



SR 520 Montlake Phase Public Meeting Meeting Summary

Tuesday, February 28, 2017, 5:00 - 7:30 p.m.
Montlake Community Center
1618 E. Calhoun St., Seattle, WA 98112

Attendees

WSDOT/SR 520 staff

- Dave Becher, SR 520 Program Director of Construction
- Todd Harrison, SR 520 Montlake Phase Deputy Engineering Manager
- Lawrence Spurgeon, SR 520 Montlake Phase Environmental Manager
- Jim Laughlin, WSDOT Noise Specialist
- Suryata Halim, SR 520 Project Engineer
- Dawn Yankauskas, SR 520 Project Engineering Manager
- Greg Meadows, SR 520 Construction Manager
- Ginette Lalonde, SR 520 Noise Specialist
- Patrick Romero, SR 520 Noise Specialist

City of Seattle staff

- Dave Cordaro, Seattle Department of Construction and Inspections (SDCI)
- Dan Goodman, Seattle Department of Construction and Inspections (SDCI)
- Jon Layzer, Seattle Department of Transportation (SDOT)
- John Arnesen, Seattle Department of Transportation (SDOT)
- Kevin Shively, Seattle Mayor's Office

Meeting facilitator

- Angie Thomson

Meeting overview

On Feb. 28, 2017 WSDOT hosted a public meeting and invited the local community to learn about upcoming construction activities for the next phase of SR 520 construction, [the Montlake Phase](#). This meeting focused on WSDOT's application for a city of Seattle Major Public Project Construction Noise Variance (MPPCNV). Approximately 75 members of the public attended the meeting. Todd Harrison gave a brief [presentation](#), followed by a facilitated question and answer session and an open house format.

SR 520 Rest of the West project overview

- The Rest of the West is now fully funded via the 2015 Connecting Washington package.
- This legislation includes a funding cashflow, which allocates funds from 2015 through 2029 and drives the schedule of the project. As a result of the cashflow, WSDOT will construct the Rest of the West in phases.
- The Rest of the West will be split into three phases:
 - **Phase One – Montlake Phase:** This phase includes the West Approach Bridge South and the Montlake lid and land bridge. WSDOT is currently developing the contract for this phase that is scheduled to be released to bidders later this year. Construction is expected to begin in 2018.

- **Phase Two – Portage Bay Phase:** This phase includes construction of a new Portage Bay Bridge between Montlake Boulevard and I-5, and a new lid at 10th Avenue East and East Delmar Drive. Construction is expected to begin in approximately 2020-2022.
- **Phase Three – Montlake Cut Crossing Phase:** WSDOT is continuing its discussions about this phase with the city of Seattle, to resolve remaining technical and policy questions prior to construction. Construction is expected to begin as early as 2024.

SR 520 Montlake Phase project updates

Montlake property update

- As WSDOT has previously reported, WSDOT determined that it would need to acquire the property where the 76 gas station/market are located to build some of the project's planned improvements.
- The need to remove access from several driveways was included in the 2011 Final Environmental Impact Statement.
- We are in discussions with the property owner regarding purchase of the property. Negotiations have been challenging. We will continue to follow FHWA requirements for property acquisitions.
- We are also currently in active litigation with the property owner on the analysis to remove access to the driveways. We cannot provide any more information at this time while litigation is underway.

Montlake Phase construction preparation timeline

This is a high level schedule that shows the critical path milestones that WSDOT has completed as well as milestones that WSDOT still needs to reach as we move towards construction of the Montlake Phase.

- **2016**
 - ✓ Early spring 2016: City of Seattle design coordination and public outreach
 - ✓ Summer 2016: Public open house and Online Open House, Seattle City Council update
 - ✓ Fall 2016: Neighborhood outreach about upcoming Montlake Phase construction
- **2017**
 - ✓ Early 2017: Conducted follow-up neighborhood meetings and host Feb. 28 public meeting
 - Spring: Conduct outreach on the Neighborhood Traffic Management Plan (NTMP)
 - Spring/summer 2017: Publish contract
 - Late 2017: Award contract
- **2018**
 - Early 2018: Host pre-construction open house with contractor
 - 2018: Montlake Phase construction begins – stay informed with a variety of tools and resources

Frontline neighbor outreach update

- WSDOT held a series of direct outreach meetings with neighbors to provide a look-ahead to SR 520 Montlake Phase construction activities, hear community concerns about potential construction impacts and follow up with key measures to minimize these impacts.
- Several examples of measures planned for the Montlake Phase include:
 - Install temporary construction screening in key targeted areas where feasible and agreed upon
 - Hire an Ombudsman/Community Liaison starting in 2017
 - Pave construction access roads where possible to reduce dust
 - Prohibit the contractor from parking on local streets in residential areas
 - Require that the construction site is safe and secure
 - Provide safe and clearly marked bicycle and pedestrian detour routes

Neighborhood Traffic Management Plan (NTMP)

- The Neighborhood Traffic Management Plan (NTMP) is a living document which is updated for each phase of SR 520 construction within the city of Seattle. It is being updated by WSDOT and

the city of Seattle to catalog and develop solutions for community traffic concerns in the Montlake corridor and surrounding neighborhoods. The plan will define traffic management measures to proactively reduce project construction effects and develop long term traffic management strategies.

- In spring 2017, the city and WSDOT plan to publish the updated draft NTMP, including a list of potential traffic measures to be implemented with the Montlake Phase. WSDOT and the city will host a public comment period and public meeting on the NTMP in late March. WSDOT and SDOT will consider public input prior to making decisions on which traffic measures to implement in the Montlake area.

Montlake Phase Major Public Project Construction Noise Variance

City of Seattle Major Public Project Construction Noise Variance (MPPCNV) overview

- The Major Public Project Construction Noise Variance is a noise variance granted by the city of Seattle that defines the allowable nighttime noise limits for a construction project. WSDOT is currently applying for a variance for the Montlake Phase of construction.
- This variance process is tailored specifically for major public construction projects, such as the Montlake Phase, and is administered by the Seattle Department of Construction and Inspections (SDCI).
- The variance will define the noise limits and regulations that nighttime construction work must adhere to throughout the full phase of construction.
- WSDOT is applying for this variance because there will be nighttime construction work during the Montlake Phase. Daytime construction activities can be conducted within the daytime noise limits set by the city of Seattle.
- WSDOT is working with SDCI now to apply for the variance in advance of releasing Montlake Phase contract documents. This will help ensure that the selected design-build contractor identifies construction means and methods that comply with the restrictions outlined in the variance. The variance provides approval for construction activities to occur during nighttime hours within the allowable limits set by the city of Seattle.

SR 520 nighttime construction work

- Nighttime construction work is necessary for the Montlake Phase project in order to minimize impacts to the travelling public that would result from closures of the SR 520 mainline, Lake Washington Boulevard and Montlake Boulevard East during daytime hours and to provide a safe work environment for the contractor and the traveling public.
- The city of Seattle defines nighttime construction hours as between 10 p.m. and 7 a.m. on weekdays and between 10 p.m. and 9 a.m. on weekends and legal holidays.

What's included in WSDOT's application?

The Major Public Project Construction Noise Variance application includes:

- **Project description and proposed construction activities:** This section is based on how WSDOT anticipates a contractor may construct the project. The exact construction activities may change once a contractor is hired and they finalize the project design and their construction plans.
- **WSDOT's baseline noise measurements and proposed nighttime noise limits:** The proposed nighttime noise limits were developed based on existing nighttime noise conditions.
- **Noise Management and Mitigation Plan:** The application provides a framework for the Noise Management and Mitigation Plan to be prepared by the design-build contractor, which will identify how a contractor will keep noise below the approved limits, and identifies measures needed to meet the conditions set in the variance that will be granted by the city. Once hired, the design-build contractor will develop this plan based on their selected construction means and methods. The design-build contractor will be required to submit their Noise Management and Mitigation Plan to the city of Seattle to demonstrate how they can construct the project within the noise limits set by the MPPCNV.

- **Public outreach and process to resolve noise complaints:** The variance application also describes how WSDOT and the contractor will maintain communication with the public during construction, and the process for a neighbor to make a noise complaint.

What does an MPPCNV provide?

- Through obtaining a Major Public Project Construction Noise Variance, WSDOT will:
 - Have the approval for construction activities to occur at night.
 - Have clear requirements for the design-build contractor regarding the nighttime noise levels limits and construction activities.
 - In the application, WSDOT is proposing that the hourly average for nighttime noise during the Montlake Phase be six decibels higher than current hourly averages.
 - The application also proposes a maximum sound limit for nighttime work. The proposed maximum is within the range of existing nighttime noise peaks.
 - The variance also identifies noise monitoring and compliance requirements.
- **Interested citizens have the opportunity to comment directly to the City on the variance application.**

Noise monitoring and compliance

The design-build contractor will:

- Prepare a Noise Management and Mitigation Plan (NMMP) and a Noise Monitoring Plan that will identify the types and locations of noise and how it is to be mitigated and noise monitoring equipment and identify an Independent Noise Monitor.
- WSDOT will provide a Noise Monitor, who will report on compliance directly to SDCI and is responsible to oversee the monitoring of sound levels for activities covered in the variance. If the Noise Monitor identifies a sound exceedance, or if a noise complaint is received, they will notify WSDOT and the design-build contractor, perform a site inspection, and investigate potential work modifications to resolve the issue. The Independent Noise Monitor will also have the authority to stop work if a violation is discovered.
- WSDOT will also continue to implement the comprehensive and ongoing public involvement for the SR 520 program during Montlake Phase construction, including use of the 24-hour construction hotline.
- The project team, including WSDOT and the selected design-build contractor, in coordination with the city of Seattle, will provide up-to-date information on construction activities and construction noise to neighbors and stakeholders. WSDOT will keep the public informed of construction activities using a variety of methods including email updates, our website and public meetings. We will also promote two-way communications with the community, and work to minimize construction impacts.

MPPCNV application key steps

- February 2017
 - ✓ WSDOT submits draft MPPCNV application to Seattle's Department of Construction and Inspections (SDCI).
 - ✓ WSDOT hosts informational public meeting.
- March 2017
 - ✓ WSDOT submits final MPPCNV application to SDCI.
- Spring 2017
 - ✓ SDCI publishes WSDOT's MPPCNV application online for public review.
 - SDCI hosts a public meeting and comment period on WSDOT's MPPCNV application. Public notifications will be made through the [city of Seattle Land Use Information Bulletin](#).
 - WSDOT's goal: SDCI publishes decision on Montlake Phase MPPCNV.
- 2018
 - Selected SR 520 Montlake Phase design-build contractor submits updated Noise Management and Mitigation Plan to SDCI.

Comments and questions

After the presentation, there was a 30 minute facilitated question and answer session. This section contains the questions that were asked during this time as well as the response from WSDOT or the city of Seattle. Staff who participated in the facilitated question and answer session include:

- Dave Becher, WSDOT
- Todd Harrison, WSDOT
- Lawrence Spurgeon, WSDOT
- Dave Cordaro, SDCI

1. Question: What types of equipment will reach the upper allowable noise limit?

- **Response (WSDOT):** The loudest equipment that WSDOT expects the contractor to use will be hoe-rams and pile drivers. This type of equipment will not be allowed to be used during nighttime construction hours. The loudest equipment that will be used at night will be 'munchers' and vibratory equipment. The contractor will perform loud work during daytime hours when possible, and follow the requirements of the noise variance from the city of Seattle.

2. Question: How will you determine where to place the noise monitors? Can I request to have one placed at my house?

- **Response (WSDOT):** WSDOT is proposing to install at least three to four noise monitors that will change location depending on where construction activities are taking place. Most of the noise monitoring will be concentrated near the Montlake lid. Frontline neighbors who are closest to construction may request to have a noise monitor placed near their homes.

3. Question: Will there be vibration monitors for this phase of construction?

- **Response (WSDOT):** Yes, vibration monitors will be used for the Montlake Phase of construction.

4. Question: How can I understand what a six decibel increase sounds like?

- **Response (WSDOT):** Six decibels is readily noticeable. Generally, the human ear perceives a 10-decibel increase as doubling the loudness/noise level. There is a noise demonstration in the room at this meeting that can provide additional context and examples on what various decibel levels sound like.

5. Question: How did you calculate the baseline background noise? How did you account for noise spikes such as sirens?

- **Response (WSDOT):** Data on current nighttime noise hourly averages was collected using noise monitors located throughout the Montlake Phase project area. Noise spikes such as sirens were included in the averages. This data was collected over a two-week period during the hours of 12:00 a.m. to 5:00 a.m., which is typically the quietest part of the night. We also collected this data at times when other nearby noisy construction activities were not underway. Therefore, we believe that the data on current nighttime noise conditions (or our baseline conditions) are as "conservative" as possible.

6. Question: Is there a website or other place for the public to see what the noise monitors are recording?

- **Response (WSDOT):** WSDOT does not currently have a website for the public to see what the noise monitors are recording. Some of the noise monitors are more sophisticated than others in how they can display the information, but this is something that WSDOT will look into.

7. Question: If members of the public feel that a noise violation has been made, how can we be assured that the problem will be remedied?

- **Response (WSDOT):** On-site inspection staff will be notified of noise levels that are approaching or exceeding noise limit levels. The noise monitors located on-site can be set at different thresholds below the permitted noise limit to notify inspectors prior to exceedances occurring. Also, the on-site Independent Noise Monitor will be alerted by the monitoring equipment if it detects an exceedance of the variance nighttime noise level limits, or if a caller to the 24-hour construction hotline reports a noise complaint and requests more information. The Independent Noise Monitor will notify WSDOT project staff and the design-build contractor and perform a site inspection and will investigate potential work modifications to resolve the complaint.
- 8. Question: What penalties will be included in the variance if the contractor exceeds the allowable noise levels?**
- **Response (WSDOT):** WSDOT's current plans do not call for utilizing monetary penalties on the contractor related to the noise variance, though WSDOT is still reviewing and discussing the use of potential incentives or disincentives for noise related issues. WSDOT will have an oversight role for the contractor's work and can take appropriate actions if any project permits or contract conditions are not met.
 - **Response (SDCI):** The only enforcement tool that SDCI has is to revoke the noise permit. SDCI does not currently have a lawful penalty that they can apply. We would be willing to discuss the idea further with our legal office.
- 9. Question: Frontline neighbors have been dealing with construction noise for over two years. Why should we expect that the Montlake Phase of construction will be any easier to deal with than the current phase of construction?**
- **Response (WSDOT):** The current West Approach Bridge North (WABN) construction project has used temporary noise variances (TNVs) rather than an MPPCNV. TNVs are short-term permits that exempt the contractor from the city's nighttime noise level limits for certain types of activities and they do not set specific noise levels that must be met. The MPPCNV will set noise level limits that apply during all nighttime activities. This will help to provide a clear, longer-term set of limits and requirements for nighttime work and noise levels during construction of the Montlake Phase.
- 10. Question: Will you include incentives for the contractor to ensure that they follow the rules set by the noise variance?**
- **Response (WSDOT):** We do not currently have plans to include incentives in the RFP, however, we will revisit the idea of incentives and/or disincentives. If we can figure out a reasonable and effective way to include incentives, we will consider implementing this idea.
- 11. Question: How many noise peaks are allowed in one hour?**
- **Response (WSDOT):** The MPPCNV application is proposing that the contractor will not produce peak noise more than 1 percent of the time, which is 36 seconds for every hour.
- 12. Question: Are there plans to reduce the noise coming from truck backup alarms?**
- **Response (WSDOT):** WSDOT is committed to both worker and public safety, so trucks need to have backup alarms, but WSDOT expects that the contractor will use ambient sensing backup alarms where possible during nighttime work. This means that the sound level of the alarms will change depending on the ambient noise levels. Nighttime work will also likely use broadband/white noise alarms rather than the typical beeping alarms. These types of alarms blend in better with the background noise.
- 13. Question: How do noise levels decrease with distance from the noise source?**

- **Response (WSDOT):** As you move farther away from the source of the noise, every time you double the distance from the noise source, the noise level drops by six to eight decibels.

14. Question: Are you considering the different way that sound travels over water versus land?

- **Response (WSDOT):** Yes. When sound travels over water, every time you double the distance from the noise source you drop the noise level by approximately six decibels. When sound travels over a soft surface like land, every time you double the distance from the noise source you drop the noise level by approximately seven to eight decibels. WSDOT took this difference into account when modeling noise levels.

15. Question: What is the status of hiring the Ombudsman/Community Liaison?

- **Response (WSDOT):** WSDOT is currently in the process of completing interviews for this position. We hope to officially hire for the position by April 2017.

16. Where will the Ombudsman/Community Liaison be located?

- Their exact daily location is not yet finalized, but we anticipate that they will be located initially at the SR 520 Program office in downtown Seattle, while getting oriented – and eventually spend a significant amount of time at and around the construction site as part of their work.

After the facilitated question and answer session, the remainder of the meeting was held as an open house format. Attendees could view informational display boards on topics such as the MPPCNV application, Montlake Phase overview and SR 520 Program overview as well as talk one-on-one with project staff and participate in a noise demonstration. Both the presentation and display boards can be viewed on our [website](#).

Next steps

- WSDOT will consider public feedback received during the meeting and may make updates to the MPPCNV application prior to submitting to SDCI in March.
- WSDOT plans to host future Montlake Phase public meetings, including a meeting in late March regarding the Neighborhood Traffic Management Plan (NTMP). Stay tuned to our website for more details.