

Creating Connections

Recommendations on
the Eastside Rail Corridor
From the Regional Advisory Council



October 2013

PURPOSE OF THIS REPORT

The legislation that established the Regional Advisory Council (RAC) described several expectations for the group's work, including

- Coordinate planning and development activities to the extent possible to ensure effective use of the southern portion of the Eastside Rail Corridor (ERC) and the Redmond Spur.
- Oversee the partner planning process including implementing and coordinating the trail, high-capacity transit, and utility uses in the ERC.
- Coordinating with affected cities around local planning and development.
- Address both near-term and long-term recommendations.
- Recommend any needed changes to the county's countywide planning policies.
- Reach out to a broad spectrum of stakeholders.

This report provides a summary of the RAC's work to accomplish those objectives, and identifies actions necessary to continue this collaborative approach among the owners. The report begins by describing the RAC's vision for the corridor, the history of the ERC, and the process used by the RAC to develop these recommendations.

In the subsequent chapters the report

- Details the **current conditions** in the corridor, broken into five planning segments. It describes current uses adjacent to the corridor, the major constraints that will need to be resolved (pinch points, steep slopes, narrow trestles, etc.), opportunities for connections (trails, high-capacity transit, parks, utility corridors, etc.), and any significant plans of neighboring communities that could impact the corridor.
- Presents several **Principles** developed by the RAC to guide more detailed recommendations.
- Makes recommendations divided into several sections:
 - Creation of a **regional legacy** for future generations, outlining plans to promote the corridor as a regional spine for mobility and economic development, be developed to capture local culture, history, and scenic values, and reflect the values of public health, public safety, equity and social justice, and sustainability.
 - Suggested **regional policy framework** for future decision making about the corridor.
 - Proposed **transportation and high-capacity transit solutions**.
 - Potential **shared corridor guidelines**, which provide guidance on possible planning and development standards that the owners may want to create and use in common.
 - **Approaches to constraints and opportunities** offering guidance to address some of the challenges and possibilities in the corridor.
 - **Creating community support**, which will be essential for planning and developing the ERC. Plans created for the corridor must reflect community values.

In conclusion, the report describes the RAC's suggested **next steps** to continue this important work.

October 2013

Dear Friend:

Our region was built around connections.

From the trading paths of Native American tribes to the sea routes, from Puget Sound to Asia, from the railroad lines that stitched the Pacific Northwest to other parts of our continent to the utility lines that brought power from the region's rivers to cities and factories, we have long relied on connections to obtain what we need and to market what we produce, whether that be salmon or timber, airplanes or software.

In the 21st century, those connections are more important than ever. King County is thriving and growing, and our continued success depends on our ability to help people and goods move quickly and easily around the region.

That's why the Eastside Rail Corridor is so important. This former rail line stretches from Renton to Woodinville and Redmond, connecting communities up and down the east side of Lake Washington, and offering opportunities to connect to trails and transportation systems from Vancouver to Vancouver, and beyond.

On behalf of the owners of the Eastside Rail Corridor, we are delighted to present these recommendations from the first phase of a regional planning effort for what will become a multiuse corridor offering connections for trails, high-capacity transit, rails and utilities for generations to come. We hope you will work with us as we continue the work of developing this corridor to create vital connection for our region.

Sincerely,



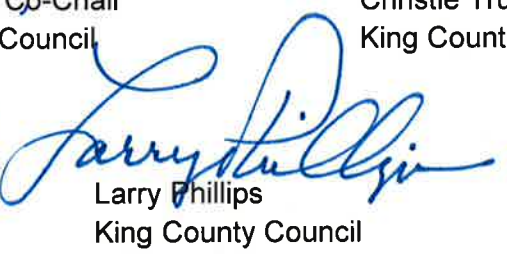
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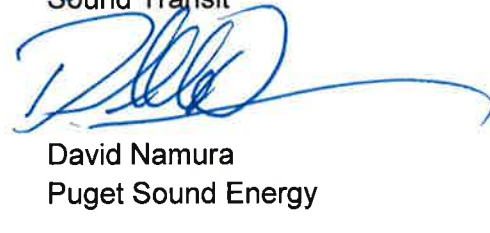
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EXECUTIVE SUMMARY

THE VISION: A CORRIDOR FOR THE AGES. The Eastside Rail Corridor (ERC) provides a rare and unique opportunity to develop a major north-south corridor for multiple, important purposes: mobility, utility infrastructure, and recreation.

Development of the ERC will help shape our region for decades. It will provide uses and connections that will link jobs and housing, serve growing communities, offer amenities to business and residents, and support the protection of King County's natural resources—the protected forest land and open space to the east.

The corridor offers exciting near-term possibilities, as well as the chance to be part of something even bigger and grander. Planned carefully, the ERC will become a “Corridor for the Ages,” stretching from Vancouver to Vancouver, and beyond.

Realizing this potential will take time, effort and shared regional resources. The Regional Advisory Council has begun that work. The purpose of this preliminary report is to outline the start of a shared planning process that will make the ERC a truly regional legacy.

THE REGIONAL ADVISORY COUNCIL PLANNING PROCESS. The ERC is part of the Woodinville Subdivision, a 42-mile rail corridor that stretches north-south from Renton to Snohomish, passing through Renton, Bellevue, Kirkland, Woodinville, Redmond and portions of unincorporated King County.

In 2009 the Port of Seattle purchased the corridor from Burlington Northern Santa Fe railroad. As part of that transaction, the area of the ERC south of Woodinville (south of the “wye” at milepost 23.8) was “railbanked” under the federal National Trails Act. Between 2010 and 2013 ownership interests were purchased from the Port by the City of Redmond, Puget Sound Energy, the City of Kirkland, Sound Transit, and King County. These five entities are now the owners of the corridor between Renton and Woodinville. Per federal law, future development of the corridor will need to be consistent with railbanking requirements.

The Regional Advisory Council (RAC) is composed of representatives of the five owners. Each of the owners has its own statutory obligations, internal processes and procedures, and priorities set by separate governing bodies. Recognizing that these disparate interests, timeframes and requirements could lead to uncoordinated planning, the RAC was created to establish a framework for a collaborative, regional planning process for the ERC, with the goal of accommodating multiple uses in the corridor.

The RAC met regularly during 2013 to study conditions, constraints and opportunities along the corridor, learn about adjacent development and plans of nearby jurisdictions, review lessons from similar multiuse corridors around the country, and hear from interested members of the community.

PRELIMINARY RECOMMENDATIONS. This report presents the RAC's preliminary recommendations for the next steps in a collaborative process for planning, developing and using the ERC. The RAC developed a set of high-level guiding principles to provide a

framework for the more detailed recommendations. The following list summarizes the recommendations, with a reference to the appropriate guiding principles.

Recommendation	Principle
1. Develop a Shared Regional Policy Framework	
1A. Identify policies for VISION 2040 that support ERC development.	Partnership
1B. Identify policies for Transportation 2040 that support ERC development.	Partnership
1C. Incorporate policies on the regional significance of the ERC in the Countywide Planning Policies .	Partnership
1D. Incorporate policies on the regional significance of the ERC in the King County Comprehensive Plan .	Partnership
2. Develop a Federal Agenda	
2A. Engage federal officials and seek federal assistance to study optimum crossing and connections at I-405/I-90 interchange .	Connectivity & Mobility
2B. Engage federal officials and seek federal assistance to study optimum crossings and connections at SR-520/I-405 interchange .	Connectivity & Mobility
2C. Re-establish the corridor's rail connection across I-405 at the former Wilburton Tunnel Crossing .	Connectivity & Mobility
2D. Pursue resources to help with the development of the corridor.	Partnership
3. Develop a State Agenda	
3A. Develop a plan for the reconnection of pedestrian and bicycle access across I-405 at the former Wilburton Tunnel Crossing .	Connectivity & Mobility
3B. Explore opportunities to address trail, high-capacity transit and utility improvements in the parallel I-405 and ERC rights-of-way .	Connectivity & Mobility
3C. Seek support to construct improvements to the SR-520/SR-202 interchange .	Connectivity & Mobility
4. Develop a Long-Term Regional Approach for Planning Together	
4A. Four of the owners review, discuss and comment on Sound Transit's ERC high-capacity transit corridor study, the development of the Long-Range Plan, and the High-Capacity Transit System Plan .	Connectivity & Mobility
4B. Coordinate owner and adjacent jurisdiction planning and actions to foster implementation of the multiuse vision, and enhance or create mobility connections.	Collaboration
4C. Discuss Sound Transit's Operation and Maintenance Satellite Facility (OMSF) , determine if owners want to provide comments, and work together to ensure public access and multiple uses consistent with owners' ERC vision.	Collaboration
4D. Conduct all planning for the corridor consistent with the federal Rails to Trails Act requirements .	Collaboration

Recommendation	Principle
5. Develop the Corridor’s Regional Legacy	
5A. Mobility and Transportation Connections. Connect the Redmond Spur and the Main Line ERC. Complete the connection between the ERC and the Lake to Sound Trail, and the Lake Washington Loop Trail.	Connectivity & Mobility
5B. Economic Opportunities. Support economic growth in numerous ways, including addressing the potential timing and location of possible excursion service. Create zoning and development regulations to integrate ERC into communities. Provide opportunities in this multiuse corridor for energy and utility infrastructure to support future growth and development.	Economic Opportunity
5C. Cultural Opportunities. Adopt design principles that articulate the importance of including art and cultural displays in the ERC’s development. Work with local residents to identify art, cultural and design features.	Heritage
5D. Natural Areas. Protect important natural areas within and in close proximity to the corridor. Plan improvements to integrate interactions between ERC users and the natural environment.	Heritage
5E. Scenic Vistas. Identify points along the corridor where scenic vistas can be maximized.	Heritage
5F. Historic Legacy. Identify historic locations and incorporate into the design and development of the corridor.	Heritage
5G. Public Health. Create seamless trail and transit connections; address crossings at major highway interchanges; consider appropriate locations for development of near-term trail development.	Connectivity & Mobility
5H. Public Safety. Develop strategies for safe crossings at major highway intersections; create principles and common standards for how arterial and local road crossings will be addressed.	Connectivity & Mobility
5I. Equity. Use strategic public investments to enhance corridor use for all King County residents, including completion of the connection to the Lake to Sound Trail.	Connectivity & Mobility; Economic Opportunity
5J. Sustainability. Continue the collaborative RAC planning process—continuing to work together toward a common vision.	Collaboration
6. Begin Identification of Shared Corridor Guidelines	
6A. Work together, and with adjacent jurisdictions, to adopt consistent policies, regulations and incentives to facilitate development of the corridor that is well integrated into communities.	Collaboration; Economic Opportunity
6B. Work together to strengthen the connections between the ERC and transit services (e.g., the South Kirkland Park and Ride).	Connectivity & Mobility
6C. Establish a framework for effective channels of communication among the owners’ respective maintenance and management staffs.	Collaboration

Recommendation	Principle
7. Provide Initial Guidance on Constraints and Opportunities	
7A. Plan for construction in the Bellevue Area . Plan for use of the corridor during construction of East Link light rail and the NE 4th Street crossing.	Continuity
7B. Pinch points and topographic constraints . Support development of uniform setbacks along the ERC. Develop a baseline of natural and built features that constrain development.	Continuity
8. Enlist Community Support	
8A. Naming and branding . Develop a strategy to brand the corridor that honors the work Redmond, Kirkland and Sound Transit have already done.	Continuity
8B. Funders Collaborative . Establish a funders collaborative to support phased development of the ERC.	Collaboration
8C. Stakeholder Jurisdictions . Continue to work closely with state, regional and local nonowner jurisdictions in the next phase of collaborative planning.	Partnership; Collaboration
8D. State and Federal Representatives . Reach out to state and federal officials to inform them about the first phase of the RAC's work and the unified vision.	Partnership; Collaboration
8E. General Public and Interest Groups . Engage the general public and a diverse range of interest groups in planning for the corridor.	Partnership; Collaboration

NEXT STEPS. The owners are committed to the continuation of a collaborative planning process begun by the RAC. After this report is approved by the RAC and forwarded to the County Executive, the owners will work together to create (by December 1, 2013) a scope, work plan and schedule for their next phase of work (RAC 2.0). The purpose of the owners' next round of collaborative planning will be to

- Serve as the keepers of the long-term vision; proposing policies, focusing on changes needed to regional and local planning documents
- Implement the report recommendations as the next step in the collaborative development of the corridor within the established authorities of each of the owners
- Advocate with state and federal legislative delegations
- Enlist community and business support in the corridor's development
- Consider options and strategies for an ongoing forum for collaborative, coordinated decision making and implementation
- Collaborate at a technical staff level on specific planning and development issues.

The membership of RAC 2.0 may need to be broadened to realize these goals.

VISION AND HISTORY: A MULTIUSE, MULTIPHASED CORRIDOR

A CORRIDOR FOR THE AGES

Our Puget Sound region is blessed with dramatic topography, majestic natural features, and large, picturesque water bodies. While adding immensely to the beauty and quality of life in our region, those same features also create challenges when developing transportation, recreation and utility connections. The Eastside Rail Corridor (ERC) provides a rare and unique chance to develop a major north-south corridor for a variety of important purposes: mobility, utility infrastructure, and recreation.

Planning for the future use of the corridor is big, important work—it will directly impact the quality of life for our residents and our regional economy. The preservation of this corridor in public ownership offers an unparalleled opportunity, consistent with the federal Rails-to-Trails Act, to serve this quickly growing region with trail, high-capacity transit and utility connections. It will allow our region to connect our transit and trail networks in exciting new ways, and enable utilities to support new regional growth. The owners agree on a common vision for the corridor.

Our Vision: A Corridor for the Ages

Development of the corridor will enhance the mobility of our region by creating a critical north-south transportation corridor that will allow for multimodal connections, including high-capacity transit (e.g., heavy rail, light rail, or other forms of fixed guideway transportation) and nonmotorized trail use. The corridor will help us integrate the pieces of our larger transportation networks. The corridor will enable key utility improvements to help meet the demands of a growing population. The corridor will expand the recreation network, creating equitable access for all residents, and benefiting generations of Puget Sound residents.

Our shared vision for the corridor is bold and far-sighted. It will help shape the development of this unique corridor, which has the ability to provide uses and connections that will promote jobs/housing linkages, serve growing communities, offer amenities to business and residents, and support the protection of King County’s natural resources—the protected forest land and open space to the east.

We should start to plan for the time when the regional discussion about the ERC will be part of something even bigger and grander. We should be working now to truly make the ERC a “Corridor for the Ages.”

In the years to come the conversation in our region will be about how to enhance high-capacity transit service and finish trail and nonautomobile connections from Vancouver to Vancouver, and possibly through Oregon and California. The Regional Advisory Council (RAC) believes the corridor will eventually become part of statewide and West Coast rail and trail systems.

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As our region grows, demand for electricity and other utilities grows. The PSRC VISION 2040 estimates an additional 1.3 million people and 1.0 million jobs between 2010 and 2040. Improved and expanded electric, gas and other utility infrastructure will be critical to preparing for that growth. The ERC offers an important opportunity to locate needed utility infrastructure to ensure energy and utility reliability for Eastside residents and businesses.

As we begin work on planning and development of the corridor, we must be mindful of this larger, longer-term, grand vision. Doing so will help us avoid planning in silos, and having to re-do investments over time due to a lack of foresight.

These connections will not be made immediately. They will take time, effort and shared regional resources. This Regional Advisory Council planning process is merely one step in what will be a multiphased process. The RAC will envision and then plan for the development of multiple uses along the ERC, as well as connections to the larger multimodal and trail networks. Planning will be carried out carefully to allow for multiple uses and so as not to preclude future opportunities.

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Woodinville, and portions of unincorporated King County. A spur off the Main Line, called the Redmond Spur, extends 7-plus miles from Woodinville to Redmond.

In 2003, Burlington Northern Santa Fe Railway (BNSF) announced its intent to divest itself of the corridor, and asked if there were interest in preserving it for public use.

Between 2003 and 2009, a number of jurisdictions worked together on a **multiuse principle** for the ERC, agreeing that it would best serve the region by including a combination of trail, high-capacity transit, rail and utility uses. In December 2009, King County, the Port of Seattle, Sound Transit, the City of



Exhibit 2. Eastside Rail Corridor example

Redmond, Puget Sound Energy (PSE), and the Cascade Water Alliance signed a nonbinding Memorandum of Understanding (MOU), which outlined a multiparty approach to protect multiple uses on the ERC and to determine the ownership interests along it.

As part of that transaction, the area of the ERC south of Woodinville (south of the “wye” at milepost 23.8) was “railbanked” under the federal National Trails Act.¹ King County became the Interim Trail User for railbanking purposes, and acquired BNSF’s right to reactivate freight rail over the railbanked portions of the corridor. The County purchased a public multipurpose easement over the railbanked portions of the ERC from the Port and received a right of first refusal to acquire the corridor from the Port. For more information on railbanking, please see Appendix 5.

Following its acquisition of the ERC, the Port began negotiations with the regional partners to allocate ownership interests. The partners purchased ownership interests as follows:

- The City of Redmond purchased 3.9 miles of the Redmond Spur within Redmond city limits (Spur mileposts 3.4 through 7.3) in June 2010.
- PSE acquired a utility easement in December 2010 over all parts of the corridor owned by the Port on both the Main Line and the Redmond Spur (though not on the portion of the Spur owned by the City of Redmond).

¹ Also known as the Rails to Trails Act, 16 U.S.C. §1247(d)

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- Sound Transit completed transactions in April 2012 to
 - Acquire fee ownership on a 1.1-mile segment of the Main Line in Bellevue (from mileposts 12.4 to 13.5), which will be used as the location for the East Link light rail Hospital Station
 - Acquire a high-capacity transportation easement over all other portions of the Main Line south of Woodinville (mileposts 5.0 to 23.8) and from milepost 0.0 to 3.4 on the Redmond Spur
 - Acquire light rail and high-capacity transportation easements from the City of Redmond for mileposts 3.4 to 7.3 of the Redmond Spur.
- The City of Kirkland in April 2012 acquired fee ownership of 5.75 miles between mileposts 14.8 to 20.3 on the Main Line largely within the Kirkland city limits.
- King County in February 2013 acquired approximately 15.6 miles of the ERC south of Woodinville (the areas not already purchased by Redmond, Kirkland, or Sound Transit) and acquired a trail easement from the Port over an additional 3.9 miles from Woodinville north to the Brightwater treatment plant in the non-railbanked, active freight use area. King County also transferred its Interim Trail User status within the Redmond-owned portion of the ERC to the City of Redmond in return for a trail covenant and wastewater easements.

Following King County's purchase, the owners of the railbanked portion of the ERC convened a Regional Advisory Council (RAC).

FORMATION AND ROLE OF THE RAC

Formation, Charge and Membership

The Metropolitan King County Council formed the Eastside Rail Corridor Regional Advisory Council (RAC) in December 2012 (Motion 13801, see Appendix 1). The charge to the RAC was to “*address near-term and long-term recommendations, including any needed changes to the county’s countywide planning policies, and present them to the King County Executive.*” The Council motion set the membership of the RAC as executive-level representatives from each owner and easement holder: King County, Sound Transit, Redmond, Kirkland, and PSE. See Appendix 2 for a full list of RAC members and alternates.

Technical Staff Working Group. To assist the RAC with their charge, a Technical Staff Working Group was formed. The group met in the weeks before and after the scheduled RAC meetings, with some extra meetings to prepare for the technical workshops and public open house. See Appendix 6 for a list of the Technical Staff Working Group members.

The RAC’s Process

The RAC met approximately every three weeks from February through September 2013. In the first several meetings, the members agreed on a Charter for the RAC (See Appendix3) and on

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ground rules for the meetings. RAC members were provided with a background notebook, which included previous studies of the corridor by the Puget Sound Regional Council (PSRC) and Sound Transit. (See Appendix 12.) The meeting agenda and materials were sent to RAC members in advance of each meeting and posted on the ERC RAC website, which was accessible to the public. See Appendix 4 for an outline of RAC meeting agendas. Each meeting was open to the public and included an opportunity for public comment.

Comparisons with other multiuse corridors. The RAC directed the staff team to research other multiuse corridors, across the United States and abroad. The members were interested in understanding whether other regions had been successful in creating corridors with a combination of trail, rail and utility uses, and if so, how they had achieved their goals. Fifteen corridors were identified for review. A detailed summary of these corridors is included in Appendix 8. In addition, representatives from several of these corridors were invited to the RAC to make presentations and engage in discussion with RAC members. (See Appendix 10.)

Corridor tours. Outside of the meetings, RAC members were invited to go on a “High Rail” tour of the corridor, conducted by Sound Transit. The tours enabled participants to see the condition of the corridor, topography, the adjacent neighborhoods, and the potential connections and pinch points that will need to be addressed. Staff also created a videotaped tour. (See the link on www.kingcounty.gov/erc)

Technical workshops. Three full-day workshops were organized to delve into the opportunities and challenges in the different parts of the corridor, and to involve the neighboring jurisdictions and agencies doing planning that affects the corridor. The results of those workshops are described in the segment profiles. See Appendix 7.

Communications and Public Outreach

King County hosted a RAC webpage (www.kingcounty.gov/erc), which included the list of members, schedule, meeting materials, a sign-up for email updates and a comment form. RAC meetings were announced using the email list and the web site.

Public comment opportunities. The RAC meetings were open to the public and included time for public comment. In addition, the staff compiled comments submitted on the website and provided them verbatim to the RAC at each meeting. From February through the end of August 2013, a total of 45 public comments were submitted on the website. See Appendix 11. The public also was invited to comment on a preliminary and final draft version of this report, which were posted on the website. The last section of Appendix 11 provides the five sets of comments submitted about the draft report.

Open house. A public open house was held on July 31 from 5:30 to 7:30 PM at the Bellevue City Hall. The date was set to be able to report on the results of the technical workshops, and gather public comments before the RAC developed its final report. The open house included multiple opportunities for the public to ask questions and comment. Technical staff were stationed near displays and maps to answer questions. Attendees could write comments on the maps, or use written comment forms. There was also an opportunity to videotape comments.

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More than 100 people attended the open house. Thirty-eight (38) written comments were submitted, and nine (9) videotaped comments were received. See Appendix 11. Nearly three-quarters of the written comments received (28) were from residents of either Renton (12) or Kirkland (16).

The large majority (29) of those who provided written comments expressed strong support for trail development in the corridor. Many of those stated their desire to see the owners create an interim trail so people could begin using the corridor. Nearly 40 percent of the written comments (15) said they were opposed to any rail use in the corridor, primarily because of its proximity to residential neighborhoods. Seven (7) individuals expressed support for the multiuse concept (trail, high-capacity transit and utilities). Three (3) individuals stated they supported use of the corridor for rail (commuter, freight and excursion service).

CONDITIONS, CONSTRAINTS, OPPORTUNITIES

PLANNING SEGMENTS

The goal for the ERC is that it will be a multiuse corridor that would be able to accommodate trail, high-capacity transit, and utility use, as well as freight use if the railbanked portion of the corridor is ever reactivated for freight. To begin planning for the ERC’s multiple uses, the RAC divided the corridor into five planning segments. These segments are:

- **Segment 1: North King County** – Main Line/Redmond Spur in County ownership
- **Segment 2: Kirkland ownership**
- **Segment 3: Redmond ownership**
- **Segment 4: Bellevue/Sound Transit** – Main Line in King County and Sound Transit ownership through Bellevue
- **Segment 5: South of I-90** – King County ownership south of I-90 to Milepost 5.0

Accommodating multiple uses. Accommodating multiple uses can most easily be done in areas where the corridor is flat and a full 100 feet wide. In those areas, multiple uses could be accommodated in a variety of ways.

A paved 12-foot trail would typically require an “envelope” of approximately 26 feet to allow for safety clearances on each side. Light rail transit would typically require envelopes of 18 to 32 feet, depending on the configuration of the tracks and whether the trains are running at grade or are elevated. Commuter rail would typically require an envelope of approximately 30 feet for a single track. Electric utility facilities would typically require envelopes of 20 to 30 feet depending on the size and type of the structure. Gas, fiber optic, and wastewater facilities located below ground have required clearances of up to 20 feet or more, and also have prohibitions about what types of uses can be placed atop them.

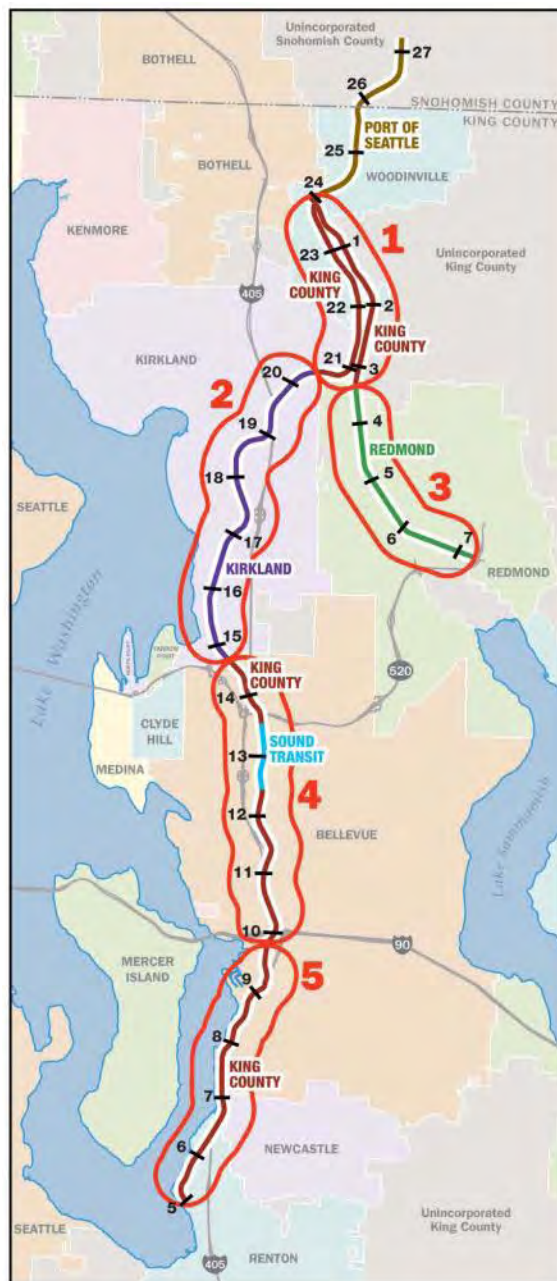
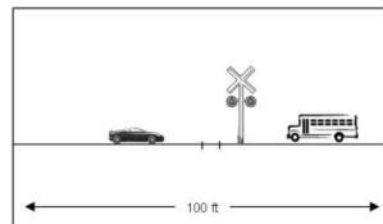


Exhibit 3. ERC Project Planning Segments

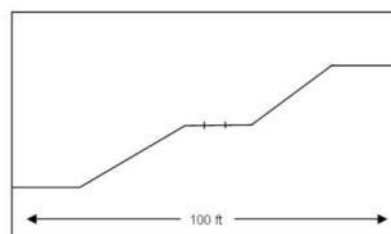
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Given these typical planning envelopes for different types of uses, multiple uses could be accommodated into an area of the corridor that is flat and 100 feet wide. Unfortunately, the corridor is not 100 feet wide and flat along all of its length. In many areas, it is constrained, as illustrated below.

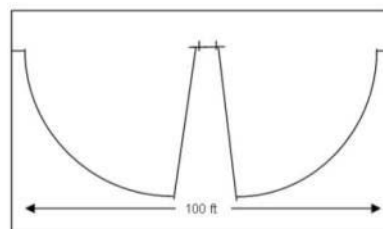
- **Street Crossings.** At street crossings, care must be taken to ensure the safe intersection of multiple uses, including vehicles on the street. At some crossings, grade separation of the corridor may be desired. Accommodating multiple uses will require analysis.



- **Steep Slopes.** In some areas of the ERC, particularly near Lake Washington, the corridor slopes steeply down to the rail bed, and then down steeply from there. Alternatives analysis will be required to determine how multiple uses could be accommodated.



- **Bridges and Trestles.** The ERC has a number of bridges and trestles that span steep slopes, creeks, wetlands, arterials, local access roads and highways. These structures are typically 15 feet or less in width. Alternatives analysis will be required to determine how multiple uses could be accommodated.



- **Pinch Points.** In some areas, the corridor right-of-way is narrow and there are residential or commercial structures very close to the rail bed. Alternatives analysis will be required in these areas to determine how multiple uses could be accommodated.

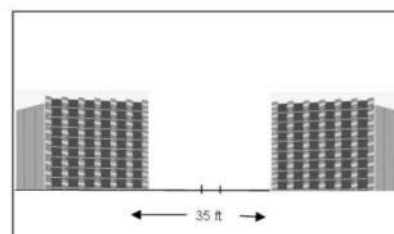


Exhibit 4. Corridor Constraints

Please note that these drawings are not to scale. They are purely hypothetical approximations of potential conditions. The envelopes used are high-level and theoretical and do not include culverts, stream crossings, exact utility locations, or other constraints. Detailed design and engineering analysis will be needed during the master planning process to develop alternatives analysis.

As the drawings above show, accommodating multiple uses along the corridor will be challenging and will require creative collaboration among the corridor owners. In addition, there are a number of areas where there are encroachments or unauthorized uses in the corridor. These include such uses as parking for vehicles or trailers, plantings, and auxiliary structures. The owners will need to address these encroachments.

CREATING CONNECTIONS

As a hypothetical reference point, the exhibit below shows several possible, *hypothetical* illustrations of potential ways that multiple uses might be accommodated in 100 feet of right-of-way. *They are meant to be merely illustrative.*

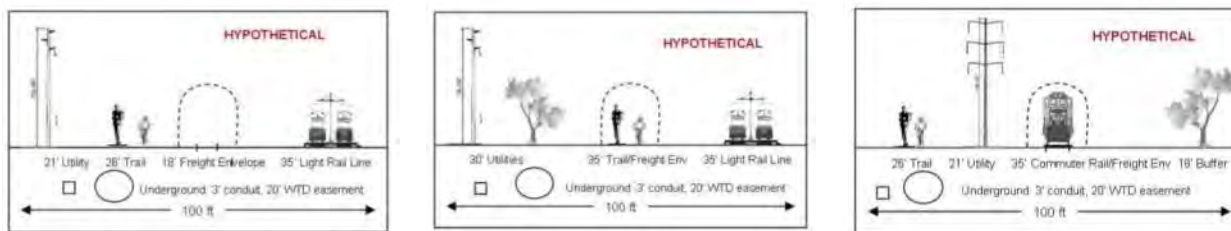


Exhibit 5. Hypothetical, Illustrative Placement of Uses on 100 Feet of Flat Corridor

Please note that these drawings are not to scale. They are purely hypothetical approximations of potential conditions. The envelopes used are high-level and theoretical and do not include culverts, stream crossings, exact utility locations, or other constraints. They may or may not be viable. Detailed design and engineering analysis will be needed during the master planning process.

SEGMENT 1 SUMMARY: NORTH KING COUNTY AREA

Segment 1 is located on both the Main Line and the Redmond Spur of the ERC. On the Main Line, it stretches from milepost 20.3 to 23.8. On the Redmond Spur, it stretches from milepost 0.0 to 3.4. Segment 1 is located north of Redmond and runs through the cities of Kirkland and Woodinville, as well as unincorporated King County. (See Appendix 7 for complete profiles for all five segments.)

This segment of the corridor is railbanked. King County is the owner and Interim Trail User of this segment. Sound Transit holds a high-capacity transit easement in this segment and PSE holds a utility easement on, above, and below ground.

Segment 1's topography varies between the Main Line and the spur. The Main Line is located on a wooded slope, while the Redmond Spur is located on the edge of the Sammamish Valley. The right-of-way on the Redmond Spur is as narrow as 30 feet in many places.

This segment passes through rural, residential, industrial and commercial areas, as well as the Woodinville winery district and Central Business District. It is located near a number of parks and trails, including Totem Lake Park, Sammamish Valley Park, Wilmot Gateway Park, Sammamish River Trail, Tolt Pipeline Trail and Little Bear Creek Linear Park.



Exhibit 6. ERC Segment 1

CREATING CONNECTIONS

The City of Woodinville has several planned projects nearby, including two proposed street widening projects (located north of Segment 1 in the area that remains in active freight use). PSE and King County Wastewater Treatment Division (WTD) have utilities in the segment. In addition, the Olympic Pipe Line parallels a portion of this segment. PSE is currently planning the location for a new Sammamish–Juanita 115 kV transmission line.

Analysis of Segment 1 has highlighted a number of opportunities and constraints:

Opportunities	Constraints
<ol style="list-style-type: none"> 1. Create a continuous trail connection between Kirkland and Redmond 2. Create trail connection between the ERC Main Line, Redmond Spur, and Sammamish River Trail 3. Maximize economic development opportunities for the Woodinville Winery District 4. Coordinate with Woodinville planning for future development and growth 5. Connections to Snohomish County 	<ol style="list-style-type: none"> A. Sloped topography on ERC Main Line north of NE 124th St. B. Narrow right-of-way on Redmond Spur C. Connections to the north in the non-railbanked portion of the corridor

SEGMENT 2 SUMMARY: CITY OF KIRKLAND OWNERSHIP

Segment 2 is located on the Main Line of the corridor between mileposts 14.8 and 20.3. It runs through the city of Kirkland and under I-405. The southernmost portion of the segment is located in the City of Bellevue.

This segment of the corridor is railbanked, and King County is the Interim Trail User. Kirkland owns this segment. King County holds a multipurpose easement; Sound Transit holds a high-capacity transit easement; and PSE holds a utility easement. There is also a wastewater easement for the existing Eastside Interceptor.

The topography is generally flat, but includes cuts and fills. The corridor is narrow in places and the rail bed abuts commercial structures in several areas. Surrounding land uses include parks, schools, residential, commercial and industrial. There are currently 11,000 employees within 2,000 feet on either side of the segment.

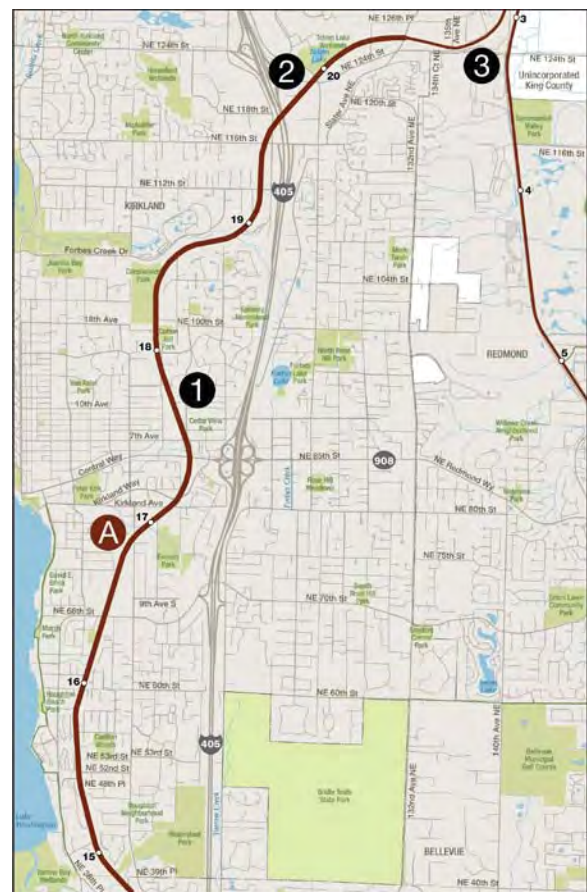


Exhibit 7. ERC Segment 2

CREATING CONNECTIONS

Segment 2 is located near a number of parks and trails, including: Watershed Park, Yarrow Bay Wetlands, Carillon Woods, Houghton Beach Park, Terrace Park, Everest Park, Cotton Hill Park, Crestwoods Park, Totem Lake Park, Lake Washington Loop, 520 Trail, Redmond Central Connector, and several street connections between Redmond and Lake Washington. Both PSE and WTD have utilities in Segment 2.

The City of Kirkland refers to Segment 2 as the Cross Kirkland Corridor (CKC). The CKC Master Plan is underway and is scheduled to be completed in May 2014. The outcome of the project will be a Master Plan that describes a preferred trail alignment and “zone” plans at several key nodes. The City of Kirkland supports development of transit on the corridor. In the meantime, design work is progressing for an interim gravel trail.

Analysis of Segment 2 has highlighted a number of opportunities and constraints:

Opportunities	Constraints
<ol style="list-style-type: none"> 1. Land use: Ensure that development adjacent to ERC considers impacts and benefits 2. Transit: Provide a transit link on the corridor through Kirkland to Totem Lake 3. Create trail connections between Kirkland and Redmond 	<ol style="list-style-type: none"> A. Several road crossings may require grade separation

SEGMENT 3 SUMMARY: CITY OF REDMOND OWNERSHIP

Segment 3 is located on the Redmond Spur. It stretches from milepost 3.4 to 7.3. Segment 3 runs through the City of Redmond and crosses the Sammamish River and several city streets.

This segment of the corridor is railbanked, and Redmond is the owner and Interim Trail User. King County holds a wastewater easement and Sound Transit holds a transit easement.

The topography of Segment 3 is relatively flat with some drainage ditches and steep slopes. There is one crossing of the Sammamish River and three creek crossings. The corridor is very narrow in many places. Segment 3 is located near a number of parks and trails, including: the new Redmond Downtown Park, Anderson Park, Redmond Town Center Open Space, Bear Creek Park, O’Leary Park, The Heron Rookery, Luke McRedmond Landing, Dudley Carter Park, Sammamish Valley

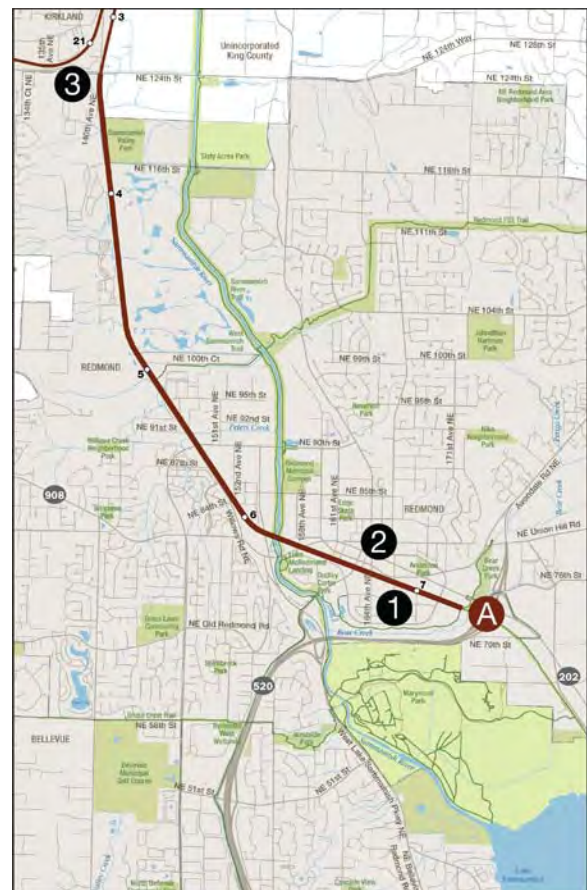


Exhibit 8. ERC Segment 3

CREATING CONNECTIONS

Park, Marymoor Park, Sammamish River Trail, East Sammamish River Trail, 520 Trail, East Lake Sammamish Trail, Redmond PSE Trail, and Bear Creek Trail.

Segment 3 crosses nine city streets and ends just to the west of the SR-520 interchange at Redmond Way/ SR 202. It is anticipated that the Downtown Redmond portion of this segment will be traversed by the future development of the East Link light rail line, with the Downtown Redmond Station located on the corridor. The City has extended two roads across the railroad corridor since acquisition, and has plans to extend a third street. PSE, WTD, and many other franchise utilities have subsurface and overhead utilities in this segment.

Redmond has named this segment the Redmond Central Connector. The master plan for this segment includes trail design concepts that incorporate the future development of East Link light rail and Downtown Redmond Station, an art plan, and design standard recommendations to create a pedestrian friendly environment that brings activity to the downtown urban center. The master plan was adopted by Redmond City Council in 2011 and construction is underway between mileposts 7.3 and 6.3. Analysis of Segment 3 has highlighted a number of opportunities and constraints:

Opportunities	Constraints
<ol style="list-style-type: none">1. Improve multimodal transportation connections across and through corridor2. Enhance economic and community vitality opportunities3. Create a connection between downtown Kirkland and downtown Redmond	<ol style="list-style-type: none">A. Improve the ERC crossing of SR-520 at Redmond Way/ SR-202 to connect to the East Lake Sammamish Trail

SEGMENT 4 SUMMARY: BELLEVUE/SOUND TRANSIT

Segment 4 is located on the Main Line from milepost 10.0 to 14.8. Segment 4 runs through Bellevue and crosses over or under highways I-90, I-405, and SR-520.

This segment of the corridor is railbanked, and King County has been designated the Interim Trail User. King County owns from Mileposts 10.0 to 12.4 and 13.5 to 14.8, and Sound Transit from Mileposts 12.4 to 13.5. The County and Sound Transit each hold easements in the other's ownership area. PSE holds a utility easement.

Segment 4's topography includes: the I-90 crossing; the Wilburton Trestle; I-405 crossings, including the area at the former Wilburton Tunnel that was removed; a number of current and planned street crossings in downtown Bellevue; the Sound Transit East Link Hospital Station (funded and in design); the potential Sound Transit Operations & Maintenance Satellite Facility (OMSF) sites (in environmental review); the undercrossing of the I-405/SR-520 interchange; and a slope between the ERC and South Kirkland Park & Ride.

CREATING CONNECTIONS

Surrounding land uses vary from open space to residential to commercial. Due to the upcoming construction of East Link light rail, redevelopment of the Wilburton and Bel-Red areas, and planned roadway infrastructure improvements, there is significant change anticipated for the northern portion of this segment (milepost 12.2 to milepost 14.8).

Segment 4 is located near a number of parks and trails, including: Mercer Slough Nature Park, Kelsey Creek Park, Bellevue Botanical Garden, Bridle Trails State Park, Lake Washington Loop Trail, Coal Creek Trail, Mountain to Sound Greenway Trail, Mercer Slough Trail, Lake to Lake trail system, and 520 Trail. Both PSE and WTD have utilities in the segment.



Exhibit 9. ERC Segment 4

Analysis of Segment 4 has highlighted a number of opportunities and constraints:

Opportunities	Constraints
<ol style="list-style-type: none"> 1. Mercer Slough connections 2. BelRed/Spring District redevelopment 3. Sound Transit OMSF alternatives 4. I-405/SR-520 Interchange, a crossroads with regional significance 5. South Kirkland Park & Ride 	<ol style="list-style-type: none"> A. Narrow bridge crossing at I-90 B. Henry Bock Road Trestle (aka. SE 32nd St Trestle) and pinch point C. Wilburton Tunnel and I-405 undercrossing D. Wilburton Trestle is not currently useable for trail or rail use E. Downtown Bellevue road crossings at NE 4th, NE 6th and NE 8th Streets F. Sound Transit East Link and Hospital Station G. Narrow bridge undercrossing at Northup Way

SEGMENT 5 SUMMARY: SOUTH OF I-90

Segment 5 is the southernmost railbanked portion of the ERC. It stretches from milepost 5.0 to 10.0. Segment 5 is located between the east shore of Lake Washington and I-405. Segment 5 passes through the City of Renton, unincorporated King County and the City of Bellevue. The City of Newcastle is located adjacent to the corridor, separated from it by I-405.

This segment of the corridor is railbanked, and King County is the owner and Interim Trail User. Sound Transit holds a high-capacity transit easement and PSE holds a utility easement. South of Segment 5, the corridor is owned by BNSF and is in active freight use.

Segment 5 is located along the shore of Lake Washington. In many areas the corridor right-of-way slopes down from I-405 or Lake Washington Boulevard to the rail bed and then down toward the lake shore. The corridor is very narrow in many places. The rail bed closely abuts residential properties in a number of areas.

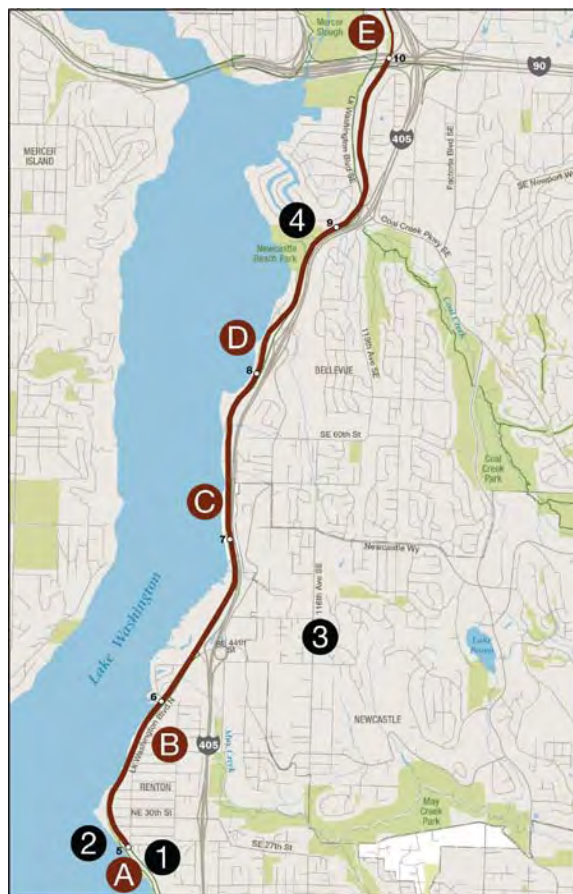


Exhibit 10. ERC Segment 5

In Renton, the area adjacent to the corridor is primarily single family residential, with several areas of mixed office and commercial use. There is a small area of residential uses in unincorporated King County along the shore of Lake Washington. In Bellevue, in the area south of I-90 that comprises Segment 5, the corridor abuts single family residential.

Segment 5 is located near a number of parks and trails, including: Gene Coulon Memorial Beach Park, Kennydale Beach Park, Newcastle Beach Park, Enatai Beach Park, Coal Creek Park, Mercer Slough Nature Park, Lake-to-Sound Trail, Sam Chastain Waterfront Trail, May Creek Trail, Lake Washington Loop Trail, Coal Creek Trail, and Mountain to Sound Greenway Trail.

Future transportation connections in Segment 5 will be affected by several ongoing planning processes, including the I-405 Corridor project and Sound Transit high-capacity corridor studies (Sound Transit 3 [ST3] planning). Both PSE and WTD have utilities in the Segment 5 area of the corridor.

Analysis of Segment 5 has highlighted a number of opportunities and constraints:

CREATING CONNECTIONS

Opportunities	Constraints
<ol style="list-style-type: none">1. Create connections to the south that can connect South King County, East King County, and Pierce County2. Connection to existing Gene Coulon Park Trail3. Connections to the east to Newcastle and unincorporated King County4. Connections to parks, trails, and destinations	<ol style="list-style-type: none">A. Rail route south of milepost 5B. Corridor topography and widthC. Small trestles with narrow widths at several locations (e.g., Ripley Lane)D. Coordination with surrounding communities and landownersE. Connections to the north past the I-90 crossing and into Bellevue

RAC GUIDING PRINCIPLES

The RAC developed principles that are broad, high-level statements that reflect the values and directions the members have agreed to in this first collaborative planning effort. These principles provide the framework for the more detailed recommendations that follow in this report. The principles were developed based on conversations at RAC meetings, and the discussions that occurred at the three planning workshops.

The corridor is an incredible public asset that will benefit future generations—in some ways that we can predict today, and other ways that will emerge over time. The RAC's vision for the corridor is to create a multiuse corridor for rail, trail and utility use (consistent with rail banking requirements) that links the communities along the corridor, as well as those beyond. The corridor owners will seek to preserve the long-term vision and benefits even though investments in the corridor will be incremental and take place over several decades.

GUIDING PRINCIPLES SUPPORTING THE VISION

Partnership: Development of the corridor will build on existing partnerships and foster new partnerships that support the multiple-use vision for the corridor.

FOCUS: Grow the partnership between the owners, and other public, private and not-for-profit organizations. The continued planning for the corridor will respect the ownership rights and the existing agreements among the five owners in the corridor, and recognize and administer voter approved measures. The long-term vision for the corridor can be enhanced and realized sooner by engaging more partnerships.

FOCUS: Create state and federal partnerships. The phased development of the corridor will require engagement with state and federal leaders regarding policy and capital funding issues. The owners should develop a collaborative strategy for working with state and federal governments to address the opportunities and constraints throughout the corridor and major policy issues.

Collaboration: Development of the corridor will be based upon a collaborative approach for identifying and taking action to address opportunities and challenges to achieve the long-term vision for the corridor and the multiple-use goals.

FOCUS: Continue collaborative process. The RAC process has demonstrated the value in working collaboratively among the owners, adjacent jurisdictions, and other stakeholders. As more detailed plans are developed for the corridor, it will be important for this collaborative work to continue to achieve the vision for the ERC. This is particularly important for owners as regional and local transportation, recreation, utility and land use plans are developed that will affect the corridor.

FOCUS: Engage the public's imagination. Public interest in the current and future use of the corridor is broad and diverse. Continued planning for the corridor should include engagement of those diverse parties to insure that the plans developed reflect the public's values for the corridor.

Connectivity and Mobility: Development of the corridor will encourage and enable connections across the region, including neighboring counties and beyond. It will provide access to/from neighborhoods and communities adjacent and in close proximity to the corridor, as well as those at a greater distance that can benefit from the development of the ERC.

FOCUS: Develop regional connections to the north and to the south. There are opportunities to connect this 42-mile-long corridor to important transportation, employment centers, trail and/or utility systems, and to other counties. Making these connections will also ensure the ERC is accessible to more people who live, work, commute and play in this region.

FOCUS: Strengthen local and east-west connections along the corridor. The corridor should be integrated into adjacent communities in ways that strengthen connections to employment centers for commuters, to parks and recreation, regional and local trail systems, transportation systems (including East Link light rail), utility systems, and local neighborhoods and attractions.

Continuity: Development of the corridor will cultivate a common public identity for the corridor that enables an integrated corridor experience across ownerships.

FOCUS: Establish a common identity while also building upon unique attributes (community and environmental features) along the corridor. The owners should consider opportunities for a regional identity for the entire corridor. This should be considered as part of the effort to build strong public support for the future development and use of the corridor. The owners will also want to respect the work that Kirkland and Redmond have done to create brand identities for their portions of the corridor. The owners will seek to make the experience for users seamless from one segment to another through coordination of plans for the corridor (e.g., through use of common design standards, signage or other means).

Economic Opportunity: Development of the corridor will enable the owners and neighboring communities to foster and realize economic benefits from proximity to and use of the corridor.

FOCUS: Maximize economic development opportunities. The corridor will encourage and enable economic growth and development in a variety of ways. Owners and adjacent jurisdictions should consider zoning and land use policies that result in site plans and building designs that embrace the corridor. The corridor should provide access to/from local businesses and commercial centers.

Heritage: Development of the corridor will embrace the history and setting of the corridor.

FOCUS: Maximize natural features, scenic vistas and historic locations. The corridor provides a remarkable historic and natural legacy. As plans are developed owners should take advantage of the natural settings and viewshed opportunities along the corridor, and promote the history of the corridor and the communities it passes through.

RECOMMENDATIONS AND IMPLEMENTATION ACTIONS

After six months of meetings the RAC developed recommendations for advancing the multiuse vision for the ERC. The recommendations are grouped into eight broad categories, with more detailed recommendations in each category. At the conclusion of the recommendations the RAC suggests several next steps for the owners' continued work.

1. DEVELOP A SHARED REGIONAL POLICY FRAMEWORK FOR THE CORRIDOR

In order to achieve the bold vision for the ERC, it is critical that a shared regional policy framework be developed. Such a policy framework must help the region understand just how valuable the corridor is, and help the region “aim high.” A shared regional policy framework will help avoid planning in silos. It will also help the owners make wise near-term investment decisions without missing the larger opportunities consistent with the long-term vision for the ERC, or causing the need for unnecessary reinvestment or “do-overs.” A shared regional policy framework will help the ERC be seen as part of a multicounty network of transportation, recreation and utility systems, integral to the well-being and prosperity of the region—not as a single, isolated corridor. Finally, a shared regional policy framework will also help prioritize the development of the corridor in local and regional capital plans, and for local, regional, state and federal funding.

The following documents shall be prioritized for policy additions or refinements that embody the RAC vision for the corridor. RAC members will need to work together to reach consensus on proposed policies (see Next Steps at the conclusion of the report). There may also be other policy documents to be considered, or forums the RAC should address.

A. VISION 2040 Policies

The PSRC adopts long-range land use policies to guide the future development of the four-county central Puget Sound Region: King, Kitsap, Pierce and Snohomish counties. The policies were adopted in 2008. They establish a vision for how and where regional growth should occur. Between 2010 and 2040, the region is expected to grow by approximately 1.3 million people and support 1 million new jobs.

VISION 2040 describes policies to guide regional growth and development, actions to implement those policies, and suggested measures to track progress. The policies attempt to create an integrated framework for addressing land use, economic development, transportation, public facilities and environmental issues.

Recommendation 1A: The RAC recommends that owners identify specific policies in VISION 2040 to demonstrate that successful development of a multiuse ERC implements important multicounty goals.

B. Transportation 2040 Policies

Transportation 2040 is a 30-year action plan for the central Puget Sound region. The influx of new people and jobs during the next 37 years is expected to increase travel demand in the region by 40 percent. Transportation 2040 describes a long-term template for how the region should invest in transportation to support anticipated growth and improve mobility and transportation services.

The PSRC is currently updating Transportation 2040 to reflect changes in the region since 2010. The update is scheduled to be adopted in May 2014, with a draft plan released in January 2014. There will be a 45-day public comment period after the draft plan is released.

Recommendation 1B: The RAC recommends that

- ERC owners participate in the update of Transportation 2040 to ensure that the RAC's vision for the ERC is compatible with the policies and priorities in Transportation 2040.
- The owners focus initially on the eight existing projects in the Transportation 2040 project list that relate to the ERC (five are King County projects, one is Kirkland, one is Redmond, and one is Snohomish County). The owners should determine whether the descriptions of these projects should change (particularly the King County projects) as a result of the RAC process.
- The region's transportation policy framework be revised to include the development of bicycle and pedestrian plans (where they do not already exist) as a critical element of improving the region's mobility network.
- The ERC be used to strengthen connectivity between transportation modes in the region.

C. Countywide Planning Policies

The Countywide Planning Policies address growth management issues in King County. The policies provide a countywide vision and serve as a framework for each jurisdiction to develop its own comprehensive plan, which must be consistent with the overall vision for the future of King County. Changes to the Countywide Planning Policies must be approved by the Growth Management Planning Council (GMPC), which typically meets twice per year. An interjurisdictional technical team meets monthly to review possible revisions.

Recommendation 1C: The RAC recommends that King County incorporate policies on the regional significance of the corridor and its multipurpose uses into the Countywide Planning Policies. Any Regional Advisory Council recommendations about Countywide Planning Policies related to the ERC must be reviewed and approved by the RAC. RAC jurisdictions who are also members of the Growth Management Planning Council (GMPC) agree to keep the RAC informed of any other Countywide Planning Policies proposed by the GMPC that might affect the corridor so that RAC members have the opportunity to review and comment. (See Next Steps regarding RAC 2.0.)

D. King County Comprehensive Plan

The comprehensive plan is the guiding policy document for all land use and development regulations in unincorporated King County, and for regional services, including transit, sewers, parks, trails and open space, throughout the county. The King County Council adopted the current plan in December 2012. A complete policy review of the plan is conducted every four years. The plan can be amended annually with technical updates that do not reflect major changes in policy direction.

Recommendation 1D: The RAC recommends that the King County Council incorporate policies on the regional significance of the corridor and its multipurpose uses into the King County Comprehensive Plan.

2. DEVELOP A FEDERAL AGENDA TO ADDRESS KEY TRANSPORTATION AND HIGH-CAPACITY TRANSIT ISSUES

To create a corridor for the ages will require partnerships at all levels of government, as well as with local businesses, foundations and community groups. The federal government has a role to play in helping the owners create connections within our region, as well as supporting the potential connections that could stretch well beyond.

The ERC intersects with three of the state's most heavily used and congested highways: Interstate 90, Interstate 405 and State Route 520. These highway intersections create challenges for establishing crossings for the multiple uses envisioned for the corridor. But they also create opportunities to develop linkages that can fill missing gaps, or strengthen the network of trails, high-capacity transit or utility connections across the region. At several locations these highways and the ERC converge to create regionally significant intersections. These are places where a comprehensive strategy is needed in the near term to maximize the use of the corridor, and to safely and efficiently accommodate a variety of transportation modes and utility connections. The RAC recommends that the owners develop a collaborative partnership with federal officials to improve mobility and create regional connections at these crucial locations.

The owners should work together on developing a federal agenda to support their work on the ERC. The collaborative process should include discussion about timing, who will take the lead on advocacy, whether ERC issues may compete with other priority issues for one or more of the



Exhibit 11. I-90 Bridge

owners, and communication about the agreed upon federal agenda topics. It is anticipated that owners may have different annual federal advocacy priorities.

A. I-405/I-90 Interchange

This interchange, where high volumes of north-south and east-west regional travel converge, has the potential to provide connections to enhance mobility and access for area residents. Existing transit service uses the I-90 and I-405 corridors to link east King County cities with one another, and provide a link to downtown Seattle. Sound Transit will be exploring the potential to extend light rail east to Eastgate and Issaquah. The regional trail system converges on this intersection, with the I-90 trail running from downtown Seattle to the Mercer Slough, and the Mountains to Sound Greenway trail running from I-90 to the Cascades (with a connection gap between I-90 and Eastgate). The corridor also parallels the Lake Washington Trail and the Mercer Slough Trail.

There are several challenges in connecting the ERC with these transportation opportunities at this location. First, the corridor crosses I-90 on a 15-foot-wide railroad bridge that does not provide sufficient space for multiple uses. Second, the ERC crosses above the highway and the trails, creating a challenge to overcoming the grade differential.

Recommendation 2A: The RAC recommends that the owners

- Work together to engage the region’s federal officials in discussions about the opportunity to enhance pedestrian, bicycle and transit mobility by successfully integrating the ERC into this key regional connection point.
- Seek federal assistance to study this interchange for the purpose of identifying optimum crossings and connections. This study may require innovative approaches to creating connections through the maze of highway lanes, on and off ramps, and grade changes. (See Appendix 9 for a summary of initial research by the RAC regarding innovative approaches to crossings and trail connections.)

B. SR-520/I-405 Interchange

This is another regionally significant north-south and east-west interchange that carries high volumes of travel and is a nexus for high-capacity transit, trail and utility uses. This interchange is strategically located between two growing residential and job centers, Bellevue and Kirkland, and part of a transportation corridor that connects downtown Redmond and the Microsoft



Exhibit 12. ERC passing under I-405 at the Interchange with SR-520

campus with the University of Washington and downtown Seattle. As the region grows, this interchange will continue to be a vital crossroads for moving people and commerce.

The replacement of the SR-520 floating bridge will include a bicycle and pedestrian path that will connect with regional trails on either side of Lake Washington and could connect with the ERC, which passes underneath the intersection of these two highways. The path on the bridge will create new mobility options in a corridor that is forecast to have substantial business and residential growth. Improvements to this interchange have been identified in the I-405 Master Plan, but are currently unfunded. There is an opportunity to integrate the ERC into the redesign of this interchange.

Recommendation 2B: The RAC recommends that the owners

- Work together to engage the region's federal officials in discussions about the opportunity to enhance pedestrian, bicycle and transit mobility by successfully integrating the ERC into this key regional connection point.
- Seek federal assistance to study this interchange with the purpose of identifying optimum crossings and connections. This study may require innovative approaches to creating connections through the maze of highway lanes, on and off ramps, and grade changes. (See Appendix 9 for a summary of initial research by the RAC regarding innovative approaches to crossings and trail connections.)

C. Re-establish Rail Connection at Wilburton Tunnel Crossing

Re-establishing the corridor's connection across I-405 is essential for integrating the ERC into the region's trail and high-capacity transit systems. This connection is important for enhancing regional mobility. See Recommendation 3A, below, regarding the State Agenda for a more complete explanation of this issue.

Recommendation 2C: In addition to working with state officials (since I-405 is a state highway), the RAC recommends working with federal officials to secure support for re-establishing the rail connection across the highway. (See also recommendation 3A.)

D. Regional Policies as Part of Federal Agenda

Development of the corridor for trail, high-capacity transit, and utilities will be costly. In order to compete well for state and federal dollars, the region must refine key policy documents to reflect the new opportunity the corridor provides (as described in Recommendation 1 above). Consistency with these key planning documents is often a prerequisite or important criterion in being eligible and/or prioritized for federal and state funding sources. Much of the federal transportation funding that comes to our region comes through the PSRC process. Ensuring that PSRC's regional vision and plan, VISION 2040 and Transportation 2040, accurately reflect the opportunity the corridor provides is essential to ensure that funding requests and grant applications are competitive.

Recommendation 2D: The RAC recommends that the region vigorously pursue state and federal resources to help with the development of the corridor, consistent with the Regional Policy Framework outlined in Recommendations Section 1 above.

3. DEVELOP A STATE AGENDA TO ADDRESS KEY TRANSPORTATION AND HIGH-CAPACITY TRANSIT ISSUES

The State of Washington will be an important partner in realizing the vision for the Eastside Rail Corridor. The state and the ERC owners share a goal of enhancing mobility for residents and businesses by creating a variety of transportation choices. The adopted 20-year Washington Transportation Plan states

Because we cannot build our way out of congestion given the financial cost and the land constraints, we must find alternative ways to accommodate growth. The state, cities, counties, tribes, ports, and transit agencies must coordinate and work as partners to innovatively and strategically invest in improvements that will make the system more efficient and more effective. (Washington Department of Transportation (WSDOT), The Washington Transportation Plan 2007 – 2026, p.iii)

Collaboration with the State provides an excellent opportunity to find innovative ways to make the state's major highway corridors and the ERC more efficient and safer, with connectivity between different modes of transportation. As with the federal agenda, it is intended that the owners have a discussion about how to collaborate on an annual state agenda.

A. Wilburton Tunnel Crossing

In 2009, WSDOT completed the I-405 South Bellevue widening project. That project included demolition of an overpass used by the rail corridor to cross the highway (known as the Wilburton Tunnel). Re-establishing this connection will be essential to providing a continuous link between the communities south of I-90 and urban centers in Bellevue, Kirkland and Redmond.



Exhibit 13. Wilburton Tunnel Crossing

In an October 2006 Letter of Understanding (LOU), WSDOT agreed to “construct, or reimburse King County for the cost of constructing a pedestrian/bicycle crossing at the current location of the Wilburton Tunnel that meets the prevailing specifications for King County’s Regional Trails....”

Recommendation 3A: The RAC recommends that owners

- Work with WSDOT to develop a plan for the construction and reconnection of pedestrian and bicycle access on the ERC as it crosses I-405. The plan should include a schedule for when the reconnection will occur, a funding strategy, and identification of an interim trail route that could be used before the project can be completed. During the RAC workshops staff identified the potential use of Lake Washington Boulevard SE as an interim trail, as it runs parallel to the ERC.
- Work with WSDOT to develop a plan for a connection over I-405 that could accommodate other transportation and utility uses.

B. I-405 Right-of-Way Trail/Transit Opportunities

More than a decade ago WSDOT, working with cities, counties, federal agencies, transit agencies and community groups, created a master plan for the I-405 corridor. The 2002 master plan recommends adding up to two new lanes in each direction of I-405, a corridor-wide bus rapid transit (BRT) and increased local transit service. While WSDOT has initiated work on selected widening and safety projects, there is currently no funding or adopted schedule for the addition of two new lanes.

In many parts of the corridor, the ERC runs parallel to I-405. In particular, in the southern-most segment (between Renton and I-90), the corridor right-of-way and I-405 right-of-way are adjacent. In addition, this segment has many pinch points and road crossings. There are numerous locations where the ERC crosses narrow trestles, or has steep slopes on either side of the tracks, making it challenging to plan for multiple uses along the corridor. The adjacency of the rights-of-way suggests taking a comprehensive approach to developing a plan for the ERC in the southern segment.

During the RAC workshops it was suggested that planning for the ERC should include consideration of how to accommodate multiple uses within a broader public right-of-way. Because neither the widening of I-405 nor the BRT projects have been funded, this is a good time to consider how to take advantage of the close proximity of these two public rights-of-way. When the Sound Transit Board of Directors considers the update to the Long-Range Plan there is an opportunity to address how these two parallel corridors could be used for high-capacity transit and accommodate the multiple-use vision for the ERC.

Recommendation 3B: The RAC recommends that owners work with state officials to explore opportunities to address trail, high-capacity transit and utility improvements in the parallel public rights-of-way in the I-405 corridor and the ERC.

C. SR-520 Interchange in Redmond

In Redmond, the spur portion of the ERC crosses SR-520 at Redmond Way and SR-202. This is an important crossing because it connects the Redmond Spur (and the future site of the Downtown Redmond East Link light rail station) with the regional East Lake Sammamish Trail and the SR-520 Trail.

WSDOT has identified an improvement for this interchange (the East Lake Sammamish Parkway Regional Trail Connection at SR-520/SR-202) in their SR-520 Multimodal Corridor Planning Study Recommendations (April 2013). The project would construct a missing segment of trail system through a very busy and unsafe interchange. However, no funding has been identified, and the “year of need” (year when project funding would be needed) is identified as 2022. The East Lake Sammamish Trail is already developed to a point just south of the SR-520/SR-202 interchange. The City of Redmond will complete the Redmond Central Connector Trail in 2014, which will terminate just north of that interchange, well ahead of the 2022 “year of need” projection.

This is a key intersection in the regional trail system. Improvement of this interchange will enhance mobility and safety for residents between Issaquah, Sammamish, Redmond, Bellevue, Kirkland and Seattle. Those communities will be connected via a regional trail system that includes the already developed East Lake Sammamish Trail, the SR-520 trail between Seattle and Redmond (once the bicycle and pedestrian paths are completed on the SR-520 Bridge in 2015), and the Redmond Central Connector (2013). Improvements must also accommodate Sound Transit’s future needs for extending light rail to Redmond.

Recommendation 3C: The RAC recommends that the owners work with state officials, and coordinate with Sound Transit, to seek support for construction of improvements to the SR-520/SR-202 interchange. Because the Redmond Central Connector and SR-520 trails will be completed within the next two years, the owners should work with the state to move the “year of need” to as early as 2014.

4. DEVELOP A LONG-TERM REGIONAL APPROACH FOR PLANNING TOGETHER

Decisions about the future use and development of the ERC will take place over time in a very dynamic environment. The corridor’s owners, adjacent jurisdictions and other partners will conduct planning studies, establish policies, make decisions, and develop projects that will have an effect on the future of the ERC. The owners should work to coordinate planning activities when appropriate, have discussions about how the ERC can be incorporated into the various planning initiatives, and be engaged in those processes and policy discussions to ensure that future opportunities for creating multiple uses in the corridor are encouraged or not foreclosed.

A useful reminder of the importance of long-range, integrated planning is the example of the historic Interurban Rail Transit service. By 1912 the electric railway ran on a separated right-of-way connecting Tacoma, Seattle and Everett. As highways came to dominate regional transportation, the Interurban service was discontinued, and the right-of-way was used for other purposes, including trail and utilities. Today we are developing a new right-of-way to create a high-capacity transit connection between Tacoma, Seattle and Everett.

A. Sound Transit High-Capacity Transit Corridor Studies and Long-Range Plan Update

When voters in King, Pierce and Snohomish counties approved Sound Transit 2 (ST2) to continue building the region’s high-capacity transit (HCT) system, funding was included in that ballot measure for Sound Transit to conduct planning for potential future expansion of the

system. The Sound Transit Board has recently authorized its staff to begin high-capacity corridor planning studies focused on eight corridors, including the ERC.

The results of these corridor studies will be used to update the 2005 Sound Transit Long-Range Plan. The Long-Range Plan represents Sound Transit's goals, policies, and strategies to guide the development of the HCT system. The Long-Range Plan presents a comprehensive assessment of the region's needs and a 30- to 50-year vision for meeting those needs. The Regional High-Capacity System Plan is more detailed and identifies projects to be funded and implemented during the next implementation phase. In 1996, Sound Move was the first regional high-capacity transit system plan approved, followed by ST2 in 2008.

The corridor studies will inform decisions made in the Long-Range Plan update regarding potential projects, including modes, and representative alignments.

The Sound Transit Board's authorization of the corridor studies and direction regarding the update to the Long-Range Plan will keep open the option of going to the voters for an ST3 package of investments in 2016. The corridor studies are scheduled to be completed by the end of the second quarter in 2014. The Long-Range Plan update is anticipated to be complete by the end of 2014. A potential package of ST3 projects could be developed by mid-2016, based on direction from the Board.

Sound Transit's high-capacity transit corridor study of the ERC, and the Long-Range Plan, may consider multiple modes of passenger transportation (e.g., heavy rail, light rail, Diesel Multiple Units (DMUs) as appropriate, and will include analysis of connections at the south end of the corridor (to south King County communities), and to the north, with a station in Woodinville. . Sound Transit will not analyze service that could be operated between Woodinville and Snohomish, which is outside of the Sound Transit district. The exploration of potential connections at either end of the ERC is important to create mobility options between residential communities to the north and south, and the job centers in Bellevue, Redmond and Kirkland.

Recommendation 4A: The RAC recommends that four of the corridor owners (Redmond, Kirkland, PSE and King County) work with Sound Transit to review, discuss and comment on the ERC study, the development of the Long-Range Plan, and the Regional High-Capacity System Plan. The owners have expressed interest in ensuring that the corridor study and the Long-Range Plan update encompass the entirety of the public right-of-way in the corridor, including the ERC and the I-405 corridor.

B. Multiuse Planning Considerations

The ERC represents an unparalleled opportunity to enhance and create mobility connections by linking cities, transit systems, parks, trails, and residential and commercial centers. The corridor serves multiple regional growth centers, with potential to link downtown Bellevue and Kirkland–Totem Lake with connections to Redmond–Overlake, downtown Redmond, and downtown Renton. As mentioned earlier, the ERC has potential to eventually connect directly with the I-90/Mountains to Sound Trail, Bellevue's Lake to Lake Greenway Trail, the Lake to Sound Trail, the Interurban Trail, the SR-520 Trail, the Redmond Spur Trail, the Tolt Pipeline Trail,

Snohomish County's Centennial Trail, and the most popular regional trail corridor, the Burke-Gilman/Sammamish River Trail. These connections were envisioned by the first trails plans more than a generation ago.

The RAC workshops identified a number of examples of current planning or development activities that will have an effect on the future use of the ERC. These activities have been initiated by corridor owners, and adjacent jurisdictions. For instance, the City of Renton is planning for residential and commercial development adjacent to the corridor in the Port Quendall area. The City of Bellevue is planning extensions of two major downtown arterials that will cross the ERC (NE 4th St. and NE 6th St.), and is working with private developers and Sound Transit on redevelopment plans for the Bel-Red Corridor and Spring District, which are expected to generate 10,000 jobs and 5,000 housing units in close proximity to the ERC in the next 20 years.

In Kirkland, the city is developing a master plan for the portion of the corridor they own, and working with Google on a facility expansion that will span the corridor. They are also developing a master plan for the park at Totem Lake, which is expected to grow as an urban center. PSE is currently planning a new utility line in a portion of the corridor that spans King County and Kirkland ownership. PSE has stated they will be planning future utility enhancements as growth occurs in adjacent communities.

King County will be developing a master plan for the portion of the corridor they own. That work will begin in 2014 and will be completed in two to three years. In 2014 the focus of the work will be completion of a baseline corridor analysis that will document site conditions and features along the corridor that will shape future planning and design. The work in 2014 will also assess the feasibility of connecting the ERC to the regional transportation network, including the regional trails system, transit services, rail stations, park and ride lots, ferry terminals and airports, as well as the best ways to make trail connections at major crossings and gaps along the corridor.

Redmond is in the process of implementing a number of plans that will affect the corridor, including the Central Connector Master Plan, Downtown East-West Corridor Study, the Downtown Cultural Corridor Plan, the Downtown Zoning Code and the Sammamish Valley Park Master Plan. As mentioned above, Sound Transit is beginning planning for a possible ST3 ballot measure. Undoubtedly, other plans and projects will surface in the coming months and years.

Coordination among owners, and with adjacent jurisdictions and developers, will be crucial to creating and preserving multiuse opportunities in the corridor. Several agreements between

The Effect of Incremental Decision Making:

At the close of the RAC workshop for Segment 3 (from I-90 to the Bellevue/Kirkland boundary) one of the participants made an insightful comment. He said that up until this point, owners and adjacent jurisdictions have made a series of individual decisions that, in isolation, make perfect sense. However, he suggested that with each incremental decision it gets increasingly difficult to accomplish the multipurpose vision articulated by the RAC.

some of the owners have been adopted to address coordinated planning. An agreement between King County and PSE (the Reciprocal Coordination and Cooperation Covenant Agreement) establishes the framework within which the County and PSE will coordinate trail and utility planning in the portions of the corridor where the County has ownership. King County and Redmond reached an agreement stipulating that the city will develop a public trail consistent with railbanking requirements, assume interim trail sponsor duties, and agree to additional wastewater easements to allow the County to meet its current and future wastewater facility needs. Sound Transit's easements as well as King County's easement in the Sound Transit-owned portion of the ERC include processes to coordinate the dual uses of high-capacity transit and a recreational trail. However, not all owners have adopted agreements, and currently any coordination agreements with adjacent jurisdictions are developed on a case-by-case basis (i.e., the agreement between the City of Bellevue and King County, and between Bellevue and Sound Transit, regarding the extension of NE 4th Street).

Recommendation 4B: The RAC recommends that in the coming months and years

- The owners coordinate their planning and actions to foster implementation of the multiuse vision and preserve or enhance opportunities now, and in the future, for high-capacity transit, trail and utility uses in the corridor.
- Where owners have created coordination agreements between one another, work on planning and development activities will be done consistent with the agreements already in place. However, where partnership/coordination agreements do not exist, there is an open question about how the owners will resolve any outstanding conflicts when interests diverge. In the next phase of the collaborative planning process (see the Next Steps section of this report) the owners should determine if additional partnership agreements are needed, how the owners will work with adjacent jurisdictions, and with or without new agreements, how integrated planning across multiple jurisdictions will be achieved.
- The owners recognize the ERC's unique potential to enhance mobility and transportation in the region by providing a nonmotorized spine connecting regional trails and parks, bus and rail networks, schools, and residential and commercial centers. Owners should acknowledge the importance of developing an ERC trail, consistent with the corridor's long-term multiuse goals. Planning and design for such a trail will be done in full consultation with other owners, adjacent cities and communities, and the public.

C. Sound Transit Operation and Maintenance Satellite Facility (OMSF) Siting

Sound Transit is expanding the regional Link light rail system. Construction is underway to expand light rail to Husky Stadium and Northgate in Seattle, and from Sea-Tac Airport to South 200th. In addition, design work is underway for the expansion to Mercer Island, Bellevue and Overlake near the Microsoft campus. Planning is underway for the extensions north to Lynnwood and south to Federal Way. The expansion of the system will require that Sound Transit purchase additional light rail vehicles for the extended service. The current light rail

maintenance facility, located in the SODO neighborhood in Seattle, is not big enough to manage the increased volume of light rail vehicles. Sound Transit has indicated that they will need a new maintenance facility opened by 2020 to meet their light rail expansion schedules.

As a result, Sound Transit is in the midst of an environmental review process examining four potential locations for the OMSF. One of the potential alternatives is located in Lynnwood, another is in Bellevue adjacent to SR-520 near NE 20th Street. The other two alternatives are in Bellevue adjacent to the ERC, north of NE 12th Street and east of I-405. One of the alternatives would be located entirely on the east side of the ERC, while the other alternative would span the corridor with facilities on both sides. The Lynnwood alternative would increase the anticipated light rail train storage space on the ERC in Bellevue (beyond the current plans for East Link). The draft Environmental Impact Statement (EIS) for the four alternatives will be available by mid-2014, which will begin the public comment period. After the public comment period, the Sound Transit Board is expected to identify a preferred alternative in the third quarter of 2014. When the preferred alternative is identified, work on the final EIS and preliminary engineering will begin. The final EIS and preliminary engineering is expected to take 10 to 12 months and result in a federal Record of Decision in late 2015.

Sound Transit provided a briefing for the RAC that included a description of the alternatives. Planning for the three alternatives that would affect the ERC assume that the multiple uses anticipated by the owners will be incorporated. The multiuse vision for the corridor must balance the needs of future trail, high-capacity transit, and utility development. Finding the right balance will take continuous collaboration among the owners as projects on or near the corridor are planned. The OMSF environmental review process provides an opportunity for the other RAC owners to work with Sound Transit regarding the three alternatives that would affect the ERC.

Recommendation 4C: The RAC recommends that

- The owners discuss the alternatives during their next phase of work (see Next Steps) and determine if they want to provide any comments on the Sound Transit OMSF EIS.
- In the event one of the three alternatives (Lynnwood or the two adjacent to the ERC) is selected as the preferred alternative, the RAC will work with Sound Transit to develop plans that ensure public access and multiple uses, is consistent with the owner's vision for the ERC.

D. Develop the Corridor Consistent with Federal Railbanking Requirements

The acquisition of the ERC by the five owners is subject to the federal Rails-to-Trails Act (See Appendix 5 for a description). The Act allows divested rail corridors to be "railbanked." This means that the corridors can be used for trails and other compatible uses for an indefinite, but "interim," period of time. The property may in appropriate circumstances be restored to active freight service by a bona fide interstate freight rail operator. The requirements of the Act are implemented by the federal Surface Transportation Board (STB), the agency responsible for regulating interstate freight rail service.

The Act requires that owners of a railbanked corridor continue to maintain sufficient real property interests to allow for potential future reactivation and to not sever a railbanked corridor from the interstate freight rail system.

Recommendation 4D: The RAC recommends that the owners conduct all planning for the corridor consistent with the requirements of the federal Rails-to-Trails Act.

5. THE CORRIDOR'S REGIONAL LEGACY

The RAC members agree that the ERC is a once-in-a-generation opportunity. It must be planned with an appreciation for the regional legacy it will create. Our region has a long history of civic projects and decisions that endure for the benefit and use of future generations: cleaning up Lake Washington, protecting hundreds of thousands of acres of working forest land, acquiring development rights for farmland, and acquiring the Burke Gilman Trail and the East Lake Sammamish Trail. We have also been an international leader in innovation and strategic thinking: building airplanes to enhance worldwide mobility, changing the world's use of computers and retail experiences, becoming a renowned center for bio-tech research and higher education, and creating a new style of music. The purchase and development of the ERC has the potential to create a similar legacy, benefiting area residents for the next century and beyond. The first step in creating that legacy has been achieved by securing the corridor in public ownership. But during the RAC process, members identified a number of areas in which more must be done to ensure the ERC becomes a regional legacy for future generations.

A. Mobility and Transportation Connections

The PSRC forecasts that between 2010 and 2040, the population in King, Pierce, Snohomish and Kitsap counties will increase by 1.3 million. During that same time it is anticipated that 1 million new jobs will be created. Enhancing mobility for area residents and businesses as the region continues to grow will be essential to maintaining a vibrant economy and protecting our region's quality of life.

The development of the ERC is an unprecedented opportunity to create a new north-south transportation spine in fast-growing east King County. The multiuse vision for the corridor can become a cornerstone in the region's effort to create mobility options as the region grows. With careful planning and public support, the corridor can provide mobility via high-capacity transit, bicycle, and walking, and connect to other transportation systems, including bus, rail, trail, ferry and airports. It can be used for commuting to work or for recreational purposes.

The corridor should become an integral part of the regional trail system. It can be a centerpiece in the decade's long effort to create a seamless trail connection around Lake Washington, and it can establish a north-south connection to the Mountain to Sound Greenway. (For further description of potential regional trail connections in King County see Recommendation 4B.) The corridor could also connect with the Centennial Trail in Snohomish County.

An issue that will need to be addressed as planning for the corridor continues is trail head parking. Several cities said during the workshops that parking at parks adjacent to the ERC is

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already at capacity in summer months. Trail head parking will also be needed for the ERC to be used to support community events and activities.

The corridor should also be used to strengthen connections with the region's transit system. Residents in the cities along the ERC could use the corridor to improve mobility between their cities, to/from Seattle, or between communities to the south or north of the corridor. Since the corridor crosses I-90, SR-520 and I-405, there are multiple opportunities to connect the corridor with the region's bus service. In addition to implementing East Link light rail in a portion of the corridor in Bellevue, Sound Transit, as described in Recommendation 4A, is also studying the potential to add high-capacity transit service to the corridor, and how that service could connect with communities in south King County and Pierce County.

Recommendation 5A: The RAC recommends the owners

- Continue to work with Kirkland, Redmond and King County, who have begun discussions about how to connect the Redmond Spur with the ERC Main Line to create a more direct connection between downtown Redmond and Kirkland. Owners should support actions needed to make that linkage.
- Work with the City of Renton to develop and finalize connections at the south end of the corridor with the Lake to Sound Trail and the Lake Washington Loop Trail.
- Work with Woodinville and Snohomish County to develop connections north to Snohomish County.
- Work together, and with adjacent jurisdictions, to address the need for trail head parking to accommodate users of the future trail on the corridor.

(See also recommendations for developing connections at the I-405/I-90 Interchange, the I-405/SR-520 Interchange, and the Sound Transit high-capacity transit studies and Long-Range Plan.)

B. Economic Opportunities

The corridor can be developed to support economic growth in a number of ways. For example, the ERC can become a regional asset that helps attract residents and businesses that view the corridor as a transportation and/or recreation amenity for their employees. During the RAC's deliberations members learned that Google is planning to expand their offices in Kirkland to span the ERC. The company's decision to expand at their current location was influenced in part by the proximity to the corridor and its future use by their employees. In addition, local jurisdictions want to attract residents to their urban centers to access transit opportunities, urban amenities, and reduce vehicle miles traveled.

The ERC will also provide a direct link between several important regional economic hubs. At the south end of the corridor Renton is a major job center (45,000 jobs in 2009), and is strategically located between south King County communities and the employment centers in east King County. Bellevue currently employs 140,000 individuals and is planning for considerable job growth in downtown and the Bel-Red Corridor. Kirkland (31,000 jobs in 2012) and Redmond (nearly 80,000 jobs in 2011) are also employment centers and planning for

additional growth. Connecting these job centers via high-capacity transit or trail connections will enhance mobility for employees. The corridor also provides an opportunity for PSE and King County to make the necessary utility improvements to support the anticipated economic growth.

RAC members also discussed the potential for excursion rail service on parts of the corridor. The Spirit of Washington dinner train had operated on the Main Line between Renton and Woodinville, but ceased operation in 2007. Several members of the RAC suggested that excursion rail could support the fast growing winery and distillery district in Woodinville. There are existing agreements for the operation of excursion rail service on the northern 2.5 miles of the Redmond Spur and north of Woodinville on the Main Line.

Recommendation 5B: The RAC recommends that

- The next phase of collaboration among the owners should address the potential timing and location of possible excursion service in the corridor.
- ERC owners work together to create zoning and development regulations that encourage private development to utilize this corridor as an amenity for area residents, customers and employees. (See also Recommendation 6A on Developing Consistent Policies.)
- Provide opportunities in this multiuse corridor for energy and utility infrastructure to support future growth and development.

C. Cultural Opportunities

The corridor should celebrate the culture, art and values of the communities it passes through. This will help create a sense of ownership, pride and support for the corridor. RAC members were very impressed with Redmond's development of their portion of the corridor, the Redmond Central Connector. It has been designed as a signature public destination, incorporating art, recreation and cultural activities. Redmond's master planning process began with the creation of design

LESSONS LEARNED:

The Corridor as "Front Door" – Redmond

Historically, freight rail lines have served as a community's back door, meeting the needs of shippers but not providing amenities for other users. As a result, buildings along rail corridors typically face away from the corridor, with only loading docks leading out to the rail corridor.

In Redmond, though, that is changing. In 2010, the City of Redmond purchased 3.9 miles of the Redmond Spur on the Eastside Rail Corridor. The **Redmond Central Connector** will include trails, light rail, utilities, new road connections, and connections to existing local parks and trails.

To facilitate this change, Redmond enacted new zoning regulations for properties along the corridor, which require a 14-foot setback for buildings; active, engaging spaces that face the corridor; and high-quality materials that respond to the design of the corridor. These changes have already been implemented in a number of new developments and are helping to make the Redmond Central Connector the city's new front door.

For more information:
www.redmond.gov (type "Redmond Central Connector" in the search bar).

principles—guiding statements that suggest a vision for how art, culture, commerce, community connections and history will be woven into the development of the corridor. The Redmond Central Connector has tried to incorporate design features or art work that reflect the identity of the neighborhoods adjacent to the corridor.

At various points the ERC is located near public parks and open spaces that could be used for community events and activities (e.g., Gene Coulon Park, Newcastle Park, Mercer Slough Nature Park, Bellevue Botanical Garden, Totem Lake Park, Downtown Redmond Park, and Marymoor Park, to name a few). The corridor could be used as a link between these parks and nearby residential communities.

Recommendation 5C: As King County and Kirkland develop master plans for their portions of the corridor, and Sound Transit develops art plans for the design of the East Link Hospital Station, design principles should be adopted that articulate the importance of including art and cultural displays in the corridor's development. Redmond can provide insight and assistance in identifying how to successfully incorporate art and culture into the design of the corridor. In addition, owners should work with local residents to help identify art, signage and design features that will reflect community identities. Local representatives can also help plan ways in which the corridor can support local cultural activities and celebrations. This will help create local community excitement about the corridor.

D. Natural Areas

Along the ERC there are several places where the corridor intersects or passes in close proximity to natural features including streams, wetlands and forested areas. These areas include stream channels and associated riparian areas that support several salmonid species, including chinook, coho, sockeye, steelhead, and cutthroat, and other native species dependent on these habitats. Two of these salmonid species—chinook and steelhead—are listed species under the Endangered Species Act and are the focus of community-based recovery efforts by the Cedar/Lake Washington Salmon Recovery Council. The streams include May Creek in Renton; Kelsey and Coal Creek in Bellevue; and Yarrow, Forbes, and Juanita creeks in Kirkland. They also include large wetland areas, for example around Totem Lake and Mercer Slough, and areas along the margins of the rail bed that contain large trees, all of which provide habitat for a range of native species and can contribute to the management of stormwater and water quality.

In addition to providing important habitat features for wildlife and contributing to natural processes that support community values and needs, these areas present opportunities for users of the ERC to interact directly with the natural environment. They hold the potential to add to the richness of user experiences (e.g., seeing salmon returning to spawn in the fall), and providing the corridor user a reminder of the natural heritage of the region in the midst of an urban area.

Recommendation 5D: The RAC recommends that owners protect important natural areas within and in close proximity to the corridor. In planning the overall user experience

for the ERC, owners should integrate interactions between corridor users and the natural environment, especially in areas with unique and compelling natural features. Design of the places along the corridor where users will visit these features should provide appropriate protection of these natural areas while providing visitors with a satisfying and enjoyable experience.

E. Scenic Vistas

For those who have walked the ERC or taken the High Rail tour, some of the vistas from the corridor are breathtaking. From selected vantage points on the corridor, there are sweeping views of Lake Washington, downtown Bellevue, mountains and foothills, the Sammamish River Valley, and interesting local territorial scenes. In addition, in some locations along the corridor travel takes place in a ribbon of green—a refreshing natural greenbelt in an urban or suburban landscape.

As the corridor develops, it will be important to take advantage of the places along the ERC where there are scenic vistas. They will become part of the magic of the Eastside Rail Corridor. In some cases, where there is a natural existing view, the owners may want to consider creating viewpoints for users to admire the vistas. In other areas, the owners may want to use signage to enhance the user's experience.

Recommendation 5E: The owners developing corridor plans should identify the various points along the corridor where scenic vistas can be maximized. The owners will need to work together to plan future developments in a manner that is sensitive to outlook points and vistas. For example, location and design of utilities, fencing, landscaping and trail location could have an impact on iconic scenic vistas.

F. Historic Legacy

The Eastside Rail Corridor presents an opportunity to reflect and celebrate a rich and diverse local history of east King County. The corridor reflects the history of nonindigenous settlement and development of the communities along the eastern shores of Lake Washington. The corridor also sits on land that was used by Native American tribes before modern-day settlement blossomed.

The Eastside Rail Corridor was built approximately 100 years ago. It was originally referred to as part of the Lake Washington Belt Line. The new rail line provided transportation services to the communities sprouting along the eastern shores of Lake Washington. The Belt Line traversed the Wilburton Trestle, built in 1904. The Redmond spur was built in 1889 and was part of the Seattle Lake Shore & Eastern Railway.

Before the rail line was established, according to a description of Coast Salish Villages of Puget Sound, there were several Native American settlements along the path of the ERC. The settlements were often tied to locations where food was abundant, such as the confluence of the Cedar and Black Rivers in Renton, on the Lake Washington shoreline north and south of May Creek in Renton, the mouth and headwaters of the Mercer Slough in Bellevue, Yarrow Bay, and near the current location of downtown Kirkland.

Recommendation 5F: The RAC recommends that the owners identify historic locations along the corridor as part of their work to develop their master plans. The identification of these sites could be incorporated in the design and development of the ERC. This work should include reaching out to tribal communities and local historic societies to help identify historic locations. The owners should also consider working with HistoryLink, an online historic encyclopedia, to create a narrative history of the ERC.

G. Public Health

In recent years, there have been numerous studies that cite the importance of physical activity to human health. According to the U.S. Department of Health and Human Services' *2008 Physical Activity Guidelines for Americans*, these studies have shown that regular physical activity: improves the likelihood of living a longer and healthier life; reduces the chances of developing heart disease, stroke, diabetes and some types of cancer; promotes weight loss; reduces depression; and improves sleep. The guidelines note that such aerobic activities as brisk walking, running and bicycling are the most beneficial (<http://www.health.gov/paguidelines/guidelines/default.aspx>).

Development of the Eastside Rail Corridor will enhance the opportunities for walking, jogging, bicycling and other physical activities that will have public health benefits. As described earlier in this report, there are numerous opportunities to link the ERC with other trails. By connecting the corridor with the regional trail system and local trails, the expanded network of trails will reach more communities and provide residents with exciting options for exercise and recreation.

Anticipated new Environmental Protection Agency (EPA) air quality standards for ozone may place King County at some risk of violating the federal standards. Additional high-capacity transit, bicycle and pedestrian commuting in the ERC that could reduce automobile usage in the I-405 corridor would be beneficial in improving air quality and reducing the risk of violation.

Recommendation 5G: There are a number of actions the owners can take to develop the ERC in ways that will promote public health. As mentioned earlier, the RAC recommends that owners work together to create seamless trail connections between the regional and local trail system, and work with federal and state partners to create plans for ERC trail crossings at major regional highway intersections and through neighborhoods.

Regarding high-capacity transit use and enhancement of transit connections in the corridor, see Recommendation 4A.

There are places in the corridor where near-term trail development can be accomplished without precluding future uses. Trail development (temporary or permanent) will enhance the public health benefits of the ERC.

H. Public Safety

An important objective of the ERC will be to enhance the public safety for those using regional transportation and trail systems. This can be accomplished in a variety of ways, including use of

Crime Prevention Through Environmental Design (CPTED) principles and smart engineering design principles focused on pedestrians.

The creation of a grade-separated transportation corridor would eliminate conflicts for walkers and bicyclists who may now share roadways with automobiles. A grade-separated high-capacity transit system would provide safe and convenient multi-modal transportation connections and an alternative for residents and workers who travel in the heavily congested I-405 corridor.

Development of a multiuse corridor with trail and high-capacity transit connections, that embraces art, cultural opportunities, historic legacies and scenic vistas, will create a lively, well used corridor, with vibrant, active spaces. RAC members learned that other multiuse trails around the country generate heavy use throughout the year. For example, in Portland's Springwater Corridor, where a trail and freight rail share the corridor, it is estimated that 1 million people per year use the trail. In Hennepin County, Minnesota, it is anticipated that 29,000 bike commuters will use the trail daily when it is completed. Other corridors have used lighting, access points to neighborhoods, visibility of the trail, user separation, safety warning signage, access for emergency personnel, and other strategies to enhance public safety. The expected use of the trail on the ERC will act as a strong deterrent to crime and threats to public safety.

Recommendation 5H: The RAC recommends that owners work together to address several public safety issues in the corridor:

- Work with federal and state partners to create strategies for safe, efficient crossings at the busy intersections with major highway interchanges (e.g., I-405 and SR-520, I-90 and I-405, SR-520 and SR-202).
- Create common principles and standards for how arterial and local road crossings

LESSONS LEARNED:

Be Smart About Safety – Minneapolis/St. Paul

How do you keep walkers, joggers, bikers and commuters safe on a multiuse rail/trail corridor? On the Central Corridor between Minneapolis and St. Paul—where light rail trains will begin running in 2014—a new **Green Line Quiz Bowl** YouTube video offers simple solutions to keep multiple uses on the corridor operating safely.

The quiz bowl covers everything from rules of the road, crossing light rail tracks, safety in station areas, and even why *not* to use the light rail guideway for biking and skateboard stunts! Because there will be a variety of uses along this relatively narrow corridor, nearby residents and business are learning to “be smart about safety.”

In addition, the pathway component of the Central Corridor, like trails and parks around the county, is being designed using the CPTED (Crime Prevention Through Environmental Design) principles for safety. These include

- Visible sightlines so people can see what is happening around them
- Access control to easily show where to walk and not walk
- Territorial markers to show the difference between public and private spaces
- Good maintenance to show pride of place.

For more information:
www.centralcorridor.org/safety

CREATING CONNECTIONS

will be addressed, and when grade separation should be used. Some of these road crossings are small, such as those that connect several dozen homes to Lake Washington Boulevard in Renton, while other crossings are quite large and busy, such as NE 8th Street in Bellevue.

- Work with individual cities to develop capital and funding plans for planned local road crossings (such as the NE 6th St. crossing in Bellevue).
- Work with one another and with adjacent jurisdictions to address road and utility crossings when high-capacity transit service is provided on the corridor.
- Consider general trail safety standards, including access points, lighting, vegetation management, width of trail, adjacent surfaces, and congestion management, etc.

I. Equity

The owners of the ERC share a responsibility to ensure that all residents of King County have full and equal access to the future development of the corridor. As a public asset, the corridor should be used and enjoyed by the diverse populations that live in our region. The RAC's vision for the ERC as a multiuse, multimodal transportation corridor would enable everyone to have safe, efficient, affordable, convenient and reliable mobility options.

King County has defined equity and social justice to mean a "fair distribution of public goods, institutional resources and life opportunities for all people." Several members of the RAC have suggested that the ERC should provide direct transportation connections between the communities with affordable housing in south King County and the job centers in east King County. RAC members did not reach agreement on this principle and will require further discussion in the next phase of the collaborative planning process.

The Sound Transit High-Capacity Transit Corridor studies and Long-Range Plan update will explore the potential for providing high-capacity transit between south and east King County communities. The owners' role in that work is described earlier in this report.

Planning for the corridor, both at the conceptual master planning stage, and the design development stage, must involve diverse populations. Outreach to diverse population groups will help ensure that communities of color, low-income communities, and people with limited English proficiency are engaged in discussions about how the ERC can benefit their communities. Planning for art and cultural opportunities in and along the corridor should reflect the values and histories of the diverse populations throughout the county.

Recommendation 5I: The RAC recommends that

- Strategic public investments in the ERC must enhance use for all King County residents, furthering equity and social justice.
- King County and the City of Renton continue their work to develop a connection between the ERC and the Lake to Sound Trail, which would link the communities of Renton, Tukwila, Burien, Normandy Park and Des Moines to the corridor.

J. Sustainability

There are several ways in which the development of the ERC should be sustainable. Development of the corridor by five owners, in five different jurisdictions, with many overlapping federal, state and local public and private interests, demands that planning for the corridor incorporate the interdependencies and policy goals of the many partners. The creation of these partnerships will ensure that development of the corridor will be done efficiently and will be sustainable over time.

Development must also be financially sustainable. Financial resources are limited. Investments should be made to maximize resources. The owners should work to avoid costly improvements that are removed or demolished later. Redmond's approach to planning the Redmond Central Connector was helpful for RAC members. One of the lessons learned in Redmond was to start the planning work from the bottom up, starting with the various underground utility easements and development envelopes. City officials decided to place their trail on top of those easements, since the trail is the least expensive use to move if/when that is needed. City officials said the underground utilities are the most difficult to plan for and construct, and the rail is the most costly.

The ERC must also be environmentally sustainable. The corridor must be developed to be sensitive to and take advantage of the various environmental features

LESSONS LEARNED:

SMART Governance – Multi-jurisdiction Cooperation

Like the ERC, the Sonoma Marin Area Rail Transit (SMART) corridor spans many jurisdictions. SMART is a voter-approved, 70-mile passenger rail and bicycle-pedestrian pathway project in northern California. To develop a collaborative multi-jurisdictional approach to this multiuse corridor, in 1998, local leaders created a two-county SMART Commission to guide the design and implementation of the project.

After 18 months of study, the Commission voted in favor of forming a new commuter rail transit agency that would manage the corridor's passenger rail service and pathway. In 2003, through AB 2224, the California State Legislature created the SMART District, which is governed by a 12-member Board that includes representatives from each county, local cities, and a local transportation district. SMART also has a Citizens Oversight Committee, and coordinates closely with the freight operator, North Coast Railroad Authority.

SMART leaders note that a successful regional governance model must reflect the corridor's needs, must be sustainable, and must have authority to act. SMART's experience is consistent with some other multiuse, multi-jurisdiction corridors the RAC used as case studies.

For more information:
www.sonomamarintrain.org

and assets adjacent to the corridor: lakes, creeks, steep slopes, wetlands, rivers, etc. The ERC provides an opportunity to showcase those environmental features and build support for their protection and enhancement. The owners should also consider using environmental best practices when constructing improvements on the corridor.

Recommendation 5J: The RAC recommends that the owners should continue the collaborative planning process begun in this RAC process. The best way to ensure sustainable development of the corridor over time is to continue to work together toward a common vision. Full development of multiple uses in the corridor will take decades. Development will occur in stages. Different uses and different geographic segments will be developed at different times. It is essential that as owners make interim or phased investments that they do so in a manner that does not foreclose options to achieve the multiuse vision.

6. BEGIN IDENTIFICATION OF SHARED CORRIDOR GUIDELINES

One of the RAC Principles for future development of the ERC (described in the first section of this report) is “Continuity.” The Principle states that “the owners will seek to make the experience for corridor users seamless² from one segment to another...” To achieve this goal, considerable coordination of planning activities and creation of guidelines will be required among the owners.

In other multiuse corridors researched by the RAC, ownership interests are typically held by one governmental agency. Because ownership interests in the ERC are held by five owners, it will take intentional effort on the part of the owners to establish a consistent user experience along the corridor. With predictable turnover in staff and elected officials over time, it is important for the owners to agree in the initial stages of planning where and how they want to use these guidelines to support the vision for the corridor.

During the RAC process several topics were identified for development of joint guidelines and collaborative planning.

A. Develop Consistent Policies, Regulations and Incentives to Use the Corridor as the “Front Door”

Historically, commercial and residential development along the ERC, like most other rail corridors around the country, turned its back on the corridor. Most development on the corridor has located parking, loading docks, fencing, dumpsters, or service entrances facing the ERC. The creation of a multiuse corridor is an opportunity to rethink how the ERC interacts with the design and function of developments adjacent to the corridor. Creating a high-quality regional corridor will foster new development alongside the ERC which will help define the user’s experience.

² Use of the term “seamless” means creation of a corridor that has some common design features, but also reflects the unique character of the communities and neighborhoods it passes through.

During the City of Redmond's presentation to the RAC about the planning and development of the Redmond Central Connector, city officials described the changes they made to their zoning code to form a new model for how the corridor should be integrated into the redevelopment of their downtown core. Redmond amended their zoning code to establish a 14-foot setback for new buildings, required that buildings adjacent to the corridor create active, engaging spaces (preferably retail), and required the use of high-quality building materials. These changes will help create an active, lively space for users of the Central Connector.

RAC members also discussed the importance of grade separation at some locations to create a seamless experience for users. See Recommendation 5G.

Recommendation 6A: The RAC recommends that owners work together to determine where they would like to create the type of requirements and incentives that encourage private development to utilize the corridor as an attractive amenity for all users, including residents, customers and employees (similar to what Redmond has adopted). This will require collaboration with adjacent jurisdictions who adopt local zoning regulations and building codes. The owners can also share best practices information with one another (from Redmond and other locations) about the different type of zoning, regulatory and incentive based practices that have worked at other locations.

B. Transit Connections

Because the ERC connects five eastside cities, intersects with the area's two busiest east-west highways, and has the potential to connect with cities to the south and north of the corridor, planning should explore the various ways in which the corridor can connect with and enhance transit service in King County. Even before high-capacity transit is developed on the ERC, the corridor could be used to increase access for those who use the region's transit services. The corridor can provide access to park and ride lots, bus stops could be planned near the corridor, access points between the corridor and major bus routes could be planned. The ERC should be part of the region's strategy to improve mobility by enhancing transit connections.

Recommendation 6B: The RAC recommends that owners work together to support projects that strengthen the connection between the ERC and transit services, such as the proposed improvements to the South Kirkland Park and Ride, the East Link crossing of SR-520 at Redmond Way, downtown Bellevue, the East Link light rail station at Overlake Hospital, and connections to park and ride lots at Eastgate, South Bellevue, and other locations. The recently approved King County Parks Levy includes funds to connect trails to park and ride lots. As the corridor is developed, the owners should work with the area's transit providers to identify possible connection points.

C. Corridor Management and Maintenance

Vegetation grew, trestles aged, and surface and ground water found new pathways in the years after BNSF ceased operation in the ERC. Today, the original rails and ties remain in some areas, and not others. Yesterday's seedlings are today trees that, if left alone, would convert the

corridor to forest. Noxious weeds have begun to sprout and thrive. Culverts and drainage ditches require inspection, cleaning and long-term maintenance planning.

The ERC owners share the goal of working together to ensure the success of a multipurpose corridor. They have different maintenance and management obligations, depending upon ownership agreements and expectations of ratepayers, residents and users. Near-term focus, too, varies with each owner. Trail construction is underway in Redmond's segment, and rail removal is underway in Kirkland. Sound Transit is completing design work on its one-mile segment in Bellevue, which will become a major construction site in the ERC between 2015 and 2020 as the East Link Hospital station takes shape. PSE is planning a new transmission line in the corridor within the City of Kirkland. King County Parks crews are working on vegetation control, drainage repair, and making the corridor safer for people who are discovering the 15.6 mile county-owned segment. Ongoing maintenance and management cooperation among the owners is critical as each pursues parallel but differing objectives in the corridor.

Recommendation 6C: The RAC recommends the owners establish a framework for effective channels of communication among their respective maintenance/management staffs. Staff will be encouraged to explore opportunities for collaboration, such as shared use of specialized equipment, sharing of information on environmental issues, planned maintenance activities, strategies to address noxious weeds, and opportunities for sponsorship and volunteer programs within the corridor. The owners should explore approaches for streamlining permit processes related to recurrent maintenance activities.

7. PROVIDE INITIAL GUIDANCE ON CONSTRAINTS AND OPPORTUNITIES

The ERC offers both constraints and opportunities that will affect its role as a multiuse corridor.

Constraints include pinch points, in which the corridor right-of-way is limited, in some cases as narrow as 30 feet; street crossings, at which uses along the corridor must be safely coordinated with crossing traffic; steep topography, in areas in which the corridor is sloped or is located either above or below adjacent development; and bridges and trestles, which are used in numerous areas along the corridor to cross highways, streets, steep areas and sensitive areas. Planning around these constraints will require careful regional coordination. In some areas, some uses may need to be located adjacent to but not on the corridor.

The ERC also includes many opportunities to enhance its value to surrounding communities as a regional connector. These opportunities include the potential for connections to nearby trails and to the regional trail network; and to provide connections and easy access to and from local parks, transit hubs, park and rides, and commercial districts, and other centers of activity. In many cases, the availability of adjacent public right-of-way or a nearby trail or park could help address constraints on the corridor by developing the corridor as part of a seamless regional system. Planning for connection points and envisioning how the corridor could complement existing parks, trails, high-capacity transit facilities, and commercial and residential centers will require careful consideration.

A. Plan for Construction in the Bellevue Area

Development of the multiuse vision has already begun in some areas of the corridor. As mentioned earlier, Redmond has completed master planning and has begun construction of the first phase of the Redmond Central Connector. The City of Kirkland has received voter approval for the near-term development of a gravel trail and longer-term planning for a paved trail on the Kirkland-owned portion of the corridor (called the Cross Kirkland Connector); master planning has begun and an interim trail will be completed in 2014.

In Bellevue, several projects on the corridor are currently under development and will begin construction within the next several years. Each of these projects will affect the corridor, and plans will be needed to coordinate corridor planning and use with construction activities.

- Sound Transit will be constructing its East Link light rail line, as well as the Hospital Station on the corridor in downtown Bellevue near NE 8th Street. Some portions of the corridor in Sound Transit's ownership area will need to be closed during station and track construction, which is anticipated to occur between 2015 and 2020.
- The City of Bellevue is planning to begin construction in late 2013 on an extension of NE 4th Street, which will cross the corridor. This would be accomplished by removing the rails, lowering the rail bed, and then developing an overcrossing on the corridor. The street extension is anticipated to result in a temporary closure of the corridor in this area.

The corridor owners will need to plan collaboratively and to coordinate with neighboring jurisdictions, particularly the City of Bellevue, to identify and plan for construction-related impacts to the corridor, such as temporary closures.

LESSONS LEARNED:

Expanding the Corridor with Public Right-of-Way – Sonoma Marin

The **Sonoma Marin Area Rail Transit (SMART)** corridor will be a 70-mile, multiuse freight, passenger rail and trail connection along Highway 101 north of San Francisco. The corridor has significant constraints that make including multiple uses challenging, including 59 railroad trestle bridges, two tunnels that are each longer than 1,000 feet, and 73 on-grade road crossings.

Instead of letting these constraints stand in the way of a continuous, multiuse corridor, the SMART team got creative and is planning for a virtual expansion of the corridor in key pinch points. Along 17 miles of the corridor, where there is simply not room for the pathway and the rail line, the pathway will temporarily move off the corridor and take advantage of street right-of-way. A series of bike lane improvements and pedestrian amenities on existing streets in these areas will create a continuous travel corridor for pedestrians and bicyclists.

For more information:
www.sonomamarintrain.org

Recommendation 7A: The RAC recommends that owners work with Sound Transit and the City of Bellevue to develop a plan for the use of the corridor during construction of the NE 4th Street crossing and the East Link light rail and Hospital Station. The plan should include potential detours for corridor users during the construction period, as well as longer-term plans for how multiple uses will be accommodated in the areas of these projects.

B. Pinch Points and Topographic Constraints

The ERC enjoys the gentle longitudinal grade that is typical of railroad corridors in general. More than 75 percent of the corridor is 90 to 100 feet wide. While these characteristics present great opportunities, side slopes and pinch points—often in conjunction with adjacent existing development—will present design and construction challenges as the corridor develops. For example, in Renton and Bellevue south of I-90, the corridor is generally 100 feet wide, but the westerly side is dominated by adjacent residences and access roads with steep side slopes or roadways bordering on the east. In the northern segment of the corridor between Woodinville and Kirkland/Redmond, the main line of the ERC is generally 100 feet wide but located on a steep wooded hillside. The Redmond Spur, which parallels the main line, is generally flat and easily accessible, but the right-of-way width narrows to 30 feet for much of the area, including in the winery district.

Recommendation 7B: The RAC recommends that

- The owners maximize available space in the corridor by supporting development approaches that conserve and facilitate shared use of space. The owners should support revisions to local codes to support development of uniform setbacks along the ERC.
- King County, in its trail master planning process, develop a baseline inventory of natural and built features necessary to thoroughly analyze space constraints in the corridor. This inventory should incorporate input developed by Sound Transit as part of its HCT Corridor Analysis and also should include identification of public or undeveloped land adjacent to the corridor in areas where potential connections, access points and additional acquisition may be desirable.

8. ENLIST COMMUNITY SUPPORT

Representatives from the other multiuse corridors studied by the RAC indicated that development of public support was an essential ingredient for success. In Portland, Hennepin County, Minnesota, and Sonoma/Marin counties, community support was needed for a variety of purposes: passage of state and local legislation; engagement in planning activities; advocating with federal, state and local officials; assistance in programming activities and uses; volunteer activities (including maintenance); and support for funding proposals. In each case, at certain critical points, public support was needed to overcome a major challenge.

The development of the ERC will require the same broad base of public support. The owners will need to cultivate interest and support from local communities that value the connections

within their jurisdictions, and from regional groups that support the value of the corridor to the broader region. The ultimate goal should be for the public to feel a sense of pride and ownership for the corridor, and to be invested in the decisions about the ways the corridor can benefit both current residents and future generations.

A. Naming and Branding

One of the strategies to foster public support is to create a strong brand identity for the corridor. Branding helps build public awareness. An effective brand can make it easier to identify with a public asset, consider future possibilities, or celebrate a space and encourage public use.

Some of the individual owners of the ERC have already had success developing public support for their segments of the corridor and have used a brand identity to help build that support. In 2012, Kirkland residents approved a permanent property tax parks levy that will provide funding for the ongoing maintenance and operation of the corridor, and construction of an interim trail. Additionally, individuals, neighborhood groups and companies have volunteered for the city's adopt-a-trail program and are committed to maintaining the 5.75 miles of the corridor owned by the city. Kirkland has branded its segment as the Cross Kirkland Corridor.

Redmond has developed strong public involvement that has supported local and federal funding requests, and engaged in the creation of a master plan for the corridor. The city has branded its portion of the corridor the Redmond Central Connector. Both Kirkland and Redmond have used the brand identity to build community support for the planning and development of the corridor.

In addition, Sound Transit has developed a brand identity for the East Link light rail line. Approximately one mile of East Link, which will run from Seattle to Overlake, will be constructed on the ERC.

LESSONS LEARNED:

The Corridor as Regional Spine – Monterey Bay

The 31-mile long **Coastal Rail Trail** in Santa Cruz, California, is being planned as a multiuse corridor with freight and future passenger rail service alongside a bike and pedestrian pathway on the Pacific Coast.

As planned, this corridor will be a significant amenity for the local community. But, it will do much more. Instead of standing alone, the Coastal Rail Trail will serve as the "spine" of a much larger regional trail network, called the Monterey Bay Sanctuary Scenic Trail Network, which will be a 50-mile, two-county pedestrian and bicycle pathway.

To create this "braided" regional network of trail and rail, local governments and corridor owners came together to create the Monterey Bay Sanctuary Scenic Trail Network. By planning regionally, the trail network will provide easy access to 88 parks, 42 schools, and more than half of the county's population who live within one mile of the corridor.

For more information:

www.sccrtc.org (click on the Quick Link for "MBSST / Rail Trail").

Recommendation 8A: The RAC recommends that owners develop a strategy for branding the entire corridor. The brand identity should be done in a way that is sensitive to and honors the work already completed by Redmond, Kirkland, and Sound Transit (as mentioned in the RAC’s Principles (see above), and recognizes the larger, grand vision of an eventual statewide and west coast rail and trail network. The goal of the brand should be to create an identity for the corridor that is easily recognizable, and establishes the ERC as a regionally significant corridor that will connect communities and enhance mobility.

B. Funders Collaborative

Development of the ERC will take time and will require many and varied fund sources—both private and public. The philanthropic community can play a very important role in building public support for the ERC, and in advocating for the long-term vision for the corridor.

Once again, the RAC members learned from the experience of other jurisdictions about different models for creating a funders group. In Hennepin County, Minnesota, a number of foundations have come together to form the Central Corridor Funders Collaborative. It is a group of local and national funders working together to “unlock the transformative potential of the new light rail line.” The collaborative expects to raise \$20 million over 10 years, and thus far has raised \$5 million for corridor-wide strategies. The funders are focusing their actions on four topics: (1) ensuring housing options along the corridor for residents at all income levels; (2) creating vibrant transit-oriented places; (3) stimulating new local development and creating a strong local economy; and (4) ensuring effective coordination and collaboration among the different stakeholders.

In our region, the nonprofit King County Parks Foundation has recently been created. The foundation was set up to secure private donations to connect green spaces and trails, support new acquisitions of land and easements, and generally increase recreational opportunities across King County parks and trails. The foundation has identified

LESSONS LEARNED:

Private Investments Leverage Public Light Rail Funding – Minneapolis/St. Paul

The new light rail transit line along the Central Corridor between Saint Paul and Minneapolis will make travel easier and faster. But the Central Corridor will do much more than that thanks to a group of local business leaders called the **Central Corridor Funders Collaborative**.

The Central Corridor Funders Collaborative has focused on the people and places closest to the light rail line to ensure that those living and working there now will benefit from the new investment in the corridor. The Collaborative has outlined a 10-year effort, which members have committed to support through a \$20 million fund they are raising to channel investment into the area in

- Access to affordable housing, for people living near the corridor
- Support for existing businesses, both during and after construction
- Development of shopping, employment, university campuses, and transit hubs
- Communication and collaboration to connect the many groups along the corridor.

For more information:
www.funderscollaborative.org

the ERC as a legacy project and is seeking donors to support corridor implementation.

Recommendation 8B: The RAC recommends that the owners

- Work together to establish a funders collaborative composed of local and regional business, civic, community and philanthropic leaders to support the phased development and the long-term vision for the ERC. Creation of such a collaborative can build on two significant assets: (1) capitalize on the once-in-a-generation nature of this opportunity to capture the imagination of the local and regional leaders; and (2) take advantage of the solid base of public funding support that has already been achieved (i.e., successful voter approved funding initiatives adopted in Kirkland, King County and in the Sound Transit region, and the public funding made available by Redmond to acquire, plan and develop the corridor).
- Stay united around a common vision and agree on a collaborative approach to development of the corridor, in order to attract and maintain a funders group. The corridor will have more appeal to funders as a new regional mobility and economic strategy, than as a collection of contiguous local trails.

C. Stakeholder Jurisdictions

In this initial RAC process, the five owners have worked diligently to collaborate with nonowner jurisdictions. Each of the cities that are adjacent to the corridor (Renton, Newcastle, Bellevue and Woodinville), WSDOT, and the PSRC were involved in this first collaborative process. Staffs from the stakeholder jurisdictions were invited to weekly meetings of the Technical Staff Work Group, and to participate in the three all-day technical workshops examining the constraints and opportunities along the corridor. Each of the adjacent cities was invited to make presentations to the RAC about their interests in the ERC, and any municipal or private plans that could affect the corridor. The stakeholder jurisdictions expressed considerable interest in staying engaged with the owners as planning for the corridor moves forward.

Collaboration with the adjacent jurisdictions will continue to be important because they each create zoning, land use, transportation and recreation plans, and policies that will impact the use and development of the corridor. Numerous examples were cited during the workshops. For example, Renton would like to discuss how the planned development at Port Quendall could intersect with the corridor. Newcastle would like to discuss how their residents (and a new elementary school) on the east side of I-405 can get access to the corridor. Bellevue would like to discuss how to create a grade-separated trail crossing at NE 8th Street. Woodinville would like to discuss how the ERC can support the winery and distillery district.

Recommendation 8C: The RAC recommends that ERC owners continue to work closely with state, regional and local nonowner jurisdictions as the next phase of collaborative planning develops. (See Next Steps.) King County will engage these jurisdictions in the corridor master planning work they will begin in 2014.

D. State and Federal Representatives

There are several reasons the owners will need to work with state and federal representatives. First, because the long-term vision for the ERC includes connections with transportation systems that reach beyond King County, perhaps beyond state boundaries, engagement with state and federal partners will be needed to accomplish that larger vision. For example, the potential connection of the ERC with the Centennial Trail in Snohomish County would create a north-south corridor from south King County to Skagit County. This could be a building block for a corridor that could someday reach from the Columbia River to the Canadian border.

Second, as mentioned earlier, the ERC intersects with a number of highway interchanges. Finding safe, efficient crossings for trails and high-capacity transit may require assistance from federal and state officials to affect policies or secure funding support. The owners need to cultivate relationships, help officials understand the possibilities for enhancing mobility, and be ready as opportunities arise.

State and federal funding will be needed to accomplish both of these objectives.

Recommendation 8D: The RAC recommends that

- The owners reach out to state and federal officials to inform them about the first phase of the RAC's work, share the unified vision for the ERC, and begin to describe some of the opportunities and challenges in developing the corridor. As mentioned in Recommendations 2A and 2B, the owners will work with federal officials to secure funding support for planning to address the constraints at two of the largest and busiest highway interchanges in the region: I-90/I-405, and SR-520/I-405. The owners should begin by briefing the members of the Congressional delegation, the Governor and state legislators, and federal and state transportation officials.
- To the extent the vision for connecting the ERC to corridors beyond Washington state boundaries captures the imagination of state officials, the owners may work with state or regional officials in other western states.

E. The General Public and Interest Groups

One of the conclusions from this first phase of collaborative planning is that there are many individuals and interest groups who have a very strong interest in the planning and development of the ERC. Members of the public who attended the RAC meetings represented a sample of those who have a keen interest in the corridor: advocates representing regional trails, bicycle groups, passenger high-capacity transit, excursion rail, freight rail, environmental and conservation interests, neighboring residential communities, transportation planners, and commercial development interests. The continued involvement of these interest groups will be essential to building a strong base of public support for the future planning, development and funding of improvements in the corridor. An email distribution list and a web site were created for the RAC process that can serve as an outreach tool to keep groups and individuals engaged as the work moves forward.

Recommendation 8E: The RAC recommends that owners continue to reach out to the general public and the variety of groups who have expressed interest in the ERC. By engaging the public and a broad range of interest groups, the future plans for the corridor will reflect the region's values, helping to ensure the necessary public support for its phased development. The owners conducting corridor planning should create inclusive public processes. Additionally, the owners' next collaborative planning process (see Next Steps) should include opportunities for the public and interest groups to engage with the owners.

NEXT STEPS

TRANSITION TO RAC 2.0

As a result of their initial work together, the owners are committed to the continuation of a collaborative planning process begun by the RAC. Owners see the value of working together to create plans and develop projects that will promote the long-term vision for the corridor, and collaborating on issues that could impact the corridor and affect one another's ownership interests.

Before launching the next phase of the RAC's work (RAC 2.0), the owners want to take the time to develop a scope, work plan, roles and schedule for that work. The role of the RAC and the supporting staff team must be clearly articulated and defined, and the expectations regarding the commitment of resources to RAC 2.0 must be described. The owners recommend that they work together in a transition period, and that by December 1, 2013, they create the scope, work plan, roles and schedule for RAC 2.0. There are issues that may require the owners' collaboration prior to the start-up of RAC 2.0, depending on when agreement on the scope, work plan, roles and schedule can be reached (see Issues of Urgency later in this section).

PURPOSE OF RAC 2.0

Although the more detailed work plan will be defined in the upcoming transition period, the owners agree that the purpose of the next phase of collaborative planning (RAC 2.0) should be to deepen the discussion about the ways in which the ERC long-term vision will be implemented. The owners agree to work together to create transportation and utility connections in and across the corridor.

The purpose of RAC 2.0 should be to

- **Serve as the keepers of the long-term vision**, proposing policies, focusing on changes needed to regional and local planning documents, such as PSRC VISION 2040, that will ensure the corridor is eligible for funding.
- **Implement the report recommendations** as the next step in the collaborative development of the corridor within the established authorities of each of the owners.
- **Advocate with state and federal legislative delegations** for support for corridor development and connections, particularly at key highway interchanges.
- **Enlist community and business support** in the corridor's development and nearby economic opportunities.
- **Consider options and strategies for an ongoing forum for collaborative, coordinated decision making and implementation** that could be used by the owners in the years ahead.
- **Collaborate at a technical staff level** on specific planning and development issues, including upcoming capital projects, Sound Transit's corridor planning efforts, and corridor-wide development standards.

The membership of RAC 2.0 may need to be broadened to realize these goals. During the transition period the owners will need to decide on membership for the RAC and the technical staff team.

ISSUES OF URGENCY

As the RAC considers a work plan, they have identified several issues that have some urgency, which the owners could pursue in the next phase of work. These issues could become the focus of work during RAC 2.0. Some may require collaborative work prior to the formal start of RAC 2.0. The urgency may be the result of other schedules or deadlines, the relative priority of an action, or the lead time needed to accomplish a recommendation.

- **Advocacy for the Larger Vision for the ERC.** RAC 2.0 should affirm the long-term vision and engage in discussions with regional, state and west coast leaders about an ERC vision that is part of a much larger system of trail and high-capacity transit connections. Owners can sound the call for a vision that stretches well beyond the county's boundaries.
- **Work with Federal Officials.** The owners should begin to lay the foundation for future federal and state support by meeting with federal officials to inform them about the results from the RAC's work, and plans for the corridor.
- **Engage with State Officials.** The owners will need to create a collaborative relationship with the state as a partner in re-establishing the corridor connection across I-405, and beginning to plan for how the ERC can be integrated into the interchanges at I-405/I-90, SR-520/I-405 and SR-520/SR-202.
- **Work with PSRC on Revising the Transportation 2040 Plan.** The owners must make sure that the region's transportation plan reflects the RAC's vision for the ERC, and that projects included in that plan are consistent with that vision. This is an important step toward securing future federal and state funding.
- **Brand Identity.** Building public, philanthropic and government support for improvements in the corridor will require an identity for the ERC that captures imaginations and creates an image of what's possible. As suggested in Recommendation 8A, the owners should work together to create a brand identity for the corridor as a whole, while respecting the identities that have already been created by individual owners.
- **Collaborate on Policies, Regulations and Incentives to Use Corridor as "Front Door."** The owners have been impressed with the work Redmond has done to ensure that new buildings adjacent to the ERC create an active, engaging presence facing the corridor. New development along the corridor will continue and the owners could begin working together to create local policies or regulations that will enhance the user experience in the ERC.
- **Funders Collaborative.** The creation of an effective funders collaborative will take time. The owners should begin exploratory conversations with potential funders about building a support structure for the ERC.

- **Collaboration on Parallel Planning and Capital Project Activities.** In the coming year several planning processes will be underway that will have an effect on the future of the ERC. Kirkland will continue its work to develop a corridor master plan. Sound Transit will complete the high-capacity corridor studies and an update of its Long-Range Plan. The County will begin its corridor master plan process. PSE will complete its planning for a new utility line in Kirkland and Redmond. The owners will need to collaborate on the timing and sequencing of decisions that may result from these plans, and on coordinating the various planning processes. The owners should explore opportunities to conduct joint corridor planning efforts when feasible. In addition, owners will need to work together to coordinate planning for capital projects that will affect the corridor, including collaboration on funding opportunities.

GUIDANCE FROM CASE STUDIES

The research on other multiuse corridors has been extremely helpful. Much can be learned from the experience of others who have navigated through the maze of competing interests, passionate advocates, regulatory requirements, and regional policies. Throughout this report, sidebar boxes include some of the lessons learned from the study of other multiuse corridors. In addition, Appendix 10 summarizes lessons learned from the presentations by representatives of two corridors. This research on other corridors should continue in RAC 2.0.

CONCLUSION

The Eastside Rail Corridor is a corridor of regional significance. It can create connections within and beyond the Puget Sound region—from Vancouver to Vancouver and beyond. It will enhance mobility, provide much-needed green space, support economic development, allow for utilities to support growth, connect our transportation and trail networks, and help strengthen the ties within neighborhoods and between communities. Preserving the corridor in public ownership and planning for multiple uses along its length will be our generation's legacy to the future. The members of the RAC and their staff have taken this responsibility very seriously and will continue to do so as work continues to shape and develop the corridor.

ACKNOWLEDGMENTS

The Regional Advisory Council was composed of the following representatives of the corridor owners:

Co-Chairs: *Dow Constantine* (King County Executive); *Jane Hague* (King County Councilmember)

Members: *Joni Earl* (CEO, Sound Transit); *Kathy Lambert* (King County Councilmember); *John Marchione* (Mayor, City of Redmond); *Joan McBride* (Mayor, City of Kirkland); *David Namura* (Manager of Local Government and Public Policy, Puget Sound Energy); *Larry Phillips* (King County Councilmember)

Alternates: *Nathaniel Caminos* (Senior Local Government Affairs Coordinator, Puget Sound Energy); *Ric Ilgenfritz* (Executive Director, Planning, Environment and Project Development, Sound Transit); *Craig Larsen* (Parks and Recreation Director, City of Redmond); *Kurt Triplett* (City Manager, City of Kirkland); *Christie True* (Director, Department of Natural Resources and Parks, King County); *Leah Zoppi* (Legislative Aide, District 4, King County)

The Regional Advisory Council members extend sincere thanks to all those who have contributed to the RAC's discussions. The information, expertise and advice you provided has been invaluable in helping us reach the conclusions and recommendations in this report.

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City of Bellevue: Nancy LaCombe; *City of Kirkland:* Pam Bissonnette, David Godfrey; *City of Redmond:* Carolyn Hope; *City of Renton:* Doug Jacobson; *City of Woodinville:* Alexandra Sheeks; *King County Council staff:* Mary Bourguignon, Alejandra Calderon, Rebecha Cusack, Christine Jensen, Kimberly Nuber, Leah Zoppi; *King County Executive Dept. staff:* Bob Burns, David Hull, Paige Myers, Tim O'Leary, David St. John, Linda J. Sullivan, Chris Townsend; *King County Prosecuting Attorney's Office staff:* Andrew Marcuse, Pete Ramels; *Puget Sound Energy:* Jennifer Altschuler, Carol Jaeger; *Puget Sound Regional Council:* Alex Krieg; *Sound Transit:* Trinity Parker, Andrea Tull, Jordan Wagner

Presenters from Neighboring Jurisdictions

City of Bellevue: Dave Berg, Mayor Conrad Lee; *City of Renton:* Doug Jacobson; *City of Woodinville:* Richard Leahy; *Snohomish County:* Peter Camp, Steve Thomsen

Presenters from Other U.S. Multiuse Corridors

Sonoma-Marin Area Rail Transit (SMART), California: Bill Gamlen (presentation to King County Council's Committee of the Whole); *Springwater Corridor Trail, Portland, Oregon:* Mel Huie; *Southwest Light Rail, Hennepin County, Minnesota:* Katie Walker

Staff Participants in Workshops

Technical Work Group (see list above); *City of Bellevue:* Leslie Betlach, Steve Costa, Dan DeWald, Paul Inghram, Ron Kessack, Emil King, Glenn Kost, Franz Loewenherz, Kevin McDonald, Shelley McVein, Camron Parker; *City of Kirkland:* David Godfrey; *City of Newcastle:* Mark Rigos; *City of Renton:* Vanessa Dolbee, Jim Seitz, Gregg Zimmerman; *King County:* Kevin Brown, Tom Goff, Nick Halverson, Don Harig, Alan Painter, Katy Terry, Bill Vadino; *Puget Sound Energy:* Charles Cox, Bill Foster, Wayne Harris; *Snohomish County:* Peter Camp, Brian Goodnight; *Sound Transit:* David Beal, Don Billen; *Washington State Department of Transportation:* Bill James

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CREATING CONNECTIONS

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APPENDIX

