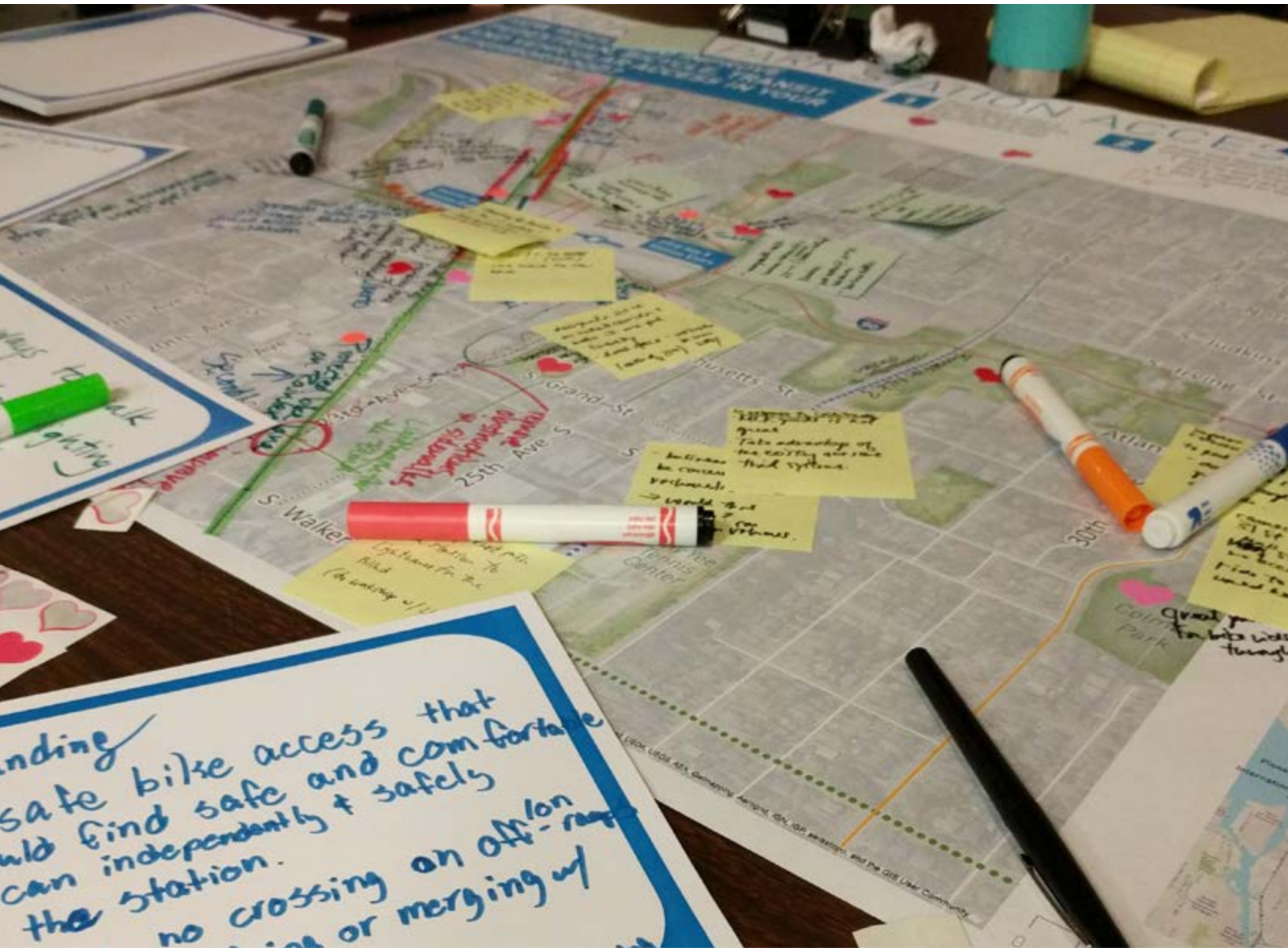
Seattle Department of Transportation

JUDKINS PARK STATION ACCESS STUDY



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THANK YOU

Special thanks to the entire Judkins Park community for their attendance and active participation in Station Access Study events, meetings, and surveys.

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1. STUDY PURPOSE

The neighborhoods around the future Judkins Park light rail station, set to open in 2023, are already changing. New buildings are popping up, zoning updates are under discussion, and street and circulation improvements are on the table. To ensure that all these changes work in concert with community interests and light rail, the Seattle Department of Transportation (SDOT) and the Office of Planning and Community Development (OPCD) partnered to ask community members how they want the area to look, feel, and function over time. Discussion focused on identifying local improvements that could increase access to light rail and the neighborhoods and aligning land use regulations with the City's Mandatory Housing Affordability process and commercial zoning updates.

In particular, SDOT is looking to improve how people can safely and comfortably:

- Get to and from the future light rail station
- Use streets, trails, and bicycle routes in the area
- Access businesses and key destinations
- Transfer between modes (e.g., from bus to light rail)

OPCD's intent is to:

- Provide land use regulations and standards that meet the needs of current and future development consistent with the area's proximity to a light rail station
- Support the economic vitality of the commercial and industrial uses for existing and future businesses
- Coordinate and leverage public and private investments and activities

Participants identify issues at the SDOT Rainier Valley Open House.

CHALLENGES THIS STUDY ADDRESSES

The future Judkins Park light rail station is at the center of an area historically divided by I-90, topography, discontinuous streets, and uninviting paths. Strong neighborhoods exist near the station (as shown with purple arrows in Figure 1), but no neighborhood or activity center ties the area together at the station. Additionally, the pedestrian environment along Rainier Ave S is particularly uncomfortable and difficult with fast traffic, freeway ramps, narrow sidewalks, and few amenities to buffer pedestrians from traffic or offer respite.

The new station is likely to be busy. Sound Transit's East Link Environmental Impact Statement (EIS) estimates that 1,770 people will arrive and depart from the Judkins Park Station by 2030, with 45% coming and going by foot or bicycle, 42% by bus, and 12% by pick-up/drop-off. A recent study (Appendix D) suggests that even more bicyclist and drop-off passengers may be likely.

Local draws such as schools, businesses on Rainier Ave S, the Eritrean Community Center, the Northwest African American Museum (NAAM), Lighthouse for the Blind, services in the 2100 Building, and a large park system

FIGURE 1. NEIGHBORHOOD CONTEXT MAP

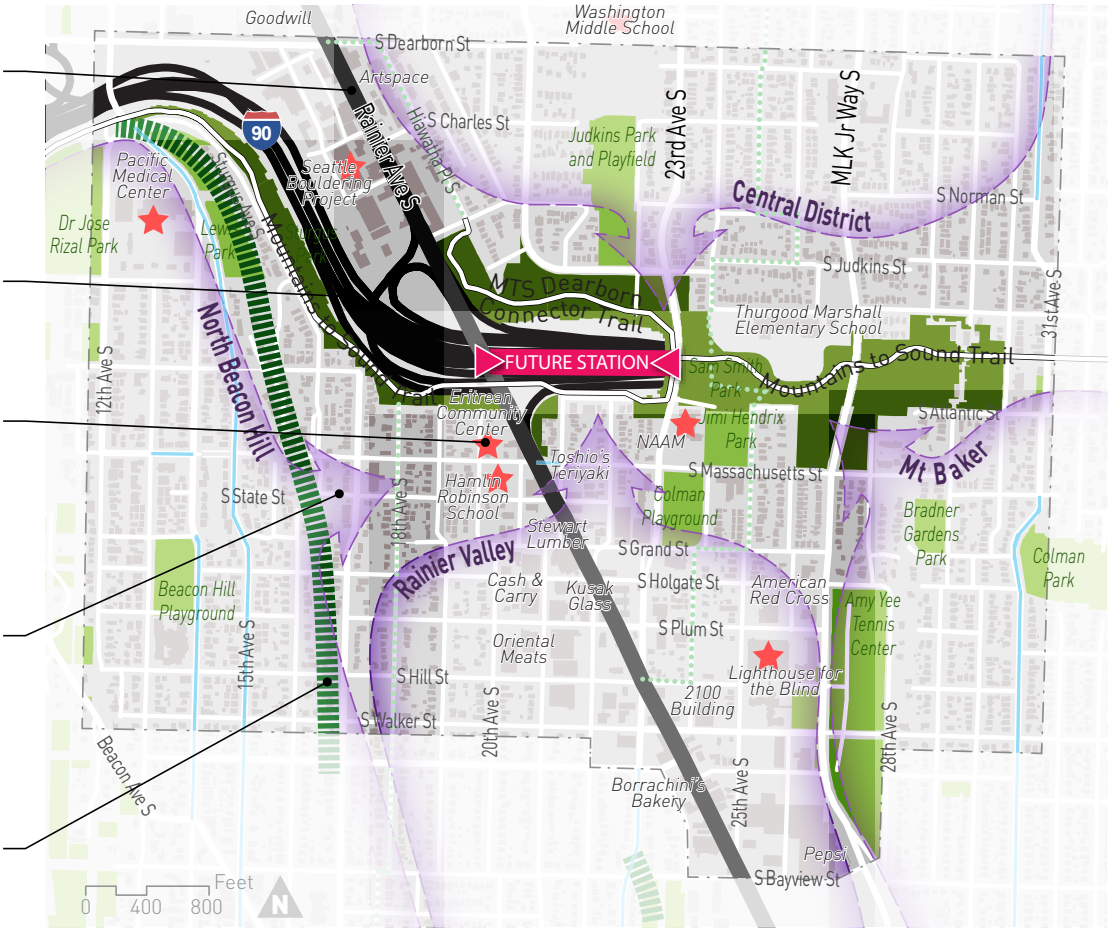
Rainier Ave S, though important for freight, buses, and other north-south vehicular travel, is a challenging environment for pedestrians and cyclists.

I-90 and large parks with few north-south paths physically divide the neighborhoods.

Ensure existing community gathering spaces, hotspots, and assets are well-connected with safe and comfortable paths.

Connect neighborhoods historically divided by I-90, topography, parks, discontinuous street, and uninviting paths.

Steep topography inhibits east-west mobility.



OTHER FEATURES

- Future light rail station entry
- Existing multi-use trail
- Existing bike lane
- Existing neighborhood greenway

make the area a daily destination. Notably, the Judkins Park station will be the only Seattle station with direct access to a major park.

Making sure people can get to area assets in a safe and comfortable way is challenging, especially for non-motorized travelers and people with disabilities.

STUDY PURPOSE

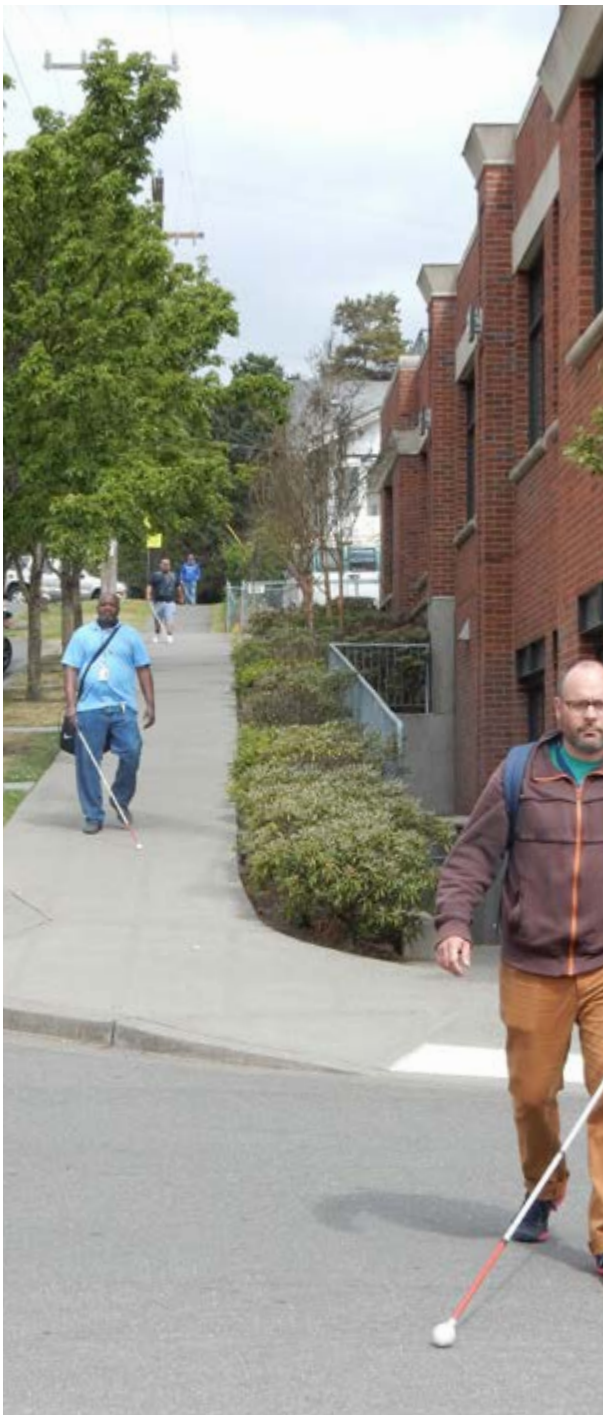
The access study proposes ways to improve connections to the station and the neighborhood's assets and to promote a livelier and safer station area. The overall vision and project principles are described in Chapter 4, and prioritized project information is in Chapter 5.

GOAL

Propose, analyze, and develop concepts for improving access to the Judkins Park light rail station and neighborhood.

PROJECT TASKS

- Identify potential station and neighborhood multimodal access and circulation improvements
- Identify potential urban design recommendations to address issues of safety, reinforcing and enhancing a sense of place, activation, wayfinding, and equitable and universal access
- Conduct fatal flaw assessment of these potential improvements
- Develop initial concepts and planning-level cost estimates for potential improvements
- Help the City identify and move forward on potential partnering opportunities with Washington State Department of Transportation (WSDOT), Sound Transit, and others
- Coordinate public engagement with other City projects and agency partners



Lighthouse for the Blind employees walk to a bus stop.

2. COMMUNITY ENGAGEMENT

Multiple means were used to engage community members in the Judkins Park Station Access Study planning process. These include a focused workshop, an online survey (translated into Chinese, Vietnamese, and Spanish), open houses (many of which were joint events with other projects and most included community liaisons able to speak other languages), drop-in events at local hotspots, community liaison door-to-door and personal phone call efforts, and visits to existing local meetings. Staff built and maintained a project email list and website and sent updates and event announcements. At least 800 people were reached through the process, and more than 150 people had face-to-face or in-depth conversations with the staff and consultant team.

This report relied heavily on the community engagement results to understand which projects should be studied and prioritized.

Workshop at Northwest African American Museum

Open house at Washington Hall

TABLE 1. COMMUNITY ENGAGEMENT ACTIVITIES

EVENT/ACTIVITY	DATE	LOCATION	PARTICIPANTS (APPROXIMATE #)
HALA Neighborhood Design Workshop – North Beacon Hill	October 20, 2016	El Centro de la Raza	35
HALA Neighborhood Design Workshop – 23rd and Union/Jackson	January 31, 2017	Garfield High School	25
HALA Neighborhood Design Workshop – Mt Baker/ North Rainier	March 2, 2017	Franklin High School	10
Rainier Valley SDOT Open House	March 7, 2017	Emerald City Bible Fellowship	10 participants at Judkins Park booth, included immigrants with community liaisons, representative racial diversity
Goodwill Resource Fair	April 19, 2017	Goodwill Training Center	150, included many immigrants
Community liaison residential and commercial canvassing	April 20-24, 2017	Station area	3 liaisons, 335 addresses visited, 70 in-person conversations
Judkins Park Station Area Planning Community Workshop	May 3, 2017	Northwest African American Museum	22
HALA – MHA Central Area Open House	May 16, 2017	Washington Hall	15 participants at Judkins Park booth, representative racial diversity
Business and Property Owner Lunch Drop-In	June 7, 2017	Seattle Bouldering Project	7
Judkins Park Community Council Meeting	June 7, 2017	Thurgood Marshall Elementary School	6
Juneteenth	June 16, 2017	Yesler Community Center	5 participants at Judkins Park booth
2100 Building Non-Profit, Business, and Property Owner Drop-In	June 21, 2017	2100 Building	6
Lighthouse for the Blind Focus Group	June 28, 2017	Lighthouse for the Blind	12 participants with auditory and/or visual impairments
Community Liaison Business Engagement	June 28, 2017	Rainier Ave	46 participants (35 business survey responses)
Judkins Park Station Area Planning Survey	April 10-June 30, 2017	Online	238
Japanese Presbyterian Church Meeting	October 3, 2017	Japanese Presbyterian Church	6
23rd Ave S Meeting	October 5, 2017	Northwest African American Museum	25 participants, had booth with Judkins Park information
Wellspring Family Services	October 16, 2017	Wellspring Family Services	10
2100 Building Lunch Drop-in	October 16, 2017	2100 Building	3
Freight Advisory Board	October 17, 2017	City Hall	10
Walkable Washington Symposium Walking Tour	October 18, 2017	Northwest African American Museum	20
Transit Advisory Board	October 25, 2017	City Hall	7
Bicycle Advisory Board	November 1, 2017	City Hall	19
Workshop #2	November 2, 2017	2100 Building	10
Pedestrian Advisory Board	November 8, 2017	City Hall	13
Greater Mt Baker Baptist Church Meeting	December 11, 2017	Greater Mt Baker Baptist Church	15
Urban League of Seattle	December 2017	Phone	Phone conversations with multiple people, in depth with 1 who reviewed draft materials
Emailed Comments	Ongoing	Online	8

3. COMMUNITY VISION

As a joint transportation and land use study, participants described their ideal activities and ways of getting around. The following vision and principles represent the overarching goals. Figure 2 illustrates the actions most important to participants.

VISION

The community wants to seize the opportunity to make the Judkins Park station area a hub of activity that incorporates access to regional transit, bicycling opportunities, and parks to unify the neighborhood assets. As part of this new hub, it's important that current residents and businesses remain, while gaining new neighbors close to the station that:

- Allow more people, businesses, employers, and non-profits to benefit from being near transit
- Enliven the area, increasing the sense of safety, comfort, and identity
- Serve locals with a range of small businesses' goods and services

It's important that new development includes green spaces, is infused with the history and culture of the area, and gracefully transitions between old and new architecture. Housing must remain affordable and appropriate for families, artists/craftspeople, and longtime residents. Additionally, commercial and light industrial businesses and non-profit organizations should continue to function and thrive, while streets and paths comfortably carry people walking, cycling, and driving to and from the station and around the neighborhood.

PRINCIPLES

Throughout the process, the following themes emerged as important principles to most participants for the future of Judkins Park:

- Improve pedestrian safety and access, especially along Rainier Ave S and the Mountains to Sound Greenway (MTS) Connector Trail. Respect that location and access is a major asset for the area.
- Support the creation of a holistic, mixed-use neighborhood close to the station.
- Affordable housing, industrial, commercial, and non-profit spaces are important.

Participants comment on their priorities for the Judkins Park area.

- Minimize displacement of residents, businesses, and non-profit organizations. Balance opportunities for new development with minimizing displacement of people wishing to stay.
- Maximize the benefits of transit access with greater residential and commercial density near the station.
- Maintain parks and open space, and distinguish the Judkins Park Station from other stations with its extensive adjacent green space.
- Respect the history and culture of the area and, where appropriate, infuse it in redevelopment. Arts, gathering, and cultural spaces are important. Much of the study area is within the Historic Central Area Arts and Cultural District.
- Minimize impacts to existing residents, especially during the transition from single-family houses to higher density homes.
- Provide for efficient transfer between transportation modes, including drop-off and pedestrians.
- Address the mobility needs of all community members, especially people with disabilities and mobility challenges.

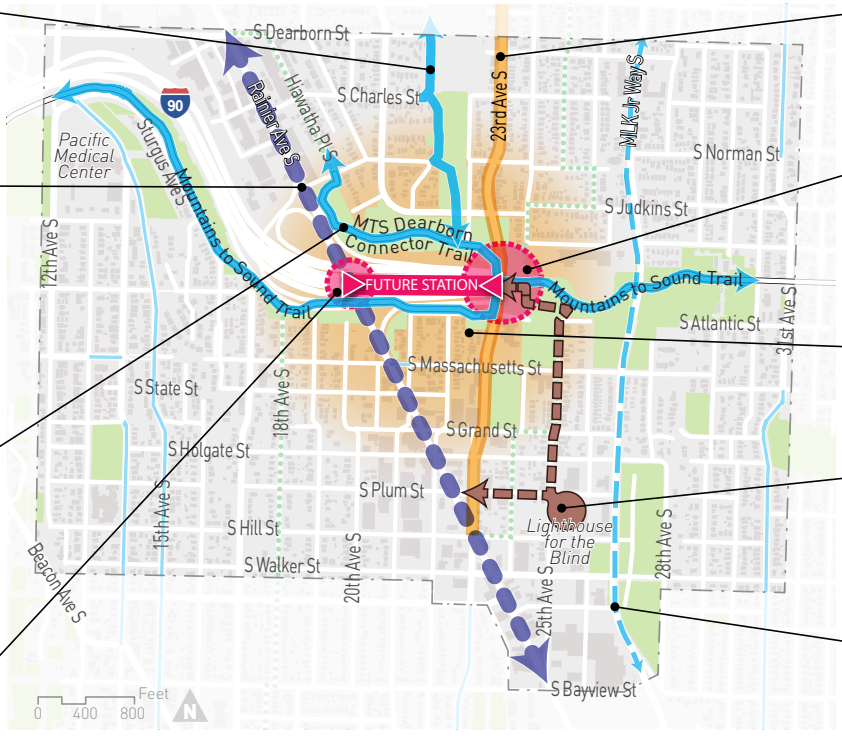
FIGURE 2. COMMUNITY PRIORITIES

Connect Washington Middle School and Judkins Park to the station with an improved trail.

In the short term, improve the pedestrian environment on Rainier Ave S, and in the long-term, study the feasibility of accommodating bicycles. RapidRide and other bus routes will serve this corridor.

Add lights, reduce pedestrian/bicycle conflicts, and better connect to PacMed/Lewis Park area to improve the MTS Trail.

Add coffee carts, etc., to make the I-90 underpass safer and bus-to-light rail transfers more pleasant.



23rd Ave S reconstruction begins in 2018; RapidRide will serve this corridor.

Create a mobility hub at the east entry to serve multiple transportation modes.

Encourage more intense development close to the station to increase activity.

Provide safe and comfortable walking paths for Lighthouse for the Blind employees to the station and bus stops.

Connect Rainier Valley and Central District cyclists to the MTS Trail and station with buffered bike lanes and slowed traffic.

OTHER FEATURES

- Future light rail station entry
- Existing multi-use trail
- Existing bike lane
- Existing neighborhood greenway

PRIORITIES

When ranking specific ideas, the following emerged as community members' top ten priorities (in ranked order):

1. Improve Rainier Ave S for pedestrians and bicyclists.
2. Plan and design the east station entry area (23rd Ave S/MTS Trail) to accommodate the expected volumes of pedestrians, cyclists, and a drop-off/pick-up area.
3. Improve the I-90 on- and off-ramps for pedestrian safety and comfort. A well-supported idea that arose at many events is to, in the long term, work with WSDOT to reconstruct the ramps as urban intersections with signals.
4. Add lights to the Mountains to Sound-Dearborn Connector Trail.
5. Create a neighborhood commercial mixed-use node on 23rd Ave S near the station entrance. Allow small-scale retail by the station and live/work units along 23rd Ave S. A well-supported implementation idea that arose at a few events is to consider supporting a catalyst project with affordable housing, a community center, and active ground floor uses on or near Sam Smith Park.
6. Create a transit-oriented mixed-use center around the station by allowing higher density commercial and residential:
   - Commercial zone just south of the station: participants clearly want to see the existing commercial zone (and many suggest expanding this eastward to 23rd Ave in the residential areas) zoned for pedestrian-friendly, mixed-use, mid- to high-density development. Community opinions on building heights vary, with some suggesting 12-story towers and many supporting 5-6 stories.
   - Industrial zone north of the station: encouraging access to transit and walkability is clearly supported. However, opinions on desired uses and intensity varied widely.
   - Allow apartments and condos within a 5-minute walk from the station.
7. Make minor improvements to the trail through Judkins Park.
8. Encourage safe and active uses (e.g., coffee cart) on Rainier Ave S under I-90.
9. Restrict parking near the station to prevent non-local commuters from parking in the neighborhoods.
10. Relieve car traffic congestion on Massachusetts St.

See the Ideas Map and Evaluation Sheet in Appendix A for the specific ideas to which people responded.

This study seeks to capitalize on existing assets, like the Judkins Park and Playfield and Mountains to Sound-Dearborn Connector Trail pictured here.

4. BACKGROUND

The proposed Sound Transit Link light rail station in Judkins Park will be located in the center roadway of I-90 with station entrances at 23rd Ave S and Rainier Ave S. The community expressed concerns about transportation connectivity and safety along Rainier Ave S and around the future station. The construction to improve 23rd Ave S (from S Jackson St to Rainier Ave S) began in May 2018. Development activities and community conversations have been underway around the station area with the anticipation of the station opening. This planning effort seeks to evaluate and improve the accessibility, connectivity, livability, and economic impacts around the station area.

The future Judkins Park Station is located within the Central Area, the historic center of Seattle's Black/African American community with a culturally rich mix of community services and businesses. The Central Area continues to experience transition. Between 2000 and 2010, just within the 23rd and Union-Jackson Urban Village in the Central Area, the Black/African American population decreased from 41% to 28%, while white population increased from 27% to 44%. The number of black-owned businesses has also declined. Housing affordability is an issue, with almost half of all households paying more than 30% of their income on housing. This area continues to face development pressure and displacement of residents, businesses, and African American cultural heritage.

RELATED PLANS

The community, non-profit organizations, and the City have been working together for years to address the concerns of the Central Area and South Seattle communities.

Land use-related programs and plans include:

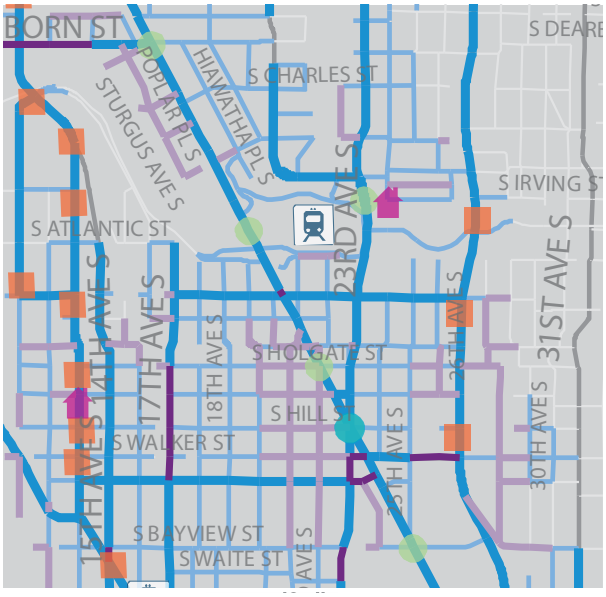
- **Housing Affordability and Livability Agenda (HALA)**—addresses displacement and promotes equity by helping increase the affordable housing stock and helping people stay in their homes in the Central Area
- **Central Area Commercial Revitalization Plan**—focuses on the African American legacy and future commercial development in the neighborhood
- **Historic Central Area Arts and Cultural District (HCAACD)**—recognizes the culturally rich neighborhood and seeks to preserve African American culture
- **Central Area Neighborhood Design Guidelines**—adopted in 2018 and guide development
- **The CAP Report: 30 Ideas for the Creation, Activation & Preservation of Cultural Space**—a program to prevent displacement and encourage development of cultural spaces
- **The Equitable Development Initiative**—a new initiative with funds and implementation projects to address displacement and sustain a diverse Seattle

Related transportation plans, projects, and efforts include:

- **Southeast Transportation Study (SETS)**—recommendations from 2008 to improve safety, transportation functions, and business districts
- **23rd Ave Corridor Improvements: Phase 2**—repaving, sidewalk and crossings improvements, and reducing travel lanes for a stretch on 23rd Ave S between S Jackson St and Rainier Ave S, began construction in May 2018
- **Rainier RapidRide**—project to study, design, and construct (by 2022) improvements to Rainier Ave S to support the new RapidRide route (current bus route 7) to open in 2024
- **Neighborhood Greenways Program and Rainier Valley Neighborhood Greenway Plan (RVNGP)**—program to design and construct safe, calm routes for pedestrians, cyclists, and drivers on low car volume residential streets
- **Seattle Modal Plans**—Pedestrian Master Plan (PMP) (see prioritized streets in Figure 3), Bicycle Master Plan (BMP), Transit Master Plan (TMP), and Freight Master Plan (FMP), which guide investment in Seattle's transportation system
- **Proposed Capital Improvement Program (CIP)**—allocates funding to implement the modal plans
- **Bicycle and Pedestrian Safety Analysis (BPSA)**—identifies and prioritizes locations for safety improvements to prevent future crashes (as part of Vision Zero Plan implementation)
- **Light Rail Review Panel**—a Design Commission-led panel that advises Sound Transit on light rail station design and planning; the panel made recommendations about access to the Judkins Park station

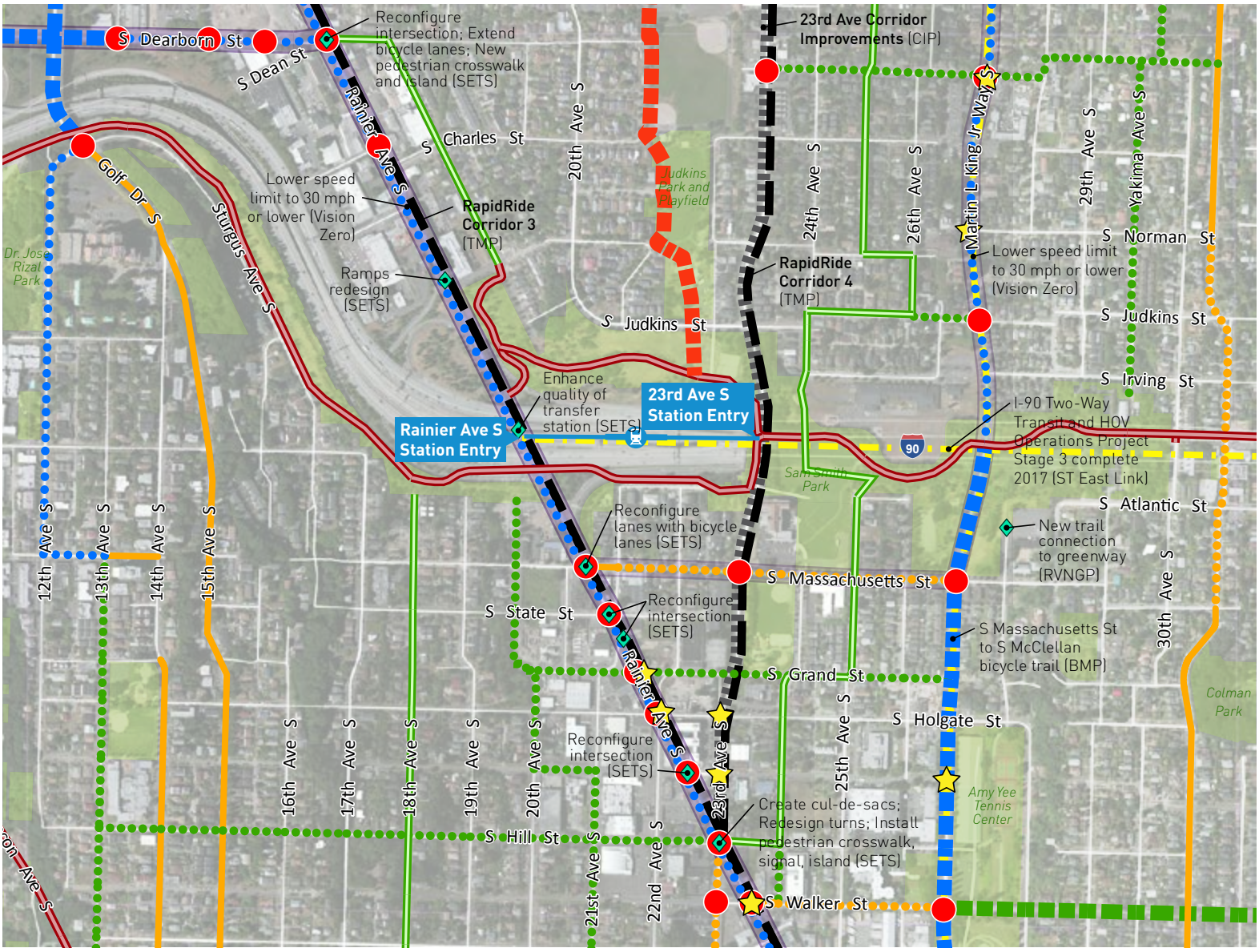
Figure 4 summarizes relevant information from these efforts.

FIGURE 3. PRIORITY INVESTMENT NETWORK (PIN) MAP (SDOT PEDESTRIAN MASTER PLAN, 2017)



The Pedestrian Master Plan prioritized most streets in the Judkins Park station area for investment.

FIGURE 4. EXISTING CONDITIONS AND PLANNED PROJECTS



EXISTING CONDITIONS

- Multi-Use Trail
- Neighborhood Greenway
- Bike lane
- Major freight route
- Minor freight route
- Challenging places for cyclists and/or pedestrians (from BPSA)
- Park

PLANNED TRANSPORTATION IMPROVEMENTS

- Multi-Use Trail (prioritized for implementation)
- Protected bike lanes (prioritized for implementation)
- Protected bike lanes
- Neighborhood Greenway (prioritized for implementation)
- Neighborhood Greenway
- Bike lane
- RapidRide
- 23rd Ave Corridor Improvements
- Top Tier Across the Roadway Projects from the Pedestrian Master Plan
- Improvement from Southeast Transportation Study (SETS) or Rainier Valley Neighborhood Greenway Plan (RVNGP)
- Other planned improvement

Sources: SDOT Bicycle Master Plan (BMP), Pedestrian Master Plan (PMP), Transit Master Plan (TMP), Freight Master Plan (FMP), Bicycle and Pedestrian Safety Analysis (BPSA) 2016, Southeast Transportation Study (SETS), Rainier Valley Neighborhood Greenway Plan (RVNGP), and King County Metro Connects

EXISTING CONDITIONS

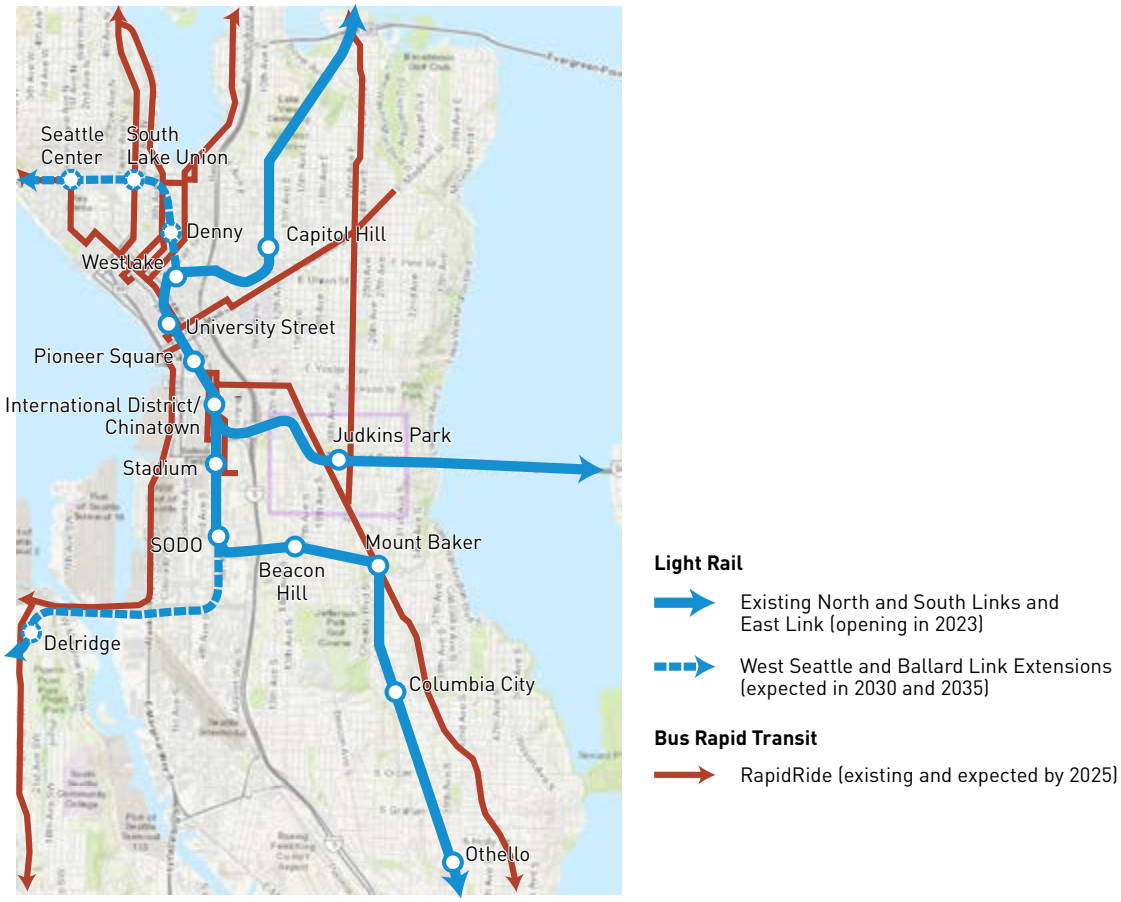
REGIONAL CONTEXT

The Judkins Park light rail station will be the East Link's first station after exiting the Downtown Seattle Transit Tunnel (DSTT) and heading across Lake Washington toward Bellevue (see Figure 5). It will sit between two future RapidRide lines—one on Rainier Ave S (approximately the current route 7) and one on 23rd Ave S (approximately the current route 48). The station will likely see many transfers from Rainier Valley and Central Area-based RapidRide riders going to/from the Eastside or downtown.

The Judkins Park area plays an important role in the region. The I-90/Sam Smith Park, Judkins Park and Playfield, Lewis Park, and many others make a massive contribution to the park system (see parks in Figure 6). Additionally, the Mountains to Sound Greenway (MTS) Trail runs east-west through the study area (see Figure 4) and directly connects to the future station. This trail connects Seattle/Eastside commuters, local and regional recreational cyclists, and eastern Washington.

Commerce and industry along and near Rainier Ave S is regionally important. Freight access to these businesses remains critical, and Rainier Ave S is a designated major freight route.

FIGURE 5. REGIONAL TRANSIT CONTEXT MAP (EXISTING AND PLANNED)



Sources: King County Metro Connects and Sound Transit's existing Link light rail and future East Link and West Seattle and Ballard Link Extension maps

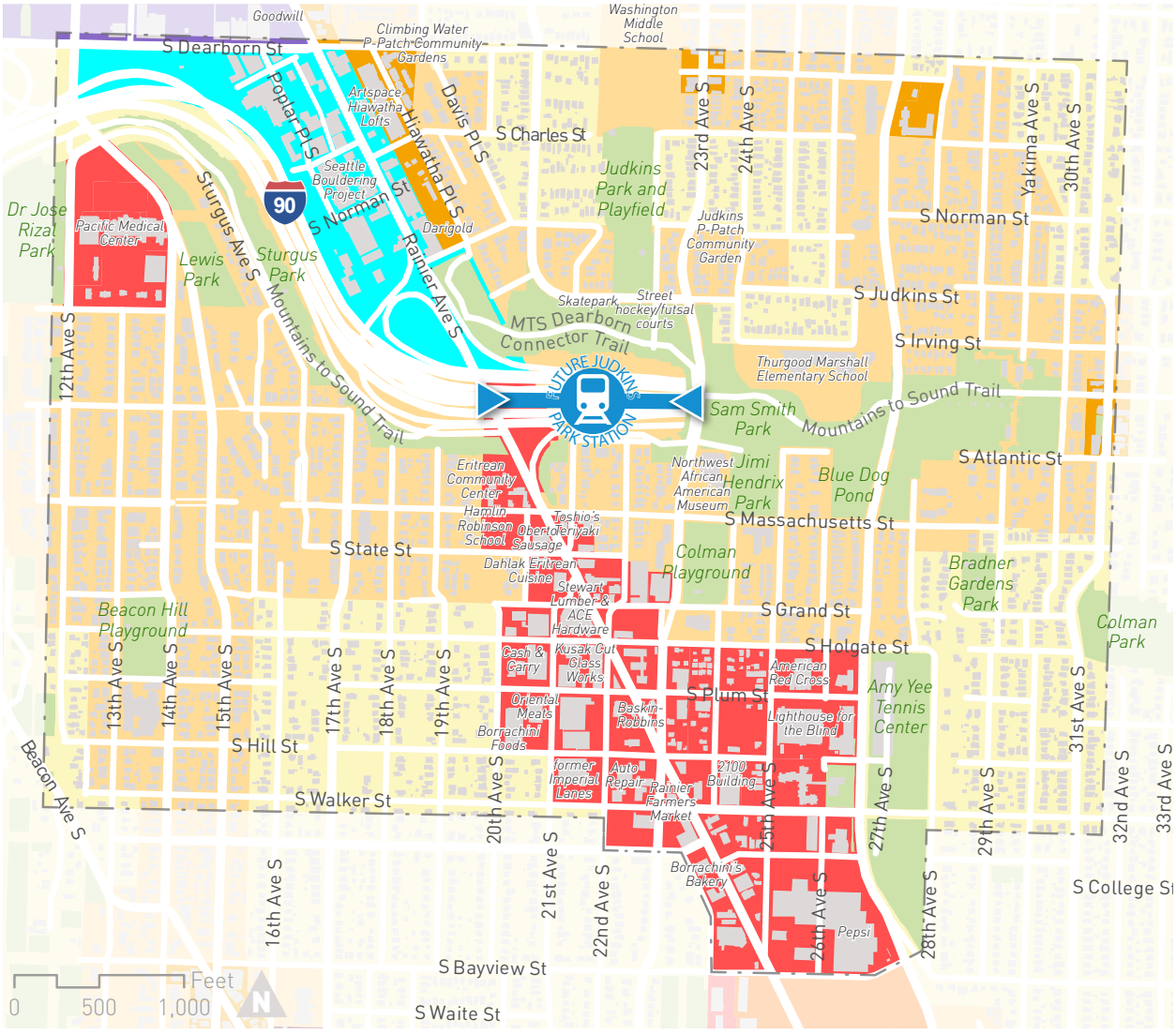
ZONING AND LAND USE

Parks make up much of the study area, making this one of the only stations in Seattle with direct access to extensive parks.

Rainier Ave S, with its traditional commercial (red) and industrial (blue) zones, hosts businesses that rely on truck access and affordable land for their operations. West of the station and uphill is the Pacific Medical Center, which houses many non-profits and medical offices. A few neighborhood commercial zones (orange) dot the area. Hiawatha Pl S is beginning to function like a neighborhood "main street."

Much of the land surrounding the station is zoned multifamily (light orange); these and the commercial zones are redeveloping with townhouses and apartments. Other areas are zoned single family (yellow). Proposed Mandatory Housing Affordability upzones would increase the allowed capacity and requirements for affordable housing.

FIGURE 6. ZONING MAP



ZONES

- Industrial
- Large-scale commercial
- Neighborhood commercial
- Multifamily residential
- Single family residential
- Parks

Sources: City of Seattle zoning data and Google maps

BICYCLE FACILITIES

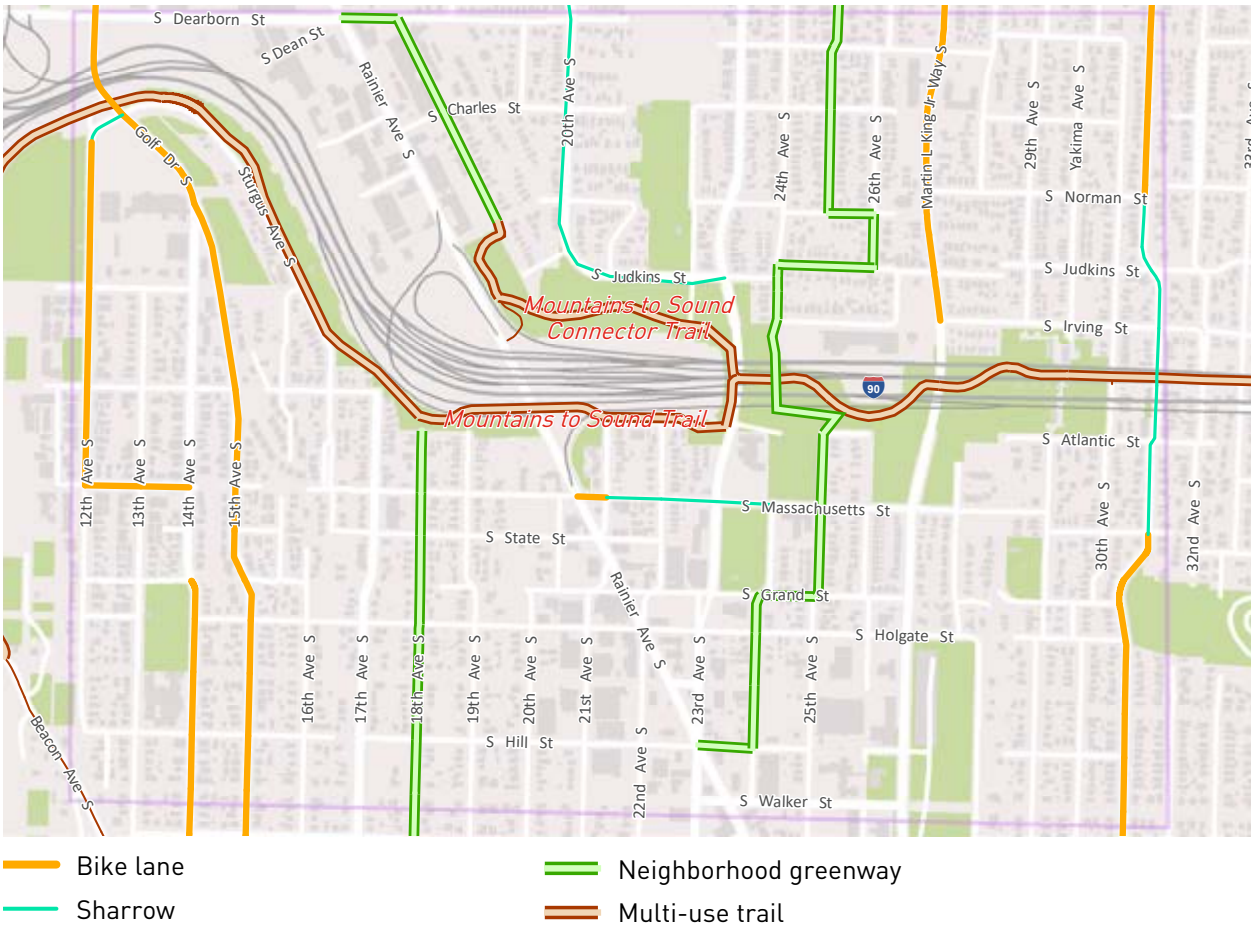
The Mountains to Sound Greenway (MTS) Trail is a major asset. It originates in North Beacon Hill and travels east to the future Judkins Park station, Mercer Island, Bellevue, Issaquah, Snoqualmie, and beyond. As shown in Figure 7, the MTS Connector Trail splits to the north at 23rd Ave S to connect to the Hiawatha Neighborhood Greenway, S Dearborn St, and downtown.

We expect many cyclists to transfer to light rail or RapidRide at the future station, so adequate bicycle valet or other compact, secure, and covered bicycle parking will be important.

Neighborhood greenways exist parallel to and just east of 23rd Ave S, on 18th Ave S, and on Hiawatha Pl S. The Neighborhood Greenways Program is prioritizing an east-west greenway on S Plum St or nearby.

Bike lanes and sharrows create additional north-south routes on 31st Ave S and 15th Ave S. Martin Luther King Jr Way S has bike lanes from S Irving St north. A short segment of S Massachusetts St has bike lanes and sharrows, just east of Rainier Ave S.

FIGURE 7. EXISTING BICYCLE FACILITIES MAP



Source: SDOT Bicycle Master Plan

BICYCLE AND PEDESTRIAN SAFETY ANALYSIS LOCATIONS

The SDOT Bicycle and Pedestrian Safety Analysis (BPSA) identified locations with associated factors (built environment, demographics, roadway, and exposure) that could lead to a higher propensity for certain collision types. Figure 8 maps the top 1,000 for all intersections in the city for each collision type.

Notably, nearly every intersection along Rainier Ave S is identified for one or more reasons. The I-90 on- and off-ramps pose challenges for pedestrians and bicyclists, as well, even though as WSDOT-controlled intersections, they are not included in the city's BPSA. In addition, four intersections along Martin Luther King Jr Way S are noted for bike challenges. S Dearborn St and 23rd Ave S are corridors with multiple locations identified that are seeing improvements through other projects.

FIGURE 8. BICYCLE AND PEDESTRIAN SAFETY ANALYSIS (BPSA) LOCATIONS MAP

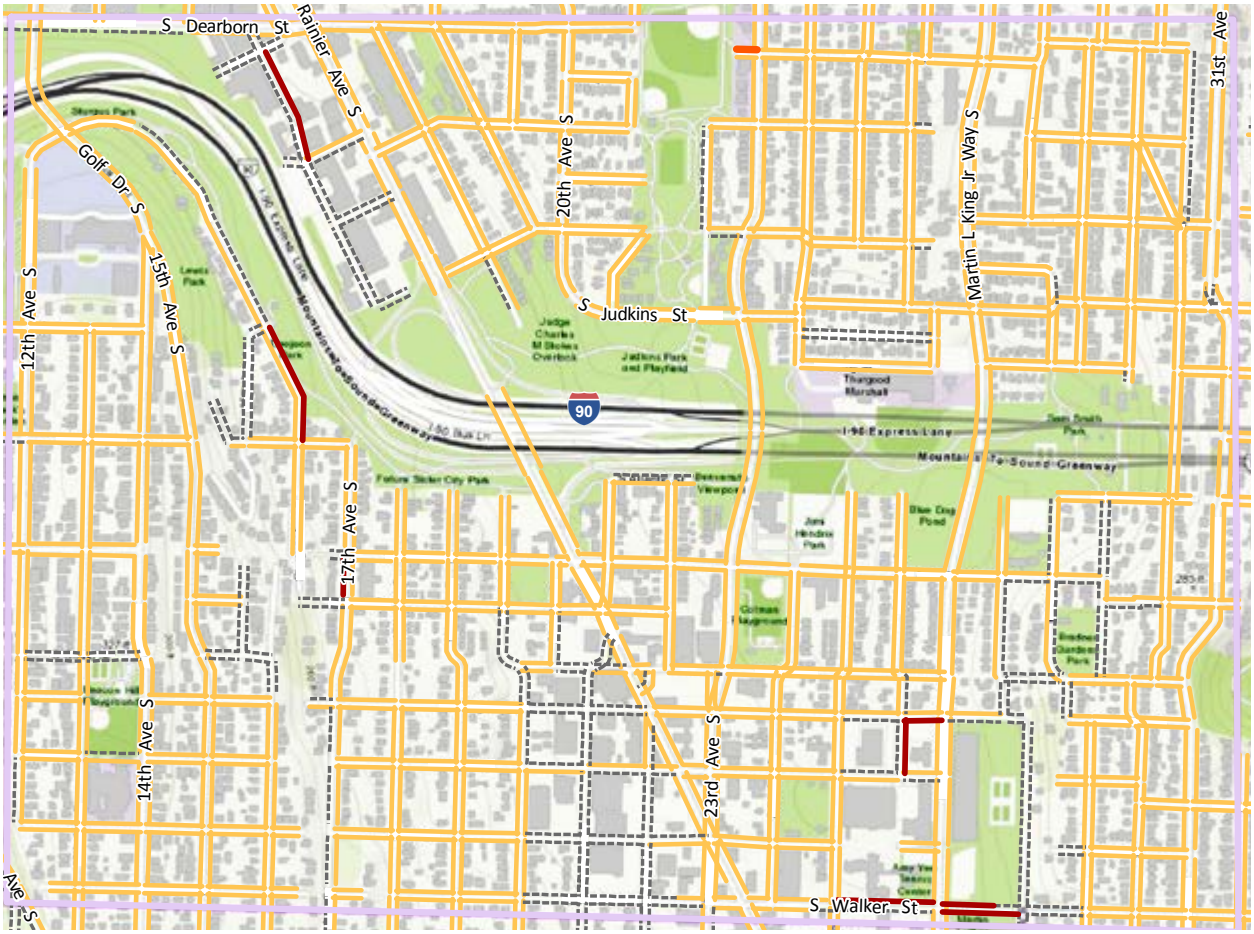
Source: SDOT BPSA, 2016

SIDEWALKS

Figure 9 highlights missing sidewalks. The residential and commercial area bounded by 20th Ave S, Rainier Ave S, and the southern boundary of the study area is the largest area missing sidewalks. The industrial zone on the west side of Rainier Ave S and north of I-90 is another area lacking in pedestrian facilities.

The map also highlights the challenges topography presents for connecting North Beacon Hill to the Judkins Park Station. Though a few pedestrian connections exist (e.g., stairs on S Holgate St, S Hill St, S Walker St, S Massachusetts St (partial connection), S Atlantic St, and through Lewis Park), these can be hard to find and not well maintained.

FIGURE 9. EXISTING SIDEWALKS MAP



Sidewalk Type

Concrete — Asphalt — Unimproved — Other

20-foot topographic contours

Source: SDOT sidewalk GIS dataset, ESRI

VEHICULAR TRAVEL

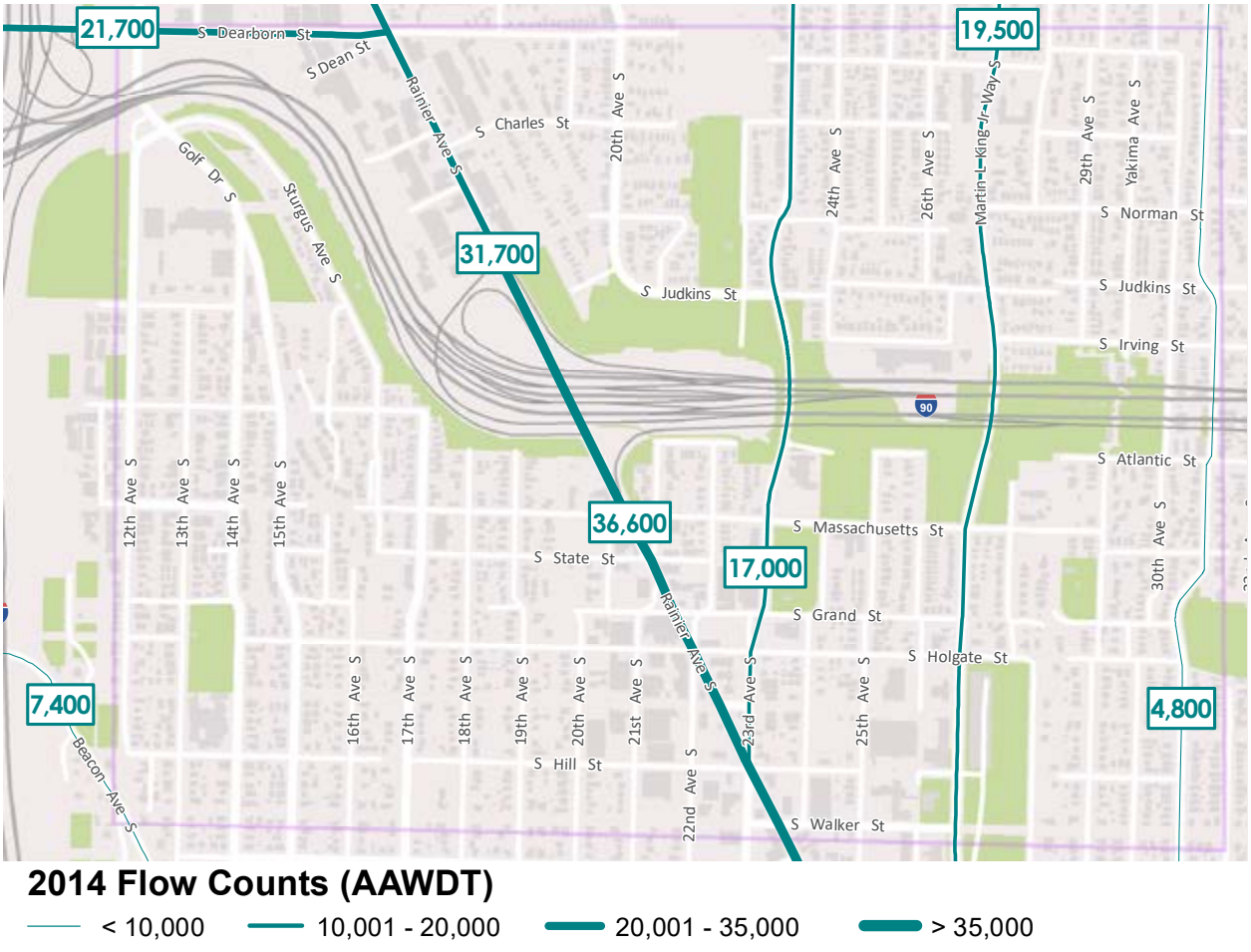
Figure 10 illustrates the annual average weekday traffic (AAWDT) flow counts. Rainier Ave S, as a major downtown to South Seattle and beyond connector carries heavy car volumes. Volumes are particularly high at the I-90 access ramps and south; approximately 1,830 cars and trucks a day access I-90 in the AM peak hour and 1,520 in the PM peak hour (or 19,330 vehicles per day).

With the exception of a short segment of Dearborn Ave S just west of Rainier Ave S, Martin Luther King Jr Way S is the second most trafficked corridor. However, with four travel lanes, it has surplus capacity and vehicle speeds are high.

23rd Ave S currently carries fewer vehicles than its four-lane design would accommodate, and construction will begin in 2018 to repave/restripe the roadway with one lane in each direction and a center turn lane. In front of the station, just two travel lanes are planned to accommodate transit and rider pick-up and drop-off.

The Freight Master Plan classifies Rainier Avenue S as a Major Truck Street. It carries less than 1,000 trucks per day south of I-90. This is consistent with WSDOT data, which measured an annual average daily count of 683 Class T-1 trucks along Rainier Ave S between S Dearborn St and Martin Luther King Jr Way S.

FIGURE 10. 2014 VEHICLE FLOW COUNTS



Source: SDOT Traffic Flow Online Map (ADT)

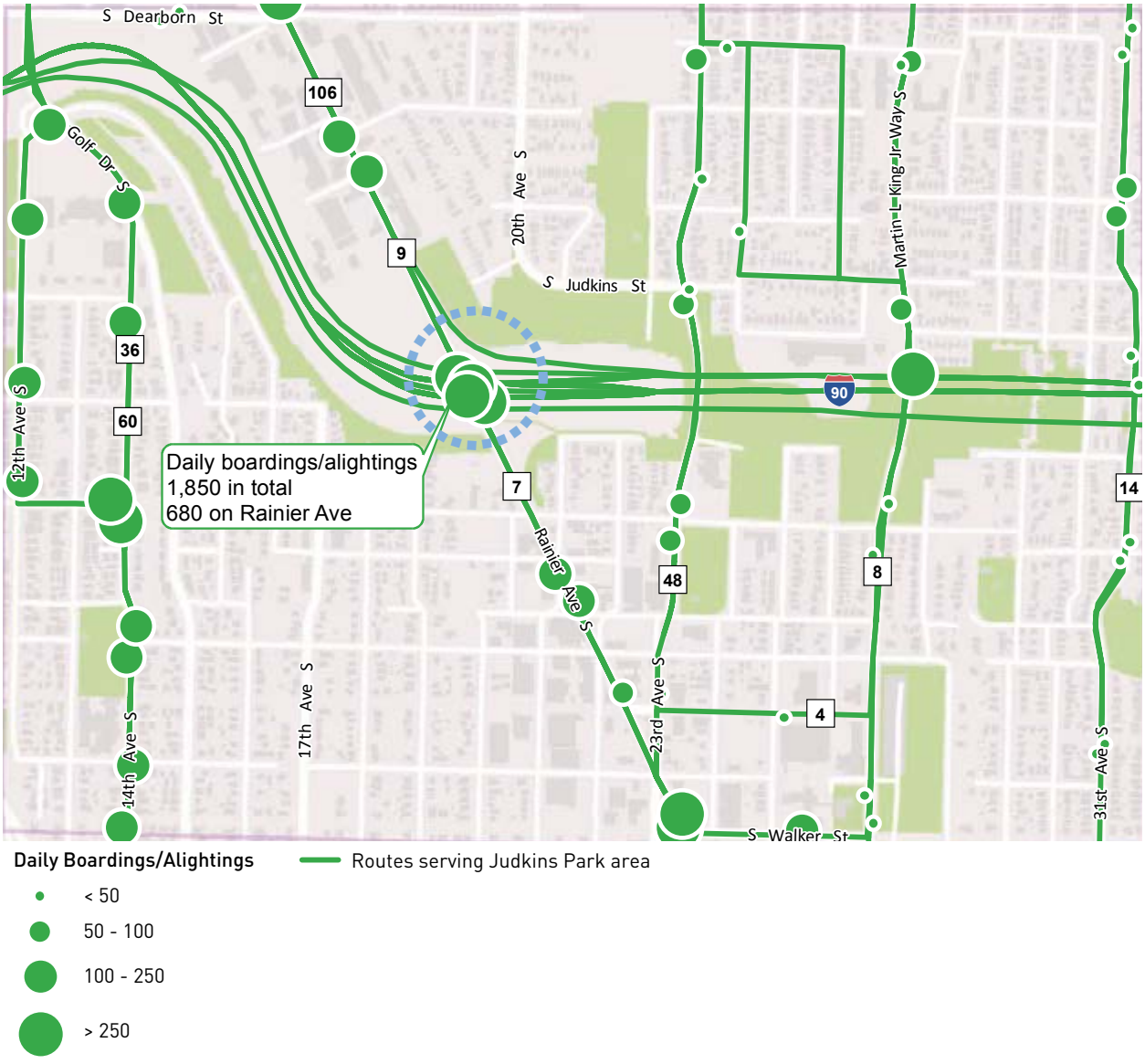
TRANSIT

Two major bus routes—route 7 on Rainier Ave S and route 48 on 23rd Ave S (which will become RapidRide lines by 2023)—have stops directly adjacent to the future light rail station (see Figure 11). The transfer between Rainier Ave S and the existing flyover bus stop on I-90 is the most heavily used area with 960 daily boardings, 380 of which are on Rainier Ave S.

Bus routes 8 and 4 stop on Martin Luther King Jr Way S at the I-90 park and also see major use, with many transfers to the Mountains to Sound Greenway Trail or the flyover I-90 stop.

The flyover stop currently serves 11 regional buses, notably the 550 to Bellevue and 554 to Issaquah. The bus station will be replaced with the light rail station, so transfers to places not served by the East Link may occur on Mercer Island, Bellevue, or elsewhere.

FIGURE 11. TRANSIT ROUTES AND DAILY BOARDINGS MAP



Sources: Sound Transit and King County Metro route alignment, stops, and ridership data

5. PROJECTS

EVALUATION METHOD

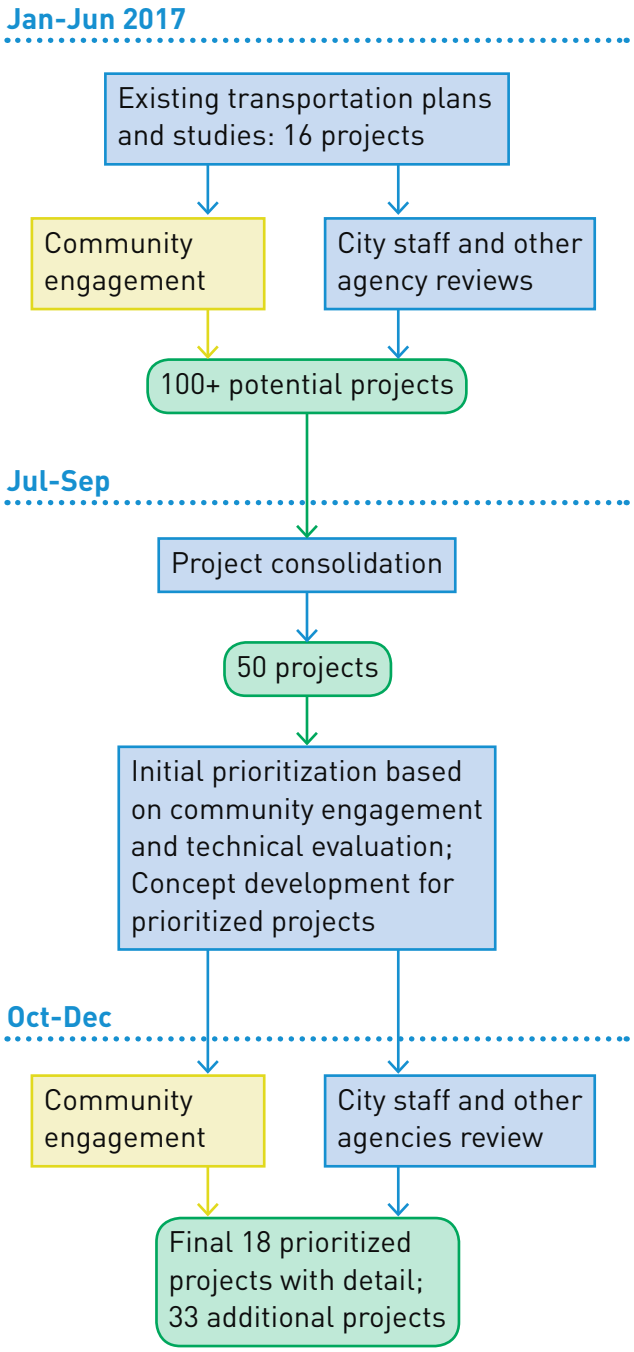
The project list in this report was developed through a robust, iterative process including SDOT staff, community members, other City departments, and partner agencies.

JANUARY-JUNE 2017: INFORMATION GATHERING

The first round of community engagement (March-June 2017) included a public workshop, online survey, and targeted events. The project team built from land use ideas that emerged during ongoing and past planning discussions and transportation projects from previous planning efforts. We asked community members to evaluate the importance of the identified projects, comment on them, add other ideas, and note if any planned projects should not be implemented. Materials used during this round of engagement, such as the "Ideas Map" are included in Appendix B. This first phase resulted in over 100 project ideas.

In addition, the online survey asked participants about possible evaluation criteria. Respondents said which criteria they thought were most important and suggested improvements to organization and wording. For example, safety was the highest priority. Participants also suggested breaking the social equity criterion into two separate criteria—one focused on serving specific populations and another on community support for projects. Accordingly, the project team updated and assigned weights to the evaluation criteria.

FIGURE 12. PROJECT LIST DEVELOPMENT AND PRIORITIZATION PROCESS



JULY-SEPTEMBER 2017: INITIAL EVALUATION, PRIORITIZATION, AND CONCEPT DEVELOPMENT

We filtered and consolidated the list to focus on projects that were within the study area and not included in ongoing SDOT projects (e.g., 23rd Ave S reconstruction). This narrowed the list to 50 projects. The team evaluated these based on the six criteria outlined in Figure 13. Each criterion comes with specific metrics. For example, transportation safety metrics rate the project based on its ability to calm traffic, reduce modal conflicts, delineate pedestrian and/or bicycle space more clearly, improve safety at night, and address challenging intersections.

Sixteen projects scored in the top twenty-fifth percentile. These 16 became the "prioritized list," and two more projects were prioritized based on community support. We developed conceptual-level descriptions and graphics for these 18 projects.

OCTOBER-DECEMBER 2017: FINALIZING PROJECT LIST AND CONCEPTS

Using feedback from an open house, multiple targeted events, a City staff and transportation agency charrette, and project review requests from especially affected stakeholders (e.g., Lighthouse for the Blind, the Urban League, and WSDOT), we solidified the prioritized list, refined the concepts, and added new ideas to the non-prioritized list. The top 18 projects are summarized in Figure 14 and described on the following pages. Brief descriptions of the other 33 projects start on page 49.

FIGURE 13. EVALUATION CRITERIA

EVALUATION CRITERIA

TRANSPORTATION SAFETY

Improves places expected to have high pedestrian and bicycle volumes and high collision locations

ACCESSIBILITY AND NEIGHBORHOOD VITALITY

Improves access to the planned Judkins Park light rail station, destinations, and transportation facilities for all users; improves walkability; and accommodates essential business access needs

EQUITY

Serves a range of socioeconomic demographics and vulnerable sectors of the community and works to benefit communities of color who have historically seen disinvestment

SENSE OF PLACE

Improves the sense of comfort and connection to a unique place by maintaining and supporting cultural assets and neighborhood history

COMMUNITY INTERESTS

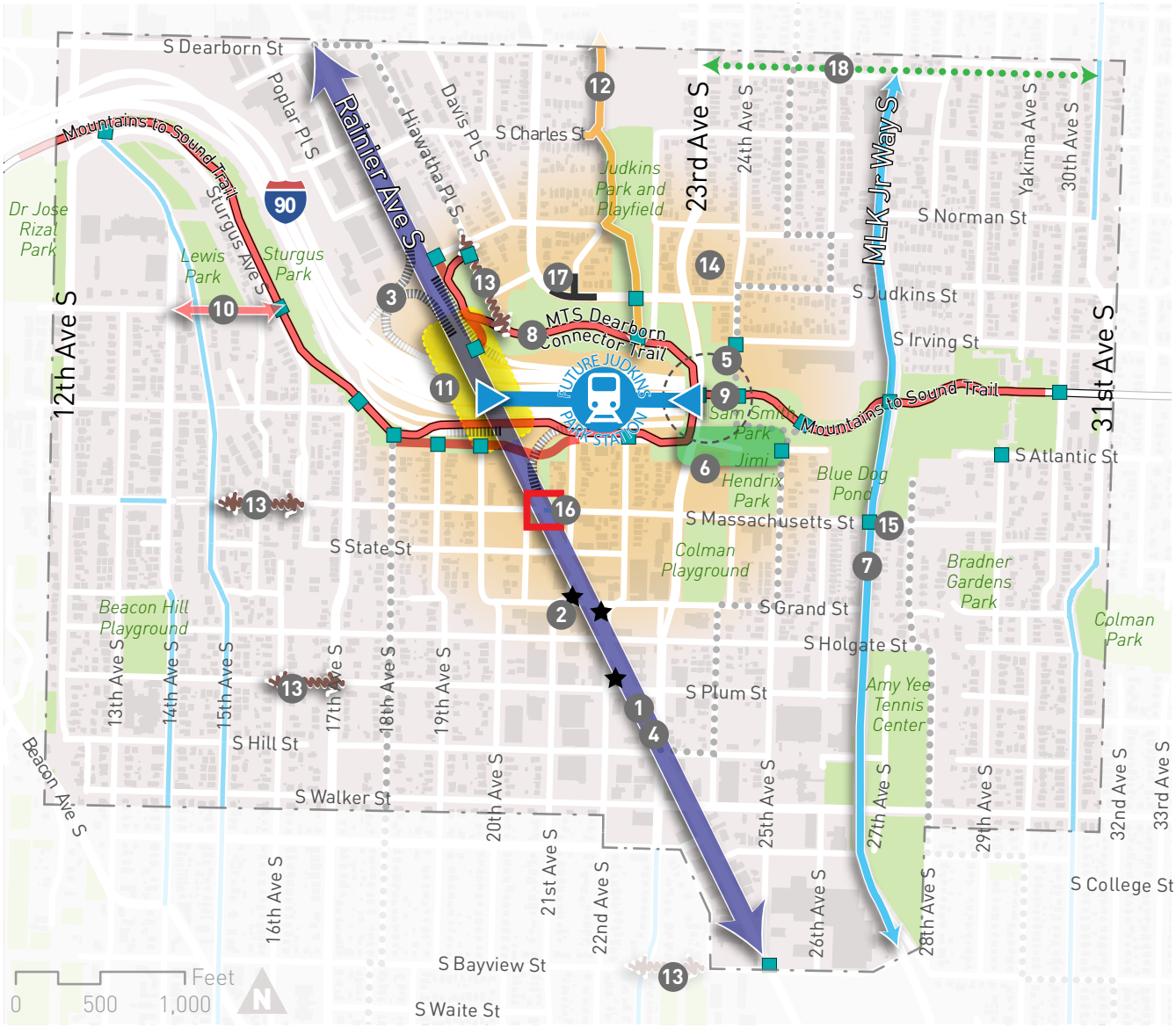
Is desired by local residents, businesses, and other community members

IMPLEMENTATION

Is feasible and/or consistent with the projects in the City's adopted transportation and land use plans

On the following project sheets, a dark, full color icon, as opposed to a faded icon, indicates that the project scored in the top twenty-fifth percentile in that criterion.

FIGURE 14. PRIORITIZED PROJECTS



TRANSFORMATIONAL PROJECTS

1. Identify intersection and sidewalk improvements to make it safer to walk on Rainier Ave S
2. Identify opportunities for special designs and safety improvements at the triangular blocks
3. Improve I-90 on- and off-ramps for pedestrian and cyclist safety
4. Study if/how bicyclists could use Rainier Ave S (and connect to Broadway protected bike lane)
5. Make it easy for all people to get to the station by creating a mobility hub
6. Build a special street (like Bell St downtown or Roberto Maestas Festival St at Beacon Hill station)
7. Provide bike lanes (with a buffer) on Martin Luther King Jr Way S

OTHER

- Future light rail station entry
- Existing multi-use trail
- Existing bike lane
- Existing neighborhood greenway

QUICK WINS

8. Add lights to the Mountains to Sound (MTS) Trail and connector
9. Reduce pedestrian/bicycle conflicts on high volume segments of the MTS Trail
10. Improve the connection between the Lewis Park/PacMed area and the MTS Trail
11. Add coffee carts, etc. to make the I-90 underpass safer
12. Improve the Judkins Park Trail and its connection to Washington Middle School
13. Build stairs to walk across steep hillsides
14. Restrict commuter parking in the station area
15. Improve accessibility for all users to be safe and comfortable crossing the street
16. Improve the traffic light and intersection to reduce traffic congestion on Massachusetts St
17. Improve safety for drivers and walkers
18. Provide a "neighborhood greenway" (intersection and signage improvements to make it easier to bike and walk) on or near Dearborn to connect 23rd and 31st Aves S

The 18 prioritized projects were then categorized by project cost and complexity. This categorization highlights the general type of advocacy and actions required to implement the project, but it does not imply importance or time frame. Instead, implementation will likely depend on funding availability, leveraging opportunities, and advocacy efforts.

"Transformational projects" (Projects 1-7) are relatively high cost and/or complex, likely requiring outside funding and significant planning, design, and coordination efforts.

"Quick wins" (Projects 8-18) are relatively low cost (generally under $350,000) interventions, meaning they could be implemented through City funds with limited need for regional, State, or federal funding. They are also typically lower complexity projects and require less agency coordination.

TRANSFORMATIONAL PROJECTS

Projects 1-7 will transform local access to the station and vicinity. The first four projects relate to Rainier Ave S, and the fifth relates to the future station entry on 23rd Ave S. This process confirmed past community discussions that have consistently raised these as some of the most important places to improve. To the extent possible, *Project 5: East entry mobility hub*, should happen prior to the station opening. *Project 6: Special street* is an idea for improving a sense of place that came up during this process and would especially benefit Lighthouse for the Blind, 2100 Building, and American Red Cross employees and visitors. *Project 7: Bike lanes on Martin Luther King Jr Way S* would implement a Bicycle Master Plan project.

QUICK WINS

Projects 8-10 (regarding the Mountains to Sound Greenway (MTS) Trail) and *Project 11: Rainier Ave S I-90 underpass activation* are several of the highest priority projects to community members, and many could be accomplished early as "quick wins." Projects 12-18 address additional pedestrian, bicycle, and vehicular issues that rose to the top in importance throughout the process.

Mountains to Sound Greenway (MTS) Trail west of 23rd Ave S on south side of I-90.

The future light rail station's west entries will be located on Rainier Ave S at this I-90 overpass.

1 RAINIER AVE S – PEDESTRIAN IMPROVEMENTS

Identify intersection and sidewalk improvements to make it safer to walk on Rainier Ave S.

BACKGROUND

Community members have consistently identified Rainier Ave S pedestrian safety as their highest concern. The images at right highlight several issues raised, such as safety at bus stops, distance between pedestrian crossings, and sidewalk condition and quality.

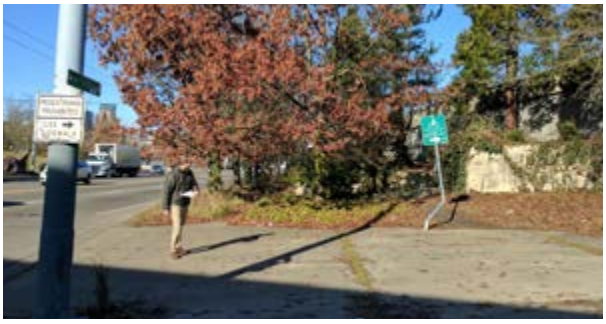
The study includes five Rainier Ave S projects, Projects 1-4 (more complicated projects) and *Project 11: I-90 underpass activation* (low-/mid-cost intervention). Projects 1, 2, 3, and 11 address a variety of pedestrian issues while Project 4 relates to people who ride bicycles. *Project 1: Pedestrian improvements*, is intended to identify improvements that could immediately make Rainier Ave S more comfortable and safer for pedestrians. Any one of the recommendations under Project 1 could be implemented as a quick win.

Rainier Ave S is under study through the Rainier RapidRide project, which will determine bus, freight, car, bicycle, and pedestrian needs (i.e., channelization) and any major changes to Rainier Ave S. Specific challenges, such as narrow sidewalks in places with an extremely constrained right-of-way and development abutting the property line, will have to be addressed in that longer-term effort.

In the short term, the S Charles St area is of particular concern because the regional buses currently served by the I-90 flyover station will stop there while the light rail station is under construction. Lighthouse for the Blind employees are regular users, so quality accessible pedestrian signals (APS)—devices that help people align to the intersection and cross safely—and safe sidewalks are important.

Rainier Ave is a constrained right-of-way that primarily serves freight, buses, and other vehicles and, in this area, connects drivers to I-90.

People waiting at a bus stop can feel unprotected, and crossings are often far from transit stops.



Just north of I-90, pedestrians must take a circuitous route to cross under an I-90 off ramp.

Currently, signalized crossings exist only at S Dearborn St, S Charles St, I-90 (south side), S Massachusetts St, 23rd Ave S/S Hill St, and S Bayview St. The Neighborhood Greenways Program recommends a greenway along S Plum St, which would include a new signalized crossing at Plum St.

RECOMMENDATIONS

- Provide safe pedestrian crossings frequently along Rainier Ave S, especially near bus stops and Hamlin Robinson School (see also *Project 16: Massachusetts St intersection improvements*).
- Improve bus stop access and waiting areas safety and comfort by improving pedestrian lighting, adding buffers between bus stops and moving vehicles where possible, and coordinating with the Seattle Police Department, Sound Transit, and Metro. (See *Project 2: Rainier Ave S – Triangular blocks* and *Project 11: I-90 underpass activation* for additional ideas).
- Maintain/clean the Rainier Ave S corridor to remove garbage, needles, shopping carts, etc. Maintain street trees to prevent "head high hazards" to blind and deafblind people and impedance to street lighting (currently an issue between S Plum St and S Massachusetts St on the west side).
- Use textured wayfinding where possible.
- Coordinate with RapidRide planning.
- Improve the north-south pedestrian path on the east side of Rainier Ave S north of I-90 (see "Figure 19. Short-term I-90 ramps potential improvements").
- Consider limiting access to 21st Ave S from Rainier Ave S on the north side of S State St. (See Figure 18 for related information.) Install ramps that align with the intersection to help with orientation at this atypical crossing.

Garbage and needles are often found along Rainier Ave S, adding to accessibility challenges and a sense of discomfort.

Clearly marked crossings with flashing beacons or pedestrian-activated signals and properly aligned APSs could help pedestrians cross more safely in convenient locations.

- Revisit the proposed 23rd Ave S/Rainier Ave S/S Hill St intersection redesign considering Lighthouse for the Blind's recommendations to better accommodate typical pedestrian patterns. Also, consider closing access to S Hill St. (This is also shown on "Figure 18. Ideas for improved pedestrian spaces at triangle blocks".)
- Improve sidewalks between S Hill St and S Bayview St (and south to Mt Baker Station).
- Address accessibility issues at S Charles St, S Massachusetts St, and S Bayview St issues (Figures 15-17).

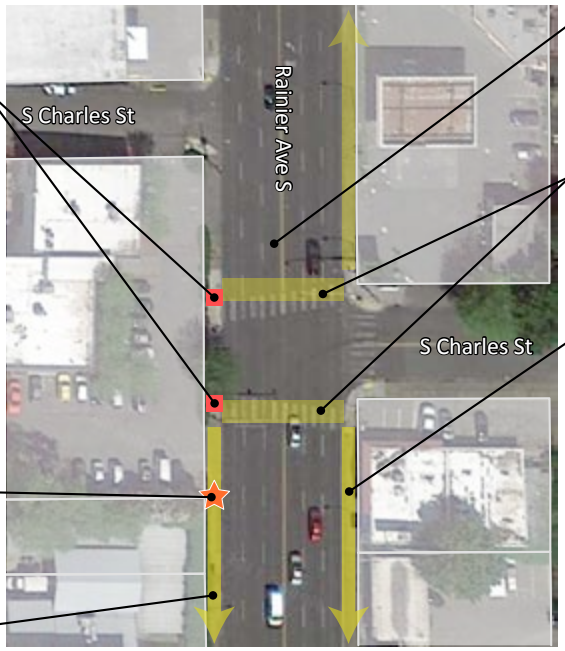
FIGURE 15. RAINIER AVE S AND S CHARLES ST PEDESTRIAN IMPROVEMENTS

Reinstall the APSs.

Existing APS installation does not align with crosswalk.

Improve the temporary regional transfer bus stops with larger shelters and real time data.

Improve the sidewalks leading to the bus stop.



Note, SDOT modified this signal and phasing in 2018 to provide for a southbound left-turn lane.

Install tactile surfaces to help people stay within the crossing.

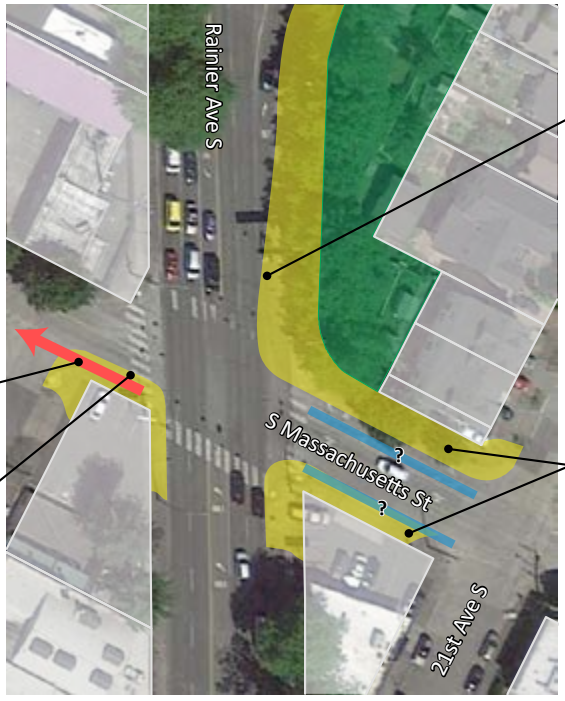
Between S Bush Pl and S Charles St (and to a lesser extent, north to S Dearborn St), repair sidewalks and remove obstructions. Inform the RapidRide study of concerns about the narrow, unbuffered sidewalk with fast-moving vehicles exiting I-90.

Narrow sidewalk

FIGURE 16. RAINIER AVE S AND S MASSACHUSETTS ST PEDESTRIAN IMPROVEMENTS

Improve path, lighting, and security to Hamlin Robinson School.

Consider extending sidewalk into parking lane for better pedestrian crossing.



See "Figure 19. Short-term I-90 ramps potential improvements".

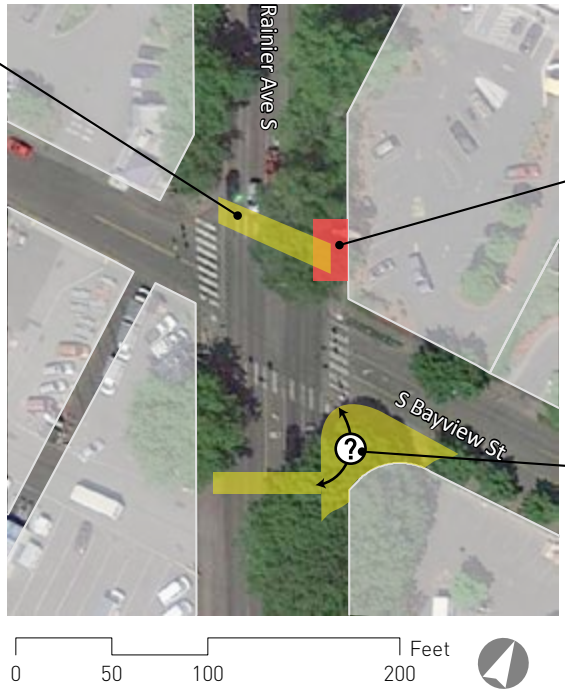
Explore ways to improve the crossings of Rainier Ave S and S Massachusetts St for pedestrians. Options could include treatments like leading pedestrian intervals or curb bulbs, among others.

The existing APS on the north side of S Bayview St encourages people to use this crossing, but the alignment with the tree makes it very unsafe for people who are blind or deafblind.

The "porkchop" at S Bayview St is a challenging pedestrian crossing to navigate, making it easy to accidentally walk into northbound traffic.

FIGURE 17. RAINIER AVE S AND S BAYVIEW ST PEDESTRIAN IMPROVEMENTS

Add texture to the northern pedestrian crossing and/or address the street tree encroaching on the eastern end of the crossing zone.



A street tree trunk encroaches in the pedestrian crossing zone (see photo above). In addition, repair the sidewalk behind this street tree to prevent puddles and ice.

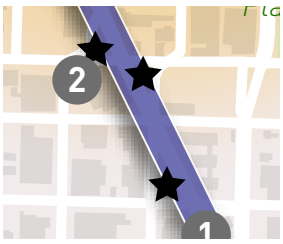
Simplify the intersection (i.e., remove the "porkchop" pictured above) while accommodating truck turns, realign sidewalks as needed, and install APSs for all directions. Alternatively, move the crossing (and associated APSs) south.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Protected bicycle lane proposed
- Transit: Frequent transit network
- Freight: Major freight route

2 RAINIER AVE S – TRIANGULAR BLOCKS

Identify opportunities for special designs and safety improvements at the triangular blocks.



BACKGROUND

Rainier Ave S runs at an angle to the grid of streets in this area, cutting several blocks into triangles and creating complicated intersections. Participants suggested eliminating short street segments where possible to simplify the intersections, make safer places for pedestrians and people waiting for the bus, and improve public space along the corridor. Participants also noted that underutilized parking lots and vacant lots may provide additional opportunities for improved public space with special designs and protected from traffic.

Small triangular block bounded by Rainier Ave S, 21st Ave S, and S Grand St (west side of Rainier Ave S). A minor gateway "Welcome to Rainier Valley" treatment already exists on this island. Several buildings are being redeveloped with affordable housing and ground floor businesses.

RECOMMENDATIONS

- Reclaim unneeded, awkward streets for safer crossings, improved bus stops, and more welcoming public spaces. Potential concepts and alternatives are shown in Figure 18.
- Maintain necessary business access.
- In any design, include guidance from *The CAP Report: 30 Ideas for the Creation, Activation & Preservation of Cultural Space*.[1]
- As demand warrants, add bicycle parking. Consider ORCA transit card-operated bike cages or space-saving systems.
- Coordinate with other Rainier Ave S projects (Projects 1, 3, and 4), RapidRide, Neighborhood Greenways, and private development.

Small triangular block bounded by Rainier Ave S, 22nd Ave S, and S Grand St (east side of Rainier Ave S).

Looking south down 22nd Ave S at Rainier Ave S

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Rainier Ave S—Protected bike lane proposed; S Plum St—Neighborhood greenway proposed
- Transit: Frequent transit network
- Freight: Major freight route

1 http://www.seattle.gov/Documents/Departments/Arts/Downloads/Space/CULTURAL SPACE REPORT.pdf

FIGURE 18. IDEAS FOR IMPROVED PEDESTRIAN SPACES AT TRIANGLE BLOCKS

See Project 1: Rainier Ave S—Pedestrian quick wins and Project 16: Massachusetts St traffic signal

Add cul-de-sac with improved pedestrian space.

OPTION 1

- Design a pedestrian-oriented plaza with truck/business-only access on 21st Ave S. Redesign the gateway to Rainier Valley feature. Ensure that design does not constrict deliveries/ pick-up.
- Add a pedestrian-activated signalized crossing (timed with transit needs).
- Design a pedestrian-oriented plaza and remove the soft right turn access from Rainier Ave S onto S Grand St.

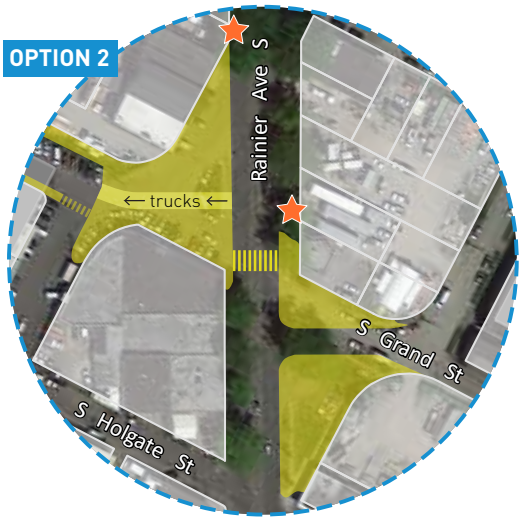
"T-up" the right turn onto 22nd Ave S to slow traffic (current high collision location at 22nd Ave S and S Plum St).

Remove the north-bound travel lane. This is dependent on maintaining left-turn capability from eastbound S Plum St to Rainier Ave S.

Consider removing access to S Hill St.

OPTION 2

- **Same elements as Option 1**, but design pedestrian-oriented plazas with vehicular access at right angles to Rainier Ave S, potentially using a curbless design.
- Align crosswalk with the new, larger pedestrian spaces.



Likely location for new RapidRide. Lighthouse for the Blind would prefer RapidRide stops and improvements at S Walker St.

Preferred neighborhood greenway location is on S Plum St (alternate is S Holgate St). Plum St provides a direct route to Lighthouse for the Blind. Japanese Presbyterian Church members would prefer S Holgate St. A neighborhood greenway would warrant a pedestrian signal and a proximate RapidRide stop.

Intersection redesign through the 23rd Ave S reconstruction project.

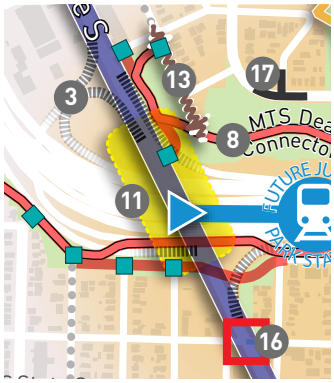
Conceptual proposals to improve pedestrian environment (not to scale)

Existing bus stops

0 50 100 Feet

3 RAINIER AVE S – I-90 ON- AND OFF-RAMPS

Improve I-90 on- and off-ramps for pedestrian and cyclist safety.



BACKGROUND

The I-90 on- and off-ramps surround the station's west entry. Fast traffic and low visibility make crossing them a challenge for pedestrians. The Southeast Transportation Study recommends realigning the ramps. Likewise, the Light Rail Review Panel highlighted the need to carefully plan for pedestrian safety and access here.

Any changes to the ramps would require Seattle to work with WSDOT on significant planning and design and then pursue funding. The changes suggested in this report would trigger multiple analyses to ensure feasibility.

Community members noted that timing ramp changes with the station opening would be helpful. This could encourage drivers to shift from their cars to light rail.

RECOMMENDATIONS

- In the short term, slightly "T-up" the ramps to Rainier Ave S to encourage drivers to slow down, improve the crossings, and improve the path that acts as the sidewalk on the east side of Rainier Ave S (see Figure 19 on page 30 for additional details).
- In the long term, reconfigure as an urban intersection (see Figure 20 on page 30).
- In the northeast quadrant of Rainier Ave S and I-90, consider allowing development. This would activate the area and could help partially fund the intersection improvements.
- Also in the northeast quadrant, consider removing the ramp and allowing left turns from the other westbound off ramp.

1) The long on ramp and wide turning radius allows vehicles to speed up through the unpainted pedestrian crossing, 2) the curve, vegetation, speeding traffic, and unpainted crossing are challenges for visibility and safety, and 3) pedestrians take a circuitous route off of Rainier Ave S.

This eastbound on ramp is the only ramp that has a painted pedestrian crossing (except the signalized crossing at the eastbound off ramp).

FIGURE 19. SHORT-TERM I-90 RAMPS POTENTIAL IMPROVEMENTS

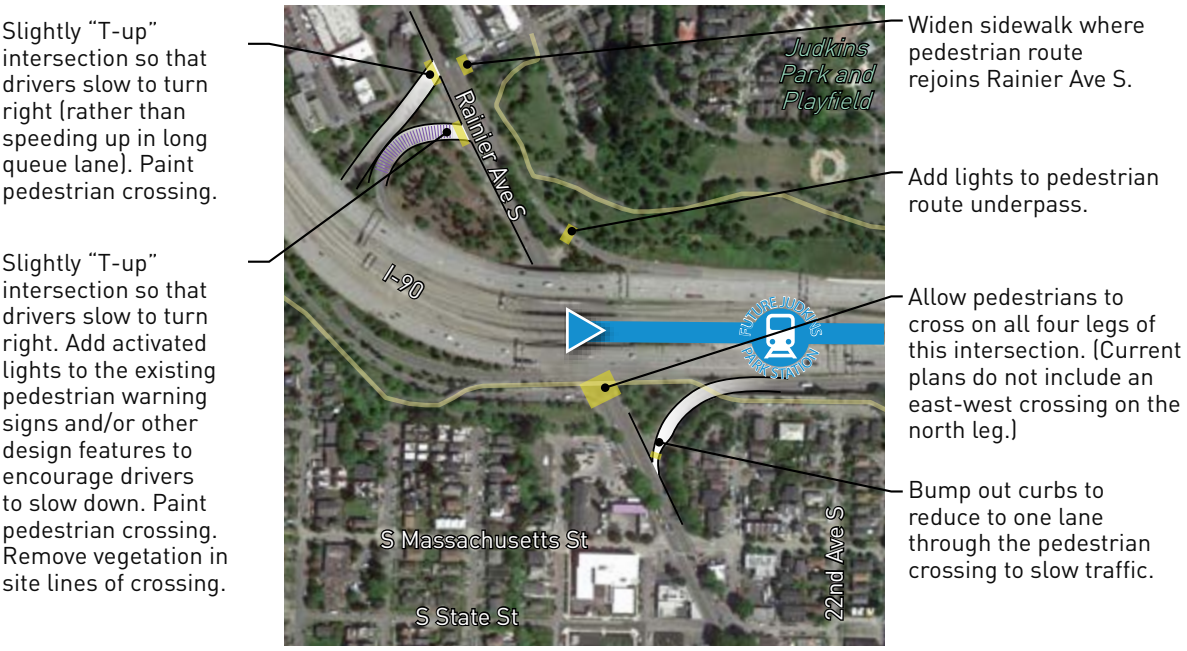
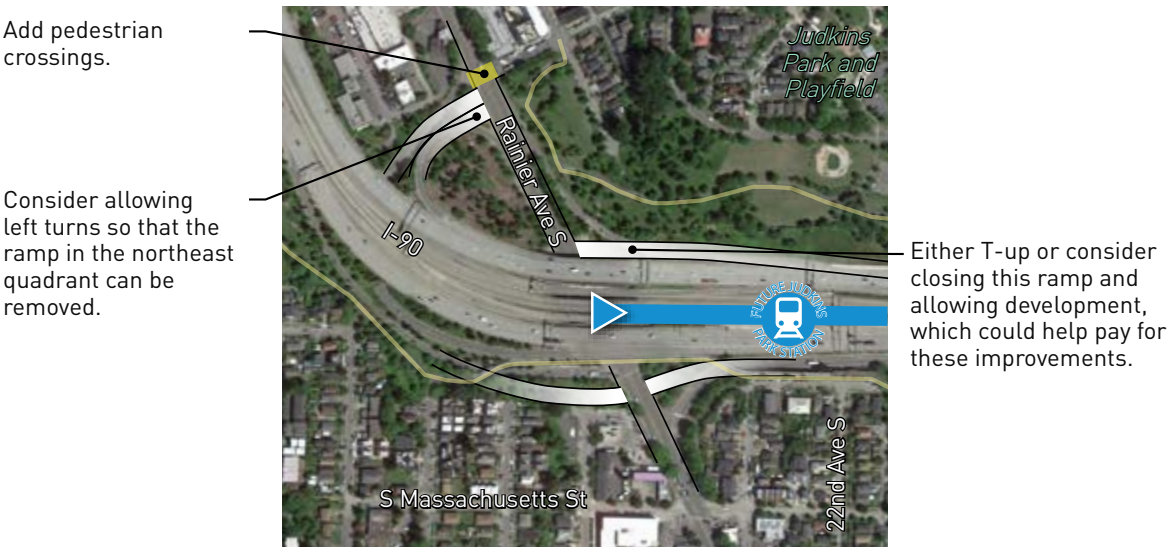


FIGURE 20. LONG-TERM GOAL OF "URBAN" RIGHT ANGLE INTERSECTIONS



MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Protected bike lane proposed; path that connects Rainier Ave S to MTS Trail and Hiawatha Pl S is a multi-use trail
- Transit: Frequent transit network
- Freight: Major freight route

4 RAINIER AVE S – BICYCLE STUDY

Study if/how bicyclists could use Rainier Ave S (and connect to Broadway PBL).

BACKGROUND

The Seattle Bicycle Master Plan proposes protected bicycle lanes (PBLs) for Rainier Ave S. However, community members are divided in their opinions regarding PBLs on Rainier Ave S. Many online survey respondents showed support for accommodating bicyclists on Rainier Ave S. However, many others, including business advocates, Greater Mt Baker Church members, and other local residents, voiced concerns and a need to prioritize transit, freight, and other vehicles' movement in the constrained right-of-way. Locals see I-90-related congestion on Rainier Ave S as an unfair impact since they access their neighborhood via Rainier Ave S but do not typically use I-90; and they do not want additional impacts.

People who bicycle prefer Rainier Ave S over other routes because of its direct and relatively flat path between the Rainier Valley and downtown. This route would also connect South Seattle to the Broadway PBL.

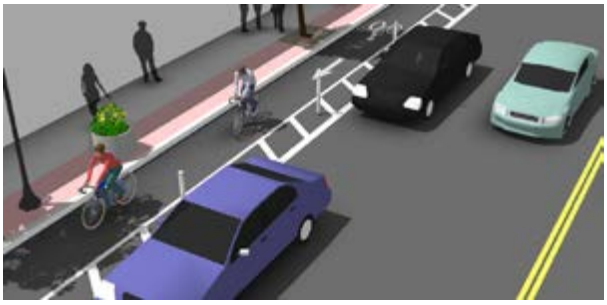
Others note the opportunity to give Rainier Ave S a complete makeover as a tree-lined boulevard with medians, crossing islands, and slowed traffic.

RECOMMENDATIONS

- Study the feasibility of PBLs from the existing PBL at 2nd Ave through Seattle Ave S, Dearborn St, and down Rainier Ave S to Orcas St.
- If bicycles can be accommodated on Rainier Ave S, plan and design for bicycle parking and maneuvering at the station's west entry. Distinguish pedestrian and bicycling spaces.
- Study the feasibility of other boulevard treatments, such as medians with street trees and pedestrian crossing islands.
- Coordinate with RapidRide.
- If determined bicycle lanes cannot be accommodated on Rainier Ave S, establish a route elsewhere to connect to the Broadway PBL.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Protected bike lane proposed
- Transit: Frequent transit network
- Freight: Major freight route

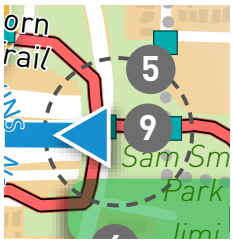


Example of a buffered bicycle lane

Example of a boulevard with medians, pedestrian crossings, buffered bicycle lanes, dedicated bus lanes, and bus stops. Rainier Ave S may be too narrow to accomplish this.

5 EAST ENTRY MOBILITY HUB

Make it easy for all people to get to and from the station.



BACKGROUND

The east entry to the station will have a variety of users:

- Commuter and recreational bicyclists will use the Mountains-to-Sound Trail (MTS) to reach the station
- Residents and workers will walk, including Lighthouse for the Blind employees who are deaf and/or blind
- People who transfer to/from the future RapidRide route on 23rd Ave S and the current Route 48
- People dropped off or picked up at the station by car

How the multiple modes cross 23rd Ave S and maneuver around each other will require careful planning and design and will be critical to accessing the station.

In addition, the community sees 23rd Ave S as an opportunity for more of a neighborhood center feel. The east entry is near community assets, such as the Northwest African American Museum, Jimi Hendrix Park, Judkins Park and Playfield, Thurgood Marshall Elementary School, Sam Smith Park, and Colman Playground. The community would like to see more active uses on or near the I-90 lid, such as a community center, affordable housing, and ground floor retail. In addition, the Light Rail Review Panel strongly encouraged retail at the station entries. The ability to safely and easily connect to these current and future assets is important.

Though there is space on WSDOT property for additional activities and WSDOT is willing to work with Seattle on this, there are restrictions on developing on or near the I-90 lid. WSDOT is required to adhere to federal I-90 EIS commitments to preserve parks/open space in this location. In addition, uses on the I-90 lid are constrained by the bridge's structural load limits.

MTS Trail crossing at 23rd Ave S

The future station entry on 23rd Ave S aligns with the MTS Trail.

The community advocated strongly for immediately proximate, simple bus transfers.

Also see *Project 6: Special street* for opportunities regarding activation and placemaking for this area.

WHAT IS A MOBILITY HUB?

A mobility hub is a place of connectivity where different modes of transportation like walking, biking, public transit, and ride-sharing come together seamlessly. They increase first mile/last mile access to high-frequency transit stations at concentrations of employment, housing, shopping, and/or recreation.

RECOMMENDATIONS

- Plan and design to accommodate the expected volumes and safe linkages for pedestrians, cyclists, "kiss-and-ride" (i.e., pick-up/drop-off), car share, and transit users. A potential concept is outlined in Figure 21 on page 34.
- Use tactile, audible, and other accessible design features to distinguish space for pedestrians, cyclists, and others.
- Plan and design for an appropriate amount and type of bicycle parking, including for free floating bike share bicycles.
- Strategically place bus shelters and other furniture to avoid impeding pedestrian and bicycle circulation.
- Ensure that community needs and interests are served in any design, and follow *The CAP Report*'s guidance for cultural space.
- Coordinate with WSDOT and Seattle Parks to understand the possibilities for development on/near the I-90 lid. At a minimum, advocate for a concession and bicycle valet parking (see Figure 21). If allowed, advocate for a mixed-use building with community center, ground floor retail, and affordable housing. Review publicly-owned land and other opportunities to increase affordable, and specifically low income, housing within the station area.
- If a parkland trade is required, coordinate with WSDOT, Seattle Parks, and local property owners as needed.
- Coordinate any development with Project #5: Special Street.
- Consider activating the west side of 23rd Ave S with food trucks and/or small, single story construction to accommodate market stalls or other uses that would serve transit riders, trail users, and the neighborhood.
- Include wayfinding for mobility connections and neighborhood assets.
- Coordinate with the 23rd Ave S reconstruction project.

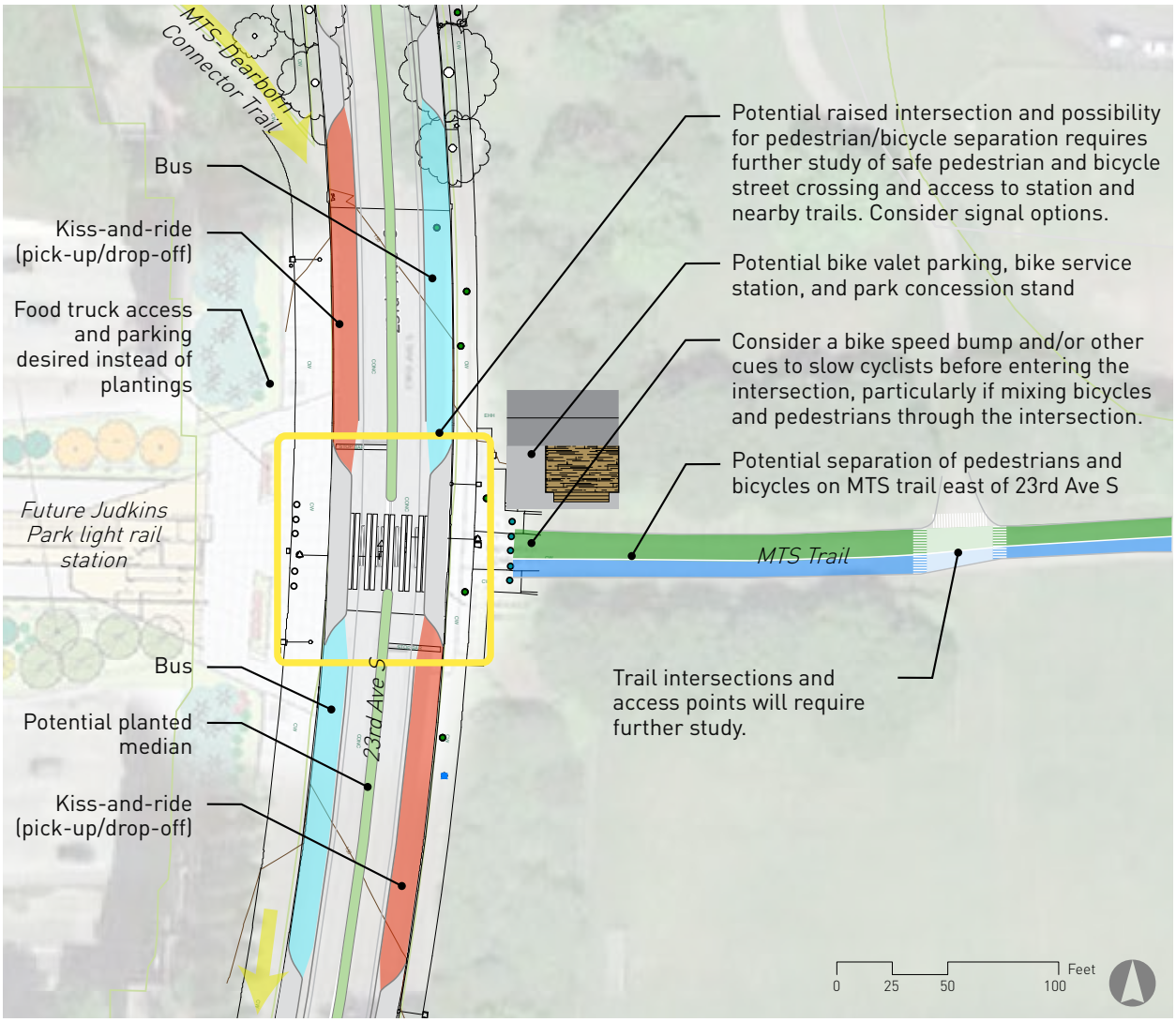
Tactile ground treatments can clarify bicycle and pedestrian space.

Bicycle valet parking in Washington, DC

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: n/a for 23rd Ave S; MTS Trail and MTS-Dearborn Connector Trail are multi-use trails
- Transit: Frequent transit network
- Freight: n/a

FIGURE 21. EAST ENTRY MOBILITY HUB IDEAS

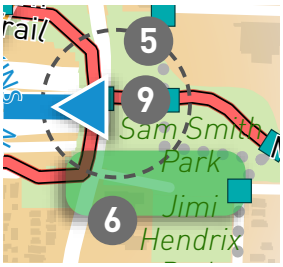


Separated pedestrian/bicycle paths through intersections (Burrard St in Vancouver, BC)

Bicycle speed bumps slow cyclists before entering mixing zone with pedestrians.

6 SPECIAL STREET

Build a special street like Bell St or Roberto Maestas Festival Street (location TBD).



BACKGROUND

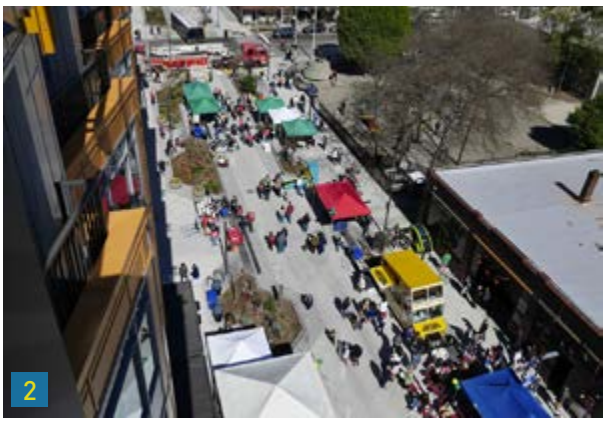
Community members advocated for public spaces somewhere near the east entry to help the area feel more like a neighborhood center, either using existing street right-of-way or exploring other opportunities. Because the station is on the fringes of traditional neighborhoods, it needs some extra effort to make it feel like a desirable place to be. Jimi Hendrix Park has a new community gathering space. However, it lacks active edges (i.e., activities in neighboring buildings) to make it feel lively on a regular basis.

RECOMMENDATIONS

- Determine a good location for enhancing a sense of place or public space. If development were allowed on WSDOT property, a logical location would be adjacent to new development and related to the station's east entry for festivals and other activities since it is one of the most accessible sites in central and south Seattle and space is available. Alternatively, explore opportunities to provide a public space for festivals and other activities outside using right-of-way (e.g., areas around the Northwest African American Museum).
- Design for a variety of users and activities, such as outdoor seating, temporary festivals or gatherings, children's play, etc.
- Design for accessibility and delight for all people, including those who are deaf, deafblind, and blind. Include tactile art and design features. Incorporate *The CAP Report* recommendations.
- Coordinate with development to achieve active edges, i.e., ground floor activities that make the street feel lively. If development is allowed on WDOT property, require this kind of public space design as part of the development.
- If a parkland trade is required for the desired mixed-use development described in *Project 5: East entry mobility hub*, and the special street location is not in current parkland, consider offering the special street as a new park as part of the trade.

MODAL PLANS RELATIONSHIP

The location is yet to be determined. It would not be on a freight route and would likely be on the pedestrian priority investment network or a new street/path.



Community members suggested these streets as good examples of the type of special street design they would like to see: 1) the Plaza Roberto Maestas Festival Street at the Beacon Hill station and 2) Bell Street in downtown Seattle.

7 BIKE LANES ON MARTIN LUTHER KING JR WAY S

Provide bike lanes (with a buffer) on Martin Luther King Jr Way S.

BACKGROUND

The Bicycle Master Plan calls for protected bike lanes (PBL) on Martin Luther King Jr Way S between E Union St and the Rainier Ave S. The community generally supported this idea. In addition, several noted that the street carries fewer vehicles than its four-lane design could accommodate and would benefit from a road diet (narrowing or reduction of lanes) to slow traffic. However, Greater Mt Baker Baptist Church members suggest that transit and other modes should be prioritized here over bicycles.

In addition, between S Plum St and S Massachusetts St, uneven sidewalks challenge Lighthouse for the Blind employees' mobility.

RECOMMENDATIONS

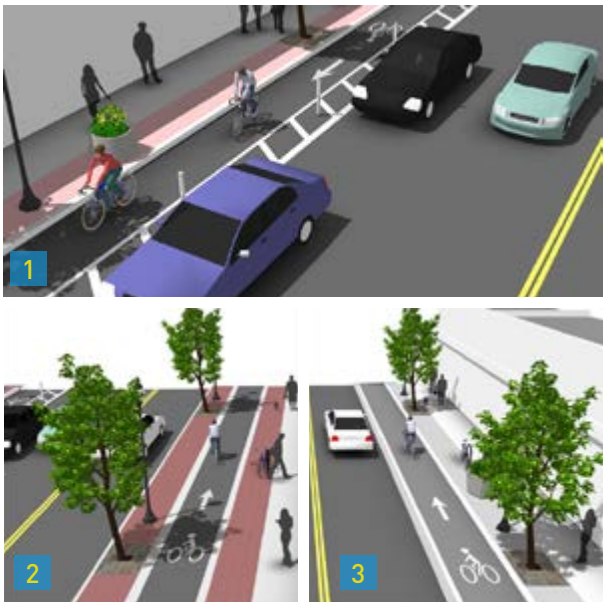
- Pursue a study to slow traffic and protect cyclists in PBLs between I-90 and the Rainier Ave S/Martin Luther King Jr Way S intersection considering local feedback that bike lanes are not desired by all.
- Repair sidewalks and manage street tree roots between S Plum St and S Massachusetts St.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Protected bicycle lane proposed
- Transit: Frequent transit network
- Freight: Minor freight route

Existing 5-lane Martin Luther King Jr Way S

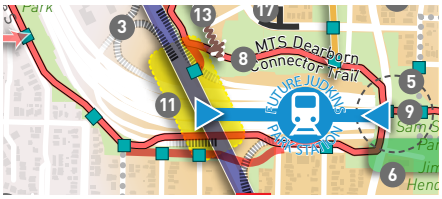
Poorly managed street trees cause some mobility challenges.



Examples of PBLs: 1) At street level and buffered with paint and bollards, 2) Raised above street level and buffered from vehicles and pedestrians, and 3) Raised above street level and separated from pedestrians.

8 MTS TRAIL – LIGHTS

Add lights to the Mountains-to-Sound (MTS) Trail and MTS-Dearborn Connector Trail.



BACKGROUND

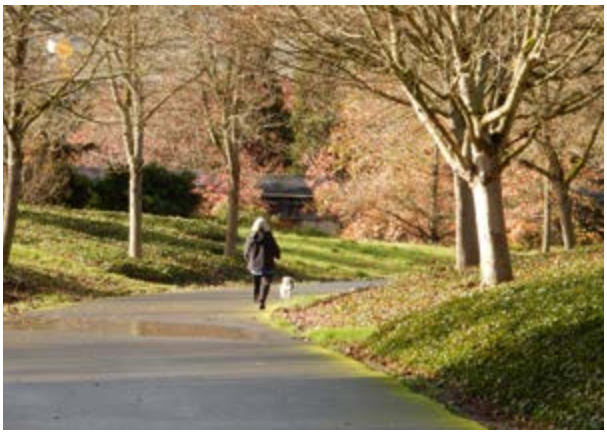
The MTS-Dearborn Connector Trail and segments of the MTS Trail, despite being heavily used commuter and recreational trails, lack lighting. Community members report feeling unsafe. In addition, this trail connects to Thurgood Marshall Elementary School, and community members expressed concern over children's safety and a desire for more play equipment.

RECOMMENDATIONS

- Add lights and security cameras on the MTS Dearborn Connector Trail and where missing on the MTS Trail.
- Consider additional active uses along the trail, such as children's play equipment, to attract more users.

MODAL PLANS RELATIONSHIP

- Pedestrian: n/a
- Bicycle: Multi-use trail
- Transit: n/a
- Freight: n/a



The MTS Dearborn Connector Trail (runs along the north side of I-90) entirely lacks lights.

Closely spaced, low level, pedestrian lighting would improve trail safety and sense of security.

9 MTS TRAIL – PEDESTRIAN/BICYCLE DISTINCTION

Reduce pedestrian/bicycle conflicts on high volume segments of the MTS Trail.

BACKGROUND

Given the expected high volumes of cyclists, community members desired a clearer distinction or separation of pedestrian and cyclist facilities, especially at trail crossings. Also see *Project 4: East entry mobility hub*.

RECOMMENDATIONS

- Separate pedestrians and bicyclists east of the station and consider widening the trail or adding a separated pedestrian walkway.
- Consider separating pedestrians and bicycles on the MTS Dearborn Connector Trail.
- Identify opportunities to reduce conflicts on the MTS Trail west of 23rd Ave S.
- Ensure all trail crossings are Americans with Disabilities Act (ADA) accessible. For example, existing MTS Trail crossings at Martin Luther King Jr Way S and 23rd Ave S lack sufficient truncated domes.

MODAL PLANS RELATIONSHIP

- Pedestrian: Generally, streets crossing and near the MTS Trail are in the priority investment network
- Bicycle: Multi-use trail
- Transit: 23rd Ave S and Rainier Ave S are frequent transit routes
- Freight: n/a

The Burke-Gilman Trail through the University of Washington has separated pedestrian and bicycle zones due to the volume of users.

Separated bicycle and pedestrian facilities with marked pedestrian crossings of the bicycle trail

Bicycles and pedestrian spaces distinguished with paving

10 MTS TRAIL – CONNECTIONS

Improve the connection between the Lewis Park/PacMed area and the MTS Trail.

BACKGROUND

North Beacon Hill could be more directly connected to the MTS Trail, and thus to the station. In addition, infill development at the PacMed center could increase the number of trail users.

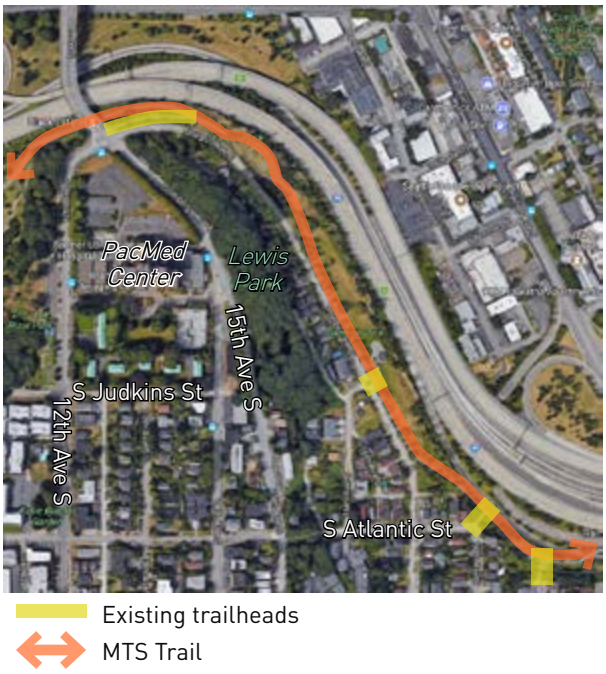
RECOMMENDATIONS

- Look for opportunities to connect or improve existing connections (e.g., stairs on Atlantic St or Lewis Park paths) to the MTS Trail between the Atlantic St and S Charles St/12th Ave S trailheads.

MODAL PLANS RELATIONSHIP

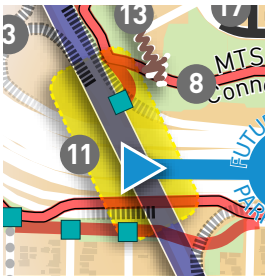
- Pedestrian: Many streets are in the priority investment network
- Bicycle: Multi-use trail
- Transit: n/a
- Freight: n/a

FIGURE 22. MTS TRAIL HEADS IN NORTH BEACON HILL



11 RAINIER AVE S – I-90 UNDERPASS ACTIVATION

Add safe, active uses and pedestrian-friendly design to Rainier Ave S at the I-90 underpass.



BACKGROUND

Community members strongly agree that Rainier Ave S under I-90 currently feels unsafe. Suggestions range from mobile coffee carts to small structures tucked under the bridge to house restaurants or other businesses. Likewise, the Light Rail Review Panel strongly encouraged exploring opportunities for retail at the station entries and ensuring safe linkages between light rail and buses.

Rainier Ave S at the I-90 underpass

RECOMMENDATIONS

- Encourage safe and actives uses (e.g., coffee cart).
- Design for safety and comfort. Include *The CAP Report*[1] recommendations in any design. Incorporate lighting and security cameras.
- Encourage security/police presence at the station.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Protected bicycle lane proposed
- Transit: Frequent transit network
- Freight: Major freight route

Mobile vending, such as a coffee cart, and lighting and artistic design can help Rainier Ave S feel safer.

1 http://www.seattle.gov/Documents/Departments/Arts/Downloads/Space/CULTURAL SPACE REPORT.pdf

12 JUDKINS PARK TRAIL IMPROVEMENTS

Improve the Judkins Park Trail and its connection to Washington Middle School.

BACKGROUND

Community members expressed concern over crime/assault on the Judkins Park Trail, especially near the bathrooms. Pedestrians also commented that the number of cyclists on the trail makes them feel unsafe. This route is important as the connection between the Washington Middle School and the station, and children's safety is a top concern.

RECOMMENDATIONS

- Install lighting and improve visibility for safety.
- Coordinate with any nearby development to increase "eyes on the park."
- Coordinate with Seattle Police Department to increase presence in park.
- Ensure the route between Washington Middle School and the station is safe for youth by incorporating Crime Prevention through Environmental Design (CPTED) principles.
- Enhance the mid-block crossing of S Jackson St at Washington Middle School with a rectangular rapid flashing beacon (RRFB), traffic signal, or other safety improvement.

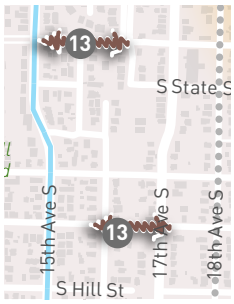
MODAL PLANS RELATIONSHIP

- Pedestrian: All adjacent streets—priority investment network
- Bicycle: 20th Pl S and S Weller St—enhanced streets; S Jackson St—protected bike lane
- Transit: n/a
- Freight: S Jackson St—minor freight route

The trail 1) near bathrooms and 2) close to school are high priorities for improvements.

13 IMPROVE STEEP TERRAIN CONNECTIONS

Build and maintain stairs to walk across steep hillsides.



BACKGROUND

The station area is divided by steep topography. Though some pedestrian connections exist between North Beacon Hill and the future station (e.g., stairs on S Holgate St, S Hill St, S Walker St, S Massachusetts St (partial connection), S Atlantic St, and through Lewis Park), these can be hard to find and not well maintained.

Existing footpath between Hiawatha Pl and MTS-Dearborn Connector Trail

RECOMMENDATIONS

- Connect across steep slopes using stairs with bicycle runnels at locations such as:
  - S Massachusetts St
  - S Plum St (potential neighborhood greenway)
  - Hiawatha Pl S to MTS-Dearborn Connector Trail
  - S Bayview St east of 23rd Ave S (also see *Beacon Hill Station Access and Mobility Study*)
- Maintain existing stairs.
- Include wayfinding for existing and new stairs.
- Provide alternate routes that are ADA compliant.
- Install lighting and ensure visibility.

Stairs with bicycle runnels

MODAL PLANS RELATIONSHIP

- Pedestrian: Some streets—priority investment network
- Bicycle: S Plum St—potential future neighborhood greenway; Hiawatha Pl S—enhanced street
- Transit: n/a
- Freight: n/a

14 PARKING MANAGEMENT

Restrict commuter parking in the station area.

BACKGROUND

As the first station on the East Link outside of downtown, commuters from outside the neighborhood may drive and park near the station to ride (i.e., "hide-and-ride"). Parking management was a strongly supported idea at the second workshop and the Greater Mt Baker Baptist Church meeting and generally supported by other community members. Through the Environmental Impact Statement process for Sound Transit's East Link, Sound Transit committed to mitigating for "hide-and-ride" impacts. Sound Transit will inventory existing parking within 1/4 mile of the station and work with Seattle to provide appropriate parking management measures (e.g., parking meters, restricted parking signage, passenger and truck load zones, and residential parking zone signage).

Zone parking sign to prevent commuters from outside the area from parking in the neighborhoods near the station.

RECOMMENDATIONS

- Implement a residential parking zone or other tool to prevent non-local commuters from parking in the neighborhood.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: n/a
- Transit: Frequent transit routes
- Freight: n/a

15 ACCESSIBLE PEDESTRIAN SIGNALS

Install accessible pedestrian signals (APS) for all users to be safe and comfortable crossing the street.

BACKGROUND

Lighthouse for the Blind employees, many of whom are blind, deafblind, or deaf, advocated for tactile and audible accessible pedestrian signals (APS) throughout the station area, and especially on S Massachusetts St.

RECOMMENDATIONS

- Add APS throughout the area as feasible and correct past installations that are problematic.
- Ensure APS are included in 23rd Ave S and Plum St Neighborhood Greenway design and construction.
- At a minimum, install APS at S Massachusetts St/Martin Luther King Jr Way S intersection (all legs), and fix issues with the following:
  - MTS Trail trailheads—add truncated dome tiles to define the pedestrian stop line at the edge of the curb
  - The northern Rainier Ave S crossing at S Bayview St as described in Project 1

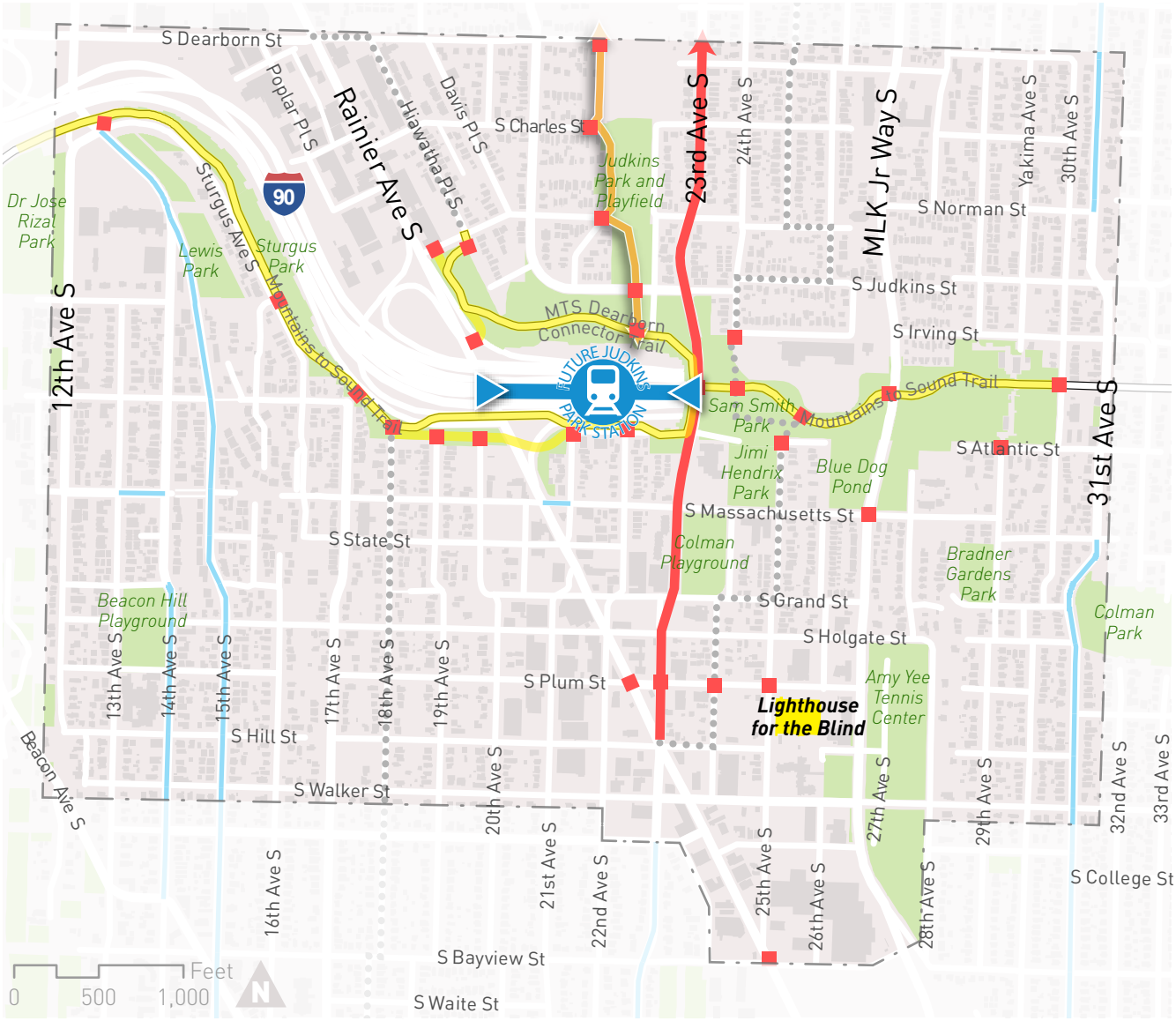
MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Connections to multi-use trails
- Transit: Frequent transit routes
- Freight: Rainier Ave S—major freight route; Martin Luther King Jr Way S—minor freight route

Tactile paving alerts a Lighthouse for the Blind employee that he is leaving the sidewalk and entering the street.

Tactile and audible accessible pedestrian signals (APSs) help people align to the intersection and know when it is safe to cross.

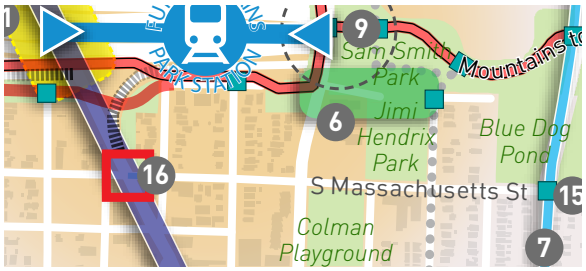
FIGURE 23. ACCESSIBILITY TREATMENTS MAP



- Upgrade or install accessible pedestrian signal (APS) and/or other accessibility treatment
- 23rd Ave S reconstruction project
- Mountains to Sound Greenway (MTS) Trail and MTS-Dearborn Connector Trail
- Judkins Park Trail
- Future light rail station entry
- Existing multi-use trail
- Existing bike lane
- Existing neighborhood greenway

16 MASSACHUSETTS ST INTERSECTION IMPROVEMENTS

Improve the traffic light and intersection to reduce traffic congestion on S Massachusetts St.



BACKGROUND

Community members expressed concern over congestion on westbound S Massachusetts St approaching Rainier Ave S. A segment of the community also noted they would prefer no bike lanes on S Massachusetts St, which differs from the Bicycle Master Plan. Congestion for the westbound approach may be due to ramp metering at I-90 or the limited capacity of the single right turn lane.

RECOMMENDATIONS

- Explore a dedicated right turn signal onto Rainier Ave S.
- Optimize signal timing for westbound vehicles on S Massachusetts St between Rainier Ave S and Martin Luther King Jr Way S.
- Providing more priority to westbound right-turning vehicles may add delay for vehicles currently traveling on Rainier Avenue S. Thus, signal timing optimization may have limited benefits to westbound right-turning vehicles because there are only marginal improvements that can be introduced.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: S Massachusetts St—bike lanes proposed and short segment exists; Rainier Ave S—protected bike lanes proposed
- Transit: Rainier Ave S and 23rd Ave S—frequent transit routes
- Freight: Rainier Ave S—major freight route; S Massachusetts St—minor freight route

Relieve congestion on S Massachusetts St.

17 S JUDKINS ST/21ST AVE S VISIBILITY

Improve safety for drivers and pedestrians at S Judkins St/21st Ave S.

BACKGROUND

Community members expressed concern over visibility and safety near the curve on S Judkins St and 21st Ave S. Improving this intersection could be a quick win for accessibility in close proximity to the future station and major neighborhood assets.

RECOMMENDATIONS

- Improve visibility coming out of 21st Ave S onto S Judkins St (east of the curve).
- Improve the pedestrian crossing with crosswalk and pedestrian signal if necessary.
- Consider making this an all way stop.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: n/a
- Transit: n/a
- Freight: n/a

Make it safer for pedestrians to cross S Judkins St and for southbound drivers on 21st Ave S to turn left.

18 DEARBORN GREENWAY

Provide a neighborhood greenway on or near S Dearborn St to connect 23rd and 31st Aves S.

BACKGROUND

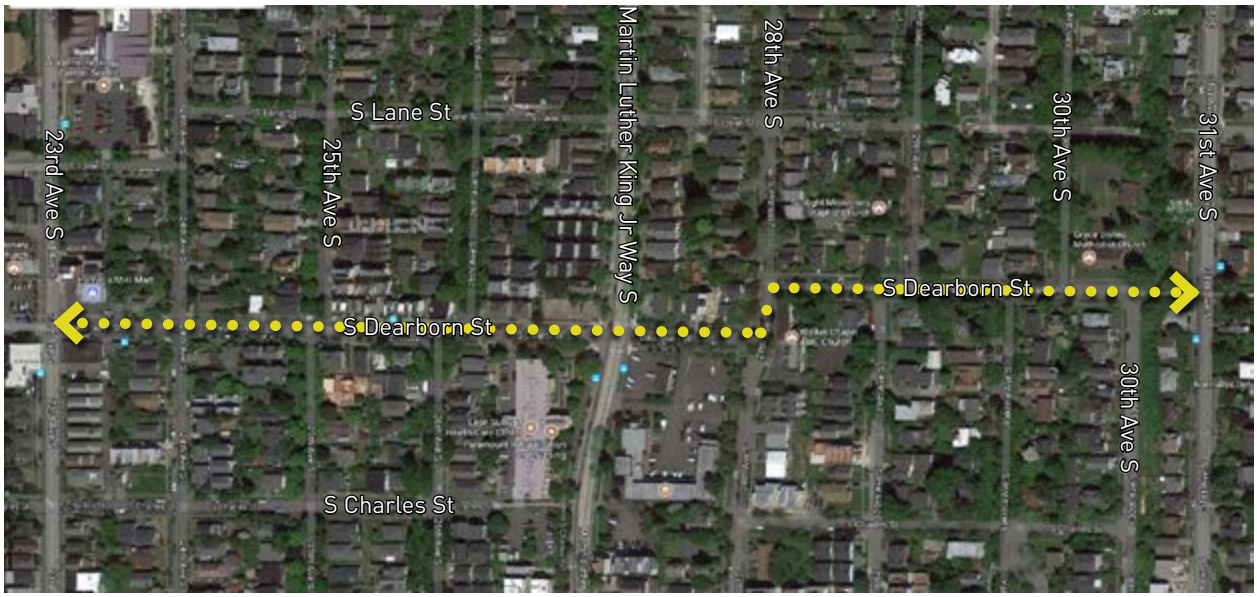
Of the proposed neighborhood greenways (i.e., intersection and signage improvements to make it easier to bike and walk) in the study area, the S Dearborn St greenway received the most community interest. This project would connect the Judkins Park and Leschi neighborhoods. This route is challenged by a topographical drop between 30th and 31st Aves S. Stairs connect S Dearborn St to 31st Ave S.

RECOMMENDATIONS

- Explore a neighborhood greenway on or near S Dearborn St.
- Accompany greenway improvements with pedestrian signals at major intersections.

MODAL PLANS RELATIONSHIP

- Pedestrian: Priority investment network
- Bicycle: Neighborhood greenway proposed
- Transit: 23rd Ave S and Martin Luther King Jr Way S—frequent transit network
- Freight: Martin Luther King Jr Way S—minor freight route



Idea for neighborhood greenway on or near S Dearborn St

ADDITIONAL PROJECTS

The following projects were considered by this study, but their overall scores were lower than the 18 prioritized projects and/or appeared to be lower priorities for the community. Some were proposed in the modal plans or other study, and many are ideas that were raised during this process.[1]

Icons in the table below indicate that a project scored in the top 25th percentile under that evaluation criterion (while the project's overall score was too low to raise the project to the level of "priority project"). (Note that more than 25% of projects are included because of tied scores.)

TABLE 2. ADDITIONAL PROJECTS

Project	Safety	Accessibility	Equity	Placemaking	Implementation	Community Support
PEDESTRIAN IMPROVEMENT						
Improve pedestrian crossings of MLK	✓		✓		✓	
Improved pedestrian environment in the Rainier Ave Industrial zone	✓					✓
Clear pedestrian connection between Beacon Hill Urban Village and station with well-lit staircases and safe crossings	✓	✓	✓			
Improve connections to MTS via north-south routes		✓	✓			
Complete sidewalks on S Plum St between 25th Ave S and Martin Luther King Jr Way S (to facilitate routes between Lighthouse for the Blind and the MTS Trail)		✓	✓		✓	
Improve path between Lighthouse for the Blind and Mt Baker Station along 25th Ave S			✓		✓	
Add crosswalk at Massachusetts and 24th Ave S to get to Museum and Jimmy Hendrix park	✓	✓	✓		✓	
Improve access to Judkins Park from 23rd Ave S at Dearborn and 22nd/Charles through stairs or ramp			✓			
Add sidewalks in area between 20th Ave S, S Hill St, 16th Ave S, and S Massachusetts St		✓	✓			

1 Community members suggested a park-and-ride near the station to ease parking impacts on the neighborhood. However, as this diverges from Seattle's Comprehensive Plan policies, it was not considered.

PROTECTED BIKE LANES OR BIKE LANES						
Protected bike lane between Mt Baker and Judkins Park stations						
Protected bike lanes on 12th Ave S						
Protected bike lane on Jose Rizal bridge (connect Chinatown-International District, MTS, Judkins Park Station)						
Bike lane gap closure on 31st Ave S.						
Continue 14th Ave S bike lanes						
NEIGHBORHOOD GREENWAYS						
"Neighborhood greenway" on or near S Hill St						
Continue 24th Ave S Greenway south beyond Rainier						
Add traffic diverters to 18th Ave S Greenway to prevent cut-through traffic, perhaps at Holgate and Hill (vital connection between Beacon Hill and station)						
STATION INTERFACE/IMPACTS						
Ensure emergency vehicle access /safety at the stations given increases in congestion						
TRANSIT IMPROVEMENTS						
Improve local east-west bus service						
Maintain local routes and stops						
Ensure frequent transit connections between Judkins Park and Mt Baker stations						
WAYFINDING						
Improve wayfinding throughout station area, such as tactile devices for trails, businesses, and parks, identification of connections that require stairs, and signage to Jimi Hendrix Park						
ENHANCING SENSE OF PLACE						
Leverage Atlantic St park and trail for pedestrian-friendly access to station						

SAFETY / CRIME						
Plum St and Holgate St enforcement						
Add emergency call buttons to Sam Smith Park						
NEIGHBORHOOD TRAFFIC CALMING						
Traffic calming for 15th Ave S to reduce speeding						
Local plan to discourage /slow autos on neighborhood streets and prioritize for bikes						
Traffic calming on 20th Ave S and limit access up Charles to prevent cut-through traffic						
Traffic calming at S Massachusetts St/19th Ave S intersection						
OTHER						
Congestion pricing for driving through the area						
Air/noise quality improvements along I-90, especially along trail						
Budget for aiding any small businesses impacted by street/path construction						

Priorities from Greater Mt Baker Baptist Church members

6. NEXT STEPS

The projects included in this study are potential opportunities to improve the station area. None of them are currently programmed for implementation. Implementation will depend on available funding, leveraging opportunities, and community advocacy efforts.

RECOMMENDED FIRST STEPS

Quick wins

Project 8: Mountains to Sound Greenway (MTS) Trail – Lights and *Project 11: Rainier Ave S I-90 underpass activation* are extremely high-priority projects to community members and could be accomplished early as "quick wins." In addition, individual pedestrian improvements described in *Project 1: Rainier Ave S – Pedestrian improvements* could be pulled out as early implementation wins, especially those addressing ADA accessibility. Likewise, connecting Lighthouse for the Blind employees to the station and RapidRide lines with improved APS (*Project 15: Accessible pedestrian signals*) is an important first step.

Transformational projects

Though Rainier Ave S projects (Projects 1-4) require more coordination and resources, these would transform local access to the station and vicinity and should be a priority for implementation. These should be considered during (and not precluded by) RapidRide planning and other Rainier Ave S corridor plans. *Project 1: Rainier Ave S – Pedestrian improvements* and *Project 2: Rainier Ave S – Triangle blocks* are particularly important for increasing pedestrian safety, comfort, and enhancing a sense of place near the station. *Project 3: Rainier Ave S - I-90 on and off ramps* requires extensive coordination and study; partnerhips and coordination with WSDOT and others should begin as soon as possible to allow this longer-term project to be considered during other Rainier Ave S planning.

To the extent possible, *Project 5: East entry mobility hub*, should be implemented prior to the station opening in 2023.

Tactile map used with Lighthouse for the Blind focus group

HOW SDOT WILL USE THIS STUDY

This community-vetted list of potential projects is an important tool for SDOT staff. The information included in the project descriptions will inform the upcoming staff evaluation of these projects. Project evaluation results also provide helpful guidance to SDOT staff as they are identifying future project funding and partnership opportunities. Additionally, this study will help us identify improvements we can ask private developers to deliver as they seek review and permit approvals from SDOT. The Study will also help inform Complete Street assessments for future projects in the area.

WORKING TOGETHER AND STAYING ENGAGED

Ultimately, the study is also a resource for members of the community who are interested in seeing opportunities implemented. SDOT has developed a Community Resource Guide to inform community members about potential funding opportunities. Several of the projects noted in this list include opportunities for direct community partnership, or could be community-led efforts, in coordination or with support from SDOT or other City departments.

Once again, we would like to thank the wide range of community members for their involvement with the Judkins Park Station Access Study. We look forward to continuing to work with you on future access improvements.

The Northwest African American Museum is steps away from the future Judkins Park Station.

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