

PORT OF SEATTLE
MEMORANDUM

COMMISSION AGENDA
ACTION ITEM

Item No. 4g
Date of Meeting April 14, 2015

DATE: April 7, 2015
TO: Ted Fick, Chief Executive Officer
FROM: Michael Ehl, Director, Airport Operations
Wayne Grotheer, Director, Aviation Project Management Group
SUBJECT: C800324 Long-Term Cell Phone Waiting Lot and C102162 Air Cargo Road Safety Improvements

Amount of This Request:	\$649,900	Source of Funds:	Airport Development Fund, City of SeaTac Parking Tax Revenues
Est. Total Project Cost:	\$6,500,000		
Est. State and Local Taxes:	\$99,000		

ACTION REQUESTED

Request Commission authorization for the Chief Executive Officer to 1) execute a design contract for the Long-Term Cell Phone Waiting Lot (#C800324) and the Air Cargo Road Safety Improvements (#C102162) project at Seattle-Tacoma International Airport (Airport), and 2) to continue the Long-Term Cell Phone Waiting Lot (#C800324) project for an additional \$649,900 for a total authorization to date of \$3,300,000.

SYNOPSIS

The Port and City of SeaTac agree that a traffic signal appears to be the appropriate permanent access solution for the Cell Phone Lot. However, since this project, and the pending Air Cargo Road Safety Improvements project, may be displaced by future Airport development in the next five to ten years, staff recommends delaying the start of design for both projects. The City of SeaTac supports delaying the design at this time. This request maintains the operation of the temporary traffic signal for up to two years, and completes the procurement of the design team to support both projects, while staff continues to explore lower cost alternatives for a final permanent access solution for the Cell Phone Lot and for the Air Cargo Road Safety Improvements project.

BACKGROUND

The Airport first implemented a Cell Phone Lot in 2003 as part of a strategy to reduce curbside congestion and eliminate unsafe shoulder parking on the Airport roadway system. The first Cell Phone Lot provided 40 parking stalls. As demand grew, the facility was relocated to the parking area in front of the postal service building and eventually expanded to 100 stalls, but this facility

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was displaced in early 2014 by aircraft parking positions constructed as part of the Cargo 5 project.

On December 11, 2012, Commission authorized the design of the Cell Phone Lot and roundabout for access on S 170th St. Construction of the Lot and the roundabout were planned under one major public works contract with an estimated completion date in March 2014.

On September 10, 2013, the Commission authorized construction of the Cell Phone Lot and the temporary traffic signal. Staff had revised the project phasing plan to fast-track the design and construction of the Cell Phone Lot in order to relocate the existing operations by April 1, 2014 to provide uninterrupted Cell Phone Lot availability.

On February 27, 2014 the Port of Seattle entered into a small works construction contract for the installation, operation, maintenance, and removal of a temporary traffic signal. This contract assumed the completion of the roundabout improvements in February 2015, and the removal of the temporary traffic signal system in March 2015. As of this time, the contract has been extended into mid-May 2015.

On May 6, 2014, Commission authorized additional funds for the construction of the Cell Phone Lot in order to address unforeseen unsuitable subgrade conditions, higher than anticipated bids for the Cell Phone Lot lighting system, and additional soft costs. At this same time staff also recommended re-evaluating the permanent access solution, since at completion of 60% design phase for the roundabout the estimated cost for the improvements had grown significantly.

Staff has completed the analysis and concluded that a traffic signal is likely the appropriate permanent access solution for the Cell Phone Lot, since it provides better operational performance, provides a more flexible solution, has less impact to the traveling public during construction, and lower overall costs. Since a portion of these improvements are located within the City S. 170th St. right-of-way, the Port has reviewed the analysis with City staff and the City has concurred that a traffic signal appears to be the appropriate permanent access solution. Project staff from both organizations continue to review the details for the proposed improvements and address issues as they arise. In August 2013 the Port had issued a Determination of Nonsignificance (DNS) under the State Environmental Policy Act (SEPA) that identified that the planned roundabout was better suited for the Long-Term Cell Phone Waiting Lot project instead of a traffic signal. In light of the decision to utilize a traffic signal instead of a roundabout, the SEPA DNS needs to be updated to analyze the effects of utilizing a traffic signal instead of a roundabout.

The Aviation Division is also considering the improvements included in the Air Cargo Road Safety Improvements project. Air Cargo Rd. was originally constructed circa 1970 and is the primary access for a number of airfield, cargo, and landside facilities at the Airport. The existing pavement is worn with significant cracking indicating that it is at the end of its useful life and requires rehabilitation. The Air Cargo Road Safety Improvements project generally includes the renewal of the Air Cargo Rd. corridor between S 170th St. and S. 166th St.

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The Aviation Division is underway with the Sustainable Airport Master Plan (SAMP), and alternatives have been identified that may displace the Cell Phone Lot and permanent traffic signal, and the improvements on Air Cargo Rd, in approximately five to ten years. In order to minimize the overall investment given the potential shortened useful life of these facilities, staff proposes delaying the start of design by six months to evaluate lower cost options to support the continued operation of the Cell Phone Lot and adjacent roadway system, meet the required codes and standards, and coordinate with City staff. This delay requires that the contract for operation and maintenance of the temporary traffic signal be extended. Staff is currently negotiating a maintenance agreement, and evaluating some minor improvements to be implemented over the next few months, that would extend the operation of the temporary traffic signal through the end of 2017.

In order to minimize the overall impact of the design delay on both the Long-Term Cell Phone Waiting Lot and Air Cargo Road Safety Improvements projects, staff is requesting authorization to procure the design team for both projects. Since the improvement area for both projects overlap, and the projects have similar scope, staff has decided to pursue both projects as one combined effort in order to achieve significant savings for both projects.

PROJECT JUSTIFICATION AND DETAILS

The project justification and details below are for the Long-Term Cell Phone Waiting Lot project. The Air Cargo Road Safety Improvements project is considered a renewal/replacement type of project and is not yet fully defined.

The existing Cell Phone Lot was displaced in April 2014 by the construction of aircraft parking positions as part of the Cargo 5 project. This facility is part of a strategy to reduce curbside congestion and unsafe shoulder parking on the Airport roadway system.

Project Objectives

- The construction of a replacement Cell Phone Lot with the capacity of 150-200 stalls in support of the Cargo 5 project.
- The signage and access improvements support anticipated traffic volumes and make the Cell Phone Lot easy to find.
- Minimize investment given the anticipated future development needs currently being defined as part of SAMP and the limited useful life of the improvements.

Scope of Work

The replacement Cell Phone Lot was completed in April 2014 and included the parking lot, storm drainage, lighting system, biofiltration swale, and temporary traffic signal. The scope of work that was not completed includes the lot landscaping, frontage sidewalk and landscaping, permanent signage, permanent traffic signal and associated roadway improvements. Preliminary traffic analysis indicates that the needed roadway improvements would extend north along Air Cargo Road to the on-ramp onto the Northern Airport Expressway as identified in Attachment A.

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Schedule

The schedule for completion of the project has not been defined. Staff believes the evaluation of alternatives and the selection of a preferred solution may be determined within six months following the approval of this request. At that time staff will return to the Commission to present the alternatives evaluated and seek authorization for design and construction of the final solution. Staff will procure the design team concurrently with the evaluation of alternatives to allow the immediate start of design should it and construction be authorized.

FINANCIAL IMPLICATIONS

The financial implications below are for the Long-Term Cell Phone Waiting Lot project only. The Air Cargo Road Safety Improvements project is currently a business plan prospective project with a preliminary budget of \$3,052,000 and funds for this project are not included in this request.

Budget/Authorization Summary

	Capital	Expense	Total Project
Original Budget	\$1,768,000	\$0	\$1,768,000
Budget Increase	\$1,532,000	\$0	\$1,532,000
Budget Re-Categorization	(\$180,410)	\$180,410	\$0
Revised Budget	\$3,119,590	\$180,410	\$3,300,000
Previous Authorizations	\$2,469,680	\$180,410	\$2,650,100
Current request for authorization	\$649,900	\$0	\$649,900
Total Authorizations, including this request	\$3,119,590	\$180,410	\$3,300,000
Remaining budget to be authorized	\$3,330,410	\$119,590	\$3,450,000
Total Estimated Project Cost	\$6,300,000	\$300,000	\$6,600,000

Project Cost Breakdown

	This Request	Total Project
Design Phase	\$150,000	\$558,000
Construction Phase	\$499,900	\$2,643,100
State & Local Taxes (estimated)	\$0	\$99,000
Total	\$649,900	\$3,300,000

Budget Status and Source of Funds

The Long-Term Cell Phone Waiting Lot project (CIP #C800324) is included in the 2015-2019 capital budget and plan of finance with a total capital budget of \$3,112,962 (\$935,000 was anticipated to be public expense). A budget increase of \$6,900 will be transferred from the Aeronautical Allowance CIP (C800404) for a total revised capital budget of \$3,119,590. Additional budget will be required when staff determines the best solution. The funding source for this project is a combination of Airport Development Funds and City of SeaTac parking tax revenues. An amendment to the Port/City of SeaTac Interlocal Agreement (ILA) will be required to add the permanent traffic signal to the list of parking tax eligible projects.

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Financial Analysis and Summary

CIP Category	Renewal/Enhancement
Project Type	Infrastructure Upgrades
Risk adjusted discount rate	N/A
Key risk factors	Future Airport development will displace these improvements. Consequently, improvements will be depreciated over ten years.
Project cost for analysis	\$6,600,000
Business Unit (BU)	Roadways
Effect on business performance	NOI after depreciation will decrease
IRR/NPV	N/A
CPE Impact	\$0.02

Lifecycle Cost and Savings

Port staff estimates the impact to the on-going operation and maintenance costs associated with the Cell Phone Lot to be \$25,000 per year. This does not include the costs to operate and maintain a permanent traffic signal nor does it include the costs of additional Port police traffic management during high use periods.

STRATEGIES AND OBJECTIVES

These projects support the Century Agenda's strategic objective to advance this region as a leading tourism destination and business gateway by meeting the region's air transportation needs at Seattle-Tacoma International Airport for the next 25 years. These projects also support the Aviation strategy to operate a world-class international airport by ensuring safe and secure operations.

TRIPLE BOTTOM LINE

Economic Development

These projects represent an investment in our current facilities and support the long-term vitality of the Airport and its tenants.

Environmental Responsibility

The completion of the Long-Term Cell Phone Waiting Lot project will require the SEPA Determination, issued August 12, 2013, to be reanalyzed based on recommended traffic improvements based on the relocation of the Cell Phone Waiting Lot.

The Cell Phone Lot provides a location for drivers of vehicles to wait before approaching the arrivals curb-side drive at the terminal in order to pick up arriving passengers, reduces unnecessary circulation on the airport roadway system, and can lower vehicle emissions.

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Community Benefits

These projects are intended to support the anticipated traffic needs of the Airport and surrounding community on the S. 170th St. and Air Cargo Rd. corridors.

ALTERNATIVES AND IMPLICATIONS CONSIDERED

The alternatives and implications below are for the Long-Term Cell Phone Waiting Lot project. The Air Cargo Road Safety Improvements project is currently a prospective project and was not included.

Alternative 1) – Maintain the status quo.

Under this alternative no improvements are completed. The temporary traffic signal remains in operation on S. 170th St. and the remaining scope for the Long-Term Cell Phone Waiting Lot is not completed. This is not the recommended alternative.

Pros:

- This is the least costly alternative to implement.
- This alternative minimizes construction of improvements that may be displaced by the future development options being evaluated as part of SAMP.

Cons:

- Under this scenario, the Port has not completed the project as defined in the SEPA DNS, and the impacts of the Cell Phone Lot on local roadways may not be adequately mitigated. The Port would need to undertake additional SEPA review to analyze the replacement of the proposed roundabout with the temporary traffic signal.
- Under this alternative the Port will not complete the landscaping improvements as obligated by the City of SeaTac/Port of Seattle Interlocal Agreement.
- The existing temporary traffic signal and access for the Cell Phone Lot do not meet roadway standard requirements for permanent access. This is contrary to state law and increases the Port's liability risk.
- The roadway system will not be improved to support existing and interim operations. Congestion and queueing will continue to develop impacting existing operations and customer service.

Alternative 2) – Complete the roundabout for Cell Phone Lot access

Under this alternative the Cell Phone Lot is completed, including the construction of a two-lane roundabout and associated roadway improvements as the permanent access solution. The project scope would include roadway widening, non-motorized transportation, roadway illumination, operations/safety improvements, and landscaping. This is not the recommended alternative.

Pros:

- The roadway system is improved, meets roadway standard requirements, and supports existing and interim operations.
- The Port completes the landscaping improvements as obligated by the City of SeaTac/Port of Seattle Interlocal Agreement.

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Cons:

- Traffic analysis has shown that the roundabout for Cell Phone Lot access does not operate as efficiently as a traffic signal during the evening peaks or in the near-term. In addition, operations on S.170th St. will be significantly disrupted during construction.
- This is the highest cost alternative with an estimated total cost of \$8.9 Million. The improvements may be displaced by the future development options being evaluated as part of SAMP.

Alternative 3) – Complete the permanent traffic signal for Cell Phone Lot access

Under this alternative the Cell Phone Lot is complete, including the construction of a permanent traffic signal and associated roadway improvements as the permanent access solution. The project scope would include roadway widening, non-motorized transportation, roadway illumination, operations/safety improvements, and landscaping. This is not the recommended alternative at this time.

Pros:

- The roadway system is improved, meets roadway standard requirements, and supports existing and interim operations.
- Traffic analysis has shown that a traffic signal for Cell Phone Lot access provides the best operating efficiency and provides flexibility for changing traffic patterns throughout the day.
- The Port completes the landscaping improvements as obligated by the City of SeaTac/Port of Seattle Interlocal Agreement.

Cons:

- This is the second highest cost alternative with an estimated total cost of \$6.6 Million. The improvements may be displaced by the future development options being evaluated as part of SAMP.
- Requires the Port to undertake additional SEPA review to analyze the replacement of the proposed roundabout with a permanent traffic signal and associated roadway improvements.

Alternative 4) – Continue to Explore Options

Under this alternative staff will continue to explore options to provide a permanent access solution for the Cell Phone Lot that meet roadway standards requirements, and minimize the overall investment for the Port. Staff would continue to execute the maintenance agreement for the operation and maintenance of the temporary traffic signal. **This is the recommended alternative.**

Pros:

- Allows both Port and City staff additional time to explore options for a permanent access solution for the Cell Phone Lot in conjunction with expected SAMP impacts.
- Helps to avoid short-term investments that might be displaced in several years to meet SAMP needs.

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Cons:

- Delays the completion of the roadway system improvements.
- The impacts to existing operations and customer service due to congestion and queueing will continue.
- Will require Port Police to tend to traffic management to maintain a reasonable level of service for Cell Phone Lot customers.
- The Port will be required to undertake additional SEPA review to analyze the temporary traffic signal. Once the preferred option is identified, the Port will undertake another SEPA process to analyze the replacement of the proposed roundabout with the preferred option.
- Delays the completion of the landscaping improvements as obligated by the City of SeaTac/Port of Seattle Interlocal Agreement.

ATTACHMENTS TO THIS REQUEST

- Attachment A, Project Vicinity Map and Photos

PREVIOUS COMMISSION ACTIONS OR BRIEFINGS

- May 6, 2014 – Additional authorization for construction of the Cell Phone Lot in the amount of \$822,100 for a total authorization of \$2,650,100.
- September 10, 2013 – Authorization for construction of the Cell Phone Lot in the amount of \$1,420,000 for a total authorization of \$1,828,000.
- December 11, 2012 – Authorization for the design of the Cell Phone Lot and roundabout in the amount of \$408,000.