

**COMMISSION
AGENDA MEMORANDUM**

Item No.

6a

ACTION ITEM

Date of Meeting

March 14, 2017

DATE: March 7, 2017

TO: Dave Soike, Interim Chief Executive Officer

FROM: Jeffrey Brown, Director, Aviation Facilities and Capital Programs
Mike Tasker, Senior Manager, Aviation Facilities and Infrastructure
Wayne Grotheer, Director, Aviation Project Management Group

SUBJECT: Airport Signage and Wayfinding Short-Term Improvements-Phase 1 (CIP #C800898)

Amount of this request:

\$2,000,000

Total budgeted project cost:

\$8,000,000

ACTION REQUESTED

Request Commission authorization for the Chief Executive Officer to prepare design documents for Airport Signage and Wayfinding Short-Term Improvements and to advertise and execute major construction contracts and utilize Port crews to complete immediate and short-term improvements at Seattle-Tacoma International Airport for an estimated cost of \$2,000,000.

EXECUTIVE SUMMARY

Seattle-Tacoma International Airport suffers from a number of signage and wayfinding challenges that often frustrate passengers and hamper their smooth passage through our facilities. As part of executing the Signage and Wayfinding Master Plan approved in the 2017 operating budget, the Port has engaged a consultant to identify high-priority immediate and short-term improvements. This request provides \$2 million for both design and construction of initial short-term improvements only. These improvements may be temporary and would be replaced later on by permanent signs where necessary as determined by the Signage Master Plan. Planning for long-term improvements is a separate, though related, effort.

Based on cumulative experience and customer feedback, staff has identified specific areas for early improvement. These areas include transition points at baggage claim and ticketing, the airport curbside, and wayfinding between the terminal, garage, ground transportation, and light rail. The consultant will prepare a full scope of work, cost estimate, and schedule for the short-term improvements by the third quarter of 2017.

Staff will return to Commission for further authorization at a later date for additional short-term improvements, if needed, and for long-term improvements consistent with the Signage

Meeting Date: March 14, 2017

Master Plan. This will include scope, schedule, and cost estimates, which may be in excess of the \$8 million budgeted. This project will be coordinated with other projects that seek to address wayfinding at the Airport, such as the Accessibility Assessment that was presented on February 14, 2017.

The short-term improvements covered by this request will improve signage and wayfinding and boost customer experience while we plan for comprehensive signage and wayfinding improvements.

JUSTIFICATION

Effective wayfinding is one of the top factors customers use to rate their overall airport experience. Customers have identified signage and wayfinding as one of their top airport customer service priorities. Sea-Tac receives lower customer satisfaction scores relative to its peer airports for the ease of navigation through the airport.

This Airport Signage and Wayfinding project supports the Port's Century Agenda for Sea-Tac to be the West Coast "Gateway of Choice." Additionally, the project is expected to improve the customer experience and the overall customer satisfaction with Sea-Tac.

The airport's existing signage system and wayfinding master plans were designed in 1999 when Sea-Tac operated primarily as an origin and destination (O&D) airport. Today, Sea-Tac is a hub for two major carriers with a greater mix of O&D and connecting passengers. The airport's operation has been transformed to be a major international gateway. Sea-Tac's signage system does not support our customers' ability to seamlessly navigate throughout the airport. As the airport has expanded, in both facilities and passenger volume, maneuvering through the airport has become more complex and less intuitive.

A holistic approach to studying passenger movement across the entire airport is needed. This comprehensive review will avoid utilizing a patchwork approach to meeting the airport's signage and wayfinding needs.

Additional Information:

- (1) As an international hub, signage and wayfinding improvements at Sea-Tac are needed to better serve customers who travel great distances and speak multiple languages.
- (2) The project will map the pedestrian path of customers and employees who use public transit, including Link Light Rail and the bus lines that serve Sea-Tac.
- (3) Existing signage infrastructure limits the airport's ability to accommodate new airline growth and other changes that occur on the airport. Signage constraints in the ticket lobby and on the airport drives cannot accommodate airline growth. This project will evaluate limitations and provide solutions like electronic signage that offer flexibility and are adaptable.

Meeting Date: March 14, 2017

- (4) An evaluation will be conducted and recommendations will be developed to improve our customers' ability to seamlessly use transportation services like Link Light Rail, taxis, and app-based ridesharing services.
- (5) The study will consider all customer segments, O&D passengers, connecting passengers, and meeters/greeters.
- (6) The project will develop recommendations based on the needs of visually and mobility impaired customers.
- (7) The signage and wayfinding master plan, once implemented, will reduce the visual clutter that is present and produce a simplified wayfinding experience for our customers.
- (8) The signage and wayfinding master plan will be completed after the signage designs for the IAF and North Satellite projects are already completed. The master plan will review the signage designs for those projects.

DETAILS

The signage and wayfinding planning effort is an expense project that consists of three components that will be completed using an existing indefinite delivery, indefinite quantity (IDIQ) planning contract:

1. Conduct airport-wide assessment.
2. Meet with stakeholders.
3. Recommend immediate and short-term improvements. Some of these recommended improvements will be implemented quickly via this capital project using the funds authorized as part of this requested Commission authorization.
4. Develop a Master Plan and update Signage Standards.

The project will take a holistic approach to examine the Sea-Tac customer experience from arrival via airline, roadways or mass transit, to departure via an airline, and arrival via an airline and departure by various other ground transportation means. A signage and wayfinding assessment will be the first phase that will include an analysis of all passenger movement areas of the airport. The project scope encompasses all public areas, including: airport roadways, airport drives, the parking garage, ground transportation service areas, the central terminal, concourses, satellites, train stations, and gate hold rooms. The signage and wayfinding master plan will provide effective management of change and will utilize an integrated and flexible system to communicate information using concise and unified messages.

Wayfinding challenges are diverse, but often center on connectivity—between the main terminal, concourses, satellites, and trains. Major elements for wayfinding include:

- Signage: Directional, identification, informational, and regulatory
- Intuitive architectural design: Clear paths of pedestrian flow and circulation, logical sequence of processing areas, spatial volumes, sightlines and visibility, lighting levels
- Landmarks: Architectural elements, artwork, retail/dining establishments

Meeting Date: March 14, 2017

- People: Airport employees, designated information staff (Pathfinders, volunteers)

Challenges to effective, intuitive wayfinding include:

- Long walking distances
- Frequent, necessary level changes
- The complicated underground train system with three separate routes
- Fragmented, difficult connections among terminal, garage, and ground transportation modes

The exact scope of work, cost, and schedule of the short-term signage and wayfinding improvements capital project is not determined yet, and will not be known until Q3 of 2017. Based on cumulative experience and customer feedback, we are aware of specific areas that have a high probability of being identified by the consultant as needing improvement, including but not limited to: transition points at baggage claim and ticketing; curbside; and wayfinding between garage, terminal, ground transportation, and light rail.

ADDITIONAL BACKGROUND

Signage systems at Sea-Tac have evolved over the years, since the first terminal opened in 1949. A simple, basic system for limited pedestrian movement expanded incrementally as four concourses were added to the original central terminal. Minimal signage was required for on-grade, small-scale roadways and parking. In 1971, new signage for the entire airport was introduced to support a much larger terminal complex, including the multi-level main terminal, two remote satellite terminals with a three-route train system, 8-level parking garage, and limited-access, structured roadways. Terminal and landside signage were updated again with additional major expansion between 1990 and 2004 in Concourses B, C, and D and the garage. The current signage system was implemented throughout the terminal, drives, and garage, beginning in 2004 as another significant construction program was initiated. This program provided an addition to the South Main Terminal, a new Concourse A and office building, the Central Terminal development, and the new remote Rental Car Facility.

Scope of Work

The scope of work of construction under this authorization could potentially include a combination of new monument signs, re-facing existing signs, and limited digital signage.

Small Business participation will be considered in selecting consultants.

Schedule

The construction schedule is not yet known, but the goal is to start design work in 2017 and install some of the signage improvements in 2018.

Meeting Date: March 14, 2017

Activity

Commission design and construction authorization	2017 Quarter 1
Design start	2017 Quarter 4
Construction start	2018 Quarter 1
In-use date	2018 Quarter 3

Cost Breakdown

This Request

Total Project

Design Phase	\$300,000	\$1,200,000
Construction Phase	\$1,700,000	\$6,800,000
Total	\$2,000,000	\$8,000,000

ALTERNATIVES AND IMPLICATIONS CONSIDERED

The alternatives for this project are a question of when and how much should be authorized. Signage and Wayfinding estimates are based on current and historic signage cost data at the Airport. The alternatives are based on authorizing different amounts of money at different times.

Alternative 1 Complete Master Plan, and authorize signage and wayfinding improvements after scope, schedule and budget for short-term fixes are determined in Q3 of 2017.

Cost Implications: \$0

Pros:

- (1) Authorization will be based on known scope, schedule, and budget.

Cons:

- (1) Funds will not be available at short-notice and it might take longer for the first recommended improvements to be implemented.
- (2) The Airport will need to wait longer to improve customer service in regard to signage and wayfinding.
- (3) Does not identify the full cost of signage and wayfinding improvements prior to authorization of initial short-term fixes.

This is not the recommended alternative.

Alternative 2 – Authorize \$600,000 at this time for design and soft costs for short-term signage and wayfinding improvements to be completed after scope, schedule and budget are determined in Q3 of 2017.

Cost Implications: \$600,000

Pros:

- (1) Allows for design of short-term improvements to begin quickly after scope, schedule, and budget determination in Q3 of 2017.

Meeting Date: March 14, 2017

- (2) Allows for additional review before fabrication and construction begin, and an opportunity to reassess implementation of recommendations prior to authorization of a larger project.

Cons:

- (1) No short-term improvements will be completed immediately compared to Alternative 3.
- (2) Does not identify the full cost of signage and wayfinding improvements prior to authorization of design.

This is not the recommended alternative.

Alternative 3 – Authorize \$2,000,000 at this time for a larger number of short-term signage and wayfinding improvements to be completed after scope, schedule and budget are determined in Q3 of 2017.

Cost Implications: \$2,000,000

Pros:

- (1) Funds will be available at short notice, allowing the first recommended improvements to be implemented quickly.
- (2) Improves customer service in regard to wayfinding as quickly as possible.

Cons:

- (1) The requested authorization amount of \$2,000,000 is based on current and historic signage cost data at the Airport. It is not an estimate based on actual project scope, schedule, and budget, which will be developed in Q3 2017.
- (2) Does not identify the full cost of signage and wayfinding improvements prior to authorization of initial short-term fixes.

This is the recommended alternative.

FINANCIAL IMPLICATIONS***Cost Estimate/Authorization Summary***

	Capital	Expense	Total
COST ESTIMATE			
Original estimate	\$8,000,000	\$0	\$8,000,000
AUTHORIZATION			
Previous authorizations	\$0	\$0	\$0
Current request for authorization	\$2,000,000	\$0	\$2,000,000
Total authorizations, including this request	\$2,000,000	\$0	\$2,000,000
Remaining amount to be authorized	\$6,000,000	\$0	\$6,000,000

Meeting Date: March 14, 2017

Annual Budget Status and Source of Funds

The Airport and Signage Phase 1 project (CIP#C800898) is included in the 2017-2021 capital budget and plan of finance with a budget of \$8,000,000. The funding source will include the Airport Development Fund and future revenue bonds.

Financial Analysis and Summary

Project cost for analysis	\$8,000,000
Business Unit (BU)	Terminal Building, Roadway, and Landside
Effect on business performance (NOI after depreciation)	NOI after depreciation will decrease
IRR/NPV (if relevant)	N/A
CPE Impact	\$0.02 by 2020

Future Revenues and Expenses (Total cost of ownership)

Signage total cost of ownership includes future maintenance including cleaning, repairs, and changing information as needed.

ATTACHMENTS TO THIS REQUEST

- (1) Presentation slides

PREVIOUS COMMISSION ACTIONS OR BRIEFINGS

- November 22, 2016 – The Commission was briefed on the Airport Signage and Wayfinding program.
- November 22, 2016 – The Commission adopted the final budget of the Port of Seattle for the year 2017. The Planning effort that produces the overall Signage Master Plan and recommendations for short-term improvements was authorized as part of this budget.