



March 23, 2017

Mayor Edward B. Murray
P.O. Box 94749
Seattle, WA 98124-4749

Scott Kubly, Director
Seattle Department of Transportation
Key Tower, 700 5th Avenue
Suite 3900, PO Box 34996
Seattle, WA 98124-4996

Brian Surratt, Director
Office of Economic Development
City of Seattle
PO Box 94708
Seattle, WA 98124-4708

Re: *Burke-Gilman Trail Missing Link—Design Advisory Committee*

Dear Mr. Mayor and Messrs. Kubly and Surratt,

I am writing to express my deep disappointment and lost faith in the City's Burke-Gilman Trail Missing Link Design Advisory Committee (DAC) process. I am greatly disheartened and dismayed by the City's lack of commitment to a truly open and honest discussion of *all* options for completing the Missing Link through the heart of Ballard's maritime and industrial corridor. Because of the City's continued and repeated unwillingness to acknowledge (and now, begrudgingly belated) the industrial/maritime nature of this area and its insistence on framing this as a "recreational trail" in a typical Seattle "neighborhood," my company and I can no longer participate in what is clearly a fatally flawed process with a predetermined outcome. Salmon Bay Sand & Gravel is withdrawing from the DAC.

I want to be crystal clear about our position and reasoning to avoid any future aspersions or allegations from the City regarding my honesty or commitment to the DAC process. I reluctantly reached the conclusion to withdraw after reflecting on my two decades of work with the City on this issue and my experience on the DAC. This reflection reinforced my belief that the City continues taking the wrong approach to solving the Missing Link. Instead of focusing on how to truly protect and preserve the heavy industrial and freight-based nature of this area and the men and women who rely on this area for employment, SDOT remains more interested in finding ways for people to recreate (play) in industrial Ballard and having the bike and pedestrian communities dictate this process while continuing to give short shrift and belated lip service to safety, freight, union and Port representatives who could actually tell the City what it takes to live and work in industrial Ballard.

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The City's draft DAC documents, including the DAC Charter, Request for Qualifications for Design Consultant, and Request for Qualifications for Outreach (copies of which are attached) reflect the fatal flaws in SDOT's DAC process, including the following failures:

1. It took numerous drafts of the Charter (until 3/17/2017) for the City to acknowledge and recognize the freight and industrial character of Ballard—and only did so after being chastised for its prior failures. The City's untimely and reluctant acknowledgement appears to be an attempt to stifle discussion and gloss over the real issues at hand.
2. The City continues failing to correctly frame the DAC's discussion because the Charter does not include sufficient recognition, language and discussion that freight mobility in and through Ballard should be the highest priority over a recreational trail; fails to acknowledge that heavy trucks and freight use and rely on Shilshole Avenue NW every day of the year; and fails to state that Shilshole Avenue NW is designated a "Major Truck" street in the City's Comprehensive Plan, which prioritizes freight over other uses of this public right-of-way.
3. The City fails to focus on the needs of industrial and freight businesses by stating that it will use "data-driven design solutions" to enhance the experience for "trail users." The DAC should be focused on using data-driven solutions to ensure the safe, predictable and unimpeded flow of freight and commerce in Ballard. SDOT should be less focused on creating additional recreational opportunities in Seattle and more focused on ensuring the working men and women in Ballard have ample places to park, can get to and from their jobs, and can do their jobs safely and efficiently, like the people moving this houseboat right through where the City wants to put the Missing Link.



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4. The City admits it failed to create a truly open and honest process because SDOT acknowledges it will only “discuss” stakeholders’ concerns and take their “feedback” and will not let members of the public weigh in on this issue while SDOT alone will “ultimately make the final decisions” on the Missing Link design. Based on this, I question why SDOT is even asking the maritime and industrial community for input if it can ultimately ignore those recommendations and jam the trail through this industrial area?
5. The City failed to include necessary stakeholders on the DAC and instead is stacking the DAC deck by elevating bicycle and pedestrian advocates over safety, freight and maritime interests. The DAC stakeholder list shows the City did not include any safety consultants or experts, freight representatives actively working in the industry, union representatives, railroad representatives or Port representatives. Why is the City letting bicyclists and pedestrian advocates dictate policy in an industrial neighborhood?
6. The City failed in the RFQ to give proper weight to the City’s Freight Master Plan and instead focuses more on the Bicycle Master Plan. The FMP, not the BMP, should be the DAC’s *guiding document* because this part of Ballard is a freight and industrial corridor and Shilshole Avenue NW is a Major Truck Street—this is not just about implementing “projects” in the FMP.
7. The City’s proposed outreach plan is similarly flawed because it will consist primarily of presenting this project as a *fait accompli*, which is backwards from how true public outreach is supposed to be conducted. If the City really wants input, it must invite comment from impacted stakeholders on *all* routes and design options for completing the Missing Link, not just the same old trail and design being pushed for the past 20 years.
8. The City’s biggest failure and flaw is the speed in which it is trying to jam this project through Ballard. How in the world can the DAC have meaningful input on this project if the City already has or will have 30% design plans ready for review and approval in May 2017, 60% design done in August, 2017 and 100% done by the end of this year? If this is a real process where the City truly wants our input, we should be starting from scratch without any preconceived designs. Clearly, the City is just asking us to bless its design and plans developed years ago.

On balance, I have lost faith that SDOT and the City are truly committed to working with the maritime and industrial communities in Ballard and I can no longer lend Salmon Bay’s name and reputation to validating the DAC’s work. The structure, focus and preordained nature of the DAC process shows the City is simply using it to rubber stamp the same flawed trail location and design first suggested over 17 years ago. I cannot, in good conscience, be part of that effort.

As I expressed to each of you, and as I have done for the last 20 years, Salmon Bay Sand & Gravel, the Ballard Terminal Railroad and I stand ready to participate in a truly honest and open process—one without a preordained outcome and one that will examine ***all design and locational alternatives to solving the Missing Link, including the Leary and Market route recommended by world-leading trail designers from Copenhagen.*** That If process would include Salmon Bay Sand & Gravel, Ballard Terminal Railroad, their related entities, and other adjacent maritime and

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industrial property and business owners as stakeholders along the corridors. If you and the City are interested in doing so, please contact me directly or the only representatives authorized to speak on my behalf regarding this issue, George Griffin or Josh Brower.

Sincerely,



Paul Nerdrum, Vice President
Salmon Bay Sand & Gravel Company

CC: SEATTLE CITY COUNCIL MEMBERS
KING COUNTY LABOR COUNCIL
TEAMSTERS UNION LOCAL 174

Burke-Gilman Trail Missing Link – Design Advisory Committee Charter

(DRAFT 03/17/2017)

Project Description

The purpose of the Burke-Gilman Trail Missing Link is to complete the Burke-Gilman Trail through the Ballard industrial and urban hub neighborhoods to support a variety of transportation and recreational uses for people of all ages and abilities and to preserve freight mobility and access. The City evaluated four alternatives to complete the Missing Link in its Draft EIS, and has determined a preferred alternative to evaluate in its Final EIS. Beginning at the Ballard Locks and travelling east, the preferred alternative will travel along the south side of NW 54th St and NW Market St to 24th Ave NW, the south side of Shilshole Ave NW to 17th Ave NW, then along NW 45th St.

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The City will work with a Design Advisory Committee as it develops the final design for the Missing Link, and commits to following the project Framework as described below.

Design Advisory Committee Purpose

The purpose of the Design Advisory Committee (DAC) is to provide the Seattle Department of Transportation with feedback during design of the multi-use Burke-Gilman Trail along the preferred route adopted by the City. The DAC will be comprised of stakeholders representing various interests.

The DAC will meet as frequently as weekly to discuss the design of the trail along specific segments and key locations as listed below. The DAC will tailor meetings to include additional stakeholders for each segment and key location as appropriate. DAC meetings will be made open to the general public at regular intervals; members of the general public will be able to listen to the committee's discussions and have an opportunity to comment at the end of meetings.

Study locations

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Segment 1: NW 45th Street to 17th Ave NW

- 45th trail alignment
- Trail crossing and track realignment under Ballard Bridge

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Segment 2: 17th Ave NW to 24th Ave NW

- Shilshole and 17th intersection
- Covich Williams and Salmon Bay properties
- Stimson property and NW Vernon Pl intersection
- Other businesses, ex. CSR Marine (?)

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Segment 3: 24th Ave NW to Ballard Locks

- 24th/Shilshole/Market intersection
- 26th and Market intersection
- Ballard Locks entrance and parking lot

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Framework

1. The Missing Link will incorporate the following Key Principles:

- Safety and predictability for all users both along and across the trail
- Maintain access to the commercial and water-dependent industrial uses adjacent to the trail
- Connectivity to the existing network of pedestrian and bicycle infrastructure
- Accessibility and comfort for the greatest diversity of users

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2. The City will undertake the following Design Approaches:

- Utilize data-driven design solutions that apply innovative features to provide safety and predictability for trail users along and freight movement across the trail.
- Reduce conflicts through lower speeds, clear lines of sight, appropriate access points, and other methods.
- Expand the range of traffic control devices and apply them in a consistent manner.
- Coordinate with adjacent projects including SPU to minimize trail and business disruptions.
- Minimize parking loss throughout the project area
- Implement utility improvements as necessary, such as for stormwater drainage control.

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3. SDOT will discuss with the DAC the concerns of stakeholders at specific locations along the alignment and ideas to address those concerns

4. SDOT will update designs based on the discussions and share with the DAC for their feedback.

5. Discussions will continue with the goal of identifying potential problems with design.

6. The Seattle Department of Transportation shall ultimately make the final decisions on the design of the Missing Link.

Roles and Responsibilities

All participants will commit to moving forward with decisions in a timely fashion in support of the design milestones identified in the City's schedule as follows:

May 2017 – 30% design

August 2017 – 60% design

November 2017 – 90% design

December 2017 – 100% design

February 2018 – Advertise

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Staff

- Provide technical expertise to offer deeper understanding of the topics and inform DAC dialogue.

- Consult with the DAC, listen carefully and consider DAC input prior to updating alignments and design options.
- Explain how DAC feedback is incorporated when it is, and why when it is not.
- Continue to meet and coordinate with individual property owners outside the DAC process throughout design and construction

Members

- Be willing to have an open mind and come to meetings prepared for interest-based discussions. Members will share interests and objectives with all DAC members and openly discuss the reasons behind their statements, questions and actions.
- Listen and recognize the legitimacy of the concerns and interests of others whether or not they are in agreement with them.
- Read agendas and any provided materials in advance of each meeting.
- Explore issues from all points of view before forming conclusions.
- Share discussion time, encouraging everyone to participate fully.
- Represent the interests and concerns of their interest groups. Members will consult with their constituencies on a regular basis concerning the discussions and preferences of the DAC.
- At each meeting, members will report what contact they have had with and what they have heard from their communities.

External Communication

- Members will voice any concerns over the stakeholder group process through dialogue with SDOT staff and other stakeholders before taking any public action or making any public communications that could have consequences on the DAC process.
- Members will avoid characterizing the views or opinions of other DAC members outside of any DAC meeting or activity.
- Members will accurately describe DAC preferences that are conveyed to SDOT.
- Meeting observers will have an opportunity to provide oral comments to the DAC at any meetings open to the public.

Facilitator

- Serves as an impartial individual who guides the process, including facilitating stakeholder group meetings.
- Keeps the group focused on the agreed-upon task. Sets protocol for each meeting, suggests alternative methods and procedures, and encourages participation by all group members.
- Works with SDOT to coordinate meeting logistics, prepare meeting agendas and materials (including meeting summaries and reports). DAC members will be notified of what materials will be printed prior to each meeting. Summaries will be provided a week following each meeting.
- Assists in keeping communication open between the DAC and SDOT staff. In particular, the facilitator will work to assure relevant information is provided in a timely and effective manner.
- Will not offer substantive discussions about design elements.

Meeting Guidelines

Use of time

- Members will respect each other's time by being punctual. Meetings will begin and end on time, unless otherwise agreed to by the DAC members.
- **Members will do their best to attend every meeting; alternates will not be permitted.**
- When making comments, members will consider the time needed for others to share their perspectives.
- If members are not able to meet their responsibilities a replacement will be appointed.
- Members will respect decisions made at previous meetings, even if they are not in attendance.
- Please be considerate by silencing cell phones and minimizing their use during meetings. Please leave the room for any calls you must take.

Informing design elements

- DAC members will strive to collectively make reasonable requests and suggestions through a cooperative and collaborative discussion process with SDOT.
- In discussions, a facilitator will seek out group consensus; however, design decisions are ultimate the decision of SDOT.
- All DAC feedback will be considered by SDOT.

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Burke-Gilman Trail Missing Link

Request for Qualifications – Design Consultant (DRAFT 03/17/2017)

Purpose and Background

The Seattle Department of Transportation (SDOT) is expanding its multi-modal transportation network through implementation of projects identified through our pedestrian, bicycle and freight master plans. A longstanding goal of the BMP has been to provide what has been described as the “Missing Link” in the Burke-Gilman Trail through the Ballard industrial and urban hub neighborhoods. SDOT is initiating the design phase of this project and progressing to the completion of construction ready documents. The “Missing Link” will require innovative design concepts and extraordinary care in the development of context sensitive solutions to complete a world-class trail system that meets the needs of trail users while preserving freight mobility and access to adjacent businesses. The City of Seattle, through SDOT, requests Statements of Qualifications with the goal of retaining one consultant firm to provide expert-level design guidance, participate in Design Advisory Committee (DAC) discussions, engage and coordinate with PS&E design consultants in context sensitive design solutions, and help to deliver the very best multi-use trail facility possible.

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Solicitation Objectives

The goal of this consultant solicitation to identify and retain a firm with nation-wide expertise in multi-use trail and urban bicycle facility design, particularly in highly urbanized and industrialized freight and rail corridors. Objective is also to apply the expert’s advice based on lessons learned.

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Minimum Qualifications

- The staff assigned to the project shall have a minimum of 10 years of experience in the planning, designing, and construction of multi-use trails and separated bicycle facilities in urban industrial and maritime-industrial settings.
- The staff assigned shall demonstrate a clear understanding of industrial rail and freight operations.
- The staff assigned to the project shall have a minimum of 5 years of experience in the development of bicycle and multi-use trail design guides or design standards.
- The staff assigned to the project shall have served as a project manager for a minimum of one separated bicycle or trail facility that was constructed in an urban industrial or maritime-industrial setting.

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Scope of Work

- Assist in the development of design criteria and context sensitive typical design details/solutions.
- Provide innovative design solutions for the multi-use trail and right-of-way corridor beyond the guidelines in AASHTO or NACTO.
- Provide a review of EIS documentation and preliminary plans
- Participate in DAC meetings and site walks with project stakeholders
- Participate in regular design team meetings

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- Participate in SDOT Director, City Council, or Mayor's Office briefings
- Provide alternatives analysis and recommendations for context sensitive design solutions
- Provide plan reviews for 30%, 60%, 90%, and 100% design submittals
- Coordinate with production design consultants and utility design consultants, as needed

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Burke-Gilman Trail Missing Link

Request for Qualifications – Outreach (DRAFT – 03/17/2017)

Purpose and Background

I have just updated the paragraph below to match that from the Design RFQ

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The Seattle Department of Transportation (SDOT) is expanding its multi-modal transportation network through implementation of projects identified through our pedestrian, bicycle and freight master plans. A longstanding goal of the BMP has been to provide what has been described as the “Missing Link” in the Burke-Gilman Trail through the Ballard industrial and urban hub neighborhoods. SDOT is initiating the design phase of this project and progressing to the completion of construction ready documents. The “Missing Link” will require innovative design concepts and extraordinary care in the development of context sensitive solutions to complete a world-class trail system that meets the needs of trail users while preserving freight mobility and access to adjacent businesses. The City of Seattle, through SDOT, requests Statements of Qualifications with the goal of retaining one consultant firm to provide expert-level design guidance, participate in Design Advisory Committee (DAC) discussions, engage and coordinate with PS&E design consultants in context sensitive design solutions, and help to deliver the very best multi-use trail facility possible.

The City of Seattle, through its Seattle Department of Transportation (SDOT), requests statements of qualifications (SOQ) from consulting firms to assist SDOT in providing public involvement, engagement and outreach services throughout the design, pre-construction, and construction of the Missing Link project (“the Project”).

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The types of consulting services that may be needed for this project include, but are not limited to:

- Community outreach plan
- Public events
- Visualizations
- Coordinate with SDOT design & construction
- Facilitation
- Website updates
- Mailings
- Outreach summary reports
- Coordinate with design consultant(s)
- Translation/interpretation services
- Mayoral & Council briefings
- Project email monitoring & constituent correspondence
- Coordinate with SDOT outreach
- Coordinate with construction contractor and third-party utilities
- Represent SDOT at community events and meetings

Key stakeholder(s): Ballard Alliance, Ballard Interbay Northend Manufacturing and Industrial Center, North Seattle Industrial Association, adjoining property and business owners, Northwest Marine Trade Association, Ballard Farmers Market, Cascade Bicycle Club, Feet First, Friends of the Burke-Gilman Trail, other neighborhood organizations, Seattle Public Utilities, and representatives from modal advisory boards.

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Solicitation Objectives

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The most qualified CONSULTANT to perform the community outreach services for Missing Link design and construction project within the constraints of budget and timeframe.

Minimum Qualifications

Key Staff Qualifications:

- The CONSULTANT Outreach Manager must have experience with public outreach on a minimum of two multi-phase public works transportation (planning, design, construction, etc.) projects with a minimum of \$1,000,000 or more (construction cost) within the last 10 years, the more recent the experience the better.
- The CONSULTANT Outreach Manager shall demonstrate an understanding of trail operations through urban industrial locations along with an understanding of industrial freight and rail operations.

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Consultant Team Qualifications:

- Within the last 5 years, the CONSULTANT team must have experience with community outreach, including design and construction, for a public works project that abuts the public right of way.
- The CONSULTANT team shall demonstrate an understanding of trail operations through urban industrial locations along with an understanding of industrial freight and rail operations.

Scope of Work

Overview

SDOT is seeking consultant services for community outreach and engagement for the project through the design and construction phases.

The project team will be led by the SDOT project manager and will include an in-house (SDOT) design team, SDOT outreach manager, SDOT project sponsor, and other SDOT and City staff chosen for their subject-matter expertise. This team will work closely with a Design Advisory Committee and with representatives from Seattle Public Utilities, Department of Neighborhoods, and the Office of Economic Development.

The Design Advisory Committee (DAC) is expected to meet every 1-4 weeks to provide feedback on the design and help identify potential problem areas. Over the course of the design phase of the project, the CONSULTANT will be expected to staff and support the DAC meetings.

The project team is expected to meet bi-monthly, either in-person or via conference call. The purpose of these meetings will be to review project progress, discuss key issues, and allow for input from all project participants. Additionally, there will be subject-specific meetings to review and discuss key issues requiring a closer review by subject-matter experts.

The project team will be guided by an SDOT Steering Committee (consisting of SDOT executive management) that could meet monthly. SDOT management may also hold periodic executive meetings with City Council, and/or the Mayor's Office. Over the course of the project, the CONSULTANT will be expected to assist in preparing materials in advance of these meetings and briefings.

This Scope of Work documents approximate Tasks to be performed by the CONSULTANT for community outreach purposes:

1. Outreach Management – Assign an individual as the Outreach Manager who shall develop and maintain the CONSULTANT scope of work, schedule, budget, manage risk, change and quality, and communicate with SDOT. Also provide a monthly progress report that includes accomplishments in previous period, activities next period, changes in scope/schedule/budget, issues, and action items. Monthly invoice shall be separated at the Task level. Provide agendas and summary notes for all project outreach meetings.

Expected deliverables:

- *Community outreach plan and strategy*
- *Monthly progress reports*
- *Agendas and summary notes for meetings*
- *Outreach summary reports*
- *Monthly invoices*

2. Design Advisory Committee Support – Plan and facilitate meetings, prepare mailings, prepare draft presentations and council briefing materials, monitor and make response recommendations to constituent correspondence, and assist SDOT to update the project webpage. Ensure compliance with the City's Race and Social Justice Initiative and Inclusive Outreach and Public Engagement (IOPE).

Expected deliverables:

- *Organize, plan and facilitate committee meetings and manage logistics*
- *Prepare meeting materials (notifications, agendas, factsheets, and display boards)*
- *Take meeting notes, draft minutes and track action items and unresolved issues*
- *Monitor and report on team's responses to committee concerns and issues*
- *Assist in preparing visualizations/maps/renderings for the committee*
- *Provide monthly progress reports on progress, outstanding concerns and next steps*

3. General community outreach – Develop and implement a community outreach plan and strategy, plan public meetings and meetings with individual stakeholders, prepare mailings, prepare draft presentations and council briefing materials, monitor and make response recommendations to constituent correspondence, and assist SDOT to update the project webpage. Ensure compliance with the City's Race and Social Justice Initiative and Inclusive Outreach and Public Engagement (IOPE).

Expected deliverables:

- *Organize and plan public events, prepare materials, facilitate, manage logistics, and draft meeting notes*
- *Prepare project materials (factsheets, notification flyers, display boards, mailings, etc.)*
- *Draft presentations and council briefing materials*
- *Monitor and make response recommendations to constituent correspondence*

- *Webpage updates*
- *Draft and final memo summarizing public engagement process and input received*
- *Prepare visualizations/renderings for the public and City Council*
- *Presentation materials as needed for internal and external briefings*
- *Monthly progress reports*

4. Construction communications – Prepare construction notices, traffic advisories, and periodic email updates for adjacent and nearby stakeholders. Work with the contractor to identify upcoming impacts and means of mitigating impacts through advance communications.

Expected deliverables:

- *Bi-weekly construction update notices*
- *Regular door-to-door contact with adjacent stakeholders to identify and resolve concerns*
- *Periodic photography of project elements to illustrate areas before, during and after construction*
- *Weekly attendance at construction coordination meetings to share issues and obtain information on upcoming activities*
- *Monitor and make response recommendations to constituent correspondence*
- *Webpage updates*
- *Draft and final memo summarizing construction communication efforts and lessons learned*

The Missing Link Project will connect two existing portions of the Burke-Gilman Trail through the Ballard neighborhood, to complete the regional facility that otherwise runs continuously from Kenmore Park to Golden Gardens. Currently, the trail ends at the intersection of 11th Avenue NW and NW 45th Street (on the east), and begins again at 30th Avenue NW at the Hiram M. Chittenden Locks (on the west). The Seattle Department of Transportation (SDOT) proposes to connect these two segments of the BGT with a marked, dedicated route for pedestrians and cyclists.

This project is one of the City of Seattle's top-rated trail priorities as identified by the Bicycle Master Plan. A complete trail network improves Seattle's health and quality of life by providing safe bicycle and pedestrian travel routes for people of all ages, abilities, and backgrounds. A Final Environmental Impact Study (EIS) is anticipated in May of 2017 in response to the comments received on the Draft EIS.