

# Burke-Gilman Trail Missing Link Design Advisory Committee

## Meeting #5 Summary

Thursday, August 17, 2017 | 2:30—4:30 p.m.  
Ballard Eagleson VFW Post

### Attendees

#### Design Advisory Committee Members

Member Name	Represented Interest	In Attendance
Warren Aakervik	Freight Interests	X
Tom Bayley	Commercial/Retail/Marina Interests	
Sue Dills	Water-dependent/Maritime Interests	X
Tom Friedman	Pedestrians	X
Davidya Kasperzyk	Trail Users	X
Jennifer Macuiba, alternate		X
Armand MacMurray	Ballard Residents	X
Eric Nelson	Cultural and Historic Interests	
Sandra Nestorovic, alternate		
Mike Stewart	Ballard Businesses	
Blake Trask	Bicycle Riders	X
Eugene Wasserman	Industrial Interests	X
Graham Pruss	DON Community Liaison for the Unhoused Community	X

#### Staff

##### *Seattle Department of Transportation*

- Louisa Galassini, Project Manager
- Peter Trinh, Transportation Engineer
- Maribel Cruz, Outreach and Communications Lead
- Jonathan Williams, Community Parking Program and Annual Parking Study Lead

##### *Expert Design Advisor*

- Hermanus Steyn, Kittelson & Associates

##### *EnviroIssues Facilitation Team*

- Kristine Edens, facilitator
- Chris Themelis
- Brett Watson

##### *Members of the Public*

- Erik Pihl, Nordic Heritage Museum

*Note: This document is only a summary of issues and actions in this meeting. It is not intended to be a transcription of the meeting, but an overview of points raised and responses from SDOT and DAC members.*

## **Welcome and Introduction**

Kristine Edens, EnviroIssues facilitator for the Burke-Gilman Trail Missing Link Project Design Advisory Committee (DAC), welcomed DAC members and observers to the meeting.

Kristine provided DAC members with an overview of the day's meeting agenda and outlined the primary purposes of the meeting – to discuss corridor wide updates and design updates made since the last DAC meeting and to allow Hermanus Steyn, Kittelson & Associates and expert design advisor, to share his unique treatment considerations and design ideas.

DAC members provided minor edits to the summary from the previous DAC meeting on July 27. Members agreed to finalize the summary pending the inclusion of these edits.

## **Corridor Wide Updates**

Louisa Galassini, Seattle Department of Transportation (SDOT) project manager, presented the following corridor-wide updates.

The 1% for the Arts program received funding approval from the Public Art Advisory Committee. Artist selection is currently underway, and early ideas include relocating the *Wave Rave Cave* from beneath the viaduct to beneath the Ballard Bridge at Leary Ave, creating artistic signage to highlight the importance of the industrial district, buffer zone improvements, and incorporating the *Calypso*.

DAC members provided the following comments:

- Armand MacMurray, Central Ballard Residents Association, asked about the extent/scope of where the 1% for the arts funding could be spent.
  - Louisa noted she will look into and provide more detail about how the arts funding can be spent.
- Graham Pruss, Department of Neighborhoods (DON) Representative for the Unhoused Community, stated that art should not be fenced off and should allow members of the public to interact with the space.
- Warren Aakervik, Ballard Oil, said that any art should not interfere with sight distances in the industrial area.

Peter Trinh, SDOT transportation engineer, continued the presentation and noted corridor wide updates were made to meet Americans with Disabilities Act (ADA) standards such as curb ramps and minimum sidewalk widths. He outlined the importance of wheelchair access along the corridor, and pointed out several locations that were modified to create a slope with a grade of 2% or less. He noted that buttons, and crossing zones for the hearing and vision impaired had also been modified/improved.

Maribel Cruz, SDOT outreach and communication lead, added that SDOT's goal is to go above and beyond the ADA standards for the Burke-Gilman project. She noted that SDOT was in contact with Mark

Adreon, co-chair of Seattle's Commission for People with DisAbilities, who will provide feedback as design development of the corridor progresses. Maribel noted that Mark will also provide insight into the accessibility and the readability of project materials and the project website.

DAC members provided the following comments:

- Armand MacMurray, Central Ballard Residents Association, stated that the raised bumps/dotted patterns at crosswalks could be more challenging for people facing mobility issues, and inquired if this was an ADA requirement. The bumps/dotted patterns are especially challenging when on steeper slopes.
  - Peter confirmed that the raised dots are a requirement per federal ADA regulations.
- Warren asked if the current Burke-Gilman design met ADA standards.
  - Peter explained some areas built before ADA standards did not meet the requirements. He highlighted the Missing Link would be constructed to satisfy all existing ADA requirements.

Louisa displayed a graphic of proposed signal improvements along the corridor, including two signal upgrades (NW Market St/28th Ave NW and NW Market St/24th Ave NW) and two new signals (Shilshole Ave NW/NW Vernon Pl and Shilshole Ave NW/17th Ave NW). Louisa noted that the new signal at Shilshole Ave NW/NW Vernon Pl was anticipated to be a four-way signal and would require trail users to stop.

DAC members provided the following comments:

- Warren asked if a northbound left turn phase for eastbound traffic would be provided at the new signal at 28<sup>th</sup> Ave NW
  - Louisa said AutoTURN analysis had been completed on 17th Ave NW, and that the design team was still determining the best options for the intersection.
- Warren asked if parking on the east side of 17th Ave NW would need to be removed to allow trucks (WB-67s) to make the turn safely.
  - Louisa said trucks would use the turn pocket when traveling south on 17th Ave NW, and that the design team was in the process of considering the best options for the intersection.
- Tom Friedman, Ballard Running Group, asked if vehicles traveling southbound on 17th Ave NW would have a dedicated left turn lane, allowing traffic to pass safely. He also asked how the signal at the intersection of Shilshole Ave NW/NW Vernon Pl was anticipated to be triggered.
  - Peter stated that all crossing signals, and warning signs would be triggered with in-ground detection sensors.
- Armand asked if there were plans to connect the Missing Link to the 17th Ave NW greenway.
  - Louisa confirmed the design team was including improvements to the intersection of Dock/Shilshole to foster connectivity between the 17th/Dock Greenway and the Missing Link.
- Blake Trask, Cascade Bicycle Club, asked if the proposed signals were designed to primarily accommodate trail users, or facilitate freight mobility and business access.

- Louisa and Peter explained the signals were being installed to facilitate freight mobility and business access, but will benefit all users. Signals are being planned in areas with the greatest anticipated traffic demand to improve connections for commuters accessing the corridor and adjacent businesses.
- Warren expressed concern that signals on Shilshole Ave NW could contribute to increased traffic congestion, and potentially back up traffic and block driveway access to businesses along Shilshole Ave NW. Warren asked the design team to be mindful of the potential for each signal to negatively affect access to nearby businesses.
  - Louisa stated the design team was working to model the most effective signalization setup, and noted the team would report back with more specifics about how the design would affect traffic and driveway access during the September 28th DAC meeting.
- Davidya Kasperzyk, Friends of the Burke-Gilman Trail, asked if modeling to predict the volume of traffic at the intersection of 24th Ave NW and Shilshole Ave NW had been done and if there was an alternate route in consideration while the SPU project was under construction.
  - Louisa stated that the modeling for the intersection was underway. She explained SDOT was working closely with SPU to ensure there were no conflicts during construction.

Louisa displayed a corridor wide parking counts graphic, which compared lost, retained, and gained parking, in the Missing Link conceptual design to the parking numbers included within the Final Environmental Impact Statement (FEIS). She noted the overall parking loss was significantly less than the FEIS predicted and the area with the greatest loss (NW 45th St) reflected the lowest usage captured in the FEIS.

The DAC made the following statements:

- Eugene Wasserman, North Seattle Industrial Associate, asked if parking counts were based on the actual number of parked cars or number of spaces that could be used as parking spots. He stated that tracking utilization numbers (especially along Shilshole Ave NW) could be challenging due to the volume of cars and unregulated parking spots.
  - Louisa explained the parking counts were based on number of parked cars, and were counted in the same fashion as the FEIS to provide a comparable assessment of the project's effects on parking.
- Sue Dills, Commercial Marine Construction Co., asked if the counts included potential effects on adjacent private parking and expressed concern that the project would remove access to private parking lots at several businesses along 45th St NW.
  - Louisa explained that the parking counts were done using the public right of way, and did not include private parking numbers.
- Blake asked if the analysis that examined parking usage in the FEIS assumed the parking was maxed at 100% usage, or if it compared the current utilization rate to the 85% target.
  - Jonathan Williams, SDOT Community Parking Program and Annual Parking Study Lead, explained usage was documented in the FEIS. Jonathan noted that, at a high-level, SDOT's 85% utilization goal aimed to leave one to two available parking spots on a block.

- Louisa offered to send out the utilization numbers SDOT had observed as part of the FEIS.
- Tom Friedman noted the Shilshole Ave NW area provides a great deal of parking for late night businesses and restaurants along Ballard Ave NW and NW Market St.
  - Louisa noted that some potential private options to help offset parking loss in the area may be in the works (e.g. potential parking at the Olympic Athletic Club and at the Salmon Bay Center).
- Graham asked if information on the usage patterns from 12:00 – 5:00 AM was available. He noted that many vehicles (RVs specifically) relocate to Shilshole Ave NW during this time frame due to parking restrictions in nearby areas.
  - Jonathan Williams, SDOT Community Parking Program and Annual Parking Study Lead, offered to follow up after the meeting.

Jonathan Williams provided an overview of SDOT’s parking program, as well as parking management tools currently used in Ballard. These tools included; replacing pay stations to flex during peak/off-peak hours, maintaining loading zones along Shilshole (especially for trucks and truck delivery zones), creating fewer mixed usage parking zones, and allowing parking for 72 hours in unregulated parking zones.

The DAC provided the following comments:

- Blake explained that when paid parking was implemented in the Ballard commercial area, it caused a shift in parking from Ballard Ave to Shilshole. He added that they began to park on Shilshole because it was free, and asked if there was a way to assess the shift.
  - Jonathan explained the parking team studied the utilization rate, after implementing the parking management tools, and observed a decrease from 95% utilization to 80% utilization on Ballard Ave. He added that that minor change would allow a significant number of spaces to become available more frequently. He noted the focus of parking management was on loading zones, time limits, and flexible parking zones.
- Graham stated that the number of “No Parking Signs” in Ballard reflected the highest density in the City. He explained these were put in place due to community complaints and often targeted RV users in the area. He asked Jonathan to consider how these signs increased density on streets where no parking was allowed between 12:00 – 5:00 AM. He noted that people in the area need diversionary navigation services, explaining that if pushed from the area, they would likely only move several blocks away.
  - Jonathan offered to create a map showing the “no parking” zones as they exist today.
- Eugene asked if the parking management team had ever considered creating an Industrial Parking Zone – similar to a Residential Parking Zone, but specifically catered to industrial users.
  - Jonathan stated that there had been similar suggestions, but there were no plans to create an Industrial Parking Zone for the Shilshole Ave NW area.

## **Design Updates**

Louisa followed up with the DAC on specific Missing Link design updates requested by the DAC.

She provided an overview of a meeting that she held with stakeholders regarding NW 54th St, and noted that attendees were interested in potentially adding updates to NW 54th St that included adding stop controls, adding new paving, changing parts of NW 54th St to one-way, and closing southbound 26th Ave NW.

The DAC made the following comments:

- Eugene asked if the changes to NW 54th St would be done during the construction of the project, or after the project was completed. He highlighted the goal of the directional changes (to one-ways) was to discourage bicycles and pedestrians from using NW 54th St once the Missing Link was constructed along NW Market St.
  - Louisa stated that the goal was to have updates to NW 54th St completed before the Nordic Heritage Museum opened and during the construction of the trail.

Louisa also provided updates on: sidewalk seating on NW Market St, trail maintenance responsibilities, and driveway counts/potential LED sign placement. She also highlighted outcomes of recent briefings with the Seattle Design Commission and the Ballard Ave Landmark District Board. Louisa called out that there was a recommendation from the Seattle Design Commission to add more landscaping and areas of refuge into the design.

The DAC provided the following comments and questions:

- Tom asked how the LED signals would be triggered.
  - Peter explained that the flashing lights on the signs would likely be triggered by in-ground sensors that vehicles would activate.
- Eugene expressed concern about landscaping – specifically that it would not be maintained if budgets changed. He stated it would be better to have limited landscaping along the trail.
- Blake asked if there could be low maintenance, self-watering planter boxes to relieve the issue of maintenance.
  - Louisa stated should would note Blake’s idea for the design team to consider.
- Davidya suggested adding LED signs along the trail at West Marine, 54<sup>th</sup>/Shilshole, and CSR Marine
- Graham requested the addition of a restroom along the project corridor, for the public.
  - Louisa stated that SDOT would not install or maintain a restroom as part of the project, and noted she would pass Graham’s request to the appropriate City department for consideration.

## **Design Treatment Considerations**

Hermanus outlined the topics for discussion which included; the mixing zone at 24th Ave NW/NW Market St, NW 54th St extension, driveway/trail crossings, truck policies, and the idea of field testing.

For the mixing zone at 24th Ave NW/NW Market St, Hermanus suggested the design team consider placing required “regulatory signs” for bikes to yield to pedestrians. He noted the key principle of maintaining prioritization for pedestrian users in this zone.

Next, he discussed the 54th St extension and stressed the importance of a safe crossing transition (that meets ADA standards) for pedestrians. He explained that establishing a clear waiting area at the crossings could work well, and could be applied to all crossings to improve safety.

He continued by explaining driveways and the lack for a specific standard at them. He illustrated the possible use of flashing signs (different than flashing lights) and noted the importance of separating the priority between trail users and trucks.

He offered preliminary suggestions such as, implementing flashing yield “regulatory” signs and creating colorized crossing zones and crosswalk hybrids to place additional emphasis on these unique zones.

He explained his prior experience and success using field testing to demonstrate how these design solutions could work in the corridor, and he highly recommended applying this tool to the Burke-Gilman Project.

The DAC provided the following comments in response to the information that Hermanus provided:

- Armand supported Hermanus’ suggestion of field testing, and asked for the study to take place sooner than later. He also asked the design team to consider installing and testing several types of LED signs on other portions of the Burke-Gilman Trail to study their effectiveness.
- Warren asked if the yield signs could be designed to distinguish between different types of approaching vehicle and alert users based on each type – such as an employee vehicle vs a large truck. He noted the idea of using mirrors at driveways is good, but does not solve the problem. He explained that these mirrors are easily blocked, which renders them ineffective.
- Warren also asked if SDOT would consider adding signage to encourage trail users to wait for a truck to move or fully cross the trail before trying to go around them. Trail users may get frustrated with a truck that has crossed the trail but is still waiting to turn out into traffic, and would attempt to go around the truck. The truck driver would not be able to safely see a pedestrian or bicyclist making this movement.
- Eugene raised concern about using yield signs along the trail. He stated that cyclists sometimes disobey yield signs. He asked for the design team to explore other options.
- Sue inquired about the design for driveway crossings. Specifically, she asked if the driveways would be raised to stay flush with the curb height or if they would vary in height. She suggested keeping them level with the roadway, due to the presence of the buffer.
  - Hermanus explained that having a raised driveway and sidewalk often causes vehicles to slow down and would improve safety at driveways.
- Davidya expressed his satisfaction with the ideas presented and suggestions to address challenge areas. He agreed that a raised sidewalk would help to slow down the exchange between vehicles and trail users at driveway crossings. He suggested the idea of using solid red yield signs with lights, to capture attention.
  - Hermanus added that an analogous system in Portland, Oregon was successful in preventing people from breaking the law

## Public Comment

No public comment was provided.

## Conclusion and Next Steps

Kristine thanked DAC members for their attendance and participation.

She noted that she would send DAC members electronic copies of the presentation following the meeting. She also noted the development of a matrix that would allow DAC members to quickly reference the concerns heard, and changes made to address said concerns.

Kristine noted that the final DAC meeting was moved to February 2018, and provided members with a copy of the updated DAC work plan.

- Armand asked if the design team could forward an electronic copy of the roll plot, to DAC members on a weekly basis for review, prior to DAC meetings.
  - Louisa stated that sending a weekly update may not be realistic, and that she would discuss this idea with the design team. She committed to sending DAC members and updated PDF of the conceptual design roll-plot.

## Action items

- SDOT will continue to discuss the 1% for the Arts budget for the project and provide more information about how the funding can be used
- SDOT will work with the design team to consider audible and visual warning signs along the project corridor
- SDOT will continue traffic modeling and show how the design will impact or improve traffic, including how the addition of new signals may affect driveway access to adjacent businesses
- SDOT will connect the design team with Sue Dills to continue discussions about trail placement and access to private parking along NW 45th St and trail grade
- SDOT will continue to work with Hermanus to further integrate creative design solutions into the next iteration of design, including the idea of field testing proposed designs with members of the trucking community
- SDOT and the facilitation team will continue coordinating to discuss disability issues
- SDOT will consider a signal at 28th Ave NW and how the signal's phasing would work; particularly to provide a northbound left turn lane at 28<sup>th</sup> for eastbound traffic
- SDOT will send parking numbers, utilization numbers, a map on 2pm-5pm and 12am-5am parking and the DAC 5 PPT presentation to DAC members
- SDOT will hold a meeting to discuss traffic operations and reporting on the 54th extension and continue to follow-up with adjacent businesses regarding the proposed signage plan in the design
- SDOT will relay the request for the addition of a public restroom along the corridor

- SDOT will consider the testing of various yield sign designs along current sections of the Burke-Gilman Trail to test their effectiveness
- SDOT will research and discuss the best types of flashing signs and signage options to alert vehicles, pedestrians and bicycles traveling in the corridor, including if there are signs that can be triggered only by trucks vs vehicles entering or exiting a driveway and to ask trail users to wait for a truck to fully cross the trail before continuing
- SDOT will consider sending the DAC an electronic version of the roll plot on a weekly/bi-weekly/etc. basis