation criteria related to the SR 520 Project:

- 13 A. In 2009, the Governor and State Legislature should authorize the implementation of a
14 tolling plan for the SR 520 Project that maximizes the throughput of people (not
15 vehicles). The plan should include the use of variable tolling rates as a form of active
16 traffic demand management and raise sufficient revenue to support the replacement of
17 SR 520 and ongoing maintenance and operations along the corridor, including transit
18 operations;
- 19 B. Early tolling should be implemented on both I-90 and SR 520 in 2010;
- 20 C. WSDOT should fully implement the recommendations from the Health Impact
21 Assessment that was completed for the SR 520 Project by Seattle-King County Public
22 Health and the Puget Sound Clean Air Agency;
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24 outlined and proposed in the High Capacity Transit Plan for the corridor;
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1 E. Given new cost estimates, additional funding for the SR 520 Project should be identified
2 in 2009. A new financing plan that recognizes and includes funding for transit
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5 Washington Park Arboretum are integral to the SR 520 Project and should be completed
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8 schedule and allow more time to analyze the corridor alternatives and neighborhood
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11 Seattle neighborhoods and the Washington Park Arboretum;

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13 compatible with west side options that support the principles specified by the
14 Council in Resolution 30777 and Resolution 30974; and

15 3. no more than four (4) lanes of traffic should operate west of the western high-
16 rise until all SR 520-related construction and mitigation are complete;

17
18 G. The Governor and State Legislature should take a holistic view of the transportation
19 impacts of each proposed alternative and not focus primarily on the traffic analysis of the
20 SR 520 mainline. The traffic impacts of each alternative on local arterials,
21 neighborhoods and parks are an integral part of the entire corridor and the region's
22 transportation system. Considering traffic flow on the mainline without understanding
23 how travelers actually get to and from actual destinations is not a meaningful analysis;
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1 H. In Option K, the “keyhole” design for Lake Washington Boulevard to the Washington
2 Park Arboretum does not function in a manner consistent with the goal of minimizing
3 impacts on the Arboretum. This aspect of Option K should be redesigned;

4 I. In Option A, the emergence of a proposal that may potentially widen Montlake Place E.
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6 minimizing neighborhood impacts and avoiding, to the maximum extent possible, the
7 taking of private property for the project. More analysis is necessary but, at present, this
8 proposal appears unacceptable;

9 J. In 2009, WSDOT should continue to engage and regularly update the public, the
10 mediation participants and the City of Seattle with new project information and progress
11 on the SDEIS. WSDOT should also include the City of Seattle in project decision-
12 making related to the selection of a preferred alternative; and

13 K. No preferred alternative for the west side alignment should include more than six (6) thru
14 lanes of traffic on the Portage Bay Viaduct from Montlake to I-5.
15

16
17 Section 4: The City Council also hereby makes the following recommendations related to the
18 SDEIS and future analysis for the SR 520 Project:
19

20 A. WSDOT’s ongoing transportation analysis should be expanded to include full
21 consideration of the impact of the openings of a second bascule bridge on emergency
22 vehicle, transit and general traffic movements;

23 B. WSDOT’s ongoing transportation analysis should be expanded to include not only AM
24 and PM peak travel time considerations but also off-peak operations with full
25 consideration of the impacts of any replacement option that includes a second bascule
26 bridge;
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- 1 C. WSDOT should include in its analysis a model of the no-build scenario in 2030 with
2 tolling in place in order to provide a fair baseline comparison for all replacement
3 scenarios;
- 4 D. The SDEIS should provide detail on potential construction impacts, including noise and
5 environmental impacts and other issues that have been raised by the affected
6 neighborhoods. Information about how these impacts will differ among Options A, K
7 and L and how they could be minimized should also be provided;
- 8 E. The results of recent traffic analyses completed for Children's Hospital and University
9 Village should be reviewed by WSDOT and incorporated into the SDEIS as appropriate;
- 10 F. The SDEIS should analyze and compare the carbon emissions that would be generated
11 by Options A, K and L, including emissions that would be produced during construction.
12 The level of emissions that would be generated by the alternatives should be a criterion
13 for decision-making;
- 14 G. WSDOT should work in coordination with the City of Seattle and other affected
15 municipalities, including Bothell, Lake Forest Park, Kenmore and Renton, to analyze
16 how tolling SR 520 and I-90 would impact traffic on SR 522 and I-405. WSDOT should
17 also assess whether improvements would be needed to mitigate traffic impacts on SR
18 522 and I-405 and in the affected cities;
- 19 H. The SDEIS should account for the fact that Sound Transit light rail will eventually
20 extend north to Northgate and Lynnwood, which will increase the number of transit
21 passengers that utilize the University of Washington station. With the arrival of light
22 rail, the ridership on bus routes that serve the station area is also likely to rise and these
23 impacts should be considered and evaluated;
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- I. The SDEIS should evaluate how Options A, K and L would impact overall transit operations in the vicinity of SR 520. In order to ensure transit will continue to function both on and off the SR 520 mainline after the new bridge is constructed, particular attention must also be paid to transit operations, including intracity transit operations that use the Montlake Bridge corridor to connect communities north and south of the Montlake Cut;
- J. The SDEIS should consider the combined traffic effects of replacing the SR 520 bridge at the same time as the Sound Transit tunnel construction project is removing tunnel debris across the Montlake Bridge and onto SR 520; and
- K. All alternatives evaluated should include the maximum amount of transportation demand management (TDM) along the SR 520 corridor.

Adopted by the City Council the ____ day of _____, 2009, and signed by
me in open session in authentication of its adoption this ____ day
of _____, 2009.

President _____ of the City Council

Filed by me this ____ day of _____, 2009.

City Clerk

(Seal)



STATE OF WASHINGTON – KING COUNTY

--SS.

233624
CITY OF SEATTLE, CLERKS OFFICE

No.

Affidavit of Publication

The undersigned, on oath states that he is an authorized representative of The Daily Journal of Commerce, a daily newspaper, which newspaper is a legal newspaper of general circulation and it is now and has been for more than six months prior to the date of publication hereinafter referred to, published in the English language continuously as a daily newspaper in Seattle, King County, Washington, and it is now and during all of said time was printed in an office maintained at the aforesaid place of publication of this newspaper. The Daily Journal of Commerce was on the 12th day of June, 1941, approved as a legal newspaper by the Superior Court of King County.

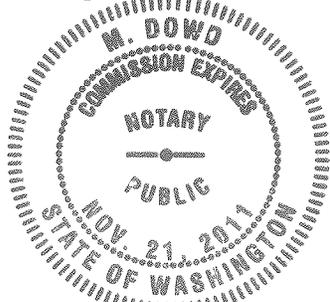
The notice in the exact form annexed, was published in regular issues of The Daily Journal of Commerce, which was regularly distributed to its subscribers during the below stated period. The annexed notice, a

CT:31109 & 31110 TITLES

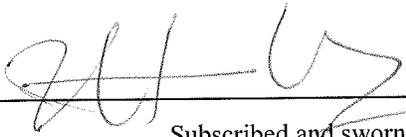
was published on

01/20/09

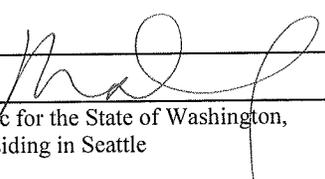
The amount of the fee charged for the foregoing publication is the sum of \$ 42.45, which amount has been paid in full.



Affidavit of Publication



Subscribed and sworn to before me on

01/20/09


Notary public for the State of Washington,
residing in Seattle

State of Washington, King County

City of Seattle

TITLE-ONLY PUBLICATION

The full text of the following resolutions, passed by the City Council on January 12, 2009, and published here by title only, will be mailed, at no cost, on request for two months after this publication. For further information, contact the Seattle City Clerk at 684-8344.

RESOLUTION NO. 31110

A RESOLUTION requesting that the proposed Office of Urban Planning in President Obama's administration have an advisory group to help guide that office in its efforts to provide assistance to our nation's urban areas.

RESOLUTION NO. 31109

A RESOLUTION stating the City's recommendations related to the SR 520 Bridge Replacement and High Occupancy Vehicle Project and commenting on the outcomes of the mediation process under ESSB 6099.

Publication ordered by JUDITH PIPPIN,
City Clerk

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