
EASTLAKE

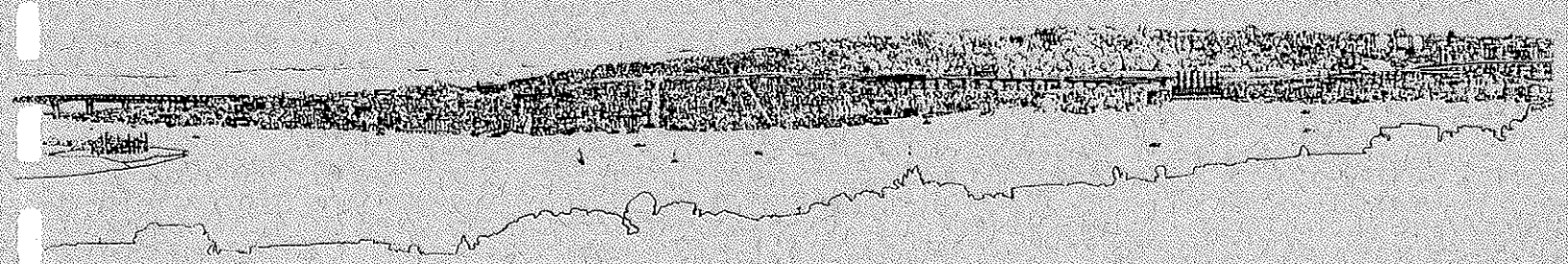
TRANSPORTATION PLAN AND RELATED DESIGN ISSUES

AUGUST 1994

**Prepared under a contract with the Seattle Department of
Neighborhoods by the Eastlake Community Council**

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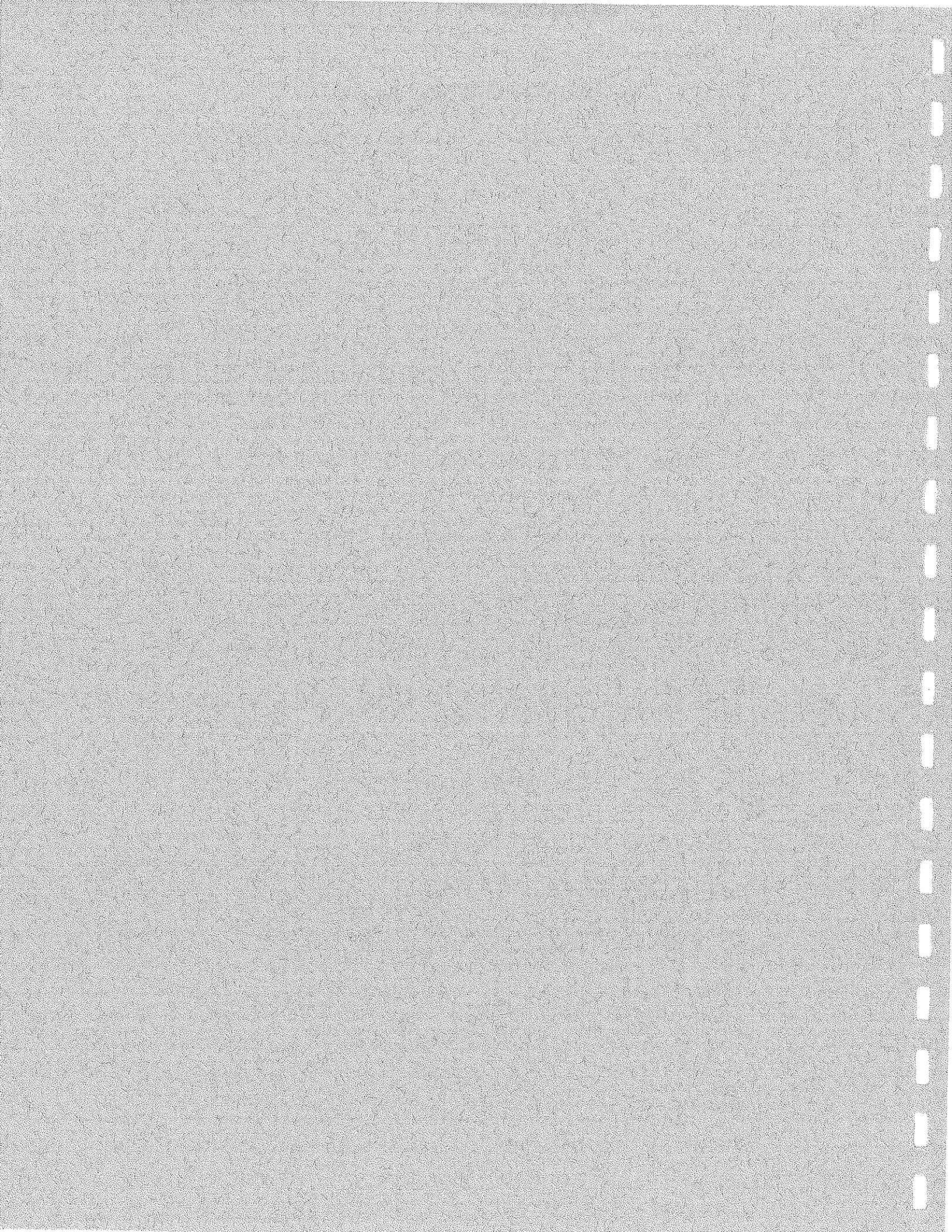


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SUMMARY OF RECOMMENDATIONS

Background. Following is a summary of the main recommendations in the attached document, Eastlake Transportation Plan and Related Design Issues. Each recommendation is listed with an action item and a responsible party. The recommendations are listed in the order in which they appear in the document. The document was prepared under a contract between the Eastlake Community Council and the Seattle Department of Neighborhoods. For background and detail, please consult the text of the plan.

RECOMMENDATIONS FOR EASTLAKE AVENUE EAST

Eastlake Avenue is increasingly a wall dividing the neighborhood's narrow east and west sides. Some pedestrians have been injured by passing cars or have had close calls; bicyclists and local drivers find the traffic too fast. Retail businesses feel the impact as well. Recommendations in this plan seek to redesign Eastlake Avenue to discourage speeding, make it safer for pedestrians—especially the disabled—to cross at corners and at mid-block, and in general make Eastlake Avenue a more comfortable street for strolling and shopping.

1. **Make the Eastlake neighborhood, and Eastlake Avenue in particular, models of safety and convenience for the disabled pedestrian.** As detailed below, this would include measures designed specifically for the disabled, and measures that would benefit the disabled and non disabled alike [The Eastlake transportation plan steering committee will coordinate with Seattle Engineering Department (SED), Deaf-Blind Service Center, Washington Council of the Blind, and other organizations.]

2. **Assure that the Eastlake neighborhood receives its share of the one per cent-for-art funds from the City combined sewer overflow project on Eastlake and Minor Avenues** [The Eastlake Community Council (ECC) will write a letter to SED.]

3. **Restore unlimited or two-hour parking to both sides of Eastlake Avenue (parking is now prohibited on many segments either all the time or at periods of peak travel).** Loading zones and bus stops would remain. [The Eastlake transportation plan steering committee will work with SED and the business community toward this end.]

4. **Convert the eleven HOV-only registered parking on the east side of Eastlake Avenue between Lynn and Louisa Streets to general or two-hour parking that is available to customers of retail and service businesses.** [The Eastlake transportation plan steering committee will work with SED toward this end.]

5. **For the four-lane parts of Eastlake Avenue north of Hamlin Street and south of Boston Street, establish two lanes with a third center-turn lane as it is now between Hamlin and Boston, thus expanding the parking lanes.** [The Eastlake transportation plan steering committee will work with SED and the business community toward this end.]

6. **Install a planted median (boulevard-type treatment) in the center lane when this does not interfere with left turns at intersections and into existing driveways.** [The Eastlake transportation plan steering committee will work with SED (transportation and sewers sections) and the business community on selected sites, with highest priority for those where the 1995 sewer excavation offers an opportunity for quick, low-cost results.]

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7. **Install traffic signals at the following intersections.** They are listed in descending order of priority: (a) Eastlake and Boston; (b) Eastlake and Newton; (c) Eastlake and Allison; and (d) Eastlake and Fuhrman. [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]
 8. **Reduce the posted speed on Eastlake Avenue and re-time the traffic signals from 30 to 25 miles per hour.** [Communicate to SED via this plan, with followup by the Eastlake Transportation plan steering committee.]
 9. **Increase the length of “walk” signals to allow more crossing time before the “don’t walk” signal appears.** [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]
 10. **Restore automatic “walk” signals.** As is still the case at the Lynn Street crossing of Eastlake Avenue, do not require pedestrians to press a button in order to obtain a “walk” indicator. [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]
 11. **Quicken the response to “walk” buttons.** At some intersections, it takes up to 95 seconds to produce a “walk” indication after the button is pushed. [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]
 12. **Repaint crosswalks in the “ladder” pattern.** This pattern is found on University Way, Westlake Avenue, and downtown. [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]
 13. **Raise the crosswalks to the level of the sidewalk at the intersections of Eastlake and Allison, and Eastlake and Boston.** Doing so makes pedestrians more visible and alerts drivers. We recommend this measure only if the design can assure the safety of pedestrians who are blind or deaf-blind. [The Eastlake transportation plan steering committee will coordinate with SED and disabled groups and explore possible design.]
 14. **Install curb extensions (“bulb-outs”) at selected intersections along Eastlake Avenue.** Curb extensions make the waiting pedestrian more visible and shorten the crossing distance. They also help protect parked cars from being hit, and provide additional landscaping. [The Eastlake transportation plan steering committee will coordinate with SED to select priorities and explore possible design.]
 15. **Redesign the intersection of Eastlake Avenue and Harvard Street to shorten pedestrian crossing distance and channel traffic more safely.** [The Eastlake transportation plan steering committee will work with SED to develop design.]
 16. **Install a mid-block crossing of Eastlake Avenue at Shelby Street, in association with the planned City park just east of the intersection.** [The Eastlake transportation plan steering committee will work with the Olmsted-Fairview Park Commission, nearby apartment residents, SED, and the Seattle Park and Recreation Department to develop a design and secure funds.]
 17. **Improve the Eastlake and Louisa intersection (near Tio’s) to be more pedestrian-friendly.** Steps needed include to allow pedestrians to cross Eastlake on the south side of the intersection (now prohibited), install a walk signal at this location, and re-time the existing signal so that pedestrians obtain a “walk” indicator

within 30 seconds of pushing the button. Additional features specifically for the disabled should include curb ramps, crosswalks outlined with buttons that can be felt by a cane, brighter signals for the partially sighted, and a vibrating signal [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]

18. **Install a mid-block crossing on Eastlake Avenue between Louisa and Lynn Streets.** The crosswalk would be painted or differently colored and textured, and pedestrians would be protected by curb extensions. [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]

19. **Improve the intersection at Eastlake Avenue and Lynn Street for pedestrian safety.** Install a green arrow for left turns westbound from Lynn to provide a "walk" phase across Eastlake protected from Lynn Street left turns; outline the crosswalks with buttons for caning and install a vibrating signal panel for the deaf and blind; give the crosswalk a different color and texture; install an entry island on the south side of Eastlake Avenue; and explore raising the crosswalk, relocating a utility pole and installing an all-way ("scramble") walk signal. Explore with SED and the affected businesses a way to make the driveway onto Lynn safer for pedestrians. [Communicate to SED via this plan, with followup by Eastlake transportation plan steering committee.]

20. **Relocate the Seafirst driveway that now opens onto Eastlake Avenue just north of Garfield Street.** [The Eastlake transportation plan steering committee will contact SED and Seafirst.]

21. **Consider one-way for the west alley between Louisa and Lynn Streets.** [The Eastlake transportation plan steering committee will contact SED and the affected residents and businesses.]

22. **Install pedestrian warning signs for motorists on Eastlake Avenue.** [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]

23. **Consider restoring truck limits along Eastlake Avenue at peak commute for 1995 revision of City traffic code.** [Communicate to SED and City Council via this plan, with followup by the Eastlake transportation plan steering committee.]

24. **Amend Seattle's noise ordinance to restrict use of noisy compression brakes on Eastlake and Fairview Avenues and on Interstate 5.** [Communicate to SED and City Council via this plan, with followup by the Eastlake transportation plan steering committee.]

25. **Repair and clean sidewalks on Eastlake Avenue.** [The Eastlake transportation plan steering committee will develop an inventory of needs and contact SED with a request.]

26. **Eliminate encroachments on Eastlake Avenue right-of-way.** [The Eastlake transportation plan steering committee will contact the affected businesses and recommend SED action.]

27. **Re-establish pedestrian access on the north side of the Roanoke Street bridge across Interstate 5.** [Communicate to SED by this plan, with followup by the Eastlake transportation plan steering committee.]

28. **The City of Seattle should work with other localities and with state legislators to seek statutory and administrative changes allowing more flexibility in local access to state Transportation**

Improvement Account and Urban Arterial funds. Current funding favors increased motor vehicle traffic and is unavailable to mitigate traffic impacts and improve parking and pedestrian conditions in retail districts [ECC will write a letter to Mayor Norm Rice and Councilmember Martha Choe.]

29. The City of Seattle should work with other localities and with state legislators to amend state law to permit localities to lower and enforce speed limits below 25 miles per hour [ECC will write a letter to Mayor Norm Rice and Councilmember Martha Choe.]

30. Reorient federal, state, and local efforts to develop intelligent vehicle and highway systems (IVHS) away from their primary focus on improvements for drivers and toward a better balance to improve conditions for bicyclists and pedestrians, especially the disabled. [ECC will write letters to Mayor Norm Rice, Washington Secretary of Transportation Sid Morrison, and Congressman Jim McDermott.]

DESIGN ISSUES FOR THE EASTLAKE AVENUE STREETScape

31. Adopt a design guideline discouraging, or a code revision prohibiting, curb cuts on Eastlake Avenue for commercial development if alley access is available; adopt a design guideline encouraging narrow driveways for those new commercial developments that do not have alley access. [Eastlake transportation plan steering committee will work with Seattle Planning Department, Department of Construction and Land Use, and Seattle Engineering Department].⁴

32. Identify those sites that have excessively wide or unused driveways, and recommend driveway sharing and curb restoration as appropriate. [Eastlake Transportation Plan steering committee will coordinate with SED.]

33. Identify those areas where mixed-use commercial/residential development is strongly preferred, and prepare proposed code amendments (or, alternatively, a design guideline) that would require (or encourage) such development. [Eastlake transportation plan steering committee will explore in coordination with Seattle Planning Department and Department of Construction and Land Use.]

34. Prepare a code revision requiring, or a design guideline strongly recommending, street-level retail or neighborhood services in new developments on commercially zoned properties along Eastlake Avenue between Hamlin Street and Boston Street. [Eastlake transportation plan steering committee will develop in coordination with Planning Department and DCLU.]

35. Prepare a code revision requiring (or a design guideline strongly discouraging) on-site parking lots or parking garages along parts of Eastlake Avenue, and possibly along the whole street. Prepare a design guideline encouraging the retrofit of existing buildings to reduce the negative impacts of street-level parking garages on the pedestrian. [Eastlake transportation plan steering committee will develop in coordination with Planning Department, DCLU, and SED.]

36. Identify blocks where east/west pedestrian connections are important, and prepare a design guideline that would encourage such public connections in new development. [Eastlake transportation plan steering committee will develop in coordination with Planning Department, DCLU, and SED.]

37. Develop a design guideline strongly encouraging clear glass at the street level in new developments on Eastlake Avenue. [Eastlake transportation plan steering committee will coordinate with Planning

Department and DCLU).

38. **Establish a process for view corridor protection along and from Eastlake Avenue.** [Eastlake transportation steering committee will develop in coordination with Seattle Planning Department.]

39. **Develop a street tree planting plan for the remainder of Eastlake Avenue, in conjunction with the abutting property owners, residences and businesses; and develop design guidelines to more fully describe the factors that should be considered in locating street trees on Eastlake Avenue.** [Eastlake transportation plan steering committee will coordinate with Olmsted-Fairview Park Commission and City agencies; funding for the plan and street trees might include the Neighborhood Matching Fund and SED's commercial street tree planting program.]

40. **Identify specific locations where additional lighting is needed and arrange for lights in the requested locations. Consider the desirability/priority of developing custom-designed streetlights for all or part of Eastlake.** [Eastlake transportation plan steering committee will work with Seattle City Light and other agencies on this matter.]

41. **Identify those sections of Eastlake Avenue where a widened sidewalk area is appropriate, and prepare design guidelines encouraging these widths for new developments.** [Eastlake transportation plan steering committee will coordinate with Seattle Planning Department, SED, and DCLU.]

42. **Incorporate art and design into intersection curbs and pavements.** [Eastlake transportation plan steering committee will coordinate with various City agencies and arts organizations; funds may be available through one per cent-for the arts programs.]

43. **Identify areas and intersections where litter cans are needed, and explore ways to fund and decorate the litter cans.** [Eastlake transportation plan steering committee to coordinate with Eastlake Community Council and local businesses.]

44. **Distribute periodic public notices about the requirements for locating sandwich boards.** [Eastlake Community Council will request action by Seattle Engineering Department.]

45. **Encourage seasonal banners, and develop a design guideline ensuring that they be visible from both sides.** Eastlake Community Council will coordinate with businesses on this matter.]

46. **Identify areas where there is a need to post public notices, and explore funding sources and designs. Explore the possibility of a small board attached to utility poles where notices can be kept on file.** [Eastlake transportation plan steering committee will develop plan in coordination with local businesses, explore funding, and contact Seattle City Light and the City Council about the idea of a small clip-board for notices on utility poles.]

RECOMMENDATIONS FOR BICYCLES

47. **Recognize Minor Ave. E. as a "major bikeway" (a designation now given only to Fairview Ave.).** Doing so would encourage bicycle travel on Minor in addition to Fairview and Eastlake Avenues. [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]

48. **Install more bicycle racks near businesses on Eastlake Avenue.** [The Eastlake transportation plan steering committee will work with businesses and the Cascade Bicycle club to recommend locations to SED.]

49. **Explore bicycle access to the I-5 ship channel bridge.** [ECC will write a letter to the Washington State Department of Transportation requesting action or a study.]

50. **Establish and mark with signs a new bicycle and pedestrian connection between Eastlake Avenue and the north end of Boylston Avenue.** [Communicate to SED via this plan, with followup by the Eastlake transportation plan steering committee.]

RECOMMENDATIONS FOR BUSES AND LIGHT RAIL

51. **Explore the possible installation of "bus bulbs."** Bus bulbs are a form of curb and sidewalk extension that brings the sidewalk out to the traffic lane, obviating the need for buses to pull in and out of traffic. [The Eastlake transportation plan steering committee will work with Metro and SED on the general question and possible locations and designs.]

52. **Reduce the number of express buses on Eastlake Avenue that do not stop in the neighborhood.** [Communicate to Metro via this plan, with followup by the Eastlake transportation plan steering committee.]

53. **Reduce "deadheading" (layovers) of Metro and Community Transit buses on Eastlake Avenue south of Fairview Avenue** [Communicate to Metro and Community Transit via this plan, with followup by the Eastlake transportation plan steering committee.]

54. **Increase the number of bus shelters and decorate them with the help of neighborhood artists; provide benches at more bus stops, and restore the benches that were removed at Lynn Street.** [Communicate to Metro via this plan; Eastlake transportation plan steering committee will follow up with suggested locations.]

55. **Work with the Regional Transit Authority to influence the design of a possible light rail line on Eastlake Avenue; assist neighborhood deliberations on whether ultimately to support or oppose the proposal.** [The Eastlake transportation plan steering committee will work with RTA, Seattle Planning Department, and local businesses and residents.]

Additional note: The Eastlake Transportation Plan does not make a recommendation for or against a light rail system on the surface of Eastlake Avenue. However, the plan suggests that a light rail line would be more welcome if it (a) reduced the number of traffic lanes and the volume of traffic on Eastlake Avenue; (b) made more likely the redesign of streets and intersections for greater pedestrian safety and convenience; (c) did not reduce the amount of parking available to retail businesses; (d) moved at 25 miles per hour instead of the current speed limit of 30 miles per hour; and (e) was accompanied by a City commitment not to upzone the neighborhood. A light rail system would be less welcome if it (f) by fencing or a trench made it impossible to cross parts of Eastlake Avenue; (g) had more stations than currently proposed and (h) led to the permanent removal of one or more commercial buildings.

RECOMMENDATIONS FOR FAIRVIEW AVENUE EAST

Fairview Avenue currently has a great deal of pedestrian traffic from the people who live along it and from

others living in the neighborhood and visitors who enjoy walking there. The public input we have received places a very high priority on making Fairview safer for pedestrians. Recommendations include sidewalks or paths on the west side of Fairview north of Hamlin Street and south of Newton Street, and (especially between Roanoke and Newton Streets) traffic calming measures to make it safer to walk in the street.

56. Reduce the posted speed limit from 25 to 15 miles per hour on Fairview Avenue between Roanoke and Newton Streets. [Communicate to SED via this plan, with followup by the ECC-Floating Homes Association traffic calming project.]

57. As a part of the City's Fairview-Olmsted Park development, close Fairview Avenue at Shelby Street (near the P-Patch) except to pedestrians, bicyclists, and emergency vehicles (trucks by arrangement). [The ECC-FHA traffic calming project will work with the Olmsted-Fairview Park Commission and with the Seattle Department of Parks and Recreation as it develops and implements a park plan with extensive public process.]

58. Install a sidewalk on the west side of Fairview Avenue from Fuhrman to Hamlin Streets (from University Bridge to Mallard Cove). [The ECC-FHA traffic calming project will work with SED, with improvements probably funded by SED and Neighborhood Matching Funds.]

59. Improve signing of public parking in City right-of-way, and remove any unauthorized "No Parking Any Time" signs. [Communicate to SED via this plan, with followup by the ECC-FHA traffic calming project.]

60. Explore opportunities to replace parallel parking on Fairview Avenue north of Hamlin Street with angled or straight-in parking, thus narrowing the roadway and increasing total parking. [The ECC-FHA traffic calming project will coordinate drawings and implementation with SED and with the Park Department regarding park planning at Shelby Street.]

61. Ask the City to explore ways to connect the Edgar street-end with Fairview Avenue north to Hamlin Street (north end of Mallard Cove). [Communicate to SED via this plan, with followup by Eastlake transportation plan steering committee.]

62. On a six-month trial basis, install a traffic diverter across Fairview Avenue on the north side of Newton Street (just north of NOAA base). The diverter would give room for pedestrians and bicyclists to freely pass and would have a latch for use by trucks and emergency vehicles; other motor vehicles would not be allowed to pass except in an emergency. There would be no barrier to flow of traffic between Newton and the section of Fairview south of the intersection. [Pursuant to City Council action, SED has ultimate responsibility for traffic diverters; ECC and Floating Homes Association will work with SED and residents and businesses on this matter.]

63. Install curb extensions, rumble strips, stop signs, an entry island, and painted crosswalks to calm the traffic on Fairview Avenue between Roanoke and Newton Streets. [ECC-FHA traffic calming project will coordinate with SED to develop designs and implement them with volunteer help and materials as well as with Neighborhood Matching Funds; SED may also do some of the work, possibly reimbursed from the Neighborhood Matching Fund.]

64. Install a platform and walkway allowing pedestrians to pass and view the lake on the west side of Fairview Avenue at the East Boston Street end. [The ECC-FHA traffic calming project will coordinate

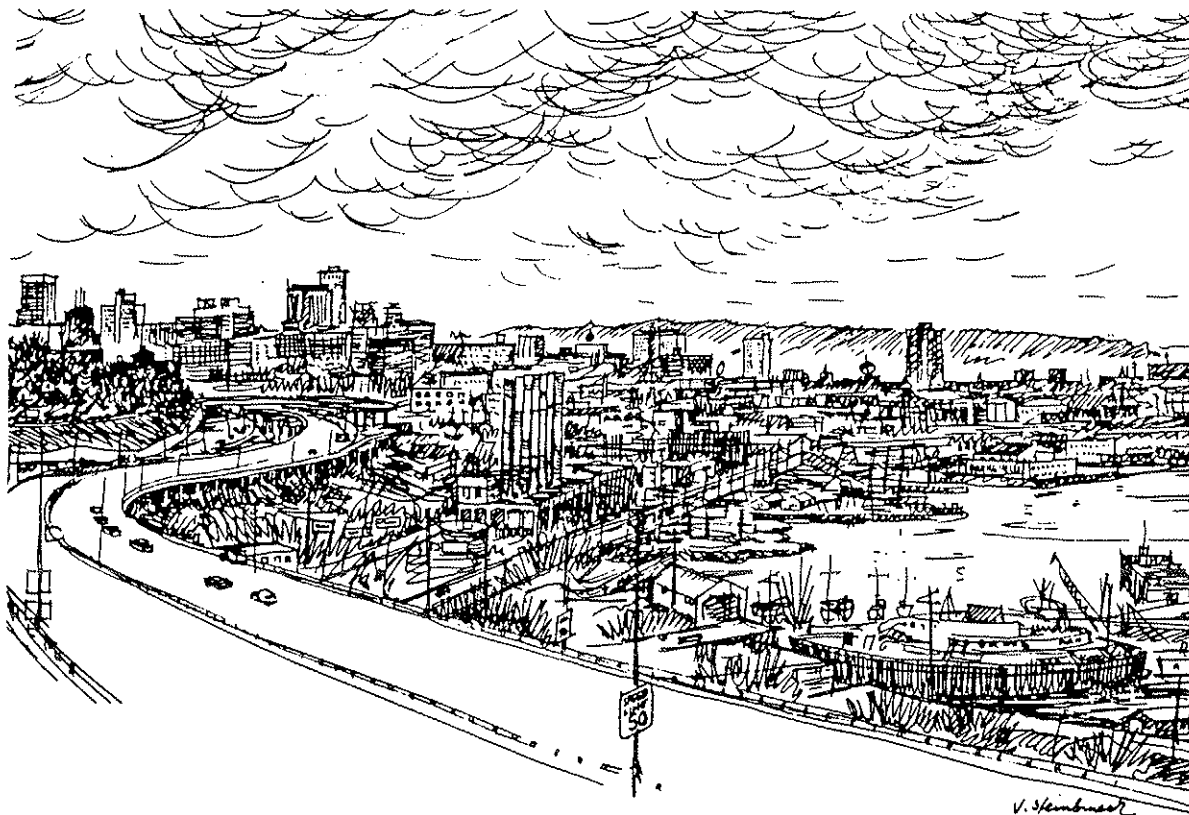
with SED; construction funding possible from Neighborhood Matching Fund and SED.]

65. **Redesign the intersection of Fairview and Eastlake Avenues to discourage drivers from making fast, sweeping turns; install a pedestrian island and bus stop and extend the sidewalk to reduce the distance for pedestrian crossing.** [The ECC-FHA traffic calming project will coordinate with SED, Lake Union Dry-dock, Washington State Employees Credit Union, Zymogenetics, other businesses, and the Eastlake transportation plan steering committee.]

66. **Install a sidewalk on the west side of Fairview Avenue from Newton to Blaine Streets in front of NOAA.** [The ECC-FHA traffic calming project will coordinate with SED and NOAA, with funding possible by SED, NOAA, and the Neighborhood Matching Fund.]

67. **Install a walking path on the lake bank west of Fairview Avenue between Blaine Street and Lake Union Dry-dock.** [The ECC-FHA traffic calming project will coordinate with SED and the affected businesses, with funding possible from SED and the Neighborhood Matching Fund]; the section near Garfield and Waterway No. 9 may be funded by a grant application from the Olmsted-Fairview Park Commission to the state Department of Natural Resources.]

68. **The City of Seattle should no longer list Fairview Avenue East as an arterial, and should recognize it as a neighborhood street.** [Communicate to SED via this plan; Eastlake transportation plan steering committee to follow up.]



ACKNOWLEDGEMENTS

The steering committee wishes to thank the many people who have made this document possible. Foremost are the thousands of residents, property owners, and business people who over the years have taken the time to fill out surveys and response forms, attend public meetings, or call or write us about their concerns. Dozens of agency employees have provided information and suggestions. Particular thanks go to Prof. Richard Untermann (a former Eastlake resident) and his graduate students for producing their excellent report on *Calming Traffic in Eastlake*, and for permission to reprint drawings from it and from Untermann's book, *Accommodating the Pedestrian*. Special appreciation also goes to Eastlake locals the Berger Partnership and UW Prof. Jim Donnette as well as to John Schwartz of Daly Associates for helping develop and draw various street design proposals.

Others who have donated their time include John Owen of Makers, who made an excellent slide presentation that got the neighborhood thinking about Eastlake Avenue; and John Britt of the Harborview Injury Prevention and Research Center and senior citizen Ruth Presler, both of whom contributed research on pedestrian conditions in our neighborhood. A careful editorial reading of the first draft was provided by Carolyn Bonamy and Nancy F. Leman. Thanks for formatting and printing from our disk also go to Mary Vargas of the Fred Hutchinson Cancer Research Center for the first draft plan and John Fortune of Fortune/Hitson Design for this version. We also appreciate the work of Herbert Bone of Fred Hutchinson for serving as fiscal agent. The illustration on the front cover is from an inventory of historic Eastlake buildings by Folke Nyberg and Victor Steinbrueck.

We could not have afforded to undertake this process without the help of \$5000 in Small and Simple Neighborhood Matching Funds from the Seattle Department of Neighborhoods and a \$500 cash award from the Bullitt Foundation. A \$500 grant from the Washington Traffic Safety Commission allowed us to print additional copies. We especially want to thank Mary Lynn Jensen of the Department of Neighborhoods for her guidance throughout the process.

INTRODUCTION

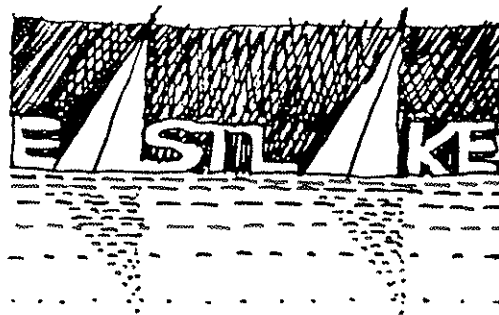
Give us back our neighborhood streets!

—Respondent to the 1994 Eastlake Transportation Survey

Something around 25 per cent of the land in the Eastlake neighborhood is occupied by street right-of-way, a proportion that rises to 50 per cent when Interstate 5 is included. Many problems come from traffic, but the future design of our streets is also a major opportunity to improve the neighborhood. Motor vehicle travel through or to the neighborhood is only one of many functions to be fulfilled by our street rights-of-way. Other uses include local traffic, public transit, bicycling, walking, parking, personal and service access to property, utility lines, neighborhood-serving retail, access to Lake Union, scenic views, a wildlife route, landscaping, special events, art work, notices about public meetings and lost cats, and a place for friends and neighbors to meet [Eychaner, 1994]. In short, Eastlake's streets can be a place, not just a corridor for people outside the neighborhood to get somewhere else.

This transportation plan—part of the Eastlake Tomorrow neighborhood planning process—sets forth a strategy to manage East lake's streets instead of continuing to let them manage us. One need only sample the poignant and passionate public comments included in the appendix to sense the urgent need for change. The need to rethink our streets soon is also posed by some planned or possible projects in the neighborhood for sewer reconstruction, electric trolley expansion, and light rail. The neighborhood consensus that this plan is helping to foster will make it possible to redesign the streets with a minimal extra cost to the City.

This plan is the product of a steering committee drawn from Eastlake's residential and business community, and is the product of an extensive process of public involvement and agency consultation. Comments are always welcome, and should be directed to Eastlake Transportation Plan, 117 E. Louisa St. #1, Seattle, WA 98102, or by calling 322-5463.



PART I

BACKGROUND ON THE EASTLAKE TRANSPORTATION PLANNING PROCESS

The following section provides a historic and organizational context for this plan, and describes the extensive public process by which the plan was developed.

A. EASTLAKE, NEIGHBORHOOD PLANNING, AND TRANSPORTATION

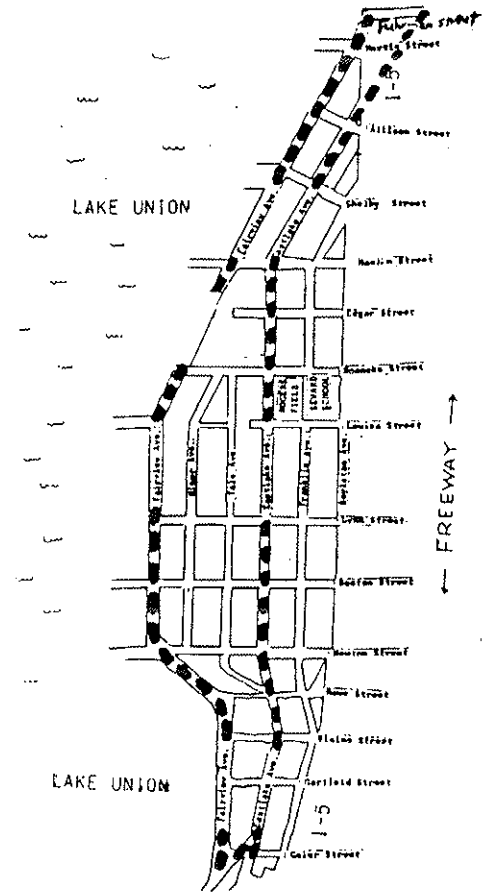
About Eastlake. With an estimated 3000 residents and 3000 employees in an area of about 400 acres located between Lake Union and Interstate 5, Eastlake is one of the state's densest neighborhoods—and one of the few in which jobs and housing units are roughly equal in number. Eastlake is also one of the City's busiest routes for bus and bicycle travel, but automobile traffic is most obvious in the corridor. In addition to accommodating most travel between downtown and the University district, Eastlake is on access routes to Interstate 5, State Route 520, Seattle Center, Queen Anne, and Capitol Hill. For its size, the neighborhood is a corridor for unusually high levels of freeway and arterial traffic, with effects that are intensified by the physical barriers to spillover traffic that are posed by Interstate 5 and the shoreline.

The neighborhood pays dearly in noise and air pollution for the traffic. The 1994 Eastlake Transportation Survey found that air pollution had caused 18 percent to stay indoors, have a headache, or have trouble breathing; and that noise had caused 30 percent to stay indoors or to lose sleep. As one respondent remarked, "I love the character and location of Eastlake but would never buy a home here due to traffic and nearby freeway noise and pollution."

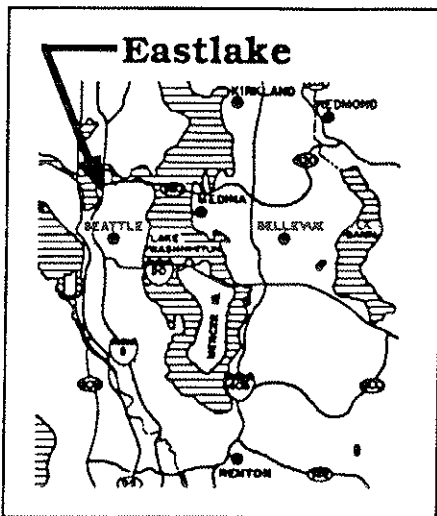
the character and location of Eastlake but would never buy a home here due to traffic and nearby freeway noise and pollution."

Eastlake Community Council. Established in 1971, the Eastlake Community Council is one of

Seattle's most active neighborhood organizations, and last year was designated as the "community council of the decade" at a Seattle Neighborhood Coalition awards ceremony attended by many City officials. ECC's stated purposes include to promote the quality of life in Eastlake and throughout Seattle, to work with government and other organiza-



The study area is the Eastlake neighborhood. The project area is Eastlake Avenue and Fairview Avenue from Galer Street to the University Bridge just north of Fuhrman Avenue



tions toward that end, and to inform and promote a sense of community among those who work or live in Eastlake. ECC's territory extends from Lake Union east to Interstate 5, and from the ship canal south to Mercer Street.

City context. Decades of City planning documents, first the Comprehensive Plan Framework Policies, then the Mayor's proposed Comprehensive Plan, and now the City Council-approved version of the Comprehensive Plan, encourage mixed-use neighborhoods like Eastlake, but they also recognize that maintaining a high quality life in such places is a continuing challenge. A livable neighborhood amidst an active transportation system requires a reconciliation of the needs of pedestrians, bicyclists, buses, trucks, and automobiles, and also a balance of transportation uses with the needs of those who live or work in the area. The 1994 Seattle Comprehensive Plan's designation of Eastlake as a "residential urban village" is a reminder of the importance of maintaining or creating a village feel amidst the neighborhood's decidedly urban setting.

Eastlake Tomorrow: a neighborhood planning process. It was clear for some years that Eastlake needed a public process for neighborhood planning. With the help of Neighborhood Matching Funds from the City, this process began in 1991. In the first two phases of the Eastlake Tomorrow neighborhood planning exercise, neighborhood resident, property-owner and business concerns were resoundingly documented in a neighborhood wide opinion survey as well as in hundreds of one-on-one interviews. The survey found traffic and parking to be the single highest priority of residents and businesses alike. Neighborhood streets received extensive discussion at an April 1992 Town Meeting and a two-evening design charrette conducted in September 1992.

Other public outreach. In recent years (as throughout its history) the Eastlake Community Council has conducted extensive outreach on transportation issues, most often through its regular general meetings, which are publicized through the media and are open to the public. Transportation and parking issues have been the most common topic for ECC general meetings, and have been addressed regularly in the Eastlake News, the neighborhood newsletter. To provide input for and response to the Seattle Engineering Department's Eastlake Transportation Study (1987), three general meetings were held between 1987 and 1989. In a 1992 ECC general meeting the opportunities for traffic control were addressed by UW Prof. Richard Untermann, with participation also by City Councilmember Martha Choe, and by Noel Schoeneman and Jim Mundell of the Seattle Engineering Department.

Widespread desire for improvements in the transportation situation has also been documented repeatedly in surveys distributed by the ECC as part of the neighborhood's participation in the City budget process; for example, the survey completed in February 1994 found that traffic and parking issues were six of the top eight vote-getters. The ECC's Eastlake News regularly solicits public suggestions on transportation improvements, yielding a growing file of responses, many of them about safety problems at specific street locations and bus stops. And as discussed below, 175 responses were received to the four-page Eastlake Transportation Survey that was distributed to residents and businesses from February to May of 1994.

The planning process. This plan is the third step in the Eastlake Tomorrow neighborhood planning process, but it is the first phase in development of an Eastlake transportation plan and guidelines for urban design. The study area (see map) encompasses the Eastlake neighborhood. This first phase in the transportation plan is focusing on Eastlake and Fairview Avenues, two key streets that have consistently received the most concern in neighborhood public participation exercises. In the process of the study, much material has been received regarding other streets in the neighborhood that we hope to use in developing future recommendations.

In May 1994 we printed 120 copies of the draft plan, distributing them to 34 businesses, 30 organizations, and many individuals. Copies (some of them printed by the Seattle Department of Neighborhoods) were also provided to 26 agencies. With the help of a four-page response form distributed in June and July, we received hundreds of comments on the draft from these various reviewers; the results are reported in the appendix on a copy of the response form, and are mentioned at various places in this document. The steering committee reviewed the comments in preparing this revised plan. In fall 1994 we will hold public meetings to discuss the plan, make any necessary changes and proceed to implement the recommendations.

B. STEERING COMMITTEE

This planning process has been guided by a ten-person steering committee, half of whose members own a business or are employed in Eastlake. Businesses represented on the committee have included a boat yard, travel agency, bank, social service agency, design firm, large insurance company and research institution. Residents on the steering committee include an attorney, nurse practitioner, hospital department manager, land use planner, and transportation researcher.

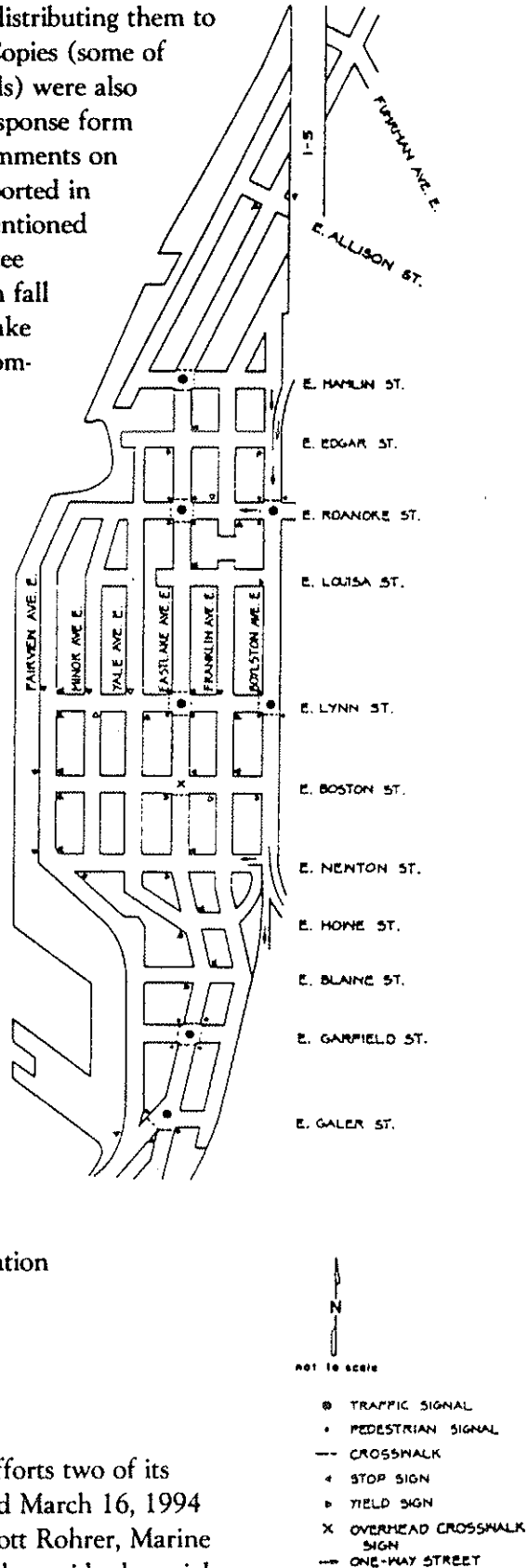
The residential representatives:

Carol Eychaner, 2348 Franklin Ave. E.
 Mary Sue Galvin, 2019F Fairview Ave. E.
 Richard Hicks, 2612 Franklin Ave. E.
 Chris Leman, 85 E. Roanoke Street
 Lynn Poser, 2223 Franklin Ave. E.

The business representatives:

Henry Dellechiaie, United Indians of All Tribes Foundation
 Rick Esposito, Travel Experts
 Richard Haag, Richard Haag Associates
 Steve Lull, U.S. Bank of Washington
 Guy Ott, Fred Hutchinson Cancer Research Center

The steering committee also wishes to thank for their efforts two of its former members: Robert Mitchell, ITT Hartford (resigned March 16, 1994 when ITT Hartford decided to move downtown); and Scott Rohrer, Marine Service Center (resigned May 11, 1994 when he took a job outside the neigh-



borhood).

The steering committee had twelve meetings between February and July 1994. In February it selected the project manager (Chris Leman), who has coordinated the process and the preparation of this document.

C. COORDINATION WITH AGENCIES AND OTHER ORGANIZATIONS

We knew from the outset that this neighborhood planning process would work only with the cooperation of public agencies and other organizations. An unusually wide range of agencies and organizations (see appendix) was consulted in the preparation of the draft plan and in the revised version presented here. Particular time has been spent consulting with staff in several divisions each of the Seattle Engineering Department and the King County Department of Metropolitan Services (Metro), and they have attended many of our public meetings and some of our steering committee meetings. On June 22, three members of the steering committee made a presentation on the plan to the City of Seattle Interdepartmental Neighborhood Planning Committee; attending were representatives of the Seattle Departments of Engineering, Planning, Neighborhoods, Housing and Human Services, and Police.

Comment letters on the May draft received from public agencies have included the Planning Department, Department of Construction and Land Use, Department of Neighborhoods, Engineering Department (all from the City of Seattle); as well as Metro and the Regional Transit Authority. We also received from the Police Department a set of resource materials on crime prevention through environmental design. Although this revision responds to the main points raised in these various agency letters, individual letters will respond in more detail.

We have also worked to coordinate with other nonprofit organizations. Presentations on the plan were made to the King County Chapter of the Washington Council of the Blind and to a committee of the Cascade Bicycle Club. At one of its first meetings, the steering committee also met with representatives of the neighboring Portage Bay/Roanoke Park Community Council who had just completed a transportation plan of their own. Coordination with corporate and nonprofit employers in the Eastlake neighborhood has been fundamental to the planning process. Half of the steering committee work for a local business or nonprofit organization, and these organizations are well represented in the results of the Eastlake Transportation survey and the response form on the draft plan.

UW design studio course. The planning process was greatly assisted by Prof. Rich Untermann's University of Washington urban design studio class (Landscape Architecture 503, "Soft Cities: Landscape Design of Communities"), which spent two and half weeks studying the neighborhood. Untermann—formerly a resident of our neighborhood and also formerly chair of the Seattle Design Commission—is internationally known for his work in helping communities rethink their streets. We featured the class at an April 19 neighborhood potluck and public workshop at which they presented their ideas. Then on May 5, the steering committee received from Untermann a beautifully illustrated and incisively written 22-page report in 11-by-17 format, *Calming Traffic in Eastlake* (copies available for loan by calling 322-5463). Written on the theme of Eastlake as a "moveable feast," the UW report serves up a "menu of ideas": "Order a la carte, select a whole dinner or decide you want something else altogether. Like all menus, we describe the dish exquisitely but do not provide the recipe. Enjoy!"

Other UW student research. We are making use of past UW student projects focusing on our neighborhood, including a UW 1992 landscape architecture master's thesis by Holly Godard on bicycle commuting

through the Eastlake community and a 1988 urban design studio project supervised by Prof. Anne Vernez Moudon on possible pedestrian and bicycle improvements around Lake Union.

Harborview Injury Prevention and Research Program. An Eastlake volunteer has assisted John Britt, the Harborview traffic safety coordinator, in doing "step-out" studies on Eastlake Avenue of compliance with laws requiring drivers to stop for pedestrians who are trying to cross the street at unsignalized intersections.

D. PUBLIC MEETINGS

As a part of this planning process, between February and May 1994 six public meetings were conducted, three of them jointly with public agencies. Agendas, handouts, and sign-up sheets are available in our files for each meeting.

February 15. Public meeting (13 in attendance) on traffic problems and streetscape design. Included a slide show by land use planner and steering committee member Carol Eychaner of design issues for streets and the streetscape for possible neighborhood guidelines under the City's new process. The meeting also included discussion of alternatives for Eastlake and (primarily) Fairview Avenues.

March 24. Public meeting (22 in attendance) on the future of Eastlake Avenue. Featured a slide show by John Owen of the Makers consulting firm on opportunities to redesign Eastlake Avenue to strengthen neighborhood retail and improve pedestrian safety and comfort. The second half of the meeting consisted of a goal and priority setting exercise summarized in the appendix.

March 26. Public forum (25 in attendance) on non motorized transportation (cosponsored by the Eastlake Community Council and the Puget Sound Regional Council). Eastlake was selected as one of two neighborhoods in the regional council's four-county area for a public goal-setting exercise for update of the metropolitan transportation plan. The regional council's consultants ran the meeting and prepared a summary report (see appendix).

April 19. A three-hour public potluck and workshop (49 in attendance) to hear and comment on proposals from a U.W. design studio course led by Prof. Richard Untermann. During supper, attendees viewed the drawings and chatted with the students. After a half-hour presentation by the professor and class, there was an hour and a half discussion, and attendees wrote out their comments on large sheets of paper.

April 25. Public meeting (30 in attendance) on transit service on Eastlake Avenue (cosponsored by the Eastlake Community Council and King County Metro). Included presentations by Metro on proposed bus service changes and on possible designs for the expansion of electric trolley buses through the neighborhood. There was also a presentation by the Regional Transit Authority on possible light rail along Eastlake Avenue. All presentations were followed with public questions and discussion.

May 10. A public meeting (40 in attendance) on light rail on Eastlake Avenue (cosponsored by the Eastlake Community Council, Regional Transit Authority and Eastlake Business Association). Included presentations by RTA staff (including director Tom Matoff) and UW Prof. Richard Untermann, and more than an hour of questions and discussion by members of the public. RTA prepared a summary report on the meeting (see appendix).

E. OTHER PUBLIC OUTREACH

Public notices. To seek ideas for the drafting and revision of the transportation plan, we printed requests for public comment in several issues of the Eastlake News (2500 circulation to neighborhood residents and businesses) and in the April 1994 issue of the Cascade Courier, newsletter of the Cascade Bicycle Club.

Public survey. With the help of a Bullitt Foundation cash award to the Eastlake Community Council for winning the 1993 Oil Smart Neighborhood Challenge, we conducted the four-page Eastlake Transportation Survey among neighborhood residents, employees, and business owners. The form included 28 questions as well as a map on which respondents were encouraged to indicate specific suggestions. From February to May 1994, survey forms were distributed in several ways: (1) directly to homes and businesses; (2) at public meetings; (3) by employers; and (4) at three retail businesses (Lake Union Mail, Pete's Super, and L'Elephant Espresso). The availability of the forms was publicized in the Eastlake News and at various public meetings. A total of 175 survey forms were received from the 1400 distributed. About ten of the forms returned were copies of the original. Quantitative analysis of the results was by U.S. Bank's Steve Lull, a member of the steering committee. Written comments were compiled by the project manager. [See appendix for the quantitative results and a selection of the written comments.]

The average size of household of those responding was about two (1.96). Two fifths (41 per cent) of those filling out the survey are employed in the neighborhood, with the rest being residents only. In one of the most interesting findings of the survey, more than one fifth (22 per cent, or about half of those employed here) both work and live in the neighborhood. This group may be overrepresented in the results because our survey effort sought residents and business people alike, doubling their chance of getting a survey. But even if the actual proportion is somewhat less, it is impressive that we have found so many people who both live and work in the neighborhood. It seems likely that Eastlake has one of the highest such percentages in the state, reflecting the current balance of jobs and housing within the neighborhood, and the good quality of both the jobs and the living conditions here.

Almost all (94 per cent) of those surveyed have a driver's license; automobile trips made to the general category of Capitol Hill, Wallingford, and the University District exceeded those made to any other single destination, including downtown. About two thirds (66 per cent) own a bicycle, considerably above the citywide average of 52.8 percent [SED, 1991]. Almost all in the previous week had walked frequently in the neighborhood. Patronage of Metro buses is far higher than the city average; three fifths (59 per cent) of Eastlakers had ridden a Metro bus in the previous month, almost twice the 33.7 percent among all residents of Seattle and North King County [King County Metro, 1993, p. 8]. Two fifths (43 percent) of Eastlakers had ridden the bus in the previous week, and only 17 percent had not ridden a Metro bus in the past year.

Public response form. To solicit public and agency comment on the May 1994 draft plan, a four-page illustrated response form was developed, summarizing the plan and giving respondents the opportunity to indicate support or opposition to each of 31 recommendations, to comment on traffic signal priorities, and to express their views on various aspects of light rail planning. As an insert in the June Eastlake News, 2500 copies were distributed to neighborhood residents and businesses; another 2000 copies were distributed separately to ensure wide coverage and the availability of duplicates at addresses where more than one person works or lives. Copies were also provided to public agencies and nonprofit organizations. A total of 190 response forms were received, of which 58 were identifiable as being from employees or owners of 46 different Eastlake businesses and four Eastlake nonprofit organizations. An analysis of the response forms (see appen-

dix) shows majority support for 29 of the 31 recommendations, 27 of them with 60 per cent or more approving.

F. PAST TRANSPORTATION STUDIES OF THE EASTLAKE NEIGHBORHOOD

In 1986 and 1987, two transportation studies were conducted regarding the Eastlake area. These reports are summarized here.

Eastlake Corridor Transportation Impact Analysis [TDA, 1986]. This study was prepared for a consortium of warehouse and office developers who at that time were proposing to construct 425,000 square feet of commercial development along a twelve-block section of the Eastlake corridor. The first sentence (p. 1) states that the report's purpose is to "identify the cumulative transportation impacts of recently approved and proposed projects and to identify measures for mitigation." The report's major proposal was that parts of Eastlake Avenue be restriped to allow a center-turn lane and that parking be restricted to allow two lanes of traffic in the direction of peak-period travel.

The City did restripe Eastlake Avenue between Hamlin and Boston Streets, improving the level of service for drivers (i.e. traffic congestion was reduced) and accommodating the increased traffic volumes expected from the proposed buildings. However, pedestrians and bicyclists arguably suffered a decline in their "level of service." Also, the loss of parking was not an improvement for retail businesses who needed it for their customers. There was no real examination of street design opportunities to promote a pedestrian-friendly and more vital retail business district.

Eastlake Area Transportation Study [SED, 1987]. This study was conducted by TP&E, Inc. for the Seattle Engineering Department. Page 1 of the study states that "Eastlake Avenue E. was not analyzed in this study because it was previously addressed in the Eastlake Corridor Transportation Impact Analysis, TDA Inc. (1986)." Thus the 1987 study did not add anything about Eastlake Avenue to the 1986 study.

Major recommendations of the 1987 study were that: (1) E. Lynn Street be widened between Eastlake and Boylston by eliminating the planting strips; (2) Fairview Avenue E. be widened according to a number of possible alternatives; and (3) on a 3-month trial basis, parts of five streets be made one-way. A widely attended public meeting to review the recommendations was sponsored by the Eastlake Community Council. The public input emphasized that traffic volumes were already unacceptable, and that further changes in the streets should emphasize the safety of pedestrians and local drivers. Neighbors were divided about the one-way proposals. The ECC developed a detailed response to the City opposing each of the major recommendations [ECC, 1989]. While waiting for the ECC response, the City had gone ahead with planning to widen Lynn Street, and applied for state funds to do so. However, the negative response at a series of widely attended public meetings about Lynn Street led the City to withdraw the proposal and the application for state funds.

Summary. The 1986 and 1987 studies were of limited value in addressing the overall future of the neighborhood's streets and streetscape. Neither study was part of a grassroots public process that could assure early and full-ranging public input, or achieve genuine consensus on a course of action. Of course, the 1986 and 1987 studies—and the many other sources found in our bibliography—include information that has been valuable for our neighborhood transportation planning process.

PART II

ANALYSIS AND RECOMMENDATIONS FOR EASTLAKE AVENUE EAST

No speedometer in car so I drive like the others and I know that's too fast.

—Respondent to Eastlake Transportation Survey

It is infuriating to watch ten or twenty drivers whiz by oblivious to the crossing lines and laws.

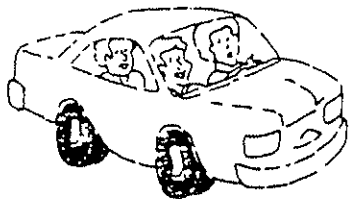
—Respondent to Eastlake Transportation Survey

Eastlake Avenue has destroyed "community" by favoring non neighborhood, peak-period automobile travel over day-long community usage by pedestrians, bicycles, and transit, and favoring vehicular speed and capacity over "placeness" of adjacent community and residential uses.

—1994 UW design studio class report

Eastlake Avenue is a corridor through which traffic moves, but it is also a source of noise, pollution, and traffic danger for those who live, work, or shop in the neighborhood. And it is increasingly a wall dividing the neighborhood's narrow east and west sides along their entire length. Looking back on how it got that way, the UW design studio report observes that "Eastlake was incrementally altered without regard to air quality, trip reduction or intermodal goals, and with no regard for the (existing or potential) lane uses along the corridor." In particular, the UW report notes the relatively small number and diversity of businesses on Eastlake Avenue: "While many other neighborhood districts have blossomed with a diverse range of businesses, Eastlake hasn't, and we lay much of the blame on the speed of through traffic."

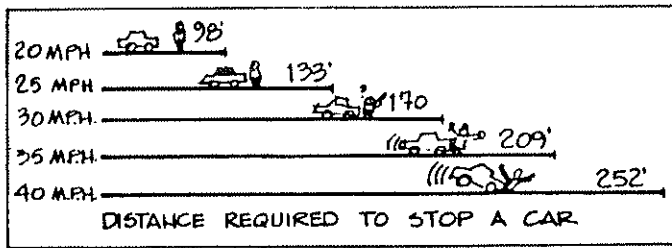
A. EASTLAKE AVENUE MUST BE MADE SAFER



Every significant indicator of public concern in our files shows a deep concern about traffic on Eastlake Avenue. When the Eastlake Community Council's City-funded 1991 Needs Assessment Survey (335 respondents, 30 percent of them property owners or business operators) asked which are the most serious traffic-related problems in Eastlake, the highest ranked response was speeding on Eastlake Avenue. Similar results were found in the 1994 Eastlake Transportation Survey.

Parents are concerned about their children's safety on the walk to school or the park. Seniors and the disabled are concerned about being able to safely cross the street to shop or catch a bus.

The written comments we have received are a powerful and poignant illustration of these views, and can be found in the appendix. One respondent to the Eastlake Transportation Survey recalls: "I had the walk light and a car made a right turn, knocking me off my feet. I got a hairline fracture of my rib and a badly skinned forearm. I still have scars." Another observes: "It seems to me that the arterial should have mandatory stops for pedestrians, instead of being a mini-freeway. After all, it is the main street through out neighborhood." Even those who drive on Eastlake Avenue think the speeds are too high. In the 1994 survey, about one



quarter (27 per cent) answered “no” when asked: “If you drive, do you feel safe in a car with Eastlake Avenue’s current traffic and speeds?”

The public concern is justified. On parts of Eastlake Avenue, easily more than half the cars are exceeding the 30 mile per hour speed limit. And the cars are not stopping for pedestrians as the law requires; a study by the Harborview Injury Preven-

tion and Research Unit [Britt, 1994] found that at an unmarked crosswalk (Eastlake Avenue and Allison Street) more than 99 per cent of cars along Eastlake Avenue were not legally yielding—one of the highest percentages found in Seattle; the marked crosswalk at Eastlake Avenue and E. Boston Street had almost as high a level of driver noncompliance (97 per cent), much worse than the citywide average of about 80 percent at other marked crosswalks. A local restaurateur has even considered lending her customers flags to wave and catch drivers’ attention in hopes that they will stop and allow a safe crossing in front of her restaurant.

According to accident summaries provided by the Seattle Engineering Department, between 1988 and 1993, motor vehicles injured 26 bicyclists and 12 pedestrians. Some of those injured will never fully recover. Contrary to the pattern in other parts of the City, pedestrian accidents along Eastlake Avenue are not primarily at night, in bad weather, or at the peak hour. A study of pedestrian collisions from 1981 to 1986 found that most accidents occurred in clear, dry weather during daylight [TDA, p. 29]. The frequency with which pedestrians are hit by motor vehicles seems most closely related to the frequency with which neighborhood residents and employees must cross Eastlake Avenue as a part of their daily routines.

The collision statistics do not include the non-injury collisions in which property damage was less than \$500, nor do they count the many near misses or other traffic conflicts that at any time could have been an injury or death statistic. Danger is a part of any pedestrian crossing of Eastlake Avenue as presently designed. Two fifths (40 percent) of those in the 1994 Eastlake Transportation Survey reported that as a pedestrian they have had a close call with a motor vehicle or had actually been hit; almost none of these encounters had been reported to the police.

The vehicle speeds typical of Eastlake Avenue are particularly serious because they often occur in the curbside lane, just feet or even inches from the pedestrian or bicyclist. Residents and employees tell of almost being sideswiped by a fast-moving car, truck, or bus. Street trees have been destroyed when sideswiped by a car; it may be only a matter of time before a pedestrian on the sidewalk meets a similar fate.

Safety is not the only concern; respondents in the survey express concern that walking along Eastlake Avenue is not a comfortable feeling because of the pollution and noise. The 1993 study of freeway noise conducted by the Washington State Department of Transportation reported that a significant portion of Eastlake neighborhood noise comes from the arterials. As one survey respondent observed: “Our worst noise is from Eastlake, and right through our double-pane windows. We begin to hear it at 3 p.m., earlier than it used to be.”

B. EASTLAKE AVENUE CAN BECOME OUR “MAIN STREET” AGAIN

Unlike many of the City’s other arterials, Eastlake Avenue’s traffic is nowhere near its capacity. According to projections supplied by the Seattle Planning Department, the only segment of Eastlake Avenue that in the 1990 base year was over capacity was the short segment north of Harvard Street; every other segment had a

ratio of volume to capacity of less than 0.9. And according to the Planning Department's figures, even in the year 2010, traffic on Eastlake Avenue south of Harvard Street will not yet have reached capacity, whether under existing trends or under a strong growth management alternative [Seattle Planning Department, 1994].

If speed can kill a neighborhood, slower speeds can strengthen that neighborhood. As argued in the UW design studio report, the real problem of Eastlake Avenue is not the volume but the speed of the traffic. Eastlake Avenue has less motor vehicle traffic volume than many other arterials, among them NE 45th Street through Wallingford, 10th Ave. E., Northgate Way, and Madison Street; but the traffic speeds on Eastlake Avenue are considerably higher. On several of these streets, it is unusual for traffic speeds to reach the posted limit of 30 miles per hour. But Eastlake Avenue, which has the same speed limit, has general traffic speeds that often exceed 30 miles an hour; speeds of 45 miles an hour are not uncommon. Captain John Moffat of the Seattle Police Department reports that the City faces a major speeding enforcement challenge on Eastlake Avenue between Fairview Avenue and the University Bridge and that hundreds of speeding tickets a year are issued there. In fact, one couple in the Eastlake Transportation Survey wrote that despite sincere effort to observe the speed limit, each had earned a speeding ticket on Eastlake Avenue because "others are always trying to pass us."

Becoming more pedestrian-and bicycle-friendly—again. As one of Seattle's original urban villages, Eastlake in the 19th and early 20th centuries was much more friendly to pedestrians and bicyclists than it is today; in fact, paths for walking and bicycling preceded roads. Public transit (first streetcars and then buses) once accounted for a larger share of trips than it does today, and then as now, every transit trip would start and end with a pedestrian trip. As automobiles began to take up more of the roadway, conditions worsened for those on foot or on bicycle. Seattle's 1994 Comprehensive Plan finds that none of the commercial zones along Eastlake Avenue currently offer a positive pedestrian environment, and that some have a poor pedestrian environment. The present Eastlake Transportation Plan proposes that City agencies and Metro jointly commit with neighborhood residents and businesses to make Eastlake again a safe and comfortable place to walk or bicycle.

It is true that pedestrian and bicycle collisions are only a fraction of the total, and are somewhat less numerous than they were ten or twenty years ago. But as the UW design studio report observes, "pedestrian accidents on a busy street like Eastlake are comparatively low because pedestrians have been removed from it!" Many pedestrians do not feel safe walking alone or across Eastlake Avenue, and they avoid it when they can. The 1994 Eastlake Transportation Survey also found that many in the neighborhood who own a bicycle do not use it because of concern over safety in traffic.

As the UW design studio report observes, the safer that pedestrians feel on the street, the more they will use it. And safety is not the only concern; the sidewalks and streetscape of Eastlake Avenue and other streets are not very comfortable places to be a pedestrian. According to the UW report, "Comfortable places are those where fairly large numbers of pedestrians spend time on the street, linger, 'hang out,' stroll, talk with others, etc. The presence of children and elderly, or generally frail people also indicates safety and comfort."

A pledge to become a model neighborhood for the disabled. No one more deserves safe and comfortable pedestrian conditions than the disabled. Disabled pedestrians often do not have the alternative of driving, and pedestrians may move more slowly and with greater difficulty—but also are experienced as pedestrians and often willing to share that experience. Disabled people are also unusually dependent on public transit, and thus on the pedestrian conditions near bus stops.

Personal vehicles are certainly a resource for some disabled persons, and we support the designation and enforcement of parking places for them. We also support the needs of paratransit organizations such as Eastlake-based Seattle Personal Transit, which gives rides to the disabled, including many who cannot drive. But the disabled have a fundamental right to safe and comfortable pedestrian conditions.

The Eastlake neighborhood is blessed with the headquarters of three nonprofit organizations that serve the needs of people who are both deaf and blind, and thus have many visits every week from them as clients or employees. We also have as residents, employees or visitors a number of people who are blind and those who use wheelchairs, crutches, or canes—and we would like to have more. The Eastlake transportation plan steering committee fully endorses recommendations for specific measures to aid the deaf and the deaf-blind we have received from Marc Landreneau, a staff person at the Deaf-Blind Service Center who is also vice president of the Washington Deaf-Blind Citizens Association [Landreneau, 1994]. These recommendations—which have also been endorsed in a resolution by the King County Chapter of the Washington Council of the Blind and by a letter from David Miller, orientation and mobility specialist with the Deaf-Blind Program at the Lighthouse for the Blind, Inc—are incorporated throughout this plan.

In addition, many of the recommendations throughout this report which are designed to improve pedestrian safety will directly benefit the disabled pedestrian. In a letter to the Eastlake Community Council endorsing our efforts, the King County Chapter of the Washington Council of the Blind observes that “better traffic control will ensure safety for all pedestrians, not just disabled ones.”

We offer this plan to the City as an opportunity to rethink Eastlake Avenue to make it safer and a more comfortable for people of all abilities and walks of life—clients at social service agencies, neighborhood residents, businesses, drivers, and so on. The rest of this section sets forth such a strategy.

C. UPCOMING PUBLIC WORKS PROJECTS

Upcoming public works projects make it especially important for some decisions to be made now about the neighborhood’s transportation future.

Metro trolley expansion. Eastlake Avenue once had overhead electric lines to power its streetcars and then the trolley buses that replaced them. Although these lines were removed in 1963, in the past twelve years Metro has been working to re-electrify bus service on Eastlake Avenue [King County Metro, 1983]. The local routes in Eastlake and the University district have the most frequent service in the Seattle that is not electrified. A 1983 trolley

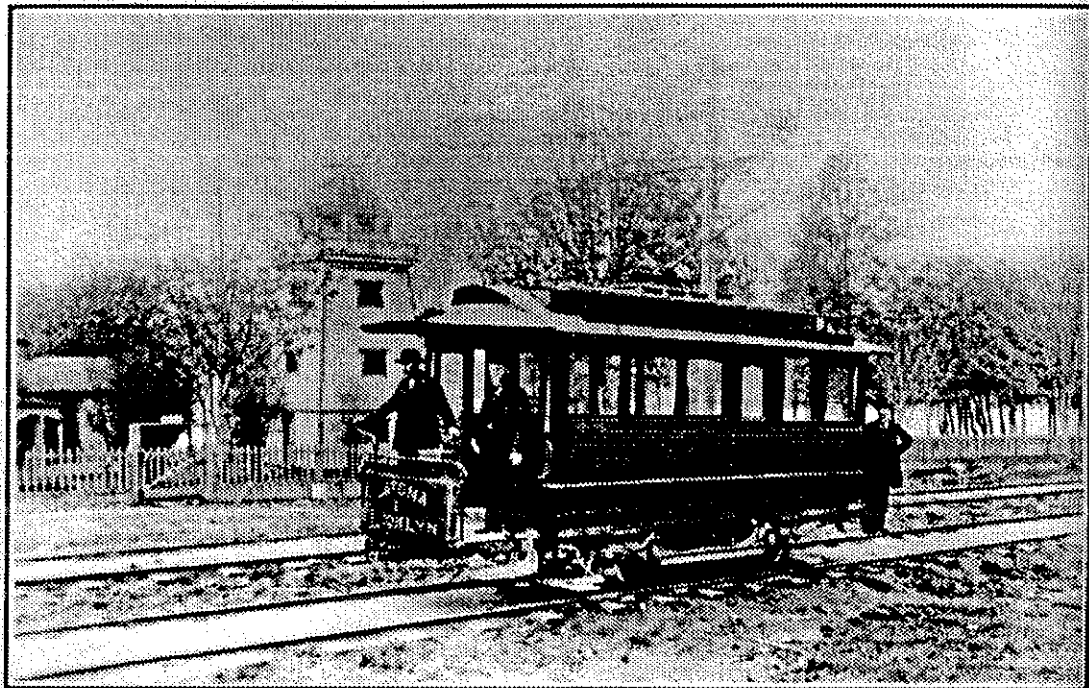


Eastlake Avenue in 1927 looking north toward Lynn Street.

expansion project for Eastlake was delayed in part by funding needs related to the downtown bus tunnel. However, Metro is now planning to reinstall overhead trolley lines for its route 70 through the neighborhood [King County Metro, 1993]. The design of these lines presents some important choices on where they should be, what they should look like, and what other improvements in the streetscape should be made. Under the "one percent for art" program, significant funds will be available.

Combined sewer overflow project. Sometime in 1995 or thereafter, a major City excavation and construction project will expand the size of the East Lake Union Combined Sewer Trunk Line (see map), which is on Eastlake Avenue south of the University Bridge to Edgar Street, where it heads down Minor Ave. E. and then returns to Eastlake at Howe Street. A major question will be how to restore Eastlake Avenue and other affected streets after the excavation. Certain improvements will be possible at virtually no additional cost, and possibly even with a City saving. One per cent of the cost of the project will be available for art-related construction; some of these funds could be spent to improve the streetscape and crossing. The City has not yet decided whether the art funds generated in the Eastlake neighborhood will be spent in the neighborhood. A strong recommendation of the Eastlake transportation plan steering committee is that these funds should indeed be spent in Eastlake.

Sewer projects have led to street improvements in other parts of the City. For example, when new sewers were installed, the City recently was able to restore a planted median on Union Bay Place and NE 41st St. that had been removed during World War II. When a new Metro sewer line was installed on 8th Avenue NW between NW 65th and NW 85th Streets, petitions from more than 60 percent of the abutting property owners led to the 1991 installation of a planted median (some businesses who felt they had not been included in the decision process tried unsuccessfully to block the median project). The Seattle Engineering Department was successful in persuading Metro that installation of the median would cost no more than putting the pavement back, so Metro charged the City nothing extra for the median. In another example, the City's



A streetcar in Eastlake. Photo taken in 1892 or 1893, southeast of Lake Union (Courtesy of University of Washington Historical Photographs Collections.

installation of sewage overflow storage capacity under E. Shelby St. at Boyer Avenue E. is occasioning major improvements in that intersection. However, because the changes were not originally planned and therefore were not in the contract, they have required change orders and additional City cost.

From these previous experiences in other neighborhoods, it is clear that an early planning process with full public involvement is needed to maximize the transportation results from sewer excavation projects. This possibility was raised and received City encouragement at an Eastlake Community Council general meeting on January 25, 1993, and it is reaffirmed in the current plan.

Possible light rail. Another possibility is that the Regional Transit Authority could decide to put a light rail line on the surface of Eastlake Avenue. It will be a year or more before that decision is made, but RTA's current attention to this route requires that the neighborhood think about it, too, and the possibility is analyzed in a separate section below.

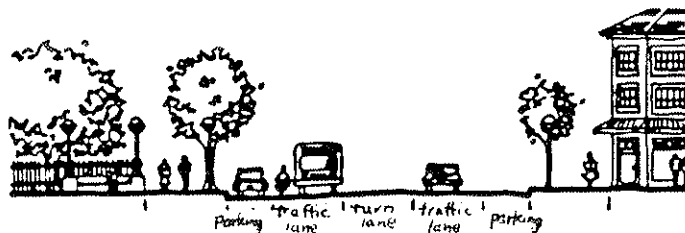
D. RESTORE PARKING TO BOTH SIDES OF EASTLAKE AVENUE

Historical photographs show unlimited parking allowed on both sides of Eastlake Avenue. Later, however, parking along many stretches was prohibited, either all the time or in the period and direction of peak travel. Along other sections of Eastlake Avenue, some allowable parking is not realistically available because the high speeds of motor vehicles in the adjacent traffic lanes make it difficult or dangerous to enter and leave the parking places.

The absence of on-street parking is a serious drawback for the retail and service businesses on Eastlake Avenue. One local businessperson writes: "I haven't been to the new card shop (and I love cards) because I haven't figured out a good parking place."

We recommend the removal of all of the parking prohibitions along Eastlake Avenue, from the University Bridge to the Fairview Avenue; 74 per cent of those who filled out a public response form regarding the May draft plan support our recommendation. The parking should be available to anyone, and nearby businesses could petition for a restriction to two hours. Retail businesses especially should be encouraged to make this petition; inadequate on-street parking is a serious problem for the retail businesses and their customers along Eastlake Avenue. Of course, bus stops and loading zones are essential and should take precedence over parking wherever they are needed.

We also recommend the conversion to general parking of the eleven places on Eastlake Avenue between Louisa and Lynn Streets that in the past year were restricted to commuters in registered carpools. There is a place for HOV-only parking, but it should be off-street, and certainly not in a retail district that needs more on-street short-term parking. On the public response forms for the May 1994 draft, 82 per cent supported this recommendation, including many business people.



Proposed lane configuration for Eastlake Ave. (see next page)

E. RECOMMENDATIONS ON LANE CONFIGURATIONS

In recent decades the City has converted some arterials from four traffic lanes to three—that is, from two lanes in each direction to one lane in each direction plus a middle lane for turning vehicles. Current examples of the three-lane arrangement include NE 45th Street through Wallingford, California Avenue, Delridge Way—and (since 1987, but with two peak-direction, peak period lanes) Eastlake Avenue between Hamlin and Boston streets.

We propose that accordingly, the rest of Eastlake Avenue north to the University Bridge and south to Fairview Avenue be converted to three lanes, one of which is a center-turn lane. This would mean the elimination of the second peak-period, peak-direction lane that is taken from parking between Hamlin and Lynn streets, and the conversion of the rest of Eastlake Avenue from four traffic lanes to three lanes with a center-turn lane.

Based on experience on Eastlake Avenue and other arterials, the three-lane arrangement would reduce motor vehicle speeds without reducing the roadway's capacity for motor vehicle traffic. Vehicle capacity would not decrease because a center-turn lane removes vehicles making left turns; in fact, traffic will flow more smoothly, and collisions will decline in number and severity. Speeding will decline because drivers cannot legally pass slower vehicles in front of them.

John Moffat, director of the Seattle Police Department's Traffic Section, reports that speeding enforcement problems are substantially reduced on arterials that have switched from four to three lanes. The Police Department has long been open to traffic engineering measures as a way to reduce speeding problems. In 1914 the Chief of Police unsuccessfully proposed to the Mayor and City Council that "raises" in the surface of the street—one per block—be tried on Eastlake Avenue and three other arterials. A variation on this idea, the raised intersection, is proposed for several intersections later in this report.

We also have been encouraged by the evidence provided us by Peter McClellan of the Police Department's Inspectional Services Division that street crime will tend to be reduced by changes in street design that reduce traffic speeds and improve pedestrian conditions. The technical literature on "crime prevention through environmental design" recognizes that street crime can be deterred by reestablishing on-street parking and reducing traffic flows and speeds [Crowe and National Crime Prevention Institute, p. 110].

Another notable advantage of the three-lane arrangement is that total on-street parking would be increased, and parking conditions would be improved. The total is increased where (as at various points along Eastlake Avenue) curbside parking is now prohibited on a full-time or peak-period basis. Conditions for onstreet parking would be improved by reducing speeding problems and increasing the width of traffic and parking lanes, thus making it safer for drivers to pull in and out of parallel parking places.

We have received some public comments warning that the proposed three-lane arrangement would cause greater traffic congestion. Overall, however, response to our recommendation has been strongly positive, including a 79 per cent majority from those who filled out the public response form regarding the May draft plan. The change will also respond to the frequently voiced concern over collision danger caused by the current transition at Hamlin and at Lynn streets between the four-lane and three-lane sections of Eastlake Avenue.

Center lane planted median. On a selective, site-specific basis, we recommend the installation of planted

medians in the center of Eastlake Avenue; this recommendation is supported by 63 per cent of those who filled out the public response forms. Where there is no street or driveway to turn into, the center turn lane is not needed by normal traffic (although, if available, it will be used by the occasional emergency vehicle and lawbreaking driver).

A curbed and planted median provides pedestrians a refuge in crossing, safely divides the opposing directions of traffic, and if (as usual) landscaped, it beautifies the neighborhood, and somewhat reduces speeding. Although trees may be precluded by sewer pipes and the planned trolley wires, minor landscaping and distinctive street lights would be desirable. Access to a driveway need not dictate against a median in a particular location if there is enough support for the median. U-turns may be permitted and given room at median sections.

The sewer expansion project mentioned earlier will provide a special opportunity to install planted medians where they are desired. An open pit trench about four feet wide is likely to be dug along the center of Eastlake Avenue all the way from Edgar Street to the University Bridge. The sewer project is now in planning, and it may be advertised for bids by fall of 1994; to save the City some money and to make the most of this opportunity, the neighborhood must decide soon whether and where it wants medians on Eastlake Avenue. South of Howe Street, City planners are considering tunneling rather than trenching; or trenching on the side of the street rather than in the middle. Both options would be less desirable as a way to facilitate a new median, but they would make it possible for trees to be planted in any median that is built.

North of Hamlin Street, steering committee member Richard Esposito has identified several sites where a center median could be installed without interfering with any existing driveways. These sites include: (1) a planted median just north of the intersection with Harvard Avenue, in front of the Flower Lady but allowing a left turn into that business; (2) a planted median by Seattle Floral and Garden, allowing a left turn into that business; (3) a small planted median in front of Bar Mart that would allow a left turn into that business; and (4) a planted median just north of Hamlin, allowing a left turn southbound into the corner parking lot. Some of these medians could be longer, and others could be installed, if several unused or excessively long curb cuts were eliminated or downsized.

Lane configurations considered but not recommended. The steering committee has examined and rejected several lane configurations for Eastlake Avenue. These were as follows:

(1) **The current lane configuration.** The deficiencies of the existing situation are extensively discussed elsewhere in this document. The current configuration reduces the amount of parking available, encourages speeding, and hampers the pedestrian, bicycle, and local driving experience.

(2) **A peak-period reversible middle lane reverting to a center turn lane at non-peak periods.** This option has much theoretical appeal, but in practice it might increase collisions, and would pose a special danger to pedestrians who would not know in which direction to watch for cars. However, the alternative deserves long-range study, especially in view of new technologies that might help reduce collisions.

(3) **Diversion of some existing Eastlake Avenue traffic onto Boylston Avenue.** A wholesale version of this alternative was rejected because of the already high levels of traffic suffered by those who live and work along Boylston Avenue and Lynn Street, and because it does not seem feasible to extend Boylston under the freeway south to Eastlake Avenue. However, on a selective basis several steps are proposed later in this plan to modify Roanoke Street and work with Metro and Community Transit to transfer a moderate amount

of traffic to Boylston Street.

(4) **Widening of the Eastlake Avenue roadway.** The current pavement width on Eastlake Avenue is 50 feet, in a right-of-way (including sidewalks) of 75 feet. In 1927 the Seattle Engineering Department considered a recommendation to expand the pavement to 54 feet and to require future buildings to be set back from a future right-of-way line of 108 feet [Tiedeman, 1927]. However, Interstate 5 relieved some traffic from Eastlake Avenue in 1962, and there have not been serious proposals since to widen the roadway or the right-of-way. We recommend against any widening of the roadway.

(5) **Two traffic lanes and two combined bus and bicycle lanes; no center turn lane.** The Eastlake transportation plan steering committee cannot recommend this alternative because we do not find it feasible without widening the roadway. However, we present our analysis here for the interest of the reviewers. This option would have had four traffic lanes, one in each direction an outside combined bus and bicycle lane, and the other two being inside lanes for mixed traffic. The bus and bicycle lanes would be 10 feet wide, the inside lanes for mixed traffic would be 8 feet wide, and the parking lanes would be 7 feet wide (in general, these widths are substandard, and we are assuming that Metro and the Seattle Engineering Department could not accept them). Other motor vehicles turning right would also be allowed in the outside lane. An advantage of this arrangement would be to significantly improve both bus and bicycle conditions over those at present.

Although at first glance it might not seem practical for buses and bicycles to share the lane, in fact this is (at least unofficially) the case downtown in the bus lanes on Second and Fourth Avenues. Also, the City of Toronto has had success with the Bay Street Clearway, which admits only buses, bicycles, and taxicabs. The buses are much less frequent than general purpose traffic, so the bicyclists often would have the lane to themselves. Unfortunately, there is not room in the 50-foot width of the Eastlake Avenue roadway to accommodate four traffic lanes as well as two parking lanes.

F. RECOMMENDATIONS FOR TRAFFIC SIGNALS

This section proposes some specific traffic signal additions on Eastlake Avenue, and it also recommends some changes in how all the signals are timed and operated.

More traffic signals needed. Traffic signals (stop lights) are expensive, but they are essential to afford pedestrians a safe opportunity to cross an increasingly busy street like Eastlake Avenue. The City has a special obligation to provide traffic signals to a neighborhood like Eastlake which sustains large amounts of pass-through traffic that effectively wall one side of the neighborhood off from the other for many pedestrians who are frightened by nonsignalized crossings. A few years ago, one of our senior citizens—now 102 years old—was hit and severely injured by a speeding car as he was trying to cross Eastlake Avenue at the Edgar Street intersection near his home. Although fully recovered, he has not attempted to cross Eastlake Avenue since. To attend one of our public meetings this year at a location just three blocks away but on the other side of Eastlake Avenue, he had to be given a ride—even though he can walk easily again.



We are well aware that in citywide perspective the number of pedestrian deaths and injuries is low, and that the City judges the collision problem at an intersection based partly on the number of vehicles driving by. But we suggest the need to consider the pedestrian danger in relation to the number of pedestrians actually crossing at an intersection. Compared to downtown or the University district, Eastlake's intersections have a

relatively low number of pedestrians crossing; however, the collisions or dangerous situations that these pedestrians encounter daily is very high in relation to the number of pedestrian trips. In fact, it could hardly be higher; at the unsignalized intersections, virtually every pedestrian who is crossing Eastlake Avenue is at risk to life and limb.

Many neighborhood residents and employees have voiced their desire for traffic signals via the 1994 Eastlake Transportation Survey and on previous surveys, via letters and comments at public meetings. The most detailed public input yet was on the public response form for the 1994 draft transportation plan, where citizens were asked to list their traffic signal priorities or vote no respectively for nine intersections. We found the neighborhood divided regarding whether to add a traffic signal at Eastlake intersections with Blaine, Howe, Edgar, and Shelby Streets.

Several intersections emerged with strong public support for a traffic signal. The highest rank was accorded Eastlake and Louisa, an intersection that already has a partial signal, but which many people would like to have expanded to allow pedestrians to cross with a walk signal on the south side of E. Louisa St. In addition, the following unsignalized intersections received the highest rankings in the survey and are recommended here for a traffic signal, listed in descending order of priority:

- (1) Eastlake Avenue and Boston Street.
- (2) Eastlake Avenue and Newton Street
- (3) Eastlake Avenue and Allison Street
- (4) Eastlake Avenue and Fuhrman Street

Brighter signals for the partially-sighted. Members of the Washington Council of the Blind tell us that the “walk” and “wait” signals now used by the City are difficult to see for a partially-sighted person. Shields or brighter lights should be installed to help the many people who are partially sighted.

Tactile, vibrating signals. A major recommendation of this plan is that Eastlake Avenue become a model of the best possible policies and technology for assisting the disabled in the street environment. Considerable numbers of the deaf-blind come to Eastlake, which has the state’s highest concentration of social service agencies that minister to their needs. The deaf-blind are unable to see “walk” and “wait” signals and would receive little or no help from audible signals. In contrast, a vibrating arrow located near the push button lets a person—deaf-blind, deaf, or partially sighted—know by touch when the walk signal is on. The arrow also gives useful the direction in which to walk. With further refinements the panel could give additional tactile information such as the name and layout of the street to be crossed, the distance of travel required, the time allowed to complete the crossing, whether the pedestrian is protected from vehicles making left turns, and the location of the nearest transit stop.

We propose the installation of vibrating street crossing panels on all parts of the intersection of Eastlake Avenue and Lynn Street, and on the south crossing of Eastlake Avenue at Louisa Street and the east crossing of Louisa Street at Eastlake Avenue. Many deaf-blind people use these intersections to and from their Metro bus stops. The proposal for Eastlake and Louisa will involve installation of a signalized crosswalk on the south side, as proposed in the below section on that intersection.

Re-time signals to 25 mile per hour speed. The current timing of traffic signals on Eastlake Avenue encourages driving at or above the speed limit of 30 miles per hour. These speeds are unsafe, harmful to the retail district, and inconsistent with life in a dense residential neighborhood. The traffic signals should be

retimed for a speed of 25 miles per hour. The public response forms on the draft plan showed 64 per cent agreement with this maximum speed for Eastlake Avenue.

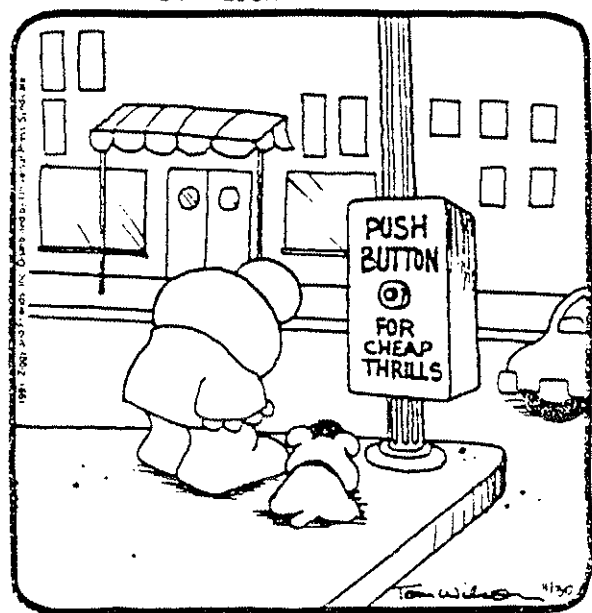
Re-time signals to benefit pedestrians. In general, the traffic signals along Eastlake Avenue are timed for the convenience of motorists, while posing serious inconveniences to pedestrians. We recommend the following:

(1) **Increase the length of the “walk” signal.** The current “walk” time (no more than ten seconds at any intersection, and as little as six seconds in one or more cases) is dangerously short. The short crossing times reduce the number of passersby who can safely use any particular walk cycle, make those in the crosswalk feel hurried, and preclude a safe crossing by the disabled and some seniors and children who cross slowly. The 56 per cent opposition to this recommendation on the public response forms suggests the need to move cautiously; however, we suspect that respondents were confused by the form’s brief description of the recommendation.

One or the other of the following—or some combination of them—is also recommended:

(2) **Restore the automatic “walk” signal.** At some intersections, even though vehicles proceeding in the same direction as the pedestrian have a green light, the automatic “walk” signal has been eliminated, and a “walk” signal can be obtained only by pushing a button. The need to push a button is a general discouragement to crossing and imposes additional wait on the pedestrian. It is also a matter of confusion to those who may not be aware of the existence or location of the push button, and a barrier to those who find it difficult or even impossible to use the button (including the disabled, some seniors and children, and able-bodied people whose arms are full of packages). On the public response forms, 61 per cent supported our recommendation to restore the automatic “walk” signal. The pedestrian-actuated buttons should be necessary only to bring a “walk” signal earlier than one would automatically appear.

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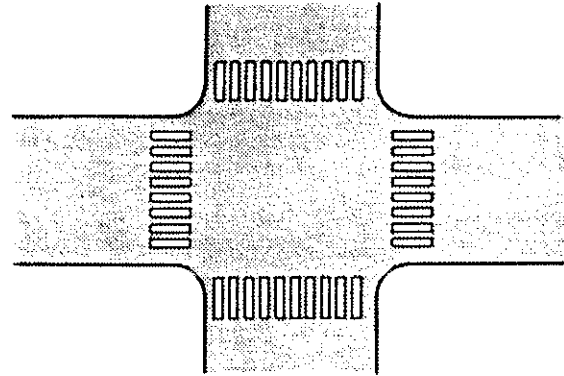
(3) **Quicken response to “walk” button.** The pedestrian’s wait at several traffic signals in the neighborhood seems unreasonably long to us and to many others who live or work in the neighborhood; 77 per cent on the public response form agreed with our recommendation to have the button work more quickly. At Louisa Street, which does not have a regular cycle, pedestrians must wait up to 95 seconds after walking over to the button and pushing it. Waits even half that long begin to prompt pedestrians to cross on their own, without benefit of a red traffic light (as is happening regularly at this intersection). This dangerous situation is a particular reason why the wait for a “walk” signal should be shortened.

It is interesting to note that the City’s own level-of-service standards for motor vehicles have regarded a wait of more than one minute as a serious imposition, favoring shorter waits. Yet the pedestrian is out in the elements, and subject to more noise, pollution, and danger. One would think that City policy should ensure a wait shorter for the pedestrian than for the motorist.

G. GENERAL RECOMMENDATIONS FOR DESIGN OF INTERSECTIONS

Traffic signals are not the only way to make an intersection safer; in fact, a traffic signal will be heeded more often if the following steps are taken.

Painted crosswalk markings. Most crosswalks used by pedestrians to cross Eastlake Avenue are inadequately painted. Many currently have no paint at all; most of those with paint are badly worn and difficult for the motorist (and the pedestrian) to see. And even when fully painted, Seattle's crosswalk markings—parallel lines on either side of the crosswalk—are not well-designed to maximize their visibility. Researchers have found much more visible the ladder type, with bolder stripes that are perpendicular to the crosswalk [Zegeer, p. 34]. Ladder-type crosswalk markings are now in use on University Way, Westlake Avenue, and downtown (among other locations), and we recommend them for Eastlake Avenue; this recommendation received an 88 per cent endorsement on the public response forms regarding the draft plan.

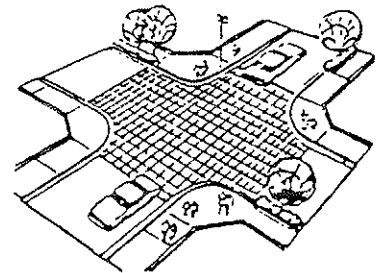


Ladder-type crosswalk marking

School crossing markings. Despite the close proximity of Seward School, there are no signs or pavement markings indicating a school crossing on Eastlake Avenue or other streets. City striping diagrams indicate that at one time "school" was painted in the southbound lanes of Eastlake Avenue just south of the Roanoke Street intersection. Signs and pavement markings indicating the school crossing should be installed on Eastlake and Boylston Avenues at the Roanoke and Louisa Street intersections.

Raised bumps at edges of crosswalks. Blind and deaf-blind pedestrians are not helped by paint alone. At intersections frequently used by them, raised bumps (buttons similar to those sometimes used to delineate a center line in the roadway) should outline the crosswalk much as they do at the intersection of 23rd St. and Rainier Avenue near the Lighthouse for the Blind. We endorse the recommendation by Marc Landreneau of the Deaf-Blind Service Center (which is located between Louisa Street and Lynn Street on Eastlake Avenue) that these bumps be installed at these two intersections. The crosswalk on Rainier has a double line of the bumps on the south side of the crosswalk; Landreneau suggests a double line on both sides of the crosswalk, but on the exact design he encourages more dialogue with organizations representing the blind and deaf-blind.

Raised intersections. Raising an intersection to the level of the sidewalk makes pedestrians more visible to drivers, and the gradual rise signals a crossing to the driver who is entering the intersection. The elevation also serves as a kind of speed hump that, without the presence of police, in effect enforces obedience to the speed limit when drivers have a green light. In Europe, where raised intersections are commonplace, they are nicknamed "sleeping policemen." Giving the intersection a different texture and color—such as by bricks, cobbles, or textured concrete like "Bowmanite"—makes the crossing even more evident. A fully raised intersection is well on its way to approval at the intersection of E. Shelby Street and Boyer Avenue E.



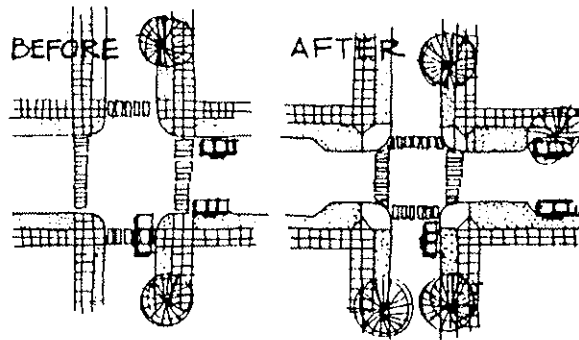
[Portage Bay-Roanoke Park Community Council, 1994].

Although the response forms yielded some support for the May draft plan recommendation that eight intersections be raised, there was also considerable opposition. Only two are so recommended in this plan, listed in no particular order of priority: (1) Eastlake Avenue and Allison Street; (2) Eastlake Avenue and Boston Street.

As Metro expressed concern about the comfort of bus riders in crossing these intersections, we note that each of the recommended raised intersections is within feet of a bus stop; only express buses would have occasion to cross the raised intersection at full speed, and it is precisely these buses whose speeds are a concern for pedestrian safety and convenience, and whose failure to stop is a continuing disappointment to local bus riders.

We attach the greatest significance to a concern expressed in a comment letter from David Miller of the Deaf-Blind Program at the Lighthouse for the Blind, Inc. Miller points out that raising the street to the level of the sidewalk has "never worked for blind people and is a very serious hazard for deaf-blind people. Early warning strips may be a substitute for a curb but unless universally used the unique situation could be confusing for the uninformed." Thus even though raised intersections at Eastlake and Lynn and at Eastlake and Louisa rated highest on the response forms, we are not recommending these intersections to be raised, because it is precisely these intersections that are most widely used by the deaf-blind. We are eager for continued dialogue with deaf-blind advocates on this issue.

Curb extensions. Also known as "bulb-outs", curb extensions—usually installed at corners or at mid-block crossings, or as "bus bulbs"—make the waiting pedestrian more visible to drivers and they shorten the pedestrian's crossing distance. They also help protect parked cars from being hit by oncoming traffic, and provide an opportunity for additional landscaping. The draft plan's recommendation of curb extensions received a 65 per cent endorsement in the public response forms. Although we recommend the eventual installation of curb extensions at every intersection along Eastlake Avenue, we propose them initially at the intersections of Eastlake Avenue with Allison Street, Louisa Street, Lynn Street, and Boston Street.



Curb ramps. As a part of our effort to be a model community for the disabled, curb ramps should be installed on all corners along Eastlake Avenue. The current effort to design and site one curb ramp on each corner to serve the needs of those crossing to either corner has not always successfully created a safe crossing opportunity for those using the ramps. For example, the curb ramps recently installed on the west side of Eastlake Ave. E. at E. Newton St. seem to point the user into oncoming traffic.

H. RECOMMENDATIONS FOR SPECIFIC INTERSECTIONS

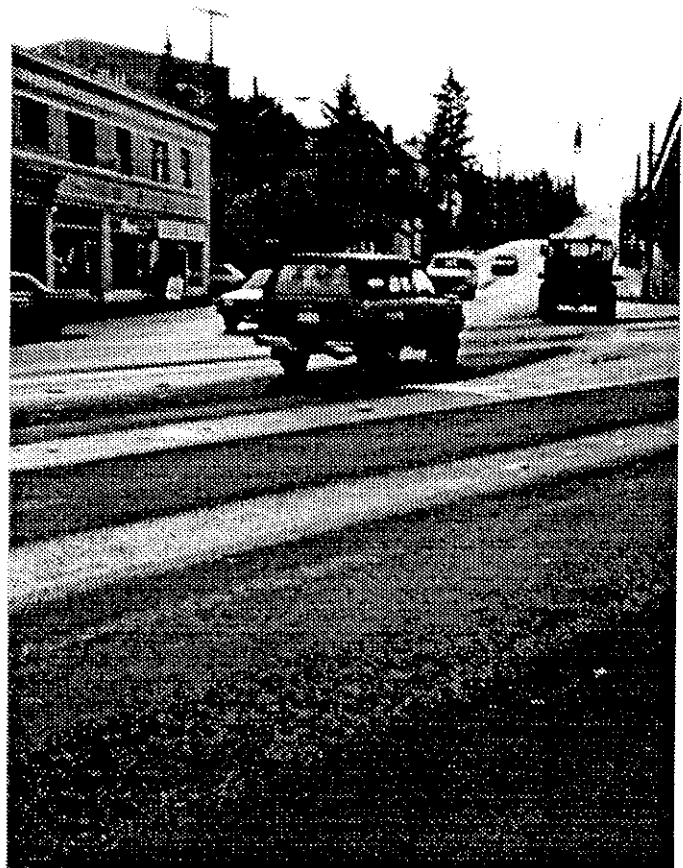
The following additional suggestions are provided for certain intersections. Omission of any intersection from this section does not indicate a lessening of its priority, but rather that the previous discussion of traffic signals and other intersection features apply to it without need for elaboration.

1. INTERSECTION OF EASTLAKE AVENUE AND FUHRMAN AVENUE

A traffic signal has been proposed for this intersection since at least 1941 [Halsey]. Residents of the Portage Bay-Roanoke Park community at one time resisted the proposed signal because of a justified concern that it would encourage more traffic on Fuhrman Street and Boyer Avenue; the Eastlake Community Council has not previously taken an official position for or against the signal. At present, the Portage Bay-Roanoke Park community's position is that traffic calming improvements on Fuhrman and Boyer should be in place before the traffic signal is installed. We would also urge that the signal timing be constrained so that it does not increase the number of vehicles using Fuhrman to get to and from State Route 520. Also, it is important for the "walk" signals across Fuhrman on either side of Eastlake Avenue to be protected from turning vehicles; so many southbound drivers turn left onto Fuhrman that without a protected "walk" phase there could be an increased risk of pedestrian injury.

2. INTERSECTION OF EASTLAKE AVENUE AND HARVARD STREET

This angled intersection presents a serious threat to pedestrians, bicyclists and drivers alike. The huge expanse of asphalt lengthens the pedestrian crossing and increases the chance that a motorist will stray from the lane or fail to see the traffic signal. A planted median may be possible, and at the very least, more channelization is needed. The large amount of state-owned land under the freeway just south of the intersection may allow significant reorientation of the lanes to discourage speeding. Some in the Seattle Engineering Department have suggested that a solution for this intersection might involve a "roundabout"—a large, landscaped traffic circle such as seen in Washington, D.C. and in Europe. We encourage an examination of this and other creative ways to address this very dangerous intersection. Downhill bicyclists' use of the east sidewalk is a special problem addressed below in the section on bicycling.



Corner of Eastlake and Harvard Avenue looking south up Harvard

3. INTERSECTION OF EASTLAKE AVENUE AND ALLISON STREET

Bus stops near this intersection serve not only the routes along Eastlake, but also those that go along Harvard Street bound for Lakeview Avenue and Broadway. Unfortunately, for the lack of a traffic signal there is no safe way to cross. It was at this intersection that the Harborview Injury Prevention and Research Center found one of the city's highest levels of driver failure to yield to pedestrians. The retail district near the intersection of Eastlake Avenue and Allison Street is growing, and includes a much-patronized espresso shop and a growing bicycle and ski shop. We have received many requests from businesses and customers for improved safety measures at the intersection. Improving this intersection is one of our highest priorities; we recommend a traffic signal, a raised intersection, and curb extensions, not to mention a painted ladder-type

crosswalk marking.

4. INTERSECTION OF EASTLAKE AVENUE AND SHELBY STREET

The block of Eastlake Avenue between Shelby Street and Hamlin Street is a very long one—more than 700 feet. The hundreds of apartment units on the east side of Eastlake Avenue do not have safe access to the bus stop on the other side of the street. A mid-block crossing is badly needed; we suggest that this crossing be located at Shelby Street. Shelby is only a right-of-way, not a constructed street at this point, but as outlined below in the section on Fairview Avenue, the Seattle Parks and Recreation Department is planning a City park on and around Shelby just west of Eastlake Avenue. In order for the public to come and go safely at the park site, it is important for a crossing to be installed.

Our proposed mid-block crossing will also provide access to the section of Shelby Street east of Eastlake Avenue, which should be available for pedestrian access but is currently closed off by the abutting landowners. There is the opportunity for a hill climb that could connect the new park with upper parts of Capitol Hill.

5. INTERSECTION OF EASTLAKE AVENUE AND ROANOKE STREET

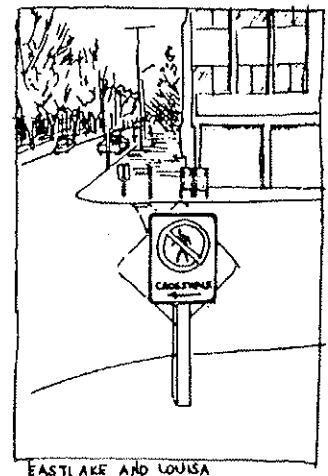
Several proposals were received to close off Roanoke Street westbound from the overpass over I-5; we did not select this option because it would divert traffic onto Boylston Avenue and Lynn street. Other suggestions we received that are not recommended here include prohibiting vehicles from heading further west on Roanoke beyond Eastlake Avenue, and prohibiting left turns onto Eastlake Avenue.

We are recommending several measures to improve pedestrian and traffic safety at the intersection of Eastlake and Roanoke. The crosswalks should have a distinctive color and texture; the traffic signals should more quickly respond to pedestrians and should give them more time to cross. Roanoke Street is one-way westbound from Boylston to Franklin, but the “turtles” (large round buttons installed in the roadway) marking the transition to two-way are insufficiently conspicuous. Many westbound drivers stray dangerously into the opposite lane where they may collide with vehicles heading up Roanoke Street from Eastlake Avenue. The “turtles” at Roanoke and Franklin should be replaced by a planted curb extension offering pedestrians a shorter trip across Roanoke Street.

6. INTERSECTION OF EASTLAKE AVENUE AND LOUISA STREET

This important intersection is by a City park, a public school, and two transit stops. It is in the center of Eastlake’s business district, and on the north side of a long block (about 400 feet to the next crosswalk south). Yet pedestrian crossing is allowed on only the north side of the intersection. Such prohibitions are rare, and we have not been able to find any others in the City that occur near a park and school, and in a neighborhood business district. The Areis building, in which three deaf-blind social service organizations are located, is on the southeast corner of Eastlake Avenue and Louisa Street; pedestrians wishing to reach the southbound bus stop must cross three streets when one would do.

To make matters worse, the walk signal does not activate unless the pedestrian pushes a button. And the wait after pushing the button is often considerable—up to 95 seconds. Many pedestrians are not willing to wait for the “walk signal,” and



they cross against the light—a dangerous situation. And the crossing is not well marked, so that even when pedestrians have a “walk” signal, they are at risk.

Years of requests from the Eastlake Community Council and local businesses and residents have produced little improvement. In 1989 the Seattle Engineering Department wrote one local businessperson that “This intersection has a very good accident history and has had no safety problems involving pedestrians.” We do not regard this response as adequate. The danger and inconvenience to pedestrians at the intersection are plain to see. Also in 1989, SED wrote to the ECC: “We cannot provide a crosswalk on the south side of the intersection, as the signal can only be actuated from the north side. Therefore, if a crosswalk were provided to the south, pedestrians using it would not be able to activate the signal.”

This was not a very serious response from SED, as the neighborhood’s consistent request has been for a walk signal on the south side of Louisa; if a pedestrian-actuated button is the only way, then one should be installed. On the public response forms for the draft plan, our recommendation that pedestrians be allowed to cross on the south side of this intersection received a remarkable 90 percent concurrence—a stronger majority than on any other question we have posed to the community.

In hopes of a positive response from the Seattle Engineering Department, we urge the following steps:

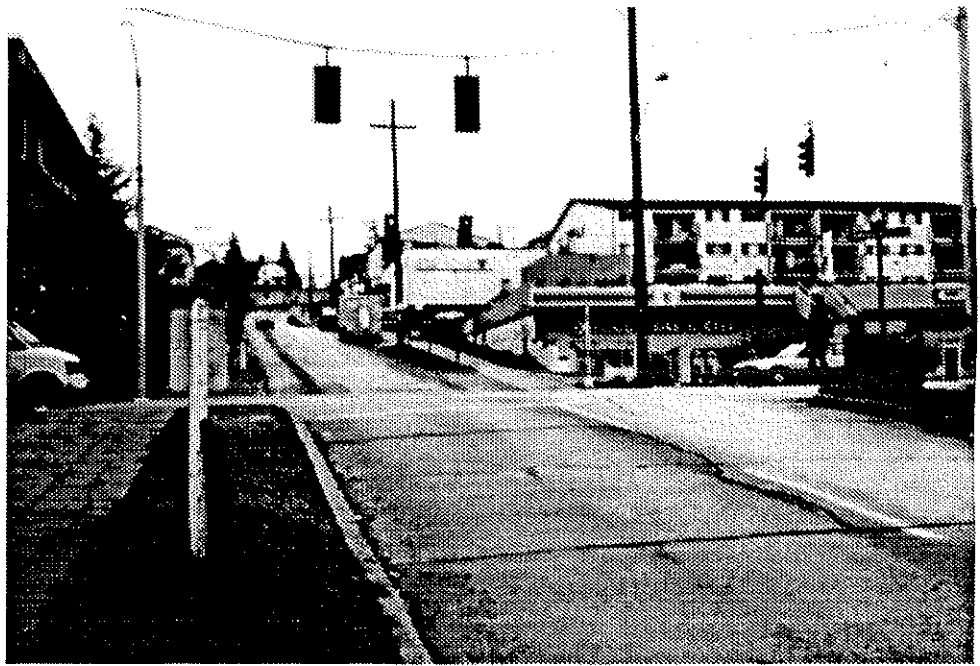
- (1) Restore the right of pedestrians to cross Eastlake Avenue on the south side of Louisa Street (now prohibited).
- (2) Expand the current partial traffic signal to include “walk-wait” on the south side of E. Louisa for those crossing Eastlake Avenue. However, do not install red-yellow-green facing Louisa Street, as to do so may encourage more traffic through neighborhood streets.
- (3) Adopt an automatic “walk” cycle for those crossing Eastlake Avenue. Pedestrians should not have to push a button to obtain a “walk” indication at this important crossing point.
- (4) Until an automatic “walk” cycle is installed, re-time the signal so that pedestrians obtain a “walk” indication a maximum of 30 seconds after pushing the button.
- (5) Pave the intersection with a texture and color different from the surrounding asphalt.
- (6) As recommended in an earlier section, outline the crosswalk with raised bumps and install a vibrating crossing panel to serve the needs of the blind, deaf, and deaf-blind.

7. MID-BLOCK CROSSING OF EASTLAKE AVENUE BETWEEN LYNN AND LOUISA STREETS

The block between Lynn and Louisa is unusually long, causing many people to cross at mid-block, such as to reach the Quick Stop market. A mid-block crossing is needed which would include a painted or differently colored and textured crosswalk and curb extensions.

8. INTERSECTION OF EASTLAKE AVENUE AND LYNN STREET

This intersection has been the sight of many collisions, including several that have serious injured neighborhood residents and employees. Among other measures, the crosswalk should be given a different texture and color; curb extensions should be installed; the traffic signal should more quickly respond to pedestrians and should give them more time to cross; and a vibrating panel should be installed and raised bumps should outline the crosswalk in order to accommodate blind, deaf, and deaf-blind persons.



Recent photograph of intersection of Lynn Street and Eastlake Avenue, looking east up Lynn

Protected left turn. A large number of the motor vehicles heading west on Lynn Street turn left onto Eastlake Avenue southbound. While making this turn, they often encounter pedestrians who are crossing Eastlake Avenue with a “walk” signal. Several serious injury collisions with pedestrians have occurred in this situation, and more will until something is done. We suggest a left-turn arrow that would be lit only when the “walk” signal across Eastlake Avenue is not. Thus a left turn from Lynn Street to Eastlake Avenue southbound would only be allowed when the left-turn signal is lit. This would be similar to the current arrangement at the intersection of Eastlake Avenue and E. Roanoke Street.

All-way walk signal. Another solution to the left turn problem looked on favorably by the Eastlake transportation plan steering committee is for the traffic signal to have an “all-way” arrangement, in which all vehicles have a red light and all pedestrians have the “walk” signal. The “all-way” walk signal is used at Pike Street and First Avenue, and at locations on Admiral Way and near Westlake Park. We look forward to exploring with the Seattle Engineering Department the advisability of an “all-way” walk signal for this intersection.

Utility pole. On the southeast corner of this intersection, a large telephone pole quite close to the corner is a visual barrier for pedestrians and motorists to see one another. The City should explore ways to relocate this pole. Also, low-hanging trees are a visual barrier, and should be examined for possible pruning or moving.

Driveway. A different problem is the driveway onto Lynn Street from the parking lot for the retail building containing Circle K and other businesses. Although the master use permit for the building was conditioned on prohibition of left turns onto Lynn Street, many drivers are turning left anyway. Our suggested

solution would be to install a concrete ridge in the middle of Lynn Street to prevent left turns into the westbound lane. Another solution—more beneficial to pedestrians and bicyclists, but likely to be opposed by the businesses—would be to close the driveway entirely and require use of the Eastlake Avenue outlet.

Entry island. On the west side of the intersection, drivers often hurry down Lynn Street in a dangerous manner, continuing at high speed all the way to Fairview Avenue. We suggest the installation of a landscaped entry island at this point, to encourage slower driving and to signal drivers that they are entering a residential area.

9. INTERSECTION OF EASTLAKE AVENUE AND BOSTON STREET

The public comments we have received are unanimous in regarding the pedestrian crossing beacon (a blinking yellow light overhead) at this intersection as completely inadequate in gaining a safe crossing. At one time, pedestrians activated this beacon by a button, but now it blinks constantly, further reducing its value as a signal to drivers. It is essential for a traffic signal to be installed, for the intersection to be raised and given a distinctive color and texture, and for curb extensions to be installed. We are happy to note that this intersection is high on the City's priority list of new traffic signal needs.

10. INTERSECTION OF EASTLAKE AVENUE AND GARFIELD STREET

A special problem for this intersection is the Seafirst driveway near the northeast corner. Vehicles coming in and out of the driveway jeopardize pedestrians and bicyclists and they risk collision with other vehicles. Seafirst should be contacted about moving the driveway further north or relocating it onto Garfield.

11. INTERSECTION OF EASTLAKE AVENUE AND FAIRVIEW AVENUE

As currently designed, this intersection poses unnecessary dangers to pedestrians crossing Fairview in either direction. Although a traffic signal offers a walk signal for crossing of the easternmost section of Fairview Avenue East, this signal is sometimes seen too late by vehicles heading south on Eastlake Avenue and making the free right turn onto Fairview Avenue. Pedestrians are often on their way to bus stops on either side of Eastlake Avenue near the intersection (see drawing in appendix).

A further problem is that the southbound bus stop is on the inbound side of the traffic signal and close to it, attracting pedestrians to a vulnerable situation and creating bus delays. The volume of pedestrian traffic at this intersection has increased with the opening of the Washington State Employees Credit Union at what was formerly a vacant lot, and of Zymogenetics in the Steam Plant. Ruth Presler, a neighborhood volunteer who prepared a list of pedestrian trouble spots reports that the pedestrian-actuated "walk" signal takes too long, causing many pedestrians to attempt a crossing before the passing cars have received a red light.

Later in this report, in the section on Fairview Avenue, are proposals for the intersection just south of this intersection. These proposals would square off the current angled arrangement where the east-west section of Fairview Avenue E. intersects with the north-south section of Fairview Avenue E., and would create a new sidewalk and landscaped triangle in the Galer Street right-of-way, which is now used for parking or for vehicle turns. A part of this improvement would be to move the bus stop westward along the new sidewalk to a point west of the crosswalk and better protected by the traffic signal. The crosswalk should be distinguished by a different color and texture, and be protected by a curb extension. Another possibility that deserves further study is a second crosswalk from the Steam Plant site parallel to Eastlake Avenue to the Credit Union

site. This would save steps for pedestrians who are walking along Eastlake Avenue.

A remaining problem is the free right turn from Eastlake Avenue allowed for southbound vehicles before they reach the traffic signal at Eastlake Avenue and E. Galer St. This free right turn increases the chance of collision with bicyclists who are heading south on Eastlake rather than making the free right turn to Fairview. One means of addressing this problem would be to move north the line at which southbound traffic must stop, so that cars would have to stop before proceeding with their right turns.

Two other suggestions are made in a University of Washington master's thesis [Godard, 1992]. Godard proposes alternative designs for the intersection, one of which (figure 8.8) would restrict the free right turn southbound from Eastlake Avenue to Fairview Avenue for motor vehicles but would maintain it for bicycles and buses. Another of Godard's proposals (figure 8.9) would eliminate the free right turn but provide a queue jump for bicycles. We believe that all three of the above options deserve careful study by the City.

I. OTHER RECOMMENDATIONS FOR THE EASTLAKE AVENUE ROADWAY

Reduce speed limit to 25. The current speed limit along most of Eastlake Avenue is 30 miles per hour, and 25 miles per hour between Lynn and Louisa Streets [TDA, p. 10]. The 30 miles per hour speed limit is unacceptably high, and should be reduced to 25; this recommendation is backed by a 64 per cent majority on the public response forms from our May draft. Although Eastlake Avenue is listed as an arterial, it is also the main street for the Eastlake neighborhood and business district, and has a lot of pedestrian crossings and sidewalk use. Eastlake Avenue along this stretch has: one City park and another planned; numerous social service organizations that minister to the disabled; a school crossing and a frequently traveled bicycle route; and several very long blocks where significant numbers of pedestrians cross between intersections. In reducing the speed limit to 25 miles per hour, the City should adopt other measures proposed in this plan which will help induce drivers to keep at or under the posted speed.

Consider one-way for the west alley between Louisa and Lynn Streets. Seeking to avoid traffic signals on Eastlake Avenue, some drivers use this easily accessed alley, often at high speed. A resident disturbed by the danger to pets, children, and garages has suggested that the alley be made one-way south from Lynn to Boston, and one-way north from Lynn to Louisa. The residents and businesses along the alley should consider petitioning the City for this change.

Pedestrian warning signs for motorists. Despite the substantial amount of pedestrian and bicycle traffic along Eastlake Avenue, there are few warning signs for motorists. Several of the Seattle Engineering Department's new "Stop for me—it's the law" signs should be installed. School crossing signs should be installed at the Roanoke Street and Louisa Street crossings. And, as recommended by Marc Landreneau of the Deaf-Blind Service Center, signs along Eastlake Avenue approaching the Lynn and Louisa intersections should warn that deaf and blind people are crossing; signs of this type are already in place on Rainier Avenue near the Lighthouse for the Blind.

Pedestrian- and bicycle-friendly IVHS. Research and development on "Intelligent Vehicle and Highway Systems" by the Washington State Department of Transportation and other jurisdictions are smoothing traffic in new ways [WSDOT, 1993]. However, very little consideration is being given to the potential negative impacts on pedestrians and bicyclists, or to the potential benefits to pedestrians and bicyclists if IVHS focused more on their needs. For example, electronic means may be used by disabled pedestrians to detect and communicate with traffic signals or lengthen the "walk" signal; and traffic signals could detect oncoming pedestri-

ans and bicyclists just as they now detect oncoming motorists.

The City of Seattle should take the lead in insisting that IVHS efforts place the highest priority on improving pedestrian and bicycle safety and convenience. As a start, we propose that one of the neighborhood's traffic signals be fitted with the available new technology to allow a disabled person with a "smart card" to electronically detect and lengthen the walk signal.

Consider restoring truck limits at peak commute. Heavy trucks significantly increase traffic congestion, noise, and pollution, especially in the period and direction of peak traffic flow. In some past decades, the City traffic code prohibited heavy trucks on Eastlake Avenue and several other streets in the peak period and peak direction. However, Eastlake Avenue lost this protection in the 1978 revision of the code. In 1995 a full revision of the traffic code is expected. We recommend that prior to this revision, the City make a study of restoring peak-period truck restrictions for Eastlake Avenue.

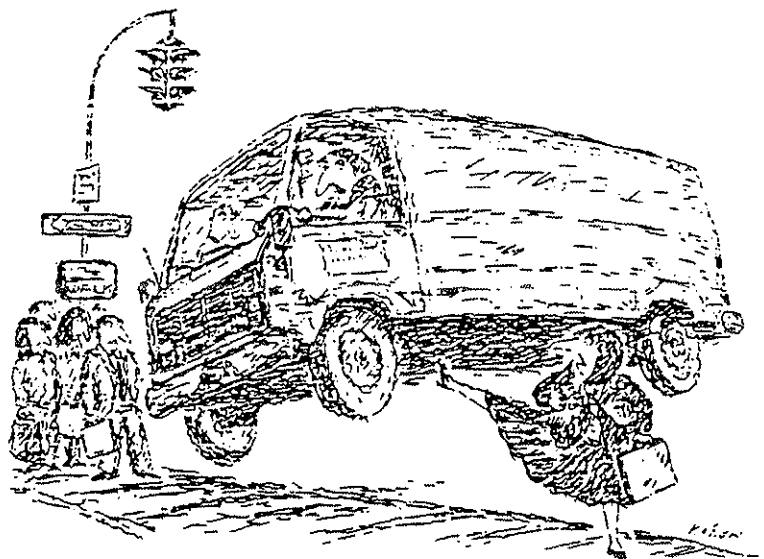
Restrict compression brakes. Heavy truck compression brakes (also known as "Jake" brakes) are a noise problem in the Eastlake neighborhood, both on City streets and on Interstate 5 and State Route 520. Although city, county, and state regulations limit the use of compression brakes in many other parts of the state, there are no such restrictions on the freeways and streets of Eastlake. The Washington State Department of Transportation should post Interstate 5 (in the Eastlake area, at least) as an area where use of compression brakes is prohibited. The City of Seattle should amend its current noise ordinance (Ord. 11650) to allow the Seattle Engineering Department to post prohibitions on the use of compression brakes. As amended earlier this year, the ordinance applies only to grades of 5 percent or more for a distance of one thousand feet or more; more level streets like Eastlake Avenue where compression brakes are not needed—but where they are often used unnecessarily—should be covered by the ordinance and should be posted to prohibit use of the brakes.

Motorcycle noise. Some of the worst and most unnecessary noise is that by motorcycles passing through the neighborhood. The City should increase its enforcement of noise regulations for motorcycles, and should strengthen the law if necessary.

J. OTHER PEDESTRIAN ISSUES IN THE EASTLAKE CORRIDOR

Many of the previous recommendations have in one way or another sought to improve conditions for pedestrians. In addition, we offer the following recommendations.

Sidewalk repair and cleaning. Sidewalks along parts of Eastlake Avenue—for example, on the east side between Newton and Boston Streets—are in bad repair, are overgrown with vegetation, or are unclean. Currently, sidewalks are not maintained by the City—an inherently unequal situation for pedestrians, as the City does maintain the roadways. Until this policy is changed, neighborhood residents and businesses will need to improve



"In this city Jack, You learn to respect the pedestrian"

the neighborhood's sidewalks.

Encroachment on right-of-way. At a few points along Eastlake Avenue (e.g., west side between Lynn and Louisa, and between Shelby and Allison), private owners have built walls or fences that occupy about two feet of the public right-of-way, excluding the public and narrowing the space for pedestrians [TDA, p. 21]. The City should work with the owners to reopen these areas for public use.

Graffiti removal. The streetscape is degraded by graffiti. Neighborhood residents and businesses should organize their own efforts and should actively work with the Seattle Engineering Department's City graffiti coordinator and with nonprofit organizations that fight graffiti.

East-west pedestrian connections. One of the city's most charming and heavily used public walkways—now lighted at night through the generosity of the neighbors—is the arborway from Yale Avenue up to Louisa Street. The unusual length (770 feet) of the block between Roanoke and Lynn Streets makes this century-old shortcut a valuable part of the pedestrian network. A high priority should be placed on establishing additional east-west connections. A pedestrian connection between Eastlake and Fairview Avenues at Shelby Street in the middle of an equally long block will be a key feature of the Park and Recreation Department's proposed Fairview-Olmsted Park (see above). Where a new development is not proposed that could be the occasion for a City design requirement, the City or a nonprofit organization could purchase an easement for a sidewalk property in the middle of a block, as we suggest could be done at the Edgar Street end.

Pedestrian connections across I-5. The closure of historic routes uphill has never been adequately mitigated, and deserves major emphasis by the Washington State Department of Transportation, whose 1994 multimodal systems plan commits it to invest in restoring some of these connections. Pedestrian travel is currently prohibited on the sidewalk on the north side of the Roanoke Street Bridge. Eastlakers on their way to Roanoke Park or to the bus stop on Harvard Street must go considerably out of their way and make several additional crossings of Roanoke Street, Boylston Avenue, Harvard Avenue, and the State Route 520 exit.

The right-of-way under the I-5 bridge south of Newton Street currently lacks a pedestrian trail or steps. With improvements it would be an excellent connection between Lake Union and the two sets of public steps that lead from Lakeview Avenue up to Capitol Hill. The existing steps are a heritage of an earlier time when pedestrian needs received higher priority, and with pedestrian issues again receiving priority, they should be recognized as an important part of the City's transportation network. The City should turn down the current application by a landowner to vacate (close) the steps at Blaine Street.

K. DESIGN ISSUES FOR THE EASTLAKE AVENUE STREETScape

Design review is about creating good streets and good communities.

—Design Review: Guidelines for Multifamily and Commercial Buildings (Seattle, 1993)

We need to make Eastlake more of a destination place rather than drive-through.

—Respondent to 1994 Eastlake Transportation Survey

1. THE IMPORTANCE OF TRANSPORTATION-RELATED DESIGN ISSUES

In October 1993, the City of Seattle adopted citywide design guidelines and a design review process to improve the architectural design, site planning and neighborhood compatibility of multifamily and commercial buildings [Seattle, 1993]. Many of the guidelines address design issues related to transportation and parking. For example, the location and design of parking areas, the location of vehicle access, the architectural design of at-grade parking structures and the pedestrian environment along the sidewalk are all discussed in the citywide design guidelines.

In addition to adopting citywide design guidelines, the City invited communities to develop their own neighborhood-specific guidelines to supplement or replace those described in the citywide document. One of the primary objectives of the Eastlake transportation plan is to provide design guidelines related to transportation and parking that are tailored for the Eastlake neighborhood.

This section of Eastlake's transportation plan is the first step in preparing the neighborhood-specific design guidelines. It identifies those transportation and parking issues that affect the urban design and character of Eastlake. These issues will guide the preparation of specific guidelines (and, if appropriate, proposed land use code revisions) planned for the next phase of Eastlake's transportation plan. The guidelines and any code revisions developed for the transportation plan will ultimately be submitted to the City Council for review and adoption. In the future, Eastlake may undertake an additional community planning process to develop other neighborhood-specific design guidelines that will address design issues not covered by the Eastlake transportation plan guidelines.

Many of the transportation and parking design issues identified below have been the subject of community concern and discussion for several years. Most often, these issues have been raised on a project-by-project basis in response to private and public development projects—such as a new building or a street widening—proposed for the Eastlake neighborhood. However, the ability to successfully anticipate and resolve design concerns has been hampered by the absence of a neighborhood planning and design document.

The design guidelines that are being explored and developed for Eastlake's transportation plan (through its community planning processes in the phase just completed and the one just beginning) will thus help the Eastlake community, public agencies and the private development community to better understand the effect of transportation and parking on the character of Eastlake. They will provide critical direction for the future design of Eastlake buildings, streets, alleys, and sidewalks.

2. DESIGN FEATURES RELATED TO TRANSPORTATION AND PARKING

A neighborhood's visual character is defined by many features of its natural and built environment. Building size and architectural elements, views, landmarks (including freeways, bridges, and historic buildings), open spaces and neighborhood focal points (including lakes and favorite business establishments) are but a few examples of the types of features that together define neighborhood character.

One of the greatest influences on the evolving character of the Eastlake neighborhood is the automobile. This is particularly evident along Eastlake Avenue, where much of the built environment—buildings, sidewalks and the street itself—is focused on accommodating the automobile, often in a way that is detrimental to other important community design considerations.

For example, the Eastlake streetscape is, in many places, dominated by parking garages and surface parking lots that are located at sidewalk level. Sidewalks are often interrupted by driveways providing access to

buildings from Eastlake Avenue, even though alternative access is available from the alleys located behind the buildings. Eastlake Avenue functions primarily as an arterial devoted to facilitating the quick passage of vehicular traffic; there is little or no consideration of the pedestrian in the design of this street.

The current design of Eastlake Avenue and much of its abutting development precludes the successful integration of the street into the community, and has the effect of dividing the neighborhood into unconnected parts. However, much can be done to improve the quality of Eastlake Avenue and its streetscape.

Through the planning process to date, the Eastlake community has identified many elements of the street environment that make a "good street and good community." Some of these elements can already be seen along portions of Eastlake Avenue or are proposed earlier for the Eastlake Avenue roadway and its intersections; others can be achieved through design guidelines and through the careful planning and implementation of future building projects, large and small.

Improving each of these street elements represents an incremental step toward unifying the Eastlake neighborhood; together they help create an Eastlake Avenue that is more friendly to pedestrians and to neighborhood-serving retail. As observed in the UW design studio course report to the neighborhood: "If we build every new project—be it a house, work place, school, etc.—to support reduced driving (i.e. build it more urban) and enhance walking by at least 2 per cent a year, in ten years we will be almost a fifth of the way there!" [UW College of Architecture and Urban Planning, 1994].

3. SPECIFIC STREET OPPORTUNITIES TO BE EXPLORED FOR EASTLAKE AVENUE

Following are suggestions for design guidelines, code revisions, and other actions that would improve the Eastlake Avenue streetscape.

Limit new curb cuts. The sidewalks along Eastlake Avenue are currently crossed by much driveway traffic, even in areas where the driveway entry could have been from the alley. In addition, curb cuts along Eastlake Avenue often preclude or reduce the amount of commercial use at street grade. While the current City land use code requires that access to multifamily zoned properties be from the alley (if alley access is feasible), such a requirement does not apply to any commercial sites on Eastlake Avenue. In the 1994 Eastlake Transportation Survey, 70 percent of the responding neighborhood residents and business people said that new projects should be required to use alley access when available; in the response form regarding the May draft transportation plan, 77 percent endorsed the prohibition of curb cuts where alleys are available. For new commercial construction on Eastlake Avenue where alley access is available, we recommend a code revision requiring the use of alley access; or alternatively a design guideline should strongly encourage alley access. The effect of directing commercial traffic and parking into the alley adjacent to residences should be evaluated and addressed as part of any proposed code revision or guideline. If access off Eastlake is necessary for a particular development project, every effort should be made to keep the new curb cuts narrow, and a design guideline should be established for that purpose.

Reduce existing curb cuts. Some of the driveways constructed along Eastlake Avenue appear excessively wide, and pose an increased potential for pedestrian/vehicular collisions. Wider driveways also encourage drivers to enter at higher speeds and reduce the amount of street frontage available for commercial use or other streetscape amenities.

We recommend the elimination of unused, existing curb cuts and the narrowing of those that are too large.

A survey conducted by steering committee member Richard Esposito has identified a number of curb cuts on Eastlake Avenue north of Hamlin Street that are currently unused, or are much larger than needed; there are similar cases south of Hamlin. Restoring curbing to these areas could create more on-street parking and would reclaim sidewalks for safer pedestrian passage. Those curb cuts that are unnecessarily wide should be identified by survey and their curbing restored wherever and whenever possible (e.g. during site redevelopment, roadway modification and utility installation, as well as at the property owner's initiative).

Another high priority is to encourage shared curb cuts. One way of reducing the need for curb cuts is for them to be consolidated, even between adjacent businesses. The sharing of driveways (and minimization of curb cuts) should be a preferred access solution for those sites along Eastlake Avenue that do not have alley access but have the potential to share access with adjacent existing and future uses. We propose in the next year to identify those sites that do not have alley access but offer the potential to share access with adjacent uses (existing and/or future), and to develop a design guideline that describes shared driveways as a preferred access solution. The guideline should be combined with other guidelines relating to access and curb cuts, if possible.

Mixed use and storefront retail. The City's neighborhood commercial zoning has helped to bring some mixed-use, commercial/residential projects to Eastlake Avenue. These projects enhance the streetscape because they provide neighborhood-serving businesses, as well as round-the-clock activity and community presence on the street. However, a stronger code provision requiring such mixed-use projects along certain Eastlake blocks should be developed. While a design guideline could also be prepared related to this issue, the steering committee recommends that mixed-use development for certain areas be required through the land use code, rather than encouraged as a design guideline.

In addition, storefront retail or other neighborhood services should be required in new construction. This proposal was endorsed by 84 per cent in the 1994 Eastlake Transportation Survey and by 59 per cent in the public response form on the May draft transportation plan. We recommend a code revision requiring (or a design guideline encouraging) storefront retail at street level in new construction of commercially zoned properties along Eastlake Avenue between Hamlin Street and Boston Street. One impact of this provision would be to prohibit (or discourage) development with a parking lot along the street (either under or in front of the street). This code revision/design guideline should be coordinated with several other recommended code revisions/guidelines that address parking location, access and sidewalks.



Location of on-site parking. Several commercial buildings along Eastlake Avenue have parking on the ground floor along the street. In the future, parking garages and parking lots along the street should be strongly discouraged or prohibited for new construction along certain segments of Eastlake Avenue or possible along the entire street. In the response form regarding the May draft transportation plan, 64 per cent of the public approved this recommendation. A code revision or design guideline on this topic should be coordinated with those regarding storefront retail, access and sidewalks.

In addition, every effort should be made to retrofit existing buildings to reduce the negative impacts of street-level garages on the pedestrian. Owners should be encouraged to install small enclosed retail, or alterna-

tively, space for cart vendors on the street side of these garages, much as was done with the Areis Building at Eastlake Avenue and Louisa Street. A design guideline should encourage the conversion of portions of parking lots/garages along the street to retail or other neighborhood-serving uses. In preparing this guideline, consideration must be made of the effect and legality of eliminating existing parking spaces (albeit a small number). Incentives for conversion should be established.

East-west connections. For new construction, east-west pedestrian connections within certain blocks along Eastlake should be encouraged. The neighborhood's long blocks north of Hamlin, and between Lynn and Louisa, make east-west pedestrian connections within these blocks imperative. New construction in certain areas should provide an east-west pedestrian connection that is available to the public.

In the next year, the Eastlake transportation plan steering committee will identify those blocks where east/west pedestrian connections are important, and prepare a design guideline that would encourage such public connections. In preparing this guideline, we will consider which development standards, if any, could be modified in exchange for providing the pedestrian connections; under what circumstances they could be modified; and the qualities of the pedestrian corridor upon which these modifications would be conditioned.

Vision glass at street level. A number of commercial buildings along Eastlake Avenue present a blank wall to the pedestrian. New buildings should be required or strongly encouraged to include clear glass at the street level. An Eastlake design guideline should encourage the use of clear glass at street level. This guideline should be combined with a guideline for street-level, storefront retail, if a guideline is pursued instead of a code revision.

Sidewalk cafes and carts. The outdoor tables at Serafina, Quick Stop and Pazzo's are welcome, as are the espresso carts at the 14 Carrot Cafe, the Quick Stop, and any other examples in the neighborhood. These sidewalk uses should be encouraged so long as they do not impede pedestrian movement. The design guidelines proposed here relating to the width of sidewalk areas, retail at street grade, and modification of existing garages to include enclosed retail or vendor space will help to provide this design element along Eastlake Avenue.

View corridor on Eastlake Avenue. Many other arterials (e.g. Westlake Avenue N., Dexter Avenue, Aurora Avenue, Fairview Avenue N., E. Yesler Street, E. Madison Street, NW Market Street, SW Admiral Way, and Rainier Avenue S.) that have dramatic water and mountain views have the views from their rights-of-way protected by City ordinance. However, Eastlake Avenue does not. The community should set in motion an evaluation and public process to explore establishing view corridor protection on Eastlake Avenue. To assist in this process, the neighborhood should identify those properties along Eastlake that offer quality views of Lake Union, and prepare a design guideline that would encourage view preservation. In preparing this guideline, the Eastlake community should consider which development standards if any, could be modified, in exchange for providing view corridors; under what circumstances they could be modified, and the characteristics of the view corridor that would be a condition for such a modification.

Street trees. The planting of more street trees was repeatedly cited in the 1994 transportation and budget surveys, and during community planning meetings, as a high priority for the Eastlake residents and employees. Some street trees have already been planted along several blocks of Eastlake Avenue (the result of a joint project in the late 1980s between Eastlake's residential and business communities, and the Seattle Engineering Department). However, many stretches of Eastlake Avenue still lack trees in the planting strip.



Trees soften the hard surfaces that otherwise dominate a streetscape, improve the pedestrian environment, and encourage motorists to slow down. A systematic effort should be made to plant trees along Eastlake Avenue. It is important for the trees to be as tall and shading as possible; short trees do little to change the streetscape or encourage drivers to slow down [Homburger, p. 62]. However, careful attention must be paid to the selection and location of street trees.

Trees should be located to minimize the blockage of desirable views, and to effectively screen less desirable views. Low-branching trees can obstruct pedestrian movement and visibility, as well as unusual vehicle operations that are important to some Eastlake businesses. Although utility wires and retail signs may preclude larger trees in some locations, this is not always the case. For example, the tall trees on 15th Avenue East effectively hide the trolley wires without interfering with them. If center medians are installed, sewer lines and trolley wires should be located to allow planting within the median.

We propose to develop a design guideline to more fully describe the factors that should be considered in locating street trees on Eastlake Avenue. The guideline would specify street tree characteristics that are desired and not desired (this may vary depending on the section of Eastlake being discussed). We also recommend development of a street tree planting plan (perhaps as part of the next phase of the Eastlake transportation plan) for the remainder of Eastlake Avenue, in conjunction with the abutting property owners, residents and businesses. Funding for the plan (if necessary) and the street trees should be explored through the Neighborhood Matching Fund and/or the commercial street tree planting program offered by the Seattle Engineering Department.

Landscaping in planting strips. While street tree planting is generally supported for Eastlake Avenue, concerns have been raised about the appropriateness of planting certain types of vegetation within the planter strips. For example, bushes in the roadside planting strip located on the west side of Eastlake Avenue just south of Louisa Street have become a barrier to passage and a worry for those concerned about street crime and pedestrian visibility. These bushes should be greatly pruned back or (preferably) replaced by street trees. We recommend that the abutting property owner and the Seattle Engineering Department be contacted about trimming/limbing the bushes or replacing them with street trees, either as part of the street tree program for the remaining blocks of Eastlake Avenue or as an independent action. Funding for replacement trees should be the same as funding secured for the street tree program or, if pursued independently, at the property owner's expense.

Lighting. The sidewalks on some parts of Eastlake Avenue and other neighborhood streets are inadequately lighted. Well-designed, pedestrian-scale lights would provide the needed light and enhance the daytime streetscape. We propose to identify specific locations where additional lighting is needed in the next phase of the Eastlake transportation plan. We will contact City Light about providing lights in the requested locations.

We also will explore the desirability/priority of pursuing custom-designed streetlights for all or part of Eastlake Avenue during the preparation of the next phase of the Eastlake transportation plan.

Sidewalk widths. Some of the most pleasant walking areas along Eastlake are those areas where the sidewalk and planting strip are wider because the buildings front, but do not extend all the way up to, the property line. Wider sidewalk areas in Eastlake may become even more important as the neighborhood grows

and the possibility of light rail increases. For new construction, sidewalks along Eastlake Avenue should be wide enough to allow landscaping, a passageway, and a window-shopping or small vendor area. For example, a width of 12.5 feet would provide an approximately three-foot window-shopping area, a five-foot walkway, and a 4.5-foot buffer zone. While the increased sidewalk width may mean that new structures should be set back a few feet from the right-of-way line, the buildings should nonetheless be constructed up to (and front on) the sidewalk area, with any parking located behind the buildings (see also related sections on access, garage, and storefront retail).

We recommend that the next phase of the Eastlake transportation plan identify those sections of Eastlake Avenue where a widened sidewalk area is appropriate; the plan should also determine recommended sidewalk width(s) and prepare design guidelines specific to Eastlake Avenue.

Intersection design. The installation of new shapes, colors, and textures for intersections (as recommended in an earlier section of this document) presents opportunities for the use of creative design and art. Pavers and textured concrete can be installed with great artistry. A portion of the one per cent-for-art funds from the sewer project along Eastlake Avenue could be spent on the decorative aspects of the new intersections. More generally, we recommend that the next phase of the Eastlake transportation plan identify those intersections where special design/artistic improvements are most appropriate (based on existing and foreseeable uses and structures, location within the community, etc.) and that it develop a strategy/schedule for implementing the improvements.

New trolley wires. A welcome improvement in the streetscape will be the replacement of diesel buses with electric trolleys. The wires do present some aesthetic challenges, and we appreciate Metro's active efforts to consult with the neighborhood on their design. Possible uses of the one per cent-for-art funds include community kiosks, light standards, flower baskets, and traffic signal standards, much as the Broadway streetscape was enhanced by an earlier Metro project. We look forward to continued discussions with Metro and its consultants. We recommend that trolley wires be considered in proposed street tree design guideline, and that the trolley wires be enhanced in any plan or proposal to integrate special design/artistic improvements at certain intersections.

Litter cans. Eastlake Avenue needs more litter cans. If more cans are added, the neighborhood should explore the possibility of incorporating a distinctive logo or other designs on the cans. We recommend that the next phase of the Eastlake transportation plan identify areas and intersections where litter cans are needed, and that exploration be made with SED and TOPS (the alternative school located in the Seward public school building) the possibility of painting litter cans as a school project.

Sandwich boards. Under City regulations, sandwich boards must be in the planting strip and must not be on the sidewalk, where they can be a particular hazard to the blind and partially sighted. Sandwich boards especially should not be located near a crosswalk. We recommend the distribution of periodic notice to Eastlake businesses and appropriate property owners about the requirements for locating sandwich boards and why their location is important for pedestrian safety reasons. A business should be contacted if a specific sandwich board is a problem; as last resort, violations should be reported to the Seattle Engineering Department.

Banners. The seasonal banners hung along Eastlake Avenue in 1993 were a welcome addition. However, the banners were printed on only one side and on each side of the street can be seen only in the direction of traffic flow. In the future, banners and any other hangings or decorative street fixtures (such as a clock)

should (to the extent possible) be designed to be viewed by persons walking north or south along Eastlake Avenue). We recommend that a design guideline address the desired two-sided nature of decorative street hangings, fixtures and the like.

Community kiosks. With the recent prohibition of posters on utility poles, the ability to communicate with one another throughout our community is severely curtailed. Community kiosks with bulletin boards and other means of posting community notices should be sited throughout Eastlake Avenue. Examples of where such kiosks and other postings could be located include the corners of intersections, bus stops and near establishments that are frequented by members of the Eastlake community. We recommend that the next phase of the Eastlake transportation plan identify those areas that are most appropriate for community kiosks. Possible locations to study should include bus stop locations, intersections, Rogers Playfield, Seward School, Fairview-Olmsted Park, the Steam Plant, the "gallows" at the corner of Eastlake Avenue and Louisa Street, Pete's Super, the Quick Stop, Lynn Street Deli, and Lake Union Mail. Evaluation could include discussions with property and business owners to determine their willingness to locate a kiosk at a specific location. Funding sources could include the Metro trolley one per cent for arts program and the Neighborhood Matching Fund. In some circumstances, kiosks could be provided at the property owners' expense, and incorporated into new development as an enhancement of the streetscape.

We also recommend exploring with the City Council and Seattle City Light the possibility of designing a small, single notice clip board (capable of accepting 8 1/2 by 11 inch fliers) that could be installed and maintained on utility poles throughout Eastlake, as well as other areas in Seattle.

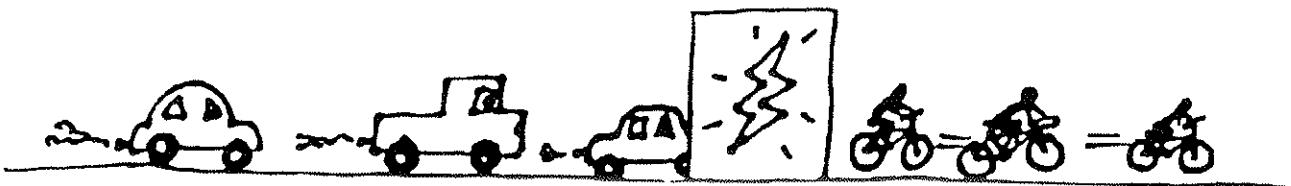
L. BICYCLES IN THE EASTLAKE CORRIDOR

I used to commute by bike until the terror factor took over.

—Response to 1994 Eastlake Transportation Survey

According to the 1994 Eastlake Transportation Survey, more than two thirds of those who live or work in Eastlake own a bicycle—considerably higher than the citywide average of 52.8 percent. However, many people say they would use their bicycles more often if conditions were safer and more bicycle-friendly. The neighborhood is also a corridor through which bicyclists from other parts of the city travel. The number of bicyclists crossing the University Bridge is one of the highest on any corridor in Seattle. With improvements, many more bicyclists could be accommodated. Following are some suggested bicycle improvements.

Minor Avenue bicycle route. Although Fairview Avenue E. is listed on City maps and City signs as being a "major bikeway," considerably more bicycle traffic occurs on Eastlake Avenue, which does not have that designation. As discussed in a later section, the north and south sections of Fairview Avenue are not well-connected at Mallard Cove, and the section of Fairview from Roanoke Street to Newton Street is narrow and congested, suggesting the need for alternative routes for those bicyclists who wish a more uninterrupted ride.



An alternative would be to establish Minor Avenue E. as a "major bikeway" (it is already listed on the Seattle Bicycling Guidemap as being a "bypass route"). A recent UW graduate thesis points out that Minor Avenue E. between Roanoke and Newton Streets is well designed for bicyclists, is used by many of them, and would be more heavily used if maps and signs called attention to it [Godard, 1992]. It is a good place to bicycle because, unlike Yale or Fairview Avenues that parallel it, Minor Avenue has a parking prohibition on one side of the street, providing a wide roadway with little traffic. Minor Avenue's value for bicyclists will increase further when Yale Terrace—which is virtually a northward extension of it—will be widened as a part of the City-permitted Mallard Cove uplands project. We recommend that Minor Avenue E. be designated as a major bicycle route or as a "bicycle boulevard," and that the City begin studies of how best to enhance its value in that role. This recommendation is backed by a 78 percent majority in the public response forms on our May draft plan.

Bicycle racks. The addition of more bicycle racks near retail businesses along Eastlake Avenue is noticed and appreciated, but many locations remain where they are needed and would be used.

Path on Fairview Avenue North. The bicycle and pedestrian path on the west side of Fairview Avenue North (south of the Steam Plant) is too narrow to safely accommodate the growing number of bicyclists and pedestrians using this corridor. Either the path should be widened, or a bicycle lane should be designated in the street.

At the north end of the University bridge, two successive free right turns bring motor vehicles dangerously across the path of bicyclists and pedestrians who are attempting to continue north as Eastlake Avenue becomes 11th Avenue. We understand that the City is exploring solutions to this problem. Any solution must not sacrifice the right of the pedestrian or bicyclist to continue north across the two right turn lanes.

Bicycle access to I-5 ship channel bridge. Bicycles and pedestrians are currently barred from the I-5 ship channel bridge, which has one of the most spectacular views in the City. Bicyclists and pedestrians who travel between Capitol Hill or Eastlake and Wallingford are denied the level, direct route that the I-5 ship channel bridge would afford them. Instead, they must descend about 100 feet to the University Bridge, a change in altitude and a longer trip not required of motor vehicles. There is sufficient shoulder to accommodate bicyclists now, while an additional structure might be needed for pedestrians. The existing ramps at 45th Street and at Boylston and Harvard Avenues are well-located for bicyclists to get on and off this part of the freeway; initially access should be limited to between these points. The State will soon be doing a seismic retrofit of the I-5 ship channel bridge; in doing so it should install a bicycle and walking lane.

Melrose-Lakeview connector. A major barrier to north-south bicycle and pedestrian travel is 200 feet of fenced-off State right-of-way just east of I-5 between Melrose and Lakeview Avenues. Enhancement funds have been set aside by the Washington State Department of Transportation for this Melrose-Lakeview connector. Once this connection is made, it will be possible to walk or bicycle from the Eastlake neighborhood to downtown primarily on paths and side streets.

Eastlake-Boylston connector. Once the Melrose-Lakeview connector is opened, there will be greater incentive for bicyclists to use Boylston Avenue, which connects with Lakeview Avenue. The north end of Boylston Avenue ends several hundred feet from Eastlake Avenue, where a bicycle and walking connection to Eastlake Avenue already exists under the south end of the I-5 ship channel bridge. Signs and pathway improvements would attract bicyclists to the Melrose-Lakeview connector, providing a more direct route through the neighborhood that would be appreciated by commuters. Franklin Avenue does not seem a preferable

route because it has parking on both sides, is interrupted between Roanoke and Louisa Streets by a street closure and playground, and is not as level as Boylston Avenue.

Bicyclists on sidewalks. City ordinances permit bicyclists to ride on sidewalks, but prohibit reckless riding that endangers or inconveniences pedestrians. A serious problem now exists on the east sidewalk of Harvard Avenue. At the intersection with Eastlake Avenue, many bicyclists heading northbound bypass the traffic signal by riding at high speed on the sidewalk, endangering those who work, shop, or live in the buildings abutting the sidewalk. A possible solution would be signs and one or more barriers to discourage this bypass maneuver. It may even be necessary to post a speed limit for bicycles on the sidewalk at this location, or prohibit bicycles entirely there.

M. BUSES ON EASTLAKE AVENUE

I've seen lots of people dash across to catch a bus because they cannot force the traffic to stop.

—Respondent on 1994 Eastlake Transportation Survey

This section shows how the changes in Eastlake Avenue recommended earlier will benefit buses and their passengers. The section also proposes specific improvements for neighborhood bus riders, who have enthusiastically offered their suggestions in the 1994 Eastlake Transportation Survey as well as in years of comments they have provided the Eastlake Community Council. Historically built around transit, the Eastlake neighborhood has one of the region's highest levels of bus ridership. According to the 1994 Eastlake Transportation Survey, 43 percent of those who live or work in the neighborhood had ridden a Metro bus in the past week, and only seventeen percent had gone more than a year since last doing so.

Considering Eastlakers' high rate of bus ridership, it is impressive that in the 1994 Eastlake Transportation Survey, fully three quarters (76 percent) answered yes to the following question: "Would you support changes in Eastlake Avenue to reduce speeding and improve crossing safety even if they slowed the Metro buses that use Eastlake Avenue" (emphasis in original). These are Metro riders speaking, and they are saying that in Metro decisions about Eastlake Avenue, bus speed should be secondary to an effort to make Eastlake Avenue a safer and more comfortable "main street."

Bus speed alone is not the issue. Although the proposals in earlier sections are certainly designed to slow traffic down from the current speeds of 30 miles per hour and more, it is doubtful that with these changes Metro buses would face serious congestion problems, or any congestion that arose would pose a serious threat to schedules. At present, buses on Eastlake Avenue often enjoy conditions of virtual free-flow. The current 14 to 19 mile per hour average speed that moving buses now experience on this segment of Eastlake Avenue at the peak period is quite fast in comparison with the bus speeds found on many other arterials [Seattle Planning Department, "Description of Transit Level-of-Service"]. According to figures cited earlier, Eastlake Avenue has considerable excess capacity that can be devoted to parking and a center-turn lane without significantly congesting the arterial.

With or without traffic congestion, the main constraint for most buses on Eastlake Avenue will continue to be the need to stop for passengers, because Eastlake has frequent bus stops and the ridership to sustain them. Express buses that do not stop in the neighborhood should not be routed on Eastlake Avenue. Metro ridership will grow if this plan's proposals to make Eastlake Avenue more of a "main street" are adopted, because the current traffic speeds are, in the larger view, hurting bus service rather than helping it.

In a thoughtful paper from the Transportation Research Board, a planner with Los Angeles' transit agency points out: "Although it is true that higher transit speed means lower cost per vehicle-mile, the incentive to use transit is diminished by a general speed-up, and the overall effectiveness of transit is worsened. This is because the incentive to use transit is based on its performance relative to the automobile, and its relative performance worsens as traffic speeds increase" [Woodhull, p. 328]. For the traveler choosing whether to drive or take the bus through the Eastlake corridor, reducing overall traffic speeds on Eastlake Avenue would give automobiles less of an advantage over buses than they now have at the higher speeds prevailing.

The current high speeds are a special discouragement for those on the way to and from the bus. A manual on urban design published by San Diego's transit agency observes that major arterials "are difficult places for buses to stop and for pedestrians to cross. To encourage transit use, safe street crossings must be allowed at frequent intervals" [MTDB, p. 13]. Our surveys indicate that bus riders find it difficult to cross Eastlake Avenue; in an admittedly extreme case, one resident tells of getting onto the bus and riding it all the way into the University District and back along the other side of Eastlake Avenue—just in order to cross the street safely!

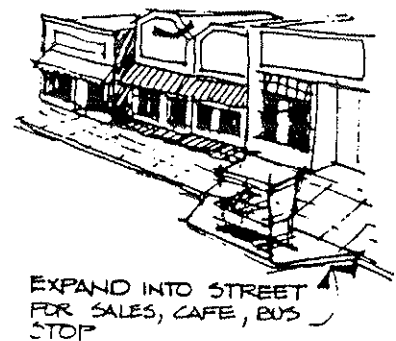
In those parts of Eastlake Avenue where a buffer of parked cars is not allowed, pedestrians (including bus riders at a bus stop or on the way) must put up with heavy traffic just a few feet away. Motor vehicles whiz by, some of them at illegally high speeds. In fact, several respondents to the Eastlake Transportation Survey warned that they had seen Metro buses speeding and running red lights. An Eastlake resident wrote to Metro in May: "As I walk my dog in the early morning hours along Eastlake, a speeding bus may pass me at high speed only a few feet from the curb. Add the spray on a rainy day and you create a very noisy, wet and undesirable pedestrian environment; on a bike it is downright scary. I have clocked Metro buses at over 45 miles an hour through our community. Metro buses do not obey the 30 mph speed limit on Eastlake Avenue and it is annoying, noisy and dangerous."

Metro should take the large view in evaluating proposals to reduce the high speeds of traffic on Eastlake Avenue. Urban residents and workers must feel safe and comfortable in their neighborhoods; otherwise, they will move further out into the countryside where they are less likely to take a bus at all.

Bus priority signals. The City and Metro are proposing to install bus priority technology in several traffic signals along Eastlake Avenue. We support this change, which should reduce delays enough to compensate for any slowing of bus schedules that might otherwise result from the changes in lane configuration proposed elsewhere in this report.

Bus bulbs. We suggest that the Seattle Engineering Department and Metro explore the installation of "bus bulbs"—curb extensions that bring the riders out to the traffic lane and thus eliminate the familiar problem of buses having to get in out of the traffic lane.

Buses that don't stop in the neighborhood. A serious issue for residents and businesses alike is the large number of buses that pass through on Eastlake Avenue without stopping. These include express buses between downtown and the University district (some of these were locals, before the opening of the downtown bus tunnel). They include buses from all over the region—including from Metro and Community Transit—that wish to



avoid Interstate 5 or that just find Eastlake Avenue a convenient shortcut. And they include buses that "deadhead" in the neighborhood (see below). In all cases, these buses bring more traffic congestion, pollution and noise to Eastlake without in any way contributing to bus service in the neighborhood. Metro and Community Transit should take steps to reduce the number of buses that pass through the Eastlake neighborhood without stopping.

Deadheading. Dozens of buses each day lay over in between routes ("deadhead") along Eastlake Avenue just south of Fairview Avenue East. In doing so, they occupy valuable on-street parking and are a source of diesel fumes and noise. In response to past efforts by the Eastlake Community Council, Metro directed bus drivers at this location to limit their engine idling to less than three minutes. Metro subsequently for all locations prohibited idling except when a bus is about to begin its run. Unfortunately, these rules are not always complied with by Metro drivers, and the rules apparently do not apply to the Community Transit buses that also deadhead at the same site. The eminent glass artist Dale Chihuly, who once worked and lived just east of this site, moved out of our neighborhood in part because of the bus idling problem. Both Metro and Community Transit should assure that their buses do not idle while deadheading on Eastlake Avenue.

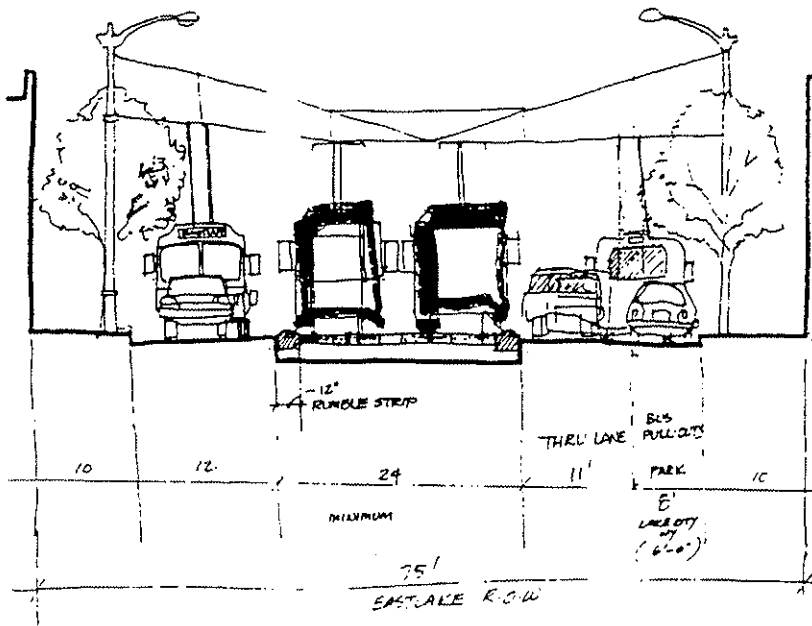
A larger question is whether buses should continue to deadhead in Eastlake. Most of the buses do not have any stops in the neighborhood; they are merely using the neighborhood as a convenient place to park. Meanwhile, on the way in and out of the neighborhood they are contributing to traffic congestion, noise, and pollution. Metro and Community Transit should explore alternatives to Eastlake Avenue as a site for dead-heading buses.

Clearer route signs on buses. The route signs on the front of Metro buses are difficult to read, and not only for those who are partially sighted. Much larger and brighter signs are found on the buses in Snohomish, Kitsap and Jefferson counties (among others), and in the city of Vancouver, British Columbia. Metro should take steps to improve the visibility of the route signs on its buses.

Bus shelters and benches. Considering the large number of bus riders who live or work in the neighborhood, there are too few bus shelters and benches. Currently Eastlake Avenue has only very few bus shelters, among them one at Newton Street and one at Harvard Street. Recently the bench was removed from the bus stop on the east side of Eastlake Avenue at Lynn Street; this bench should be replaced, and more should be installed at other bus stops. Neighborhood-specific decoration of the shelters should be encouraged, as with the one on the west side of Eastlake Avenue at Newton Street; it was decorated by members of the United Indians of all Tribes.

N. LIGHT RAIL ON EASTLAKE AVENUE

After the initiation of this planning project for Eastlake Avenue, we were informed in late March 1994 by the Regional Transit Authority that this three-county body had decided to look very seriously at Eastlake Avenue as a possible surface route for a light rail line. In May the RTA board decided to study this route prior to an October decision on whether to propose it to voters in a May 1995 election [RTA, 1994]. As proposed to us, the rails would be in reserved lanes (not grade-separated) on the surface of Eastlake Avenue, lined with low curbs that would admit rubber-tired vehicles in emergencies. The rails would enter the ground for a tunnel crossing of the Ship Channel; southward the route would probably follow Fairview Avenue North. The trains would be in combinations of from two to six 60-foot cars, and would run every five minutes in peak periods, and about every ten minutes at other times between 5 a.m. and midnight.



Cross-section of possible Eastlake Avenue light rail line
(Drawing supplied by Regional Transit Authority)

Subsequently we have had a series of meetings and other contacts with RTA staff and consultants, including two public meetings (April 25 and May 10) and an August 10 briefing; in addition, a subcommittee of four steering committee members (Carol Eychaner, Lynn Poser, Chris Leman, and Richard Esposito) visited Portland (Esposito on May 15, the others on May 14) to study the Metropolitan Area Express (MAX) as an example of how light rail can affect neighborhoods. Also, Rich Untermann's UW urban design studio class examined how light rail could work on Eastlake Avenue, addressing this question in their presentation at our April 19 public workshop and in their May report [UW College of Architecture and Urban Design, 1994]; Untermann was also a speaker at the May 10 RTA public meeting.

At the three public meetings in our neighborhood that have addressed light rail, public comments have been divided (see summary of May 10 meeting attached). Although light rail has some strong supporters in the neighborhood, some others are unequivocally opposed, and many others are skeptical. We managed to squeeze a lot of neighborhood debate about the light rail idea into two months, but this effort can be no substitute for a lengthier and more detailed dialogue. In previous years, the Regional Transit Project public meetings and environmental impact statement did not devote much attention to a street-level route through Eastlake. The rapid learning curve now necessary has made it impossible to develop a clear consensus, whether in the Eastlake transportation plan steering committee or in the neighborhood as a whole.

By its topography and geography, the Eastlake neighborhood is often expected to be a corridor through which to get somewhere else. Sometimes these corridor projects have a very good impact—as did the streetcar line that opened in 1893 and as does the Metro bus service that—even with its flaws—is among the best in a Seattle neighborhood. But sometimes the corridor projects have a very destructive impact—as with the loss of hundreds of homes and dozens of businesses from the construction of Interstate 5, and with that freeway's continued visitation of air pollution and noise on the neighborhood. As RTA director Tom Matoff stated at our May 10 public meeting, "Eastlake has paid its dues." We are impressed with his pledge that light rail would come to Eastlake only if the neighborhood wants it, and his belief that light rail can be done in a way that would enhance the neighborhood.

Although it is beyond the scope of this study to make a final recommendation for or against a light rail line, it is clear that the design of any such line would make a tremendous difference in how positive or negative its impacts would be on the neighborhood. Thus we suggest some conditions under which a light rail line would be considered, and in the absence of which it would be difficult for many residents and businesses to accept.

But clearly, whether a light rail project would be a net benefit or a net drawback for Eastlake would depend on how it addressed the following issues, as well as other issues that would not become evident until detailed planning had begun.

Traffic lanes and intersections. On Eastlake Avenue, a potentially very positive impact for the neighborhood would be the reduction in the number of motor vehicle traffic lanes from four or three to two. This change could reduce noise, pollution, and safety problems from the current motor vehicle traffic by lowering speeds and volume. It is certainly true that the light rail vehicles are easier to see and are more predictable in their movements than are the motor vehicles now found on Eastlake Avenue. At the very least, the street improvements should make it safer and easier for pedestrians to cross Eastlake Avenue and should promote neighborhood-serving retail businesses. This result would be dependent on imaginative design and significant public investment in the necessary street and sidewalk improvements and their associated amenities. It will be especially important for traffic planning and street redesign to include the side streets, as otherwise the reduction in traffic lanes on Eastlake Avenue could encourage bypass traffic.

We saw what is possible in downtown Portland, but we also learned in the Hazelwood neighborhood on East Burnside Street that not all the promised street improvements actually came to pass. Baseline traffic counts and projections would need to be made, with public investments tied to actual targeted ceilings. All of these street improvements would need to be installed during or before the light rail development, not after it.

Noise. We are encouraged at the possibility that a light rail development could produce a net reduction in neighborhood noise. However, there are some in the neighborhood who doubt this result. It is essential for benchmark measurements of existing noise along Eastlake Avenue and a projection of future noise with and without light rail to be prepared in order for public discussion to be most useful. Also, we need to know what noise-reduction technologies are available and how the neighborhood can assure that the best technologies are selected and actually installed.

In-pavement rails. Although the RTA flier distributed in our neighborhood depicted an unpaved railbed and ties, the RTA staff stated that the rails would actually be embedded in the pavement. Obviously an unpaved railbed would introduce a serious pedestrian impediment and would make it impossible for emergency vehicles to use the rail right-of-way. Any surface light rail development in Eastlake must have pavement between the rails.

Fencing. Any fencing (such as between the two tracks) to block pedestrian crossing of Eastlake Avenue, whether at intersections or between them, is completely unacceptable. It would be inconsistent with our efforts to reclaim Eastlake Avenue from its current status as a barrier to east-west passage and to transform it into a more pedestrian-friendly retail area. Although Matoff has assured us that no fence is contemplated, we need to find a way for that commitment to be enforced into the indefinite future.

Number of stations. RTA planners have so far proposed one light rail stop in the Eastlake business district (just south of E. Louisa St.), as well as one at the Fred Hutchinson Cancer Research Center on Lake Union. These stops are much further apart than the stops that are closer to downtown. Eastlake is a long, narrow neighborhood that needs several transit stops. The 1994 UW design studio report proposes three stops, suggesting E. Allison St. and E. Garfield St. for the north and south stops, and suggesting that the central stop be north of E. Louisa St., in front of Rogers Playfield.

Station and street design. There has not been time in the past two months' process to address in detail

specific issues about the nature of the stations and the right-of-way. If RTA pursues the Eastlake option in depth, we are counting on full neighborhood involvement and signoff on these matters. The location and design of the station in central Eastlake is an especially important issue. A staggering of the northbound and southbound station platforms might avert the need to prohibit parking on both sides of the very long station area, which could be in the center of the neighborhood's retail district. We are strongly opposed to removing the Areis building (at the corner of Eastlake Avenue and Louisa Street); even with extensive efforts at relocation and mitigation, the many small businesses and nonprofit organizations in the building would be harmed, and our neighborhood would likely lose some of them forever. The UW design studio course proposed that the station be adjacent to an enhanced Rogers Playfield. Many questions would have to be answered before this alternative could be fully evaluated.

Changes in bus service. The light rail line could potentially reduce noise, pollution, and congestion by eliminating some buses (all currently diesel) that now move through the neighborhood on Interstate 5 or on Eastlake Avenue. However, this effect could be negated if Eastlake came to be a transfer point for buses not already coming through the neighborhood. Although the addition of bus service might be welcomed by residents and employees who have seen their choices reduced in the last decade by the downtown bus tunnel, the additional buses might be mainly at peak hour and if incoming might not even be available for boarding in the neighborhood.

Speed of light rail vehicles. Ample evidence has been presented in this draft plan of the serious safety problems, and the genuine public concern, in Eastlake's prevailing motor vehicle traffic speeds of 30 miles per hour or more. We are proposing reduction in the speed limit from 30 to 25 miles per hour along Eastlake Avenue from the University Bridge to Fairview Avenue, and urge that the light rail vehicles and motor vehicles alike obey this 25 mile per hour limit. Matoff has assured us that the speed limit on the surface of Eastlake Avenue would be 25 miles per hour for light rail, but again, we need to find a way for that commitment to be enforced into the far future.

One of the real benefits of the light rail development could be to help slow down the motor vehicle traffic to a safer pace. However, it is important for the light rail vehicles themselves to proceed at a safe speed. We can certainly understand the need to move the light rail vehicles quickly between downtown and the University District. However, Eastlake Avenue must be recognized as a neighborhood "main street," one that must be made more, not less, pedestrian-friendly.

Avoid "park-and-ride." The Eastlake neighborhood has consistently opposed being a park-and-ride, whether by installation of official Park-and-ride lots, or unofficially by use of neighborhood streets. A new light rail station could invite light rail riders who drive from other areas to park in the neighborhood. This new traffic would bring more noise, pollution, and traffic danger, potentially negating the environmental benefits of light rail to the neighborhood. It also risks displacing parking capacity needed by the customers of neighborhood retail businesses. The Eastlake residential parking zone that is now in effect will help protect residential parking, but it would have to expand to all residential blocks upon opening of a station. Special efforts must be made to assure that retail businesses have adequate short-term parking.

No net loss of parking places. Another neighborhood concern is the possible loss of current on-street parking places, such as near the station, which could be in the center of Eastlake's retail business district. A key recommendation of this draft plan is to restore on-street parking on Eastlake Avenue that is now prohibited either in the peak period or at all times. On-street parking is needed for retail businesses and to buffer pedestrians from the traffic lanes. We suggest the need to assure no net loss of parking that is needed for

retail businesses.

Prof. Untermann's research indicates that even with the light rail requirement of prohibiting parking on one side of Eastlake Avenue, eliminating current temporary and permanent parking prohibitions could lead to a net increase in parking along Eastlake Avenue as a whole. His calculations indicate that on a net basis there would be 28 additional parking places north of Edgar and 20 additional parking places south of Lynn, but 29 fewer parking places between Roanoke and Lynn, for a net increase of 19 parking places along the entire corridor. However, some of the new parking would not be located near the retail businesses that would most need it. Parking structures (which the RTA has offered to build) might have the same limitation, and they would need to be well designed and respectful of existing zoning constraints. A number of our steering committee members feel that free-standing parking garages should be excluded from Eastlake's business district from Hamlin to Newton Streets.

Negative impact of a portal. RTA is considering a portal (a tunnel entrance) near Hamlin or Edgar Streets that would bring the surface light rail line underground for a tunnel crossing of the Ship Channel. Among the potential negative impacts of this portal would be to eliminate an existing building, occupy developable land, and greatly worsen Eastlake Avenue's barrier-like quality by creating a "ditch" that pedestrians and bicyclists could not cross and that a pedestrian overpass would inadequately correct. The underground alternative would also likely deprive the north end of the neighborhood of a future station and of light rail's special opportunity to redesign Eastlake Avenue to make it safer and more retail-friendly.

Construction-related disruption. The well known loss of retail businesses during the bus tunnel construction make aggressive efforts essential to protect our existing retail and other commercial businesses during any light rail construction. Parts of Eastlake Avenue will already have experienced major excavation in 1995 for the Seattle Engineering Department's combined sewer overflow project and Metro's trolley expansion project. A binding plan should be developed that clearly delineates RTA's responsibilities for relocating, compensating, or otherwise helping businesses during the construction process.

No upzoning. The Eastlake neighborhood is already zoned for substantial expansion in commercial and multifamily development. The impacts of this development will be magnified by the barriers of the lake and the freeway, and by major growth in the nearby University of Washington and Fred Hutchinson Cancer Research Center, and South Lake Union in general. While up zoning (increasing the maximum allowable height, bulk, and scale for new buildings) near transit stations may make sense in some areas, it does not in Eastlake. We require a firm and early commitment from the City of Seattle not to upzone if the Eastlake neighborhood agrees to host the light rail line. We also require that a light rail development be accompanied by adoption and enforcement of graduated caps on permitted square footage of commercial and residential development in order to pace the development to a rate that the neighborhood can successfully absorb.

Commitments. We learned on the May 14 Portland visit that some of the features originally proposed to make light rail palatable to the neighborhoods were later dropped. We require the early negotiation of a legally binding document committing RTA and, where applicable, the City of Seattle, to specific measures addressing concerns such as those that have been discussed in this section.

Conclusion. The neighborhood's highest priority for Eastlake Avenue is to slow the speeds of motor vehicle traffic and make the street safer and more comfortable for strolling and shopping. It may be that, as the UW design studio report argues, a light rail system is the best way to achieve these traffic calming goals. However, this would only be the case if light rail had slow speeds, local stops, and pedestrian movement across

the tracks. Many in the neighborhood would likely oppose a light rail system that did not have these features. In any case, much further review and discussion will have to take place among Eastlake's residents and businesses before a genuine consensus can be reached.

PART III

ANALYSIS AND RECOMMENDATIONS FOR FAIRVIEW AVENUE EAST

Fairview is scary!

—Respondent to Eastlake Transportation Survey

Fairview Avenue is unique. Fairview Avenue East is a shoreline roadway that attracts a constant stream of visitors from all over the region—most of them on foot—who come for the water views, streetend parks, marine businesses, and the atmosphere of the houseboat colony. Fairview is also classified as a “major bikeway” by the City of Seattle. The combination of residents, businesses, bicyclists, and tourists that use Fairview would itself be a complicated traffic situation, but it is made worse by drivers seeking to bypass Eastlake Avenue, I-5, and other north-south routes.

It is a miracle that Fairview Ave. E. is as pedestrian-friendly as it is. The Fairview right-of-way is 100 feet wide (120 feet between Newton and Blaine Streets), larger than for Eastlake Avenue. In fact, at one time, the City considered proposals to expand Fairview Avenue E. to a 72 foot roadway [Seattle Department of Streets and Sewers, 1927]. In 1970 a local improvement district nearly received enough signatures to expand parts of Fairview to four lanes; this proposal was defeated through the efforts of the Floating Homes Association. The City still classifies Fairview Ave. E. as an arterial; this designation should be removed. Fairview is a neighborhood street and should be classified as one. In the current planning process we have received no serious proposals for the widening of Fairview.

Although the problems of Fairview were recognized for decades, a consensus did not emerge for how to deal with them, and the problems have continued. The neighborhood concerns have continued as well, and Fairview was selected as one focus of the current planning process because an active group of residents and businesses wanted it to be. This plan is an effort to break the logjam and outline several steps that have sufficient support to be put into action soon.

Residents of Fairview and those who live or work in other parts of the neighborhood see the street as a valuable resource whose traffic problems must be addressed. The 1994 Eastlake Transportation Survey asked respondents to rank six concerns including two regarding Fairview Avenue, three regarding Eastlake Avenue, and one for general improvements in lighting. The two Fairview concerns ranked above the others, with the highest rated concern being to establish a walking and bicycle path next to Fairview, and the second highest rated concern being to change Fairview to discourage speeding and make it safer for walking.

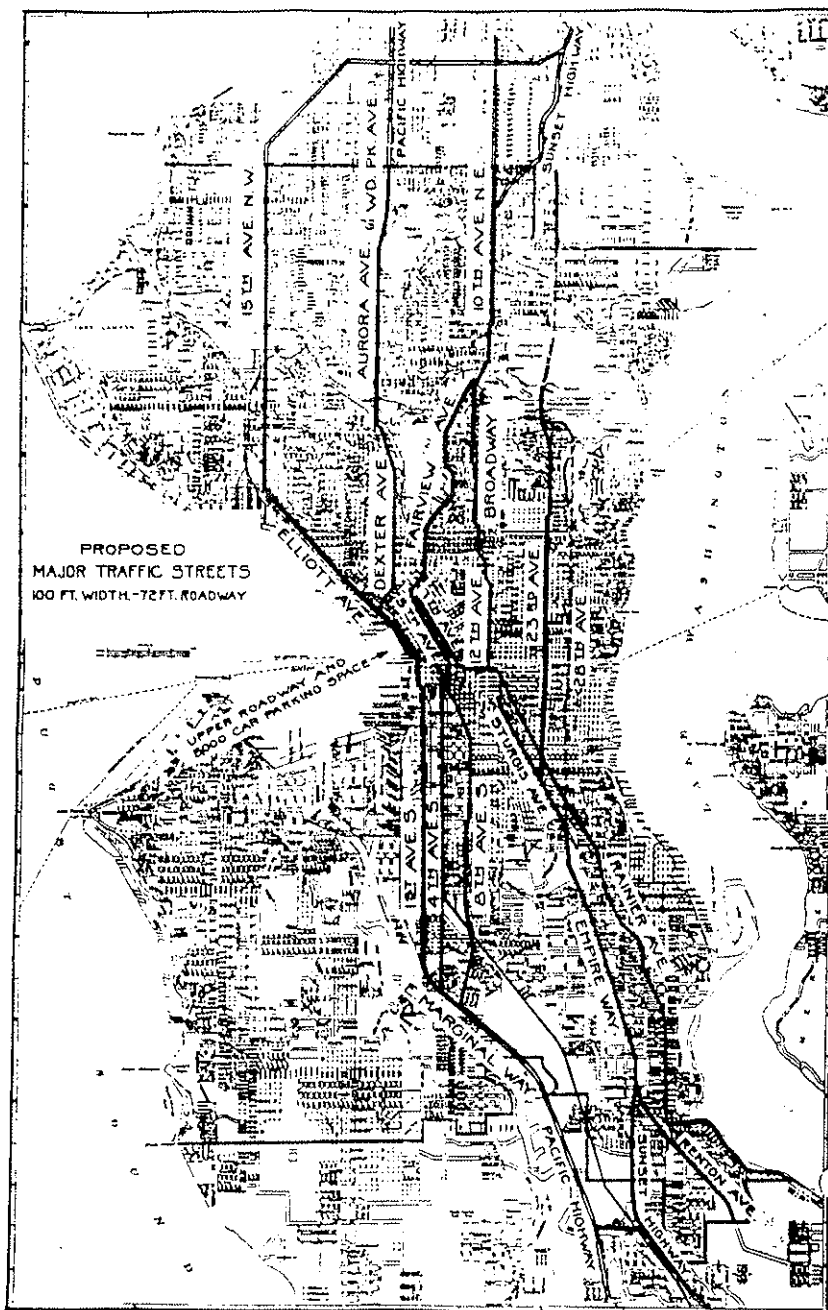
In 1993 the Eastlake Arts Commission conducted a City-funded “walking fish” project that used public art and a series of public events to publicize and select possible routes for a permanent pedestrian walkway along the entire length of Fairview Avenue. Public comments received were sparse, and included some opposition

from nearby residents and some suggestions to focus on making the Fairview roadway itself safer for walking.

The Eastlake transportation plan steering committee decided to recommend a separate walkway on the west side of Fairview north of Hamlin Street and south of Newton Street, but on the section of Fairview Avenue between those two streets to rely mainly on traffic calming efforts to make it safer to walk in the Fairview roadway.

This recommendation was not without dissent; member Richard Haag argued for a waterside walkway as well between Roanoke and Newton streets, stressing that the right-of-way is publicly owned and should be used for the public benefit of shoreline access. Other members felt that on this section of Fairview the traffic calming alternative is more politically feasible, and addresses the question of how to cross safely. In addition, the steering committee proposes to establish short pedestrian connections at the Boston and Edgar street-ends; and to establish diverters to block Fairview non-emergency motor vehicle traffic at the north edge of Newton Street and at the intersection with Shelby Street.

Reduce posted speed to 15 miles per hour. Fairview Avenue between Roanoke and Newton streets should be posted to limit speed to 15 miles per hour or less, as is currently the case in the Roanoke Park neighborhood nearby. A limitation of this posting is that current state law prevents the City from enforcing a speed limit of less than 25 miles per hour, unless near a school (where the limit cannot be reduced below 20). This state law does not allow the City to enforce a lower speed limit even along a narrow street like Fairview that is adjacent to City parks and has a great deal of pedestrian and bicycle use and many people living nearby. Research in San Francisco indicates that many neighborhood residents regard 25 miles per hour as too high, and that safety and noise concerns recommend a lower speed limit [Appleyard, 1981]. The City should work in the legislature for a change in statute that would allow localities the flexibil-



ity to enforce lower speed limits.

A. FAIRVIEW AVENUE BETWEEN FUHRMAN STREET AND HAMLIN STREET

This section of Fairview is regarded as one of Seattle's last country roads. Unfortunately, bicyclists and pedestrians are threatened by bypass traffic and speeders. A complete solution to this problem may await a set of traffic calming measures like those proposed in later sections for Fairview south of Roanoke Street. However, much of the problem seems likely to be addressed by a Seattle Parks and Recreation Department proposal to close Fairview Avenue at Shelby Street.

Closure of Fairview Avenue at Shelby Street. In the past year the Seattle Parks and Recreation Department has acquired several properties on either side of the Shelby Street right-of-way between Fairview Avenue and Eastlake Avenue. This was the result of a years-long public campaign and many public meetings, and was done with a combination of state, county, Metro shoreline and City funds. Presently a City-administered P-patch (community garden) exists by permit in the Shelby Street right-of-way just east of Fairview Avenue. A conceptual drawing of the proposed Fairview-Olmsted park can be seen in the appendix; the actual park design will be the result of an extensive public process. Current discussions envision the closure of Fairview Avenue at this point to non-emergency motor vehicles, with no impedance for bicyclists and pedestrians. The street closure would be contingent on a traffic study, approval by 60 per cent of the owners and by the Fire Department, and accommodation of all impacted owners. The Park Department and its consultants have extensively consulted with the Seattle Engineering Department about the proposed closure.

Closure of Fairview Avenue at the Shelby Street right-of-way would in a single stroke dramatically reduce traffic volumes and speeds on the section of Fairview from Fuhrman St. to Hamlin St. We support the proposal and applaud the cooperation between the Park Department and the Engineering Department that has produced it; in the response forms on our draft plan, 62 percent of the public supported the closure. Further steps toward the closure must await additional design for the park.

Lakeside sidewalks. Unlike the section of Fairview Avenue between Roanoke and Newton Streets, much of Fairview Avenue north of Hamlin is wide enough to accommodate sidewalks without impinging on the traffic lane or appreciably reducing parking. In a few places, the sidewalk already exists. The Eastlake transportation plan steering committee recommends—and 73 per cent of the public that filled out response forms agree—that the City install sidewalks on the west side (lake side) of Fairview Avenue; sidewalks on the east side should be required as a condition for future building projects. Because much of the sidewalk has lovely views of the lake, marine business, and quaint shoreline homes, it is hoped that City ISTE and other funds will be available for it. It appears that no current public parking will be lost even at the Wards Cove Packing Company if the sidewalk is located just east of the second row of parked cars, and the third row is moved east of the new sidewalk.

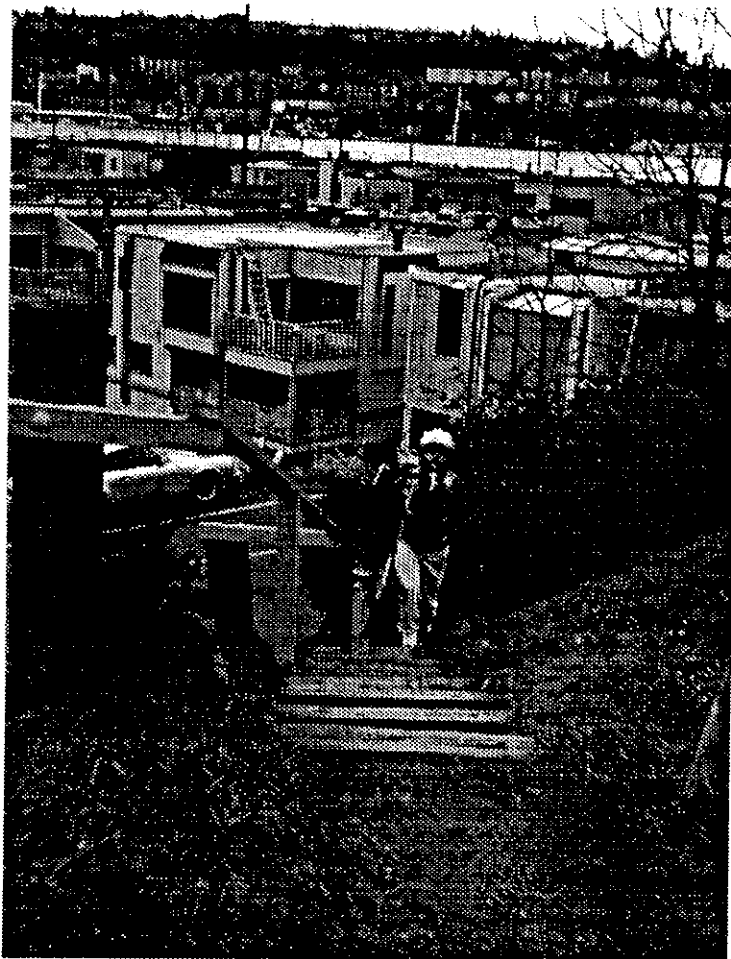
To the extent possible, the new sidewalks and curbs should be designed to narrow the roadway, which is at present very wide and encourages speeding. At some locations, the Fairview roadway and the lake bank are too narrow for a sidewalk to be installed. In these cases, traffic calming measures similar to those proposed for the section of Fairview between Roanoke and Newton street should be undertaken. Such measures are included in plans for the proposed park at Shelby Street.

Parking. Along with the sidewalks just proposed, the City and neighborhood should consider installing angled or straight-in parking rather than parallel parking. This would help provide parking spaces for the

proposed park and other local uses. In addition, the “No Parking Any Time” sign in the Fairview Avenue right-of-way by the Wards Cove Packing Company has no basis in legality. Much of the parking in that area is on public right-of-way and is therefore available to all. The sign should be removed.

Mallard Cove connections. The pedestrian or bicyclist following Fairview Avenue faces a gap at Mallard Cove, between Roanoke and Hamlin streets. A traditional shoreline pathway was eliminated by 1968 construction of an apartment house at the foot of Edgar Street, with the nearest route to Hamlin Street and the north section of Fairview Avenue E. being a steep and unpaved alley or Eastlake Avenue itself. As a result, the pathway along the Edgar Street end is now overgrown and not useful.

Further south, the traditional pathway was obliterated by the 1974 construction of the parking lot for the Mallard Cove houseboats, but public access continued across the parking lot, and a public stairway to Edgar Street was installed (photo). The then owner of Mallard Cove agreed to negotiate with the City a public easement for a walking and bicycle trail. Negotiations were never completed, as many of the houseboat lessees opposed the idea. When the property was sold in 1990 (turning the houseboat leases into owned lots), the new owner applied for a development permit for the upland parcel, removed the steps, and installed a high fence on the east and north edges of the property.



Despite the history of concern for bicycle and pedestrian access through Mallard Cove, in awarding the 1992 master use permit the City did not insist on a shoreline public access trail, but did insist on a widening of Yale Terrace just above the site and the construction of a sidewalk on its west side and a viewing platform at the northeast corner of the site. In a 1991 letter to the Cascade Bicycle Club, the City stated:

“As you know, we have improved Eastlake Avenue East for bicyclists by installing bike route signing and striping wide curb lanes in a number of places. The Engineering Department is willing to reexamine alternative routes through this area, but believes any decisions regarding Master Use Permit #9000520 must be made first. When DCLU has made a final decision, we will look at improving or providing additional bicycle and pedestrian routes” [Zarker, 1991].

Because of landowner resistance to a shoreline pedestrian and bicycle connector along the shore of Mallard Cove, proposals for establishing the connection on the Fairview Avenue right-of-way in the Cove between Roanoke Street and Hamlin Street are regularly voiced by made by neighborhood residents. Most of this public right-of-way is under water; it could be utilized with a floating walkway similar to the one now spanning

Waterway No. 8 in front of the Steam Plant. Any such bridge structure would need to provide for passage of watercraft, with one possibility being a hand-operated drawbridge such as can be found in the Netherlands. Such a structure would benefit pedestrians and bicyclists and might qualify for state or federal funds.

However, many questions remain as to the cost and safety of a floating walkway across Mallard Cove, and whether it would interfere with navigation and with the privacy of nearby houseboaters. In fact, even the draft plan's suggestion for more study of the idea was met with strong resistance from the association of Mallard Cove floating homeowners, whose letter urged that the Eastlake Transportation Plan "should not be used to destroy each others security, safety, and privacy as this proposal does. It makes no sense and further study will at best divide the community into hostile camps." The letter also warned of the expense of construction, the need for a full time bridge tender, City liability for falls, blockage of emergency services, and harm to privacy and security. Residents of the Roanoke Reef houseboats have also expressed opposition. One interesting issue that has been raised is whether legal objections to the blockage of watercraft and shoreline access may supercede the City's right to place a structure on its right-of-way.

While acknowledging these concerns of those who live near the site, the Eastlake transportation plan steering committee also recognizes that a considerable segment of the neighborhood—61 percent (104 for, 66 against) on the public response form regarding the draft plan—supports asking the City to study a floating bridge across Mallard Cove. The draft transportation plan did not propose a bridge, nor does this revised plan; the steering committee continues to feel that it does not have enough information to make a recommendation one way or the other. However, the steering committee believes that the issue will not go away simply by not studying it, and believes that examination of the question would help to clear the air. If indeed the idea is impractical or illegal, careful analysis by experts acceptable to houseboat residents in Mallard Cove and Roanoke Reef should put it to rest. Until such a study is accomplished, the question must be regarded as unresolved.

More realistically, the Edgar streetend remains a possible route to connect Edgar and Fairview streets; in fact, it would be possible to close the gap entirely on public rights-of-way by connecting up to the submerged Fairview Avenue right-of-way, a route that the apartment owner once resisted out of concern for loss of water access. A completely land-based route would need an easement across a small corner of land owned by the property owner, who rejected past City approaches.

A solution to this situation would be for the City, a generous private purchaser, or a nonprofit organization like the Trust for Public Land, to buy the apartment property, install the Edgar-Fairview connection or assure an easement for one, and then resell the property. Such transactions are becoming increasingly common as the importance of public access is being recognized, especially in shoreline areas. We suggest that the City explore this possible purchase, either directly or in cooperation with a nonprofit organization. This recommendation was endorsed by 63 percent on the response form on the draft transportation plan.

B. FAIRVIEW AVENUE BETWEEN ROANOKE STREET AND NEWTON STREET

The section of Fairview Avenue between Roanoke and Newton streets is one of the best-loved streets in Seattle. It is a popular route for recreational walkers and bicyclists, who come from elsewhere in Eastlake and from all over the Puget Sound region. In addition to many multifamily dwellings it has about 250 houseboats. Access to the houseboats, and access by houseboats to the street and their cars, is only possible on foot. The street is also—literally—used by Marine Service Center, a boatyard that by City permit occupies the E. Louisa Street right-of-way; employees and heavy equipment constantly cross Fairview from the firm's upland offices

and shops. Marine Service Center is recognized by neighborhood residents as, in effect, a very effective traffic calming device; the heavy equipment, boats, and workers on and adjacent to the roadway help slow the traffic.

Although the Fairview Avenue right-of-way in this area is technically very wide (100 feet), much of it is either underwater or steep and vegetated lakebank, or is used for parking. North of Newton, the pavement (installed in 1970) is about 18 feet wide, and is at the eastern edge of the right-of-way. Traffic volumes are substantial for a street so narrow. According to the City's March 1994 counts along Fairview, on an average weekday 1684 vehicles (163 in the evening peak hour) pass by the northern edge of Lynn Street and 1856 vehicles (192 in the evening peak hour) pass by the northern edge of Newton Street. As there are no sidewalks, any pedestrians and bicyclists must use the street, where they have many dangerous encounters with motor vehicles.

But solving the traffic problem is not simple. Classic means of residential traffic control such as traffic circles, immovable diverters, speed humps, and chicanes (narrowings) are not feasible in this area because of the need to allow trucks in and out to reach Marine Service Center and Cadranell Yacht Landing and to service Pete's Super and Azteca Restaurant. Boat trailers are sometimes "lowboys" with no clearance to surmount curbs and humps. Because the street is their workplace, the employees and management of Marine Service Center are as concerned as are the residents. However, they are also concerned—as, indeed, are the residents—to find a traffic solution that allows truck access to Marine Service Center and the other businesses.

Foreseeing the complexity of the task, we asked James Donnette, a long-time houseboater who is also a professor and associate dean at the College of Architecture and Urban Planning, to convene a subcommittee on Fairview Avenue (other members included houseboater and architect Peter Erickson; Greg Brower, a landscape architect employed at the Berger Partnership; and project manager Chris Leman). The subcommittee decided not to recommend making Fairview a one-way street, a proposal once made by the Seattle Engineering Department [SED, 1987]. That proposal had much opposition in the late 1980s, and we believe that it still does. One-way would help in one direction, but it would probably encourage traffic volume and speeds in the other direction.

Following are the recommendations that the Eastlake transportation steering committee has adopted with the help of Donnette's subcommittee.

Traffic diverter at Newton Street. We recommend as a six-month demonstration project the installation of a traffic diverter across Fairview Avenue on the north side of the intersection with Newton Street; this recommendation is supported by 58 per cent on the public response form. The proposed diverter would allow bicyclists and pedestrians (and ducks and pets) to move freely, but would be a barrier to motor vehicles. However, the barrier could be opened on demand (we suggest a keyless latch) to make way for emergency vehicles, for trucks such as those that make deliveries to Pete's Super and Marine Service Center, and for other urgent uses. The barrier would be open in times of snow, when the level south outlet is needed.

As in the 1977 instance, additional signs near the diverter would state "Street end," "Do not enter," "Street closed," "Pedestrians and bicyclists only," and perhaps something like "Motor vehicles by arrangement only" or "Service truck and emergency access only; others by arrangement." And as in 1977, there should be an informational map showing business locations and other attractions on Fairview Avenue north of the diverter, and alternative routes to them. In its overall design, the diverter should not appear to be a barrier to visitors entering the neighborhood; it should just make clear that non-emergency entry at that point is only by non-motorized means, and that motor vehicles may enter by other routes.

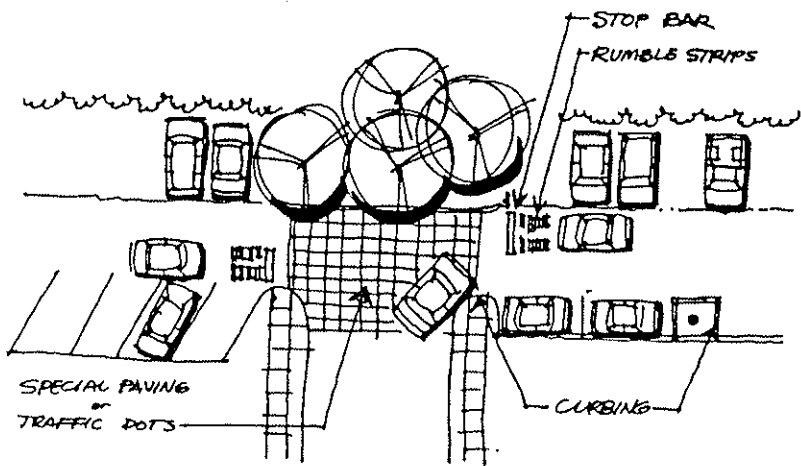
If it is shown that the six-month demonstration diverter has had a significantly negative impact on the businesses north of it, the diverter should be removed. However, if the decision for a permanent diverter is made, the steering committee recommends that a competition be held to design and landscape the permanent installation.

This proposal has some similarities to a demonstration diverter that was in place between June 18, 1977 and October 13, 1977. However, the 1977 diverter was at the south side of the intersection, creating a cul-de-sac to the south. In contrast (see drawing in appendix), our proposal would create a cul-de-sac to the north, allowing traffic to move freely between E. Newton and the parts of Fairview south of the intersection.

The original Seattle City Council action authorizing the demonstration diverter on the south side of Newton Street also authorized and funded a second trial on the north side of Newton Street "should that appear appropriate after the initial trial on the south side." However, this second trial was never undertaken. It is unclear whether further City Council action is needed to authorize a trial on the north side of Newton Street.

Whereas concern about boat hauling access was apparently a factor in the 1977 opposition to making the temporary diverter permanent, in 1994 it was the Marine Service Center representative who proposed revival of the diverter. George Kingen, owner of Pete's Super, also supports the six-month demonstration diverter, on the condition that the diverter be on the north rather than the south side of Newton Street. The support of other businesses will be crucial in securing the diverter. A petition of residents may also be necessary.

Traffic calming measures. Because the proposed traffic diverter at Newton will be more effective at reducing traffic volumes than traffic speeds, we are recommending several traffic calming measures. The effort will be to slow the cars down and create an atmosphere friendly to the pedestrian [Homburger, 1989; Untermann, 1984]. Motor vehicles do not need to be excluded from an area if, as at Seattle's Pike Place and Vancouver's Granville Island, the streets are designed to slow them down and acknowledge the pedestrians.



In the design and implementation of these measures, every effort will be made to avoid eliminating on-street parking places. Because of the re-configuration of parking south of Newton (see below), on a net basis we expect that the number of parking places in the Fairview Avenue right-of-way will actually increase.

We are proposing the following traffic calming measures, which were endorsed by 64 per cent of the public who filled out response forms:

Curb extensions. Utility poles, trees, stop signs, dumpsters, and other objects will be outlined by curbing, thus narrowing the roadway, reducing the chance of motor vehicles colliding with these objects. Curb extensions will narrow the roadway wherever possible, making sure to leave a lane sufficient for passage of heavy trucks and emergency vehicles. We suggest the initial use of portable curbing, but ultimately the installation of permanent curbs. Landscaping and decoration by the residents will be encouraged.

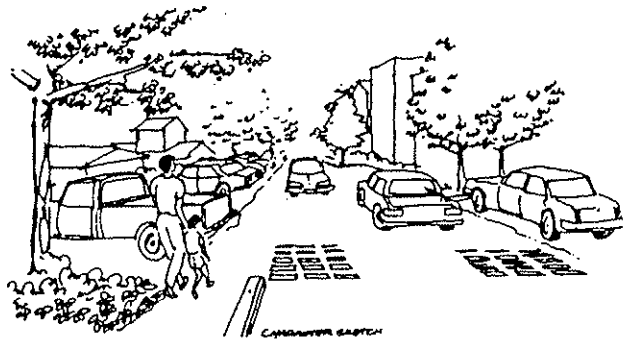
Rumble strips. In the indicated places, we propose rumble strips as a physical and audible signal to motorists of the need to slow down. The rumble strip can consist of "buttons" or textured concrete, precast or cast-in-place. The rumble strips should be made more visible with white paint. Effort should be made to assure that the rumble strips are designed and sited to pose a minimum inconvenience to bicyclists and pedestrians.

Crosswalk painting. Crosswalks along all parts of Fairview should be well marked by white paint. Rather than a stripe at each side of the crosswalk, we suggest ladder-type stripes that are larger and parallel to motor vehicle traffic. Large letters spelling out "Crossing" should also be painted in the street. Although occasional data indicate that isolated painted crosswalks can be more dangerous than unmarked crosswalks, the painting design will be safer, and the use of paint will be effective because it will be a part of many traffic calming measures along this part of Fairview Avenue.

Stop signs. All-way stop signs should be installed in both directions at the Roanoke Street and Boston Street intersections with Fairview Avenue. While we realize that stop signs, when installed in isolation, are often ignored, we believe that the other traffic calming measures will naturally slow down motor vehicles, encouraging drivers to obey the new stop signs.

Entry island at Roanoke Street intersection with Fairview Avenue. The current design of this intersection encourages drivers to corner at high speed. We suggest installation of an entry island that will divide traffic and force it to turn at more of a right angle. The parkway-like effect could look like the road leading up to Elliot Bay Marine and the Palisade restaurant in Magnolia.

Signs. A decade or more ago, this section of Fairview had distinctive signs with a message something like "Bicycle and pedestrian priority street—drivers must yield." Signs of this type should again be put up. At the Louisa streetend, a sign might say "Yield—people at work." The Marine ServiceCenter has put up signs urging motorists to go slow; neighborhood businesses and residents should be encouraged to do more of this. Other signs should be considered, such as "Duck crossing."



Platform and walkway at the E. Boston streetend. The narrowest segment of Fairview Avenue is at Boston Street, where the steep bank and guard rail leave almost no room for pedestrians to squeeze by motor vehicles that may be turning or waiting at the stop sign. There is also less opportunity for the public to enjoy access to this part of the shoreline, which is a City street end. Twenty years ago, the Floating Homes Association proposed steps down to a floating dock in this same street end. Floating docks have since been installed in some other street-end parks and the site is well vegetated and frequented by box turtles, frogs, beaver, and other wildlife. Thus a reasonable alternative is a small platform that would provide pedestrians safe passage and visual access to the water without providing physical access to the shoreline. Our recommendation is

backed by 63 percent of those who filled out public response forms. Possible funding sources include ISTEAF funds that were awarded to the City for pedestrian walkway.

Public parking. The 1987 transportation study of this area made the following observation:

"In many locations, especially on Fairview, it is extremely difficult for the public to determine which parking spaces are on public rights-of-way and which spaces are on private property. In many cases the perception of a space being privately owned is purposely being conveyed even though the space is actually located within the public right-of-way" [SED, 1987, p. 22].

The 1987 study urged the removal of all signs erroneously stating that the parking is private, and it recommended installation of "Public parking" signs. We endorse this recommendation, and suggest that it be implemented.

C. FAIRVIEW AVENUE BETWEEN NEWTON STREET AND EASTLAKE AVENUE

This section of Fairview is more industrial than the points north, being home to NOAA, Lake Union Drydock, Industrial Electric, Sound Propeller Services, and other firms. On or near this part of Fairview Avenue there are also large office employers (U.S. Bank, Hart-Crowser, Zymogenetics), several restaurants, retail businesses, and a trade school (Pima Medical Institute). All of these businesses generate considerable pedestrian traffic and parking demand, and this part of Fairview is also a City-designated bicycle route.

The heavy industrial and commercial traffic along this part of Fairview Avenue requires a different approach than what we have proposed on the more northern sections of Fairview. We are proposing the following: (1) a major revision of the intersection where Fairview Avenue E. meets Eastlake Avenue and the southern section of Fairview Avenue E.; (2) a waterside walkway west of Fairview between Garfield Street and the viaduct in front of the Steam Plant; (3) curbs and a sidewalk on the section of Fairview in front of NOAA; and (4) redesign of parking in the Fairview right-of-way in front of NOAA. Details follow.

Intersection at Fairview Avenue and Eastlake Avenue. This intersection needs redesign to be made more safe. Motor vehicles heading east or west on the intersecting road (which is the lower section of Fairview Avenue E.) can make wide free right or left turns northbound onto this section of Fairview Avenue, jeopardizing pedestrians, bicyclists, and other motorists. Channelization is nonexistent, making it difficult for either party to predict where the other will be located.

The design we propose would require east-west traffic to execute a right-angle turn into a well-defined lane heading north onto Fairview. Southbound traffic would also be in its own well-defined lane, and would also be required to make a right angle turn on its way east or west on the lower section of Fairview. Under these conditions, the existing stop sign will function more effectively. We are not suggesting the installation of a traffic signal at this location; it would probably encourage more traffic onto Fairview Avenue northbound.

Supported by Neighborhood Matching Funds, the Eastlake Gateway project has been working to improve the general area of this intersection. John Schwartz, an architect with Daly and Associates, has developed a proposal for the intersection of the northern and southern parts of Fairview Avenue East and of Eastlake Avenue (see drawing in appendix). Originally the proposal included a small park in the Galer Street right-of-way triangle between Eastlake Avenue and Fairview Avenue; the area is currently used for parking.

The triangle park proposal was dropped in deference to Lake Union Drydock, as the park would have entirely eliminated parking that its employees use. However, Lake Union Drydock also opposed the more modest proposal of a curbed sidewalk, which would have displaced fewer parking places. The unfortunate result of this standoff has been to make it impossible to install a sidewalk along the westbound edge of lower Fairview Avenue E., and—when the parking area is relatively empty—to encourage cut-through traffic that is very dangerous for all.

Because of its design, the intersection currently encourages high-speed traffic, with dangerous consequences throughout the neighborhood. The vehicles parked in the triangle are also at risk; several have suffered serious damage from passing traffic. The neighborhood and the City cannot afford to allow this dangerous situation to continue much longer, and 73 per cent of those who filled out a public response form want the intersection to be redesigned.

Lake Union Drydock is a much-valued part of the Eastlake family. We respect its needs to assure adequate parking for its employees, and request that the company consider the next section, where we propose an arrangement that—even if all of the parking on the Galer Street triangle were lost—would produce a net increase in public parking in the three blocks north. We assume that the company has adopted a transportation management plan and is doing all it can to reduce commuting by single occupancy vehicles, including (if it has not already done so) such steps as installing a bicycle rack and rideshare bulletin board and providing free or subsidized bus passes.

NOAA-area parking and sidewalk. Because Lake Union Drydock and other businesses place a high priority on making parking available for their employees, we are proposing a redesign of parking places in the street right-of-way in front of the National Oceanic and Atmospheric Administration's Pacific Marine Center at 1801 Fairview Avenue; this redesign—developed by Greg Brower and Jim Donnette—will produce a net increase in parking places even with the loss of some parking places from the intersection redesign further south. Except for the cars parked up against the NOAA building, most of the parking in the "NOAA lot" is on the Fairview Avenue right-of-way and thus available to anyone.

In the Fairview right-of-way by NOAA, the current straight-in parking and unusually wide aisles are not an efficient way to create parking places; by instituting angled parking and adding rows of parking, many more parking places will be created. Because of the more efficient design, it will also be possible to add a curb and sidewalk on the west side of Fairview Avenue from Newton Street to Garfield Street (see drawing in appendix). Parallel parking (or angled parking if there is room) would shield sidewalk users from passing traffic. Curb extensions ("bulb-outs") would reduce pedestrian crossing distance. The new sidewalk and curb would narrow the Fairview roadway to two lanes; speeding is encouraged by its current great width. This change is favored by 63 per cent of those who filled out a public response form.

Intersections of Fairview Avenue with Garfield and Blaine Streets. There are no stop signs at these intersections. We propose stop signs in all directions at this intersection; vehicles heading north or south on Fairview would also be required to stop. If a three-way stop is not feasible, then stop signs at the west ends of Blaine and Garfield streets would be a step forward. Rumble strips and curb extensions would also be desirable.

Waterside walkway. The heavy industrial and commercial traffic on this part of Fairview largely precludes traffic calming measures that would make it safe for pedestrians to rely mainly on walking in the street. Thus we are proposing a completely separate walking trail near the lake, on the water side of the current

straight-in parking; this recommendation is supported by 76 per cent of those who filled out a public response form. This walkway will provide pedestrians a remarkable view of the large-scale industrial operations just offshore. Lighting of the walkway will be an important question; some public input indicates that Fairview Avenue south of Newton is not adequately lit for pedestrians.

The walkway will traverse the proposed "Propeller Park." So-called because the old Coolidge Propeller Company donated a huge locally manufactured propeller to serve as a centerpiece, the park would occupy the Garfield street-end and State Waterway No. 9. Sources of funds for the walkway could include federal ISTEA funds that were awarded to the City last year for pedestrian walkways; various City funds; Metro shoreline access funds; state Department of Natural Resources shoreline access funds; and various state transportation funds.

CONCLUSION

This concludes the text of the Eastlake transportation plan. The following pages include various appendices, including the distribution list, the results of the Eastlake Transportation Survey and the public response form on the May draft of the transportation plan, summaries of public meetings, and maps and drawings. Readers are reminded that a summary of the plan's main recommendations is provided at the front of the document.

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LIST OF ABBREVIATIONS

DCLU Department of Construction and Land Use
ECC Eastlake Community Council
HOV High occupancy vehicle
ISTEA Intermodal Surface Transportation and Efficiency Act
IVHS Intelligent Vehicle and Highway Systems
NMF Neighborhood Matching Fund
NOAA National Oceanic and Atmospheric Administration
PSRC Puget Sound Regional Council
RTA Regional Transportation Authority
SED Seattle Engineering Department

DISTRIBUTION LIST (was also used for the May draft)

NONPROFIT ORGANIZATIONS

Those being provided or offered a copy include the following:

Academy of Universal Truth
Bullitt Foundation
Cascade Bicycle Club
Cascade Community Council
Childhaven
Deaf-Blind Service Center
Floating Homes Association
Fred Hutchinson Cancer Research Center
Hamlin Shores Condominium Association
Harborview Injury Prevention and Research Center
Portage Bay-Roanoke Park Community Council
La Amourita Cooperative
Lighthouse for the Blind
Mallard Cove Floating Homes Association
Northwest Bicycle Foundation
Paralyzed Veterans of America
Pocock Rowing Foundation
Roanoke Reef Townhouse and Houseboat associations
Seattle Commons
Seattle Personal Transit
Seattle Police Officers Guild
Siena del Lago Condominium Association

TOPS parents organization
United Indians of all Tribes Foundation
University of Washington
University District Community Council
Wallingford Community Council
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Eastlake Business Association
Eastlake Inn
Gilmore Research
Fourteen Carrot Cafe
Richard Haag Associates, Inc.
Hart-Crowser
Lake Union Drydock
Lake Union Mail
L'Elephant Espresso
Marine ServiceCenter
Museum Quality Discount Framing
Northwest Administrators
Orient Express
Pazzo's
Pete's Super
Pima Medical Institute
Quick Stop
Ralli-Round
Rattler's Grill
Seafirst
Seattle Floral and Garden
Serafina Restaurant and Bar
South Lake Union Planning Project
South Lake Union Business Association
George Suyama Architects
Tio's Bakery and Cafe
Travel Experts
U.S. Bank of Washington
Wards Cove Packing Company
Washington State Employees Credit Union
Zymogenetics

PUBLIC AGENCIES

Those being provided or offered a copy include the following:

Community Transit
King County METRO Bus Operations Division—Mike Bergman
King County Metro Capital Projects Division—Andrea Tull
King County Metro Technical Services Department—Joe R. Beck
National Oceanic and Atmospheric Administration—Jim Schell
Puget Sound Regional Council
Regional Transit Authority
Seattle Bicycle Advisory Board
Seattle City Council
Seattle Department of Construction and Land Use—Patrick Doherty
Seattle Department of Neighborhoods—Mary Lynn Jensen
Seattle Department of Parks and Recreation—Don Harris
Seattle Design Commission
Seattle Drainage and Wastewater Utility—Bob Chandler
Seattle Engineering Department—Transportation section: Kristin Nielsen, Noel Schoeneman, Jerry Wilhelm, Peter Lagerwey
Seattle Engineering Department—Engineering Services Section: Pam Miller, Liz Anderson
Seattle Engineering Department—Engineering Permits Division: Dick Bruno
Seattle Fire Department
Seattle Pedestrian Advisory Board
Seattle Planning Department—Stephen Antupit, Ron Lewis
Seattle Planning Commission
Seattle Police Department—Traffic Section: John Moffat; Inspectional Services Division: Peter M. McClellan
The Option Program at Seward (TOPS)—Karen Kodama, principal
Washington State Department of Transportation
Washington Traffic Safety Commission

SELECTED PUBLIC COMMENTS RECEIVED

The following comments are drawn from the response forms on the May 1994 draft plan, the 1994 Eastlake Transportation Survey and earlier surveys, the Eastlake Tomorrow interviews and questionnaires, and letters received by the Eastlake Community Council.

AIR POLLUTION

Black greasy layer of grime gets on patio furniture.

Overall the most unpleasant part is the bad air quality in the Eastlake area.

Lots of dust in house.

White dust from freeway coats my bedroom.

Waiting for the bus makes me cough, breathing car fumes.

Fumes from buses coming down Roanoke are terrible; can't be in living room with windows open.

I love the character and location of Eastlake but would never buy a home here due to traffic and nearby freeway noise and pollution.

We have major air pollution now from I-5. Scrubbers could be installed.

We have pollution when we have had a few days with no rain.

I generally don't walk on Eastlake because of fumes.

Running (breathing rapidly) is more difficult in the midst of traffic.

I live on Franklin. The freeway traffic air can get really bad.

Allergy-type symptoms.

Lots of "grit" on my porch.

At times I get headaches that are dust-related.

When traffic gets heavy, it's not "hard to breathe," but you don't want to because it stinks.

Especially now that I have a child, I notice how dirty the air is, mainly from the freeway. I avoid going out for too long and walk with my daughter. Also, my lovely camellias must be scrubbed down before I put them in a vase.

Riding my bike down Eastlake I do suck a lot of fumes.

NOISE

The noise makes use of our yard much less pleasant. You cannot hear another person speaking from any distance away

I used to live on the corner of Eastlake Avenue and Roanoke Street. Eastlake is so loud. It disturbed me, and we couldn't keep the door open for air because of the noise, let alone the exhaust.

Freeway noise keeps getting worse! If I open my window to the South, it is truly disturbing.

Our worst noise is from Eastlake, and right through our double-pane windows. We begin to hear it at 3 p.m., earlier than it used to be.

Trouble sleeping with car alarms.

The freeway noise is terrible

Noise seems unbearable in the under-bridge area near ship canal.

I must close window to talk on phone.

I-5 noise not a problem. But friends on Franklin think it's deafening.

It makes use of our yard much less pleasant. You cannot hear another person speaking from any distance away.

It is impossible to converse outside the dwelling.

I live towards north end and would appreciate—and have appreciated—any efforts to help with reduction of expressway noise on weekends.

I lived on Eastlake and the street noise was so intolerable we moved to Yale Avenue E.

I-5 noise is not a problem.

Noise on Boylston caused us to buy at Minor and Lynn instead of the Boylston area.

I-5 etc. noise is not a problem for me.

Noise OK except early Sunday morning lawnmowers.

Noise from the freeway reflects off the water and sometimes we have to keep windows closed which reduces ventilation on our small houseboat.

Only minor sleep trouble when I probably couldn't have gone to sleep anyway. Freeway noise is just an excuse.

I-5 noise is just something have to accept.

Noise from the freeway is intense. We are near East Allison and it is very noisy and difficult to have a normal conversation outside our building

Traffic noise from I-5 sometimes excessive. When Department of Transportation comes out to do construction projects on the bridge crossing, this work is consistently done late at night with no consideration whatever for residents.

Helicopters hovering over I-5 traffic jams and accidents cause serious headaches.

The float planes cause the noise (and pollution too) in my area.

Noise from Lake Union has caused me to have trouble sleeping.

City trucks, disposal, etc. during night and very early morning a problem. Should be restricted to six or 7

a.m.

Can't eat, take breaks outside, even in summer.

This problem dwarfs all others in the neighborhood.

It's noisy!

GENERAL OBSERVATIONS AND PROPOSALS

Alternative transportation? I don't want any alternative transportation.

Let's put ferries across the lake.

With occasional exceptions our local traffic is OK.

I row to work about once a week.

Give us back our neighborhood streets!

I don't mind traffic—that's what you get in a city.

When utilities/city dig up the streets, they rarely resurface it properly—result potholes.

The cost of most proposals exceeds their benefits.

People don't pay attention to signs. They drive as fast as the street is designed to take.

Our community was destroyed by I-5, and now Eastlake is becoming another major arterial that is further dividing our neighborhood. We must stop it now. Otherwise we might as well live on Aurora Avenue.

I have no good solutions.

Any business benefits from cars.

DRIVING AND TRAFFIC—FAIRVIEW AVENUE CONDITIONS

Fairview needs help. Our car was plowed into by a speeding driver who didn't stop or make the required turn heading northbound at Fairview and Newton. Put in that barrier!

Motorists ignoring stop signs is big problem on Fairview—especially taxis and nonresidents—even school bus.

The City making a no parking area in front of the park at Roanoke Reef is not helpful at all!

Cars come whipping around the corner of Fairview and Roanoke at a very high speed—several near misses with cars exiting the garage at Roanoke Reef Townhouses.

Traffic police needed at corner of Newton and Fairview. People run stop signs at up to 20 mph, especially in evening after 8 p.m. Only about one fifth the cars observe the stop signs on Fairview.

There is no pedestrian safety on Fairview

I walk daily along Fairview at both the north and south ends of the Eastlake area, and I do not feel unsafe. Traffic is not enough of a problem to warrant major changes.

I consider the present situation along Fairview Avenue East to be quite dangerous, with many cars and no sidewalks. On several occasions, I have observed children and animals narrowly being missed by rapidly moving automobiles.

I like to walk on Fairview but it's crowded. Motorists ignore signs.

Fairview is scary!

PROPOSALS FOR FAIRVIEW AVENUE

Change texture and/or color of intersections.

I suggest no parking on the east side of Fairview between Lynn and Roanoke streets.

1500-1800 block of Fairview (south of Newton) needs to be resurfaced.

Dead-ending Fairview at several locations (Newton and Shelby) and slowing traffic should eliminate the need for more expensive solutions to pedestrian/traffic separation.

Post a speed limit of eight miles per hour on Fairview and install photo monitoring equipment to identify violators.

Since Fairview traffic needs to allow boat delivery to Louisa Street from the south, we need a calming device at the end of the Roanoke/Fairview intersection. How about routing cars on the west edge of Fairview—through the Azteca parking area—with the parking moved to the east side.

Want Fairview one-way heading north from Eastlake Avenue to Roanoke Street.

Would like to see Fairview Avenue E. made into a one-way street.

Completing the Olmsted-Fairview waterfront park in such a way that it blocked car traffic on Fairview between Allison and Hamlin would help put emphasis on pedestrian and bicycle usage.

Make Fairview Ave. E. one-way southbound. That would be the best solution to most problems.

We really need the traffic calming proposals on Fairview north of E. Newton. Let's at least try the gate at Newton and see how it works out.

Keep Fairview as is!! Improvements would only make it less pleasant and handy for those of us who live on

Fairview, and potentially destroy parking spaces and vegetation!!

I'm worried that the "houseboat faction" has a lot of pull on the Fairview traffic revision proposals, and the traffic would just make Eastlake Ave. and Yale and Minor worse!

On Fairview south of Hamlin, have a painted yellow visual sidewalk and bike route and access to the shore at Mallard Cove.

No sidewalks anywhere on Fairview. Calm traffic so pedestrians and vehicles share the road.

[A sidewalk by NOAA] would lose a lot of parking places—at least that's what we were told last time the idea was brought up.

Mallard Cove should never have been allowed to be built up the way it is. If they will not provide access for a bike/ped path then a boardwalk should be built.

The last thing we need is to spend money on another "study" [of a floating bridge on the Fairview Avenue right of way]. The City would, hopefully, never approve such a huge expenditure.

A floating bridge in Mallard cove would be expensive and detrimental to kayak and small boat traffic.

I think the idea of a floating walkway is preposterous. The cost of building and maintaining such a project could never be justified.

Building a floating bridge is an irrational plan. It would be better to build a pedestrian path in the front yards of people that live on other streets west of Eastlake Ave.

The floating walkway sounds like Disneyland and would be fine in southern California. Maybe the proponents could move there.

DRIVING AND TRAFFIC—EASTLAKE AVENUE CONDITIONS

I feel I am a defensive driver. However, Eastlake Ave. E. is rather unsafe.

Eastlake Avenue is a nightmare.

Rush hour backup on Eastlake (clear back to U. Bridge) is out-of-control.

I personally remember traffic flowing better before they put in a center left hand turn lane. Without the four lanes we used to have between Daly's and Serafina it is now a terrible bottleneck. People can turn left without a special lane!

I think that the narrowing of the street north to south at Daly's drive-in is awkward and a potential for accidents. It should be two way until Roanoke Street.

I think Eastlake has improved since left hand turn lane added.

Stop the wild turns out of Seafirst.

Traffic on Eastlake is not as bad as other thoroughfares in the city.

I personally have not had any accidents but the Eastlake Avenue feels dangerous to foot traffic of anything that's not a car or bus

Eastlake is a major city arterial and traffic should not be restrained.

Eastlake is an arterial because the freeway backs up. Eastlake doesn't allow parking on the traffic side. Put the parking back and Eastlake would be as jammed as the Freeway, and they would stop using it.

I would be willing to contribute to this effort if the City can't afford speed bumps. The stop signs should be put in free.

Keep flow going on Eastlake, rather than discouraging traffic; preserve side streets from traffic.

The third lane on Eastlake increased congestion considerably. Very poor idea.

Don't make Eastlake into another 45th NE. Keep traffic open and moving.

Eastlake is an important north-south arterial. It is not and should not be a lazy boulevard with bus bulbs. Go with the flow—don't be obstructive!

No observable problem for me on Eastlake.

Since moving to this area one year ago my husband and I have each received a speeding ticket. We are the only ones driving 30 miles an hour—while others are always trying to pass us.

No speedometer in car so I drive like the others and I know that's too fast

DRIVING AND TRAFFIC—EASTLAKE AVENUE PROPOSALS

Keep traffic signals timed for traffic.

The speed should be 25 because of school buses and children.

Increase speed limit to 35 mph. 30 is way too slow. you really have to concentrate to go this slow.

Change speed to 35 mph.

Get rid of no parking signs 7-9 and 4-6 to make Eastlake Avenue even narrower and give pedestrians a buffer.

The lower priority traffic signals and raised intersections would make it difficult for us to drive in our own neighborhood.

We need a boulevard down Eastlake.

Increase speed limit to 35 mph—30 is way too slow. You really have to concentrate to go this slow.

Make Eastlake Avenue slower, shouldn't try to accommodate more traffic.

Don't synchronize lights; slow 'em down.

Close Roanoke Street and make Eastlake one lane only each way.

I think Eastlake should be reduced to one lane each direction from Hamlin to Howe. To slow down traffic and increase available merchant and resident parking.

No free right hand turns off of Eastlake. No left hand turns in middle.

There should be no parking on the west side of Eastlake north of Allison. The commuter vans park there in the morning and afternoon and a driver cannot see around them till you're out on Eastlake in the traffic.

Planters on Eastlake Avenue instead of center turn lane.

OTHER STREETS

Low trees obscure traffic heading uphill on Lynn if you are waiting southbound on Franklin. Easternmost tree at least is a hazard!

Install signage disallowing left turn from Roanoke westbound onto Eastlake southbound. Install signage on Roanoke west of Eastlake limiting usage to local access only.

Cars park too close to corner on Lynn (heading east) so it is difficult to make a right turn from Franklin (heading north) onto Lynn going east.

Deal with Roanoke—it's becoming an arterial.

Put stop signs on Lynn Street.

The Boylston Street freeway entrance is always a hazard. People anticipate freeway speeds and fly down Boylston at 45 miles per hour.

Traffic on Minor reaches 45-50 miles per hour.

Consider an Eastlake "bypass"—extend E. Blaine and/or E. Galer under the freeway from Franklin to Lakeview. Traffic from the freeway south exiting at Lakeview could make the turn to reach Eastlake and the developing business area to the south without having to go as far as E. Lynn to turn. Traffic from the freeway north exiting to Boylston could continue to Lakeview and turn right at the new Blaine/Galer extension. Traffic down Roanoke and Lynn to Eastlake and through the neighborhood would be reduced. Also, additional parking could be built off Blaine/Galer under the freeway like the parking now off E. Garfield St. under the freeway.

It's hard to see oncoming traffic when turning right from Boston onto Boylston because cars park close to corners, and because traffic goes pretty fast there as people pick up speed for the freeway.

Speed bumps on Franklin are needed to reduce speeds of drivers cutting from Harvard onto Franklin then left onto Fuhrman to avoid red lights.

To discourage short cutting city commuters and to increase neighborhood safety, add four-way stop signs at intersections along Minor between Newton and Louisa if the diverter at Newton is installed.

Add four-way stops around Minor.

If plan is implemented there need to be four way stop signs on Minor.

If traffic diverter is installed, add four way stops all along Minor, except for Lynn Street two-way stop.

Four-way stops on Minor.

Along with diverter at Fairview and Newton, add four-way stop signs on Minor Ave.

If diverter at Newton goes in, add four way stops along Minor.

If there is a diverter--recommend four-way stops along Minor.

To discourage short-cutting city commuters and to increase neighborhood safety, add four-way stop signs at intersections along Minor between Newton and Louisa (if the Newton diverter is installed)

If the diverter at Newton is installed, four-way stops along Minor between Newton and Louisa.

Add four way stop signs at intersections along Minor between Newton and Louisa if the diverter at Newton is installed.

It is very important that as an integral part of the Newton St. diverter the affected intersections (Newton to Louisa) along Minor all have four-way stops (except Lynn: two way)

PEDESTRIAN CROSSING CONDITIONS

It's hard to cross with small kids in the current time allotment.

When I was crossing Eastlake at the crosswalk on the north side of Boston Street in the dark, a car without lights on nearly failed to stop for me. It had pulled into the street after I started across.

I cross daily to my office on Boston, and cars rarely stop even for the continually blinking light at the crosswalk there. Pedestrians are in constant jeopardy from through traffic.

Vehicles do not yield to pedestrians in signed crosswalk.

Overhead crosswalk signs are not an alternative. Nobody stops at these—not even police cars!

Crossing Eastlake Avenue I was almost hit by cars twice when they were trying to make a left turn coming down Lynn St.

When I get off the 25 bus and walk down the hill, I've had near misses at the intersection of Lynn and Eastlake with cars that don't stop before making a right turn at the red light; and at the Circle K store exit with drivers who are concerned with traffic coming up the hill but not pedestrians on the sidewalk.

A lot of cars, especially Farwest cabs, are running stop signs on Fairview at Boston and Newton.

Twice I was almost hit when a driver on Boylston Avenue south of Lynn pulled into my driveway to make a U turn and head south.

Crossing Eastlake at the crosswalk on the north side of Boston Street in the dark—a car without lights on nearly failed to stop for me. It had pulled into street after I started across.

At the intersection of Eastlake and Boston, I've witnessed dangerous near-misses of pedestrians.

Cars don't stop for the pedestrians in the crosswalk.

Five times in the last ten years at Lynn and Eastlake I was crossing in the crosswalk, during rush hour trying to catch a bus and cars wanting to beat the light and make a left turn had to screech their brakes or swerve around me. I also observed this happening to other pedestrians.

I have been forced to jump from the street to avoid being struck.

During the day when I need to cross Eastlake Avenue, I do so at Lynn or sometimes take the bus to the University District and take a bus back—anything rather than trying to cross Eastlake.

As I was crossing Eastlake on the south side of Lynn Street, I had the walk light and a car made a left turn, almost brushing the back side of me. Another time, I was crossing the Roanoke Street exit from SR520 near Harvard Street. I had the walk light and a car made a right turn, knocking me off my feet. I got a hairline fracture of my rib and a badly skinned forearm. I still have scars.

I use mostly the Louisa, Roanoke, and Hamlin crossings. The Louisa and Roanoke push button systems are very effective. One just has to be aware that left turns are made.

It is infuriating to watch ten or twenty drivers whiz by oblivious to the crossing lines and laws. Even the police and Metro ignore it.

I hate crossing Lynn; it is so busy.

About one car in ten observes the stop sign at Newton driving on Fairview. In the evening, some run the sign at 20 mph.

I believe that one of the most dangerous crossings in the neighborhood is at Eastlake and Boston. I've been almost hit a few times, and I usually have to wait a long time to cross the street. I've seen lots of people dash across to catch a bus because they cannot force the traffic to stop. I have similar concerns about the crossing by the Seafirst bank. It seems to me that the arterial should have mandatory stops for pedestrians instead of being a mini-freeway. After all, it is the main street through our neighborhood. Look at 45th in Wallingford, or the University Avenue of Broadway. They are vibrant in part because of the slowness of traffic. It's hard to make a street active and friendly when the traffic is blowing by a 40 miles per hour.

PEDESTRIAN CROSSING PROPOSALS

As a minimum, just paint existing crosswalks on Eastlake. For example, the crosswalk at Boston and Eastlake hasn't been painted since the City resurfaced Eastlake years ago! If a motorist sees a person standing in a crosswalk zone clearly marked, s/he is more likely to slow down and stop, in my opinion.

Paint crosswalks across Eastlake at intersections!

Paint crosswalk stripes on pavement; I sometimes fail to notice lights at pedestrian crossings (I look at road more than sky).

Demand lights on Eastlake; pedestrian buttons, etc.

Garfield Street signal needs to be adjusted. Currently pedestrians must wait up to three minutes for "walk" sign; most pedestrians jaywalk at this light.

Need marked and lit crosswalk to go across street to Elephant Espresso. Very dangerous to cross here.

Crosswalks are needed, especially one at Shelby for access to the southbound buses.

Allow all-way crossing at Eastlake/Lynn crossing.

Modulating pedestrian flow with extra electro-mechanical devices is costly and would discourage needed local traffic. Slowing traffic and reminding with signage that pedestrians have right-of-way at intersections would maintain the "neighborhood" feel along Eastlake.

There needs to be a crosswalk on Eastlake midblock between Hamlin and Edgar. I've seen several "near misses" and some minor "fenderbenders."

Traffic signals are too short on green.

Need to consider handicapped access curb cuts

Make the light at Lynn Street twenty seconds longer

Lights for traffic too long; pedestrian lights too short.

There are no traffic lights on Eastlake Avenue between Garfield and Lynn Streets. And though there are

two constantly flashing lights for pedestrian crossing, one is leery. The traffic is heavy and picks up speed. This is a heavily populated area with several bus stops on both sides of Eastlake. Couldn't we have at least two lights such as at Louisa which is pedestrian activated. The same condition exists from Hamlin to Harvard.

A stop light on every corner timed for pedestrians.

Recommend pedestrian overpasses in this and other areas of town. Underground preferable if it can be safe 24 hours a day.

[Raised intersections would be a] needless expense. Pedestrians have a responsibility for their own safety, too.

It would be very helpful to have posted warnings (or whatever) for pedestrians crossing the streets at the Lynn Street and Eastlake Avenue intersection. I find it very unnerving that so many drivers are oblivious to the foot traffic in that area!

OTHER PEDESTRIAN CONDITIONS AND PROPOSALS

We must assure safe pedestrian (and bicycle) routes in the neighborhood for neighborhood residents, especially children going to school.

I am legally blind, and feel that street signs should be larger and with better contrast. Sidewalks need repair, and loose dogs should not be allowed to monopolize the sidewalk.

Reduce speed in "alley ways."

I like to walk in the alleys because of the lack of traffic.

Restore stairs to the Washington State Department of Transportation right-of-way from N. Fairview through the parking lot.

On the walkway downhill from the intersection of Eastlake and Louisa, prune the bushes to make it safer.

Police do not investigate near misses.

I reported nearly being hit fifteen years ago. Nothing happened. They made me feel it was not worth my time or theirs to report a near collision.

Police discouraging reporting of near collisions. What good would it do?

Get pedestrians to use crosswalks and obey traffic lights. When it says "don't walk," don't cross.

Pedestrians don't need expensive assistance and will not adhere to a central plan vision anyway. They should be allowed to take risks.

Most of what you propose will encourage more bike traffic, more pedestrians and in general more people to come to the neighborhood. Is that what you want? I ride a bike, walk, and drive here regularly. Have for 15

years. I don't see that we have big problems. I think it works fine as is. We don't need "walking salmon" type thinking.

BICYCLING

Bike access is key. I lived in Lake Forest Park, so the Burke-Gilman Trail was perfect for me—until I crossed the University Bridge. You really need to demarcate, plan, landscape and maintain a viable bike route—both to enhance access to downtown AND Eastlake.

Narrow Eastlake and add bike lane.

I am a bicycle commuter.

I don't ride on Eastlake because the traffic is too dangerous. If Fairview were connected, I would use the bike much more.

I think that Roanoke is too narrow for parking on both sides. I had a bad bike crash here trying to avoid an oncoming car.

It's taking your life in your hands to ride a bike on Eastlake!

I used to commute by bike until the terror factor took over.

Slower speeds will increase bike safety.

We have great problems with bicyclists going on our sidewalk, past our door at about 35+ miles an hour. They don't wait to stop at the bottom of Harvard Ave. E. at the stop light, so come on the sidewalk instead. We have had some accidents, near misses, and many angry words. We have talked to the City with very little feedback. They came out, expressed concern, but couldn't figure out what they could do to help.

I invite you to imagine Eastlake as "the most pedestrian and bike friendly district in Seattle." With imagination and a lot of effort I believe it could be so.

I don't think bicycles should be on main road; I almost hit somebody the other day. I didn't see them coming across; I had to swerve my car into the next lane. He wasn't following the lanes.

Bike storage—encourage employers/have community provide safe place for bikes. Big help to getting more people to ride them.

I don't mind sharing the walkway, but would like to know when they are back of me or plan to pass.

Bicyclists should adhere to traffic rules. Many grave offenders nearly cause serious life-threatening accidents. Why are they never given tickets for their outrageous violations on Eastlake?

My bicycle is main form of transportation—good weather or bad!

Too much traffic to ride a bike on Eastlake Avenue.

I see a lot of bicyclists who do not know the rules of the road.

How about stores who "deliver" to bike owners' homes after they shop? I would definitely shop there (spend lots of money, too!).

Encourage bikes and public transit as a means of decreasing traffic. A bike lane down Eastlake Ave. would help. The Fairview bikeway is not conducive as a bicycle throughway. It is poorly maintained, not well marked and unsafe.

I am 70 years old and consider public streets much too dangerous for cycling.

It's too unsafe for bicycling at this time.

I don't bicycle because it's too unsafe at this time.

Local bicycle access is one answer to parking and traffic on this long business street. We live in the north end and this is a very appealing option. A slow bike ride to Pazzo's or Pete's with panniers for stuff is a nice vision.

Encouraging bikers makes Fairview less safe for walkers, as bikers also disregard pedestrians. Recreational use will always occur but it is better to encourage the commuting bikers to use Eastlake, by improving signage and creating a bike lane on Eastlake. Then I might consider even biking at all, since I'm not proficient.

I use the Eastlake neighborhood to ride my bicycle to the Tyee Yacht Club for Cascade Bicycle Club meetings and to get to businesses in the Eastlake area and the University area. I almost always use Eastlake Avenue because it is the most direct route. Commuters and errand running by bicycle will always want to ride the most direct route. Take away the parking in areas and make Eastlake two way with a divider in the middle where needed and a turn lane in the middle where needed and paint a bike lane on the sides.

You need to readdress bicycle traffic. Diverting to Minor will not work. We work on Eastlake and must ride on Eastlake to get to work (we're cyclists). The idea is to encourage, not discourage cyclists.

I really don't believe diverting bicycle traffic is the answer. Bicyclists think the same as anyone else. From Fairview they want to take the most direct route so that they can get to where they are going. Minor is not the answer. I am somewhat disappointed in that this proposal really does not address the increasing amount of bicycle traffic and bicycle transportation in a responsible manner. Why don't you encourage auto traffic to divert to Minor? Not a workable idea? Well I think time will show diverting bicycle traffic will not work either to Minor.

Print more articles encouraging pedestrians and bicyclists to pay attention and to obey the rules. Like it or not, cars are necessary and are here to stay. Drivers can't look in all directions at once. Pedestrians and cyclists in Eastlake frequently put themselves at risk by wandering all over the street and not crossing on lights.

BUSES

I have a vision problem and am not allowed to drive. I am dependent on Metro for transportation.

I am bus dependent.

Bus is convenient.

Downtown routes are good, but some of the people on the bus are dangerous.

Bus service seems OK.

It takes 30 minutes to get downtown in the morning on the bus. It takes 7 minutes by car. Guess why I drive? The evening 305 express takes about 5 minutes—it's good!

Buses as constituted now do not have either flexibility or schedule frequency we need. European-type "Metros" might, but our city and our needs are not same.

Bus service on off-peak hours and Sundays is awful.

I take the bus when going out to drink downtown.

We need to work with Metro to get more service on Eastlake and less (or re-routed) express.

We really do not want to use public transportation. Keep the government out of our lives.

Eastlake is well served by buses, but express buses could make some stops in Eastlake.

Getting to Queen Anne by Metro is too difficult.

Buses should not come down Roanoke.

We need more frequent bus service.

Great bus transit; lucky to have good connections to town.

Too many express buses that don't stop on Eastlake Avenue.

Rethink Metro routes. Since the Tunnel, Eastlake has less service, especially south.

I think Metro could rethink and work to help Eastlake instead of skipping Eastlake. The bus tunnel has not helped at all.

Express buses go by, half empty.

Talk to Metro—get them to route express buses onto I-5. Only buses that stop in Eastlake should be allowed on our streets.

Express buses should stop as they used to if they are going to go through here, as we get all the noise and

pollution without the service!!!

Bus is pretty good, but can't get to Seattle Center.

We would take bus downtown in evenings for theater, dining out, etc. but don't feel comfortable waiting for bus there. We don't have the service we did. Since the tunnel, the express buses don't stop any more.

No diesel fuel buses.

Bus service very good—ten minute intervals good.

Eastlake is a key transit route and should remain so. How about shelters at major stops?

As a female on the bus, I don't feel safe anymore.

I don't feel safe on the bus because of some of the people that ride the bus and the driver has little control over what happens.

Each bus stop should have big maps/charts showing routes and connections. I most often don't take the bus, because of uncertainty over which bus/route to take.

A bus from here to Capitol Hill! Please!

Regarding the proposal to make an express route of #74. No! At present we have a choice of #70 or #74 from the U. District. If #74 were express, we would need to wait a half hour from U. District to Eastlake on #70 only. Local versions of #302 or #305 would not give access from U. Way to Eastlake, as they run on 11th N.E.

Metro should offer more frequent/more routes bus service, not less as it seems to be proposing. Metro's newest proposal is a great disservice to Eastlake. First, because it means less frequent service for bus riders; and second, because it means increased traffic through the area due to people driving to work at new business locations.

Get rid of buses on Roanoke Street.

At 6:30 one Friday evening two or three weeks ago, a #70 and #72 were going south on Fairview approaching the intersection with Valley Street by Burger King. The #70 was in front one half the way through the intersection when the light changed and the #70 went through. Unfortunately the southbound #72 also went through the red and a van went through after. I was so livid I almost called Metro to complain because as I saw it both the 72 driver and the van behind ran a red light!

Metro should put in better East-West routes. For example: a route from Eastlake to Seattle Center, Queen Anne, and Magnolia without having to go downtown.

Put trash receptacles at bus stops.

Clean the benches.

Make the numbers on the front of the buses easier to read.

Metro buses are part of the speeding problem!

The advent of the Tunnel essentially lessened service with the removal, during normal hours, of Route 71, 72, and 73. "Normal hours" mean those when the ordinary person would board, not limited to peak hours. The service has also declined because of the destination of buses that do stop on Eastlake. It is seldom, if ever, possible to find one that travels along 5th Avenue to the Public Library and other establishments. Buses which previously went along 5th Avenue now use 1st or 2nd Avenues. It is, however, easy to get to the library, etc. on Tunnel/I-5 buses with their several Tunnel stops, but such buses are unavailable to Eastlakers.

URBAN DESIGN

Could encourage people to live and work in the neighborhood. Encourage businesses to list job openings in the Eastlake News.

Let's look at other cities, countries for example of traffic control. Bergen, our sister city, for instance.

Put some trees down the middle of Eastlake Avenue.

More pedestrian enhancement—widen sidewalks whenever/wherever possible, and PLANT TREES ON EASTLAKE AVENUE!!

Benches, parklike settings. There is not enough lighting on Eastlake Avenue by the freeway overpass.

I like the idea of slowing traffic, installing a couple of well-placed stoplights and isolating Fairview north of NOAA from through traffic. But I prefer not to have the area torn up and redesigned at great expense and inconvenience. I like "old" quality, and don't want it all new and cute.

I am a new business here on Eastlake, and to slow down and make more traffic productivity in the area you must increase business and commerce. Encourage small stores and retail, increase storefront parking, etc. Do not forget to meter or limit the parking to deter commuters.

No more gas stations or quick food establishments.

Additional street lights needed on Fairview Ave. E.

Please respect private property rights and the need for privacy in residential areas.

Alley entries are too noisy for residences. Businesses should enter and exit from Eastlake itself.

We need public access resting places beside buildings.

Encourage small business with crosswalks, traffic lights, and increased foot traffic so that the whole pattern of Eastlake becomes more of a promenade/people place

Put in gateways so passersby see us as a neighborhood

Widen the alleys a tad and plant more trees and flowers.

Names for alleys.

It could be more like Queen Anne—more places to walk to for shopping or coffee

Encourage more small retail and have decent parking. Study upper Queen Anne, 15th E., and Broadway.

You cannot wish this into being—retail is fragile. You must consider the viability of retail businesses in those spaces—it is not always good. Empty retail is worse than none.

Making Eastlake more pedestrian friendly dictates that streets should have slower traffic, more sidewalks and courtyards, space for sidewalk cafes and maybe small gardens. Need more attention to aesthetics, things that draw the eye or rest it.

In order to slow down traffic coming from the U District or wherever north, we need to “introduce” people to the neighborhood. ... Nobody wants to “hang out” and shop in an area where traffic is speeding by—a slower, more relaxed atmosphere needs to be cultivated/created

We need to make Eastlake more of a destination place rather than drive-thru.

THE EASTLAKE TRANSPORTATION PLANNING PROCESS

Keep up the great work and planning! Thanks for your efforts!

The questions [on the response form] are biased. They show benefits to some groups—not the costs or the harm to other groups. Responses would be different if a fuller list of pro versus con was included.

[Regarding a wording error on one question (later corrected) on the survey that voided some early responses] Don't ask two questions at the same time in a survey, you Bozos; your response will be inconclusive.

I don't understand undertone of survey against commercial development or existing commercial business. I think development of Eastlake for residents should go hand in hand with development of retail business in the area. I oppose any plan contrary to this.

This is an extremely well written and thoughtful survey. Congratulations to its author.

I appreciate all the work and thought that's gone into this study. Thanks. As you can see, I support your proposals!

We would both like to extend our very sincere thanks to all of you on the Eastlake Committee for your continued efforts. Thanks for all the hard work. It really is appreciated!

Thanks for providing the opportunity and means to give me a chance to express my views.

Thanks for soliciting the community's input.

Thank you for all the work and good ideas.

Thank you for your interest!

Thank you for soliciting our input.

JUST DO IT.

EASTLAKE TRANSPORTATION SURVEY RESULTS - AUGUST 1994

The following information is based on the return of 175 surveys. Some of the survey questions called for comments rather than statistical information. In these cases, the questions are re-stated, but no quantitative results are given. A large proportion of the written comments received on the survey forms are reported in the Appendix, Selected Public Comments Received.

Results are either given as totals or averages, depending on the nature of the question. Calculations are based on the number of responses for each question. The number of responses to each question is shown in parentheses immediately following the question.

1. I _____ live (and/or) _____ work in the Eastlake neighborhood. (172)

Total number of survey takers that live in the Eastlake neighborhood: 140 (82%)
Total number that work in the neighborhood: 70 (41%)
Total number that live AND work in the neighborhood: 38 (22%)

2. Years in neighborhood: _____ resident _____ business/employment. (171)

Average number of years in the neighborhood for residents: 6.87
Average number of years for those with business or employment in the area: 2.11

3. My household: _____ people _____ licensed drivers _____ vehicles. (166)

Average number of people per household: 1.96
Average number of licensed drivers per household: 1.62
Average number of vehicles per household: 1.62

4. In the past week, how many round trips from your Eastlake home or business did you make for: _____ work/school _____ recreation _____ shopping/errands _____ other. (168)

Average number of weekly trips for work/school: 5.46
Average weekly trips for recreation: 2.17
Average weekly trips for shopping/errands: 3.00
Average weekly trips - other: .74

5. If you commute to work or school, how many days a week do you commute by: (151)

Average number of days commuted by bus: 1.24
Average number of days by car/van pool: .78
Average number of days driving alone: 2.29
Average number of days by bicycle: .33
Average number of days by walking: .58
Other: .01

6. Do you have a driver's license? (173)

Yes: Total of 162 (94%)
No: Total of 11 (7%)

7. Do you own a car? (173)

Yes: Total of 153 (89%)
No: Total of 20 (12%)

8. If you drive or are driven by others, how many round trips of the following types did you take in a car in the past week: (150)

Within Eastlake: Average of 1.20 (179 total)
Between Eastlake and downtown Seattle: Average of 1.85 (277 total)
Between Eastlake, Capitol Hill, Wallingford, and U. District: 3.20 (480 total)
Other destinations: Average of 3.39 (507 total)

9. If you drive, do you feel safe in a car with Eastlake Avenue's current traffic and speeds? (154)

Yes: Total of 114 (74%)
No: Total of 41 (27%)

10. If you drive, what suggestions would you make to improve driving conditions in the Eastlake neighborhood?

11. How often in the past week did you walk in the Eastlake neighborhood for the following purposes: (158)

Bus trip: Average of 1.80
Errands/shopping/meal: 3.03
Visit friends: .67
Recreation (including jogging): 1.99
Other: .56

12. Are you afraid to walk the streets alone? (171)

Yes: Total of 27 (16%)
No: Total of 148 (87%)

13. As a pedestrian, how many close calls have you had with motor vehicles?
How many of these did you report to the police? (70)

Close calls: Average of 3.57 (350 total)
Reported: Average of .13 (9 total)

14. What is most important to you in improving neighborhood walking conditions?
Please number these options, with 1 being your first choice, 2 your second choice, and so on. Do not mark an option that you do not favor. (163)

PLEASE NOTE: There were varied ways in which this question was completed by survey takers. Some responded with weighted values as instructed, but many simply put a check mark next to those options that they felt were important. In an effort to determine the collective intent of the respondents, a point system using the following calculation method was devised:

Wherever a "1" was indicated, 6 points were given; a "2" got 5 points; a "3" got 4 points; a "4" got 3 points; a "5" got 2 points; and a "6" got 1 point. Anything higher than a "6" received half a point. Also, if just one check mark was used, 6 points were given. Multiple check marks indicated were worth 3 points each. The following options with the highest point totals were most favored:

| |
|---------------------------------------------------------------------------------------------------------------------------|
| Change Eastlake to discourage speeding: 272.5 points. |
| Change Fairview to discourage speeding and make it safer for walking: 414 points |
| Establish a walking and bicycle path next to Fairview: 521.5 points |
| Improve lighting, especially on residential streets and alleys: 354.5 points. |
| Make it safer to cross Eastlake at intersections that lack a traffic signal and establish mid-block crossings: 423 points |
| Make it safer to cross Eastlake at intersections where signals exist: 304 points |
| Other (explain): 108.5 points |

15. Would you support changes in Eastlake Avenue to reduce speeding and improve crossing safety even if they slowed the Metro buses that use Eastlake Avenue? (151)

| |
|-------------------------|
| Yes: Total of 110 (73%) |
| No: Total of 41 (28%) |

16. Do you own a bicycle? (168)

| |
|-------------------------|
| Yes: Total of 111 (66%) |
| No: Total of 58 (35%) |

If yes, how often in the past week did you bicycle from or within Eastlake for:

| |
|-----------------------------------------------------|
| Work/school: Average of .39 trips in the past week. |
| Recreation: Average of .50 trips. |
| Shopping/errands/meals: Average of .26 trips. |
| Other: .02 trips |

17. What improvements are needed in the neighborhood's bicycle conditions?
18. What other problems or proposals to deal with traffic issues do you think should be considered in the planning process?

19. When is the last time you rode a Metro bus? (167)

PLEASE NOTE: Timeframe ranges were used to calculate the responses. In some cases, exact dates were given that made slotting them somewhat arbitrary. Best guesses were made in these cases. They were few enough, however, so as not to have a significant affect on the results.

*Within the last week: Total of 71 (43 %)
Between one week and one month ago: Total of 26 (16%)
Between one month and one year ago: Total of 43 (26%)
More than one year ago: Total of 20 (12%)
Never: Total of 7 (5%)*

20. In the past week, how often did you ride a Metro bus for: (92)

*Work/school: Average of 2.85 times.
Errands: Average of 1.02 times.
Recreation: Average of .31 times.
Other: Average of .09 times.*

21. Which, if any, of the following improvements would cause you to ride Metro buses more often? (126)

PLEASE NOTE: The method for calculating the results for this question is the same as was used to calculate question #14 above. Again, the options receiving the highest point totals were the most favored.

*More frequent service on weekends and evenings: 196.5 points
Buses would keep to schedule better than at present: 107.5 points
Service would be faster than on present schedules: 169 points
More seating space on bus: 32.5 points
Less need to go out of the way to transfer: 308 points
Express buses would stop in our neighborhood: 257.5 points
Eastlake buses would use the bus tunnel: 149.5 points
Improved security in bus: 85.5 points
Improved bus stops and shelters: 132.5 points
Reduced or free fare: 172.5 points
Other: 90 points*

22. Would you suggest that the requirement for alley access be extended to new projects on Eastlake Avenue? (127)

*Yes: Total of 88 (70%)
No: Total of 39 (31%)*

23. For new construction, would you prefer retail or other uses to be required along the sidewalk? (138)

Yes: Total of 115 (84%)
No: Total of 23 (17%)

24. What other suggestions would you make for the design of new buildings in their relation to the streets, alleys, and sidewalks?

25. Our neighborhood's sidewalks and planter strips have traditionally been in straight lines. Which of the following would you prefer? (82)

PLEASE NOTE: Because of an ambiguity in the wording of this question in an early printing of this survey, 66 of the responses were not used in these totals. Only 109 of the 175 surveys returned were from the printing in which this question was properly worded.

Keep the present layout: Total of 28 (35%)
Explore possible departures such as curves or offsets: Total of 45 (55%)
No response: Total of 36 (33%)

26. A few homes and businesses now front on alleys. Should we encourage more to do so, and if so, what changes in the alleys would be needed? (95)

Yes: Total of 51 (54%)
No: Total of 44 (47%)

27. Has air pollution in the neighborhood caused you any of the following? (31)

Stayed indoors: Total of 11 (36%)
Headache: Total of 18 (58%)
Hard to breathe: Total of 12 (39%)

28. Has noise from the freeway or local streets ever caused you any of the following: (53)

Stayed indoors: Total of 19 (36%)
Trouble sleeping: Total of 50 (95%)

SURVEY RESULTS WERE COMPILED AND ANALYZED BY STEVE LULL, RESEARCH ANALYST FOR U. S. BANK OF WASHINGTON AND STEERING COMMITTEE MEMBER FOR THE EASTLAKE TRANSPORTATION PLAN. ANY QUESTIONS MAY BE DIRECTED TO HIM DURING NORMAL BUSINESS HOURS AT (206)720-5747.

**PUBLIC RESPONSE FORM FOR
DRAFT EASTLAKE TRANSPORTATION PLAN
AND DESIGN ISSUES**

Your response is urgently needed! Please fill out this form and return to Eastlake Transportation Plan, Lake Union Mail, 117 E. Louisa Street, Seattle 98102, preferably by June 25.

Copies of the 83-page illustrated plan that is summarized here are available for in-house public review at many local businesses, nonprofit organizations, and residential groups, or you can borrow a copy by calling 322-5463.

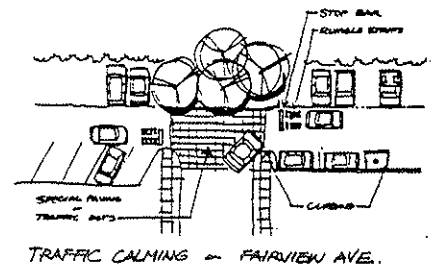
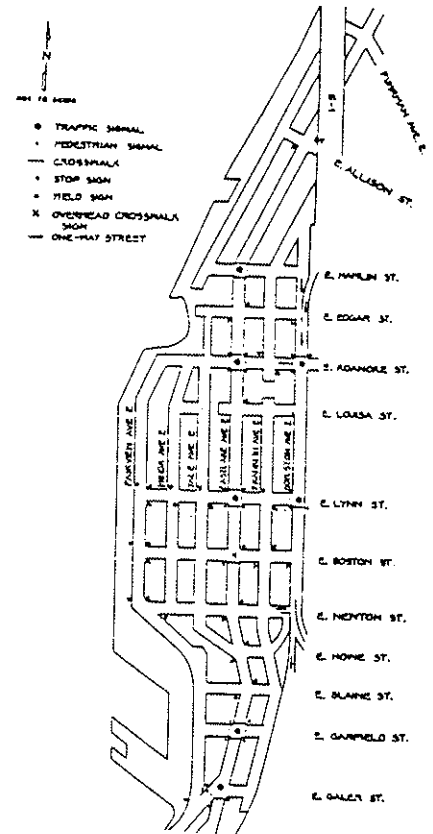
Background. Under a contract between the Eastlake Community Council and the Seattle Department of Neighborhoods, assisted by thousands of hours of local volunteer help and by \$5000 from the City's Neighborhood Matching Fund and \$500 from the Bullitt Foundation, a draft transportation plan is now ready for comment. Overseeing the draft plan and this summer's revision is a steering committee whose business representatives are Henry Dellechiaie (United Indians of all Tribes), Rick Esposito (Travel Experts), Richard Haag (Richard Haag Associates), Steve Lull (U.S. Bank) and Guy Ott (Fred Hutchinson Cancer Research Center); and resident representatives Carol Eychaner, Mary Sue Galvin, Richard Hicks, Chris Leman (also project manager), and Lynn Poser.

The priorities and ideas for this transportation plan and its related design guidelines stem from the earlier 1991-93 phases of the Eastlake Tomorrow neighborhood planning process, the 1994 Eastlake Transportation Survey, other surveys, six public meetings held since February, letters, and conversations with agency professionals. Thank you for your input; if you have not turned in your copy of the 1994 survey, copies are still being accepted. We have also received valuable technical assistance from a 22-page portfolio report by a University of Washington graduate design studio, *Traffic Calming in Eastlake* (available for review at Travel Experts, 2825 Eastlake Avenue E., or by calling 322-5463).

Based on your responses here and comments from public agencies and others, a final plan will be completed in July, and in the fall we will hold public meetings to fine-tune the recommendations. Many of the recommendations below focus on Fairview and Eastlake Avenues; future planning efforts will focus on the neighborhood's other streets.

RECOMMENDATIONS FOR FAIRVIEW AVENUE

Fairview currently has a great deal of pedestrian traffic from the people who live along it and from others living in the neighborhood and visitors who enjoy walking there. The public input we have received places a very high priority on making Fairview safer for pedestrians. Recommendations in the draft plan that are summarized here include some sidewalks or paths separate from the roadway, and (especially between Roanoke and Newton Streets) traffic calming measures to make it safer to walk in the street.



Yes No (please check one)

- 62% YES 88 54 As a part of the City's Fairview-Olmsted Park development, close Fairview Avenue at Shelby Street (near the P-Patch) except to pedestrians, bicyclists, and emergency vehicles (trucks by arrangement).
- 73% YES 112 42 From Fuhrman to Hamlin Streets (from University Bridge to Mallard Cove), install a sidewalk on the west side of Fairview Avenue.

Yes No (please check one)
 61% Ask the City to study a floating pedestrian
 YES 104 66 and bicycle bridge on the submerged Fairview
 Avenue right-of-way between Hamlin and
 Roanoke Streets (Mallard Cove).

63% Ask the City to explore ways to connect the
 YES 99 58 Edgar street end with Fairview Avenue north
 to Hamlin Street (north end of Mallard Cove).

58% On a six-month trial basis, install a traffic
 YES 100 74 diverter across Fairview Avenue on the north
 side of Newton Street (just north of NOAA
 base). The diverter would give
 room for pedestrians and bicyclists to freely
 pass and would have a latch for use by trucks
 and emergency vehicles; other motor vehicles
 would not be allowed to pass except in an
 emergency. There would be no barrier to
 motor vehicles between Newton and the
 section of Fairview south of the intersection
 (see drawing).

64% Install curb extensions, rumble strips, stop
 YES 122 53 signs, and painted crosswalks to calm the
 traffic on Fairview Avenue between Roanoke
 and Newton Streets.

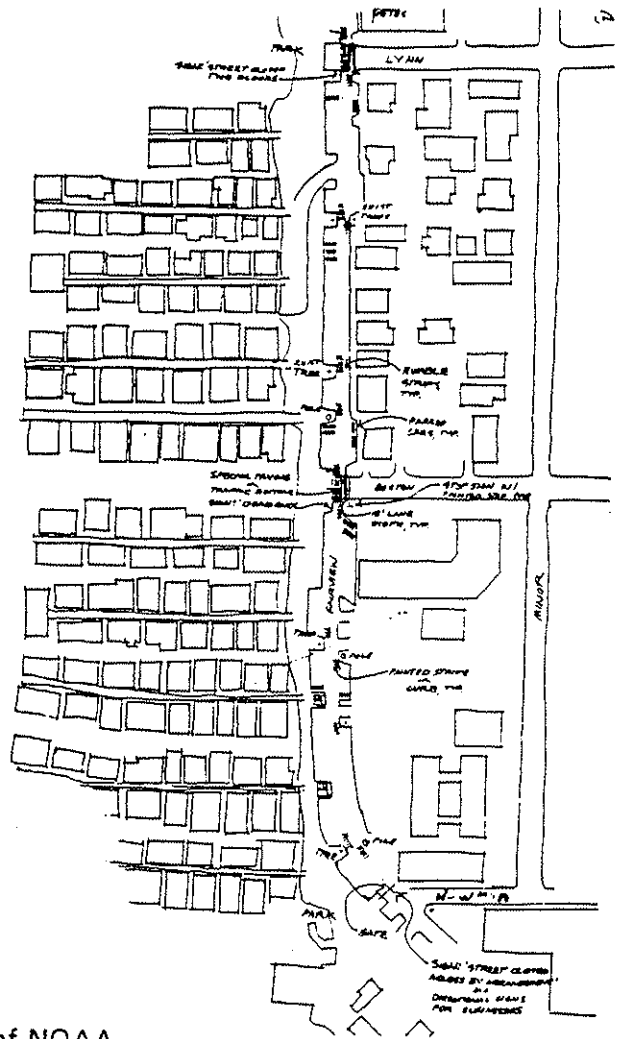
80% On Fairview Avenue between Roanoke and
 YES 134 34 Newton Streets, reduce the posted speed limit
 from 25 to 15 miles per hour.

62% Install a platform and walkway allowing
 YES 101 62 pedestrians to pass and view the lake on the
 west side of Fairview Avenue at the East
 Boston Street end.

63% Install a sidewalk on the west side of Fairview
 YES 105 62 Avenue from Newton to Blaine Streets in front of NOAA.

76% Install a walking path on the lake bank west of Fairview Avenue between Blaine Street
 YES 122 38 and Lake Union Drydock.

73% Redesign the intersection of Fairview and Eastlake Avenues to discourage drivers from
 YES 127 37 making fast, sweeping turns; install a pedestrian island and bus stop and extend the
 sidewalk to reduce the distance for pedestrian crossing (see drawing).



RECOMMENDATIONS FOR EASTLAKE AVENUE

Eastlake Avenue is increasingly a wall dividing the neighborhood's narrow east and west sides. Some pedestrians have been injured; many others have had close calls; bicyclists and even local drivers also find the traffic too fast. Retail businesses are also being hurt. The UW design studio report observes: "While many other neighborhood districts have blossomed with a diverse range of businesses, Eastlake hasn't, and we lay much of the blame on the speed of through traffic."

The draft plan seeks to redesign the street to discourage speeding, make it safer for pedestrians to cross at corners and at mid-block, and in general make Eastlake a more comfortable street along which to stroll and shop. With the technical assistance of the Eastlake-based Deaf-Blind Service Center, the draft plan also proposes ways for the neighborhood to become a model for the disabled (e.g. curb ramps, crosswalks outlined with buttons that can be felt by a cane, and inaudible vibrating signals at certain crossings). In addition to the below summary, the draft plan has additional detail on most of the intersections listed here.

Yes No (please check one)
 74% Restore unlimited or two-hour parking to both sides of Eastlake Avenue (parking is now
 YES 110 38 prohibited on many segments either all the time or at periods of peak travel). Loading
 zone and bus stops would remain.

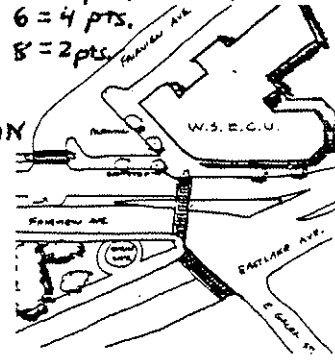
Yes No (please check one)

- 82% YES 131 31 Convert the eleven HOV-only registered parking on the east side of Eastlake Avenue between Lynn and Louisa to general or two-hour parking that is available to customers of retail and service businesses.
- 79% YES 128 34 For the four-lane parts of Eastlake Avenue north of Hamlin and south of Lynn, establish two lanes with a third center turn lane as it is now between Hamlin and Lynn, thus expanding the parking lanes.
- 63% YES 101 60 Install a planted median (boulevard-type treatment) in the center lane when this does not interfere with left turns at intersections and into existing driveways.
- 58% NO 69 96 Install "bus bulbs", sidewalk widenings that bring bus stops out to the traffic lane, obviating the need for buses to pull in and out of traffic.
- 64% YES 108 62 Reduce the speed limit on Eastlake Avenue from 30 to 25 miles per hour.

Install traffic signals (stoplights and walk signals) at the following intersections. These intersections are listed from first to last in suggested order of priority; please write in your own suggested order: 1, 2, 3, etc.; write N if you oppose.

| RANK | | PTS. | N |
|------|---------------------------------------------------|--------------------------------|------|
| 3 | Eastlake and Newton | 392 pts., | 52 N |
| 2 | Eastlake and Boston | 395 pts., | 55 N |
| 4 | Eastlake and Allison | 269 pts., | 59 N |
| 1 | Eastlake and Louisa (from partial to full signal) | 458 pts., | 50 N |
| 7 | Eastlake and Blaine | 80 pts., | 64 N |
| 8 | Eastlake and Howe | 72 pts., | 63 N |
| 9 | Eastlake and Edgar | 60 pts., | 64 N |
| 6 | Eastlake and Shelby (mid-block crossing) | 96 pts., | 56 N |
| 5 | Eastlake and Fuhrman | 146 pts., | 43 N |
| | other (specify) | 10 - Minor + Lynn (9 pts.) | |
| | | 11 - Eastlake + Galer (7 pts.) | |

1 = 9 pts. 2 = 8 pts. 3 = 7 pts. 4 = 6 pts.
 5 = 5 pts. 6 = 4 pts.
 7 = 3 pts. 8 = 2 pts.
 9 = 1 pt.

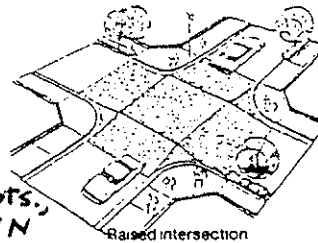


Eastlake and Fairview Avenue (intersection redesign proposed on previous page)

- 56% NO 70 90 Increase the length of "walk" signals to allow more crossing time
- 61% YES 105 66 Restore automatic "walk" signals. As is still the case at the Lynn Street crossing of Eastlake Avenue, do not require pedestrians to press a button in order to obtain "walk."
- 77% YES 124 34 Quicken response to "walk" buttons, which currently take up to 95 seconds to produce a "walk" indication at some locations.
- 88% YES 141 17 Repaint crosswalks, and mark with bolder parallel stripes such as those on University Way.
- 90% YES 150 16 At the Eastlake and Louisa intersection (near Tio's), allow pedestrians to cross Eastlake on the south side of the intersection (now prohibited).

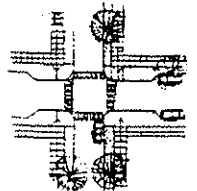
The draft plan proposes to install many raised intersections (see drawing). Raising the crosswalks to the level of the sidewalk makes pedestrians more visible, and alerts drivers. The following are proposed as raised intersections from first to last in suggested order of priority; please write in your own suggested order: 1, 2, 3, etc.; write N if you oppose.

| RANK | | PTS. | N |
|------|------------------------------------------|----------------------------------|------|
| 1 | Eastlake and Lynn | 553 pts., | 58 N |
| 4 | Eastlake and Allison | 213 pts., | 54 N |
| 2 | Eastlake and Louisa | 427 pts., | 54 N |
| 3 | Eastlake and Boston | 261 pts., | 52 N |
| 7 | Eastlake and Howe | 80 pts., | 63 N |
| 6 | Eastlake and Shelby (mid-block crossing) | 97 pts., | 67 N |
| 5 | Eastlake and Fuhrman | 142 pts., | 57 N |
| 8 | Eastlake and Garfield | 56 pts., | 60 N |
| | other (specify) | 9 - Eastlake + Roanoke (22 pts.) | |
| | | 10 - Eastlake + Hamlin (10 pts.) | |
| | | 11 - Eastlake + Newton (8 pts.) | |



1 = 8 pts. 2 = 7 pts.
 3 = 6 pts. 4 = 5 pts.
 5 = 4 pts. 6 = 3 pts.
 7 = 2 pts. 8 = 1 pt.

curb extensions



- 65% YES 105 56 Install curb extensions ("bulbouts") at all intersections along Eastlake Avenue (see drawing). These make the waiting pedestrian more visible and shorten the crossing distance. They also help protect parked cars from being hit, and provide additional landscaping.
- 78% YES 131 37 Recognize Minor Ave. E. as a "major bikeway" (a designation now given only to Fairview Ave.) and encourage bicycle travel on Minor as an alternative to Fairview and Eastlake Avenues.
- 63% YES 102 60 With the new prohibition on posters on utility poles, kiosks with bulletin boards should

Yes No (please check one)

be at every corner in the business district.

72% Establish view corridor protection on Eastlake Avenue (like Fairview Avenue N., E. Madison Street).

YES 96 38

FOR NEW CONSTRUCTION ALONG EASTLAKE AVENUE:

- 77% Y 124 37 Prohibit curb cuts (new driveways) where alleys are available.
- 59% Y 97 66 Require storefront retail at street level.
- 64% Y 100 56 Encourage setbacks to widen the sidewalk.
- 76% Y 115 36 Encourage a residential component in commercial projects
- 64% Y 99 55 Discourage parking garages and parking lots along the street.

LIGHT RAIL ON EASTLAKE AVENUE

52% 72 76 In general, do you favor a light rail line on the surface of Eastlake Avenue?
NO

The draft plan does not make a recommendation for or against a light rail system on the surface of Eastlake Avenue, a possibility which the Regional Transit Authority will be studying in the next year. However, members of the neighborhood need to think about how to respond. Indicate whether you would be more or less likely to support a light rail line on Eastlake Avenue if the following were true:

More Less

- 76% M 105 33 It got you to locations like downtown and Northgate quicker than the bus.
- 70% M 98 42 It reduced the number of traffic lanes and the volume of traffic on Eastlake Avenue
- 61% M 97 39 It made more likely the redesign of streets and intersections for greater pedestrian safety and convenience.
- 58% M 69 50 It reduced the amount of on-street parking but increased the amount of off-street parking
- 71% L 21 116 By fencing or a trench it made it impossible to cross parts of Eastlake Avenue.
- 66% M 97 50 It had more stations than currently proposed (one near Louisa Street and one near the Fred Hutchinson Cancer Research Center)
- 68% L 39 82 It led to the permanent removal of one or more commercial buildings.
- 51% L 59 61 A station at Rogers Playfield led to redesign of the park and greater access to it from Eastlake Avenue, but the loss of some existing trees and the planting of new ones.
- 73% M 107 31 The number of diesel buses going through the neighborhood would be reduced.
- 53% L 59 66 The light rail vehicles moved at 25 miles per hour instead of the current speed limit of 30 miles per hour.
- 68% M 87 40 It was accompanied by a City commitment not to upzone the neighborhood.

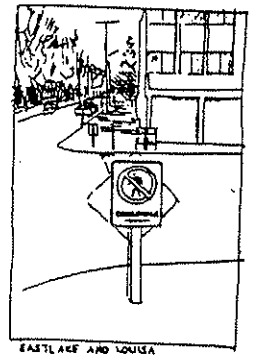
Name _____

Phone _____

Address _____

Employer _____

Additional comments:



Please return your completed form to Eastlake Transportation Plan, Lake Union Mail, 117 E. Louisa #1, Seattle 98102.

RESULTS FROM GOAL-SETTING EXERCISE ABOUT EASTLAKE AVENUE

Public meeting held 3/24/94 at Seattle Police Officers Guild

(parenthesis indicates # of "dots", if any, cast for each item)

TRAFFIC AND PARKING LANES

- (8) Landscaped median in some places (provides pedestrian refuge)
- (3) Eliminate peak-commute parking prohibition (allow parking on both sides at all times)
- (2) More center turn lanes
- (1) Don't increase speeds and volumes on residential streets and alleys

PEDESTRIAN NEEDS

- (5) Crosswalks marked, better defined--different texture (e.g. Bowmanite)
- (3) Shorten "wait" and lengthen "walk" times
- (3) Bulletin boards and public art
- (3) Repair existing sidewalks and cut back brush
- (2) More traffic signals (stop lights)
- (2) Install mid-block crossings (on long blocks)
- (2) Wider sidewalks
- (2) Police enforcement
- (1) Shorten crossing distance (curb extensions)
- (1) More pedestrian-only traffic signals
- Improved lighting
- Eliminate button need for "walk"
- Protected "walk" phase (cars can't turn)
- Regulate sandwich boards, signs
- More curb ramps

BICYCLE NEEDS

- (5) Designated bicycle lane (Eastlake Avenue)
- (1) Terrible hazard and danger of bicycles on Eastlake
- Alternative routes (off Eastlake Avenue)
- More parking

STREETSCAPE

- (7) Street trees
- (2) School signs
- (2) More retail at street level
- (1) Discourage driveways across sidewalk--prefer alley access
- Complete the gateways (north and south)

PUBLIC TRANSIT

- (2) Express buses have a stop here
- (1) Get express buses off Eastlake Avenue
- (1) More shelters at bus stops
- A light rail line along Eastlake Avenue

PUGET SOUND REGIONAL COUNCIL

Pedestrian and Bicycle Element of the Regional Transportation Plan Update

Summary of Public Outreach Meetings

2. March 26, 1994, 10-12 a.m., Eastlake Community, Seattle
 - Safety/Security
 - Better Lighting and Signs to Encourage Bike/Pedestrian Use (2)
 - Engineering
 - Streets Where Bikes/Pedestrians are Given **Priority** Over Autos (5)
 - Reduce Speed Limits (3)
 - Bike/Pedestrian Experts on Transport Projects (1)
 - Discourage Thru Traffic on Residential Streets (1)
 - Pedestrian Equality (1)
 - Funding/Finance
 - More Exp. on Bike/Ped Appropriate % (Fair) (8)
 - NM \$ to True NM Projects (3)
 - More \$ on Transit (Bike Lockers at Transit Stops) (1)
 - Enforcement
 - Photo Radar (3)
 - Enforce Parking Law (2)
 - Enforce Speeding Laws (1)
 - Greater Fines/Penalties
 - Better Enforcement of Ped. Crosswalk Laws (Ticketing of Motorists)
 - Minimum Cost (Fines) for Pedestrian Fatalities
 - Education
 - Environment
 - Natural Environment/Buffers for Pedestrian Facilities (1)
 - Mode Split Requirement for New Buildings (1)
 - Air Pollution Reduction in Street and at Sidewalk (1)
 - Noise Reductions
 - Building Code
 - Clear Interior Pathways to Escalator and Elevator (Enforce Fed. ADA) (1)
 - New Building to Have Bike Amenities (sign, rack, showers)
 - Covered Walks Around Building
 - Land Use and Zoning
 - Subsidizing Uses That Encourage Ped/Bike Activities (neighborhood store, day care, etc.) (6)
 - Street Level Retails (1)
 - Connection Between Adjacent Land Use
 - Discourage Street Level Parking

- Public Involvement
 - Yearly Regional Ped/Bike Congress (2)
 - Awards for Good Idea/Projects
- Encouragement
 - Funding for Research in NMT (3)
 - Bike Parking/Lockers/Signs (1)
 - Force Public Official to Ride a Bike or Walk One Day a Week
- Intermode
 - More Transit Stops on Express Routes (2)
 - Subsidize Transit Riders (2)
 - One Stop per Neighborhood (1)
- System Plan
 - Bike/Ped Network Between Neighborhoods (5)
 - NM Linkage to Transit (1)
- Implementation
 - 6-Year CIP Plan for Bike/Pedestrian State and Regional (3)
 - Coordination Between Plan and Implementation (Best Plan Manuals to Help Implementation) (2)
 - Equalize Liability to Protect Pedestrians
- Private Sector
 - Tax Breaks for Good Corp. Practices (1)
- Transportation \$
 - No Free Parking - Commercial/Office Parks (4)
 - No Income Tax, Gas Tax Deduction (1)
 - Tax Free Parking as Income
- Bike Facility
 - Designated/Protected Bike Lanes (5)
 - Routes on Side Streets that Favor Bikes (4)
 - Bike/Ped Routes as Part of Freeway/Highway Projects (3)
- Pedestrian Facility
 - Give Equal Weight to Pedestrians at Intersections (16)
 - Add Lights at Pedestrian Crossings (more) (10)
 - Longer Walk Cycles at Intersections (8)
 - Ladder Painting at Crosswalks (4)

Eastlake community workshop

Tuesday, May 10, 1994,

Seward School

Note: One of the Regional Transit Authority's Phase I regional transit system options may include a light-rail line on Eastlake Avenue East. Because this option had been studied but dropped from the long-range transit vision adopted by the Joint Regional Policy Committee, the RTA wanted to discuss the possibility of revisiting a rail alignment running through the neighborhood. The authority joined with the Eastlake Community Council and the Eastlake Business Association to sponsor a neighborhood workshop to discuss the issue.

RTA staff presenters: Tom Matoff, RTA Executive Director; Ron Endlich, North Corridor Project Coordinator; Yosh Li, RTA Architect/Engineer

Facilitator: Nea Carroll

Approximate attendance: 40

Focus questions for Eastlake

- Of the three Phase I Discussion Options presented here, which option seems best for the region in Phase I and why?
- What advantages and disadvantages do you see to the Eastlake route and First Hill/Capitol Hill route?
- Is there a different scenario you would suggest?
- What specific reactions and suggestions do you have for the light rail option if it should run through the Eastlake community?

Comments from group discussion

Comments and suggestions about the Eastlake alignment

Comments supportive of Eastlake alignment

- Eastlake alignment is less expensive than tunneling under Capitol Hill. It would get diesel buses off Eastlake, and it can be built in our lifetime.

Comments supportive of Eastlake alignment, with demonstrated benefits for bicycle/pedestrian access; neighborhood character, safety.

- Design the rail system so it has traffic-calming, pedestrian-friendly effects. This would build community support.
- Address safety and overall compatibility between bicycle/pedestrians and rail. Also consider how bikes could fit onto coaches.
- Support may be here if we get better local bus service as well as light rail.
- Consider putting two to three more light-rail stops to serve the neighborhood. The Eastlake community would not benefit with just one stop.

- Consider a station at new, revamped Rogers playground, with parking below to make up for street parking that is displaced.
- Consider Louisa Street for a stop because of water access.
- Rail on Eastlake Avenue would improve commute times to downtown Seattle over existing local bus service.

Comments adverse to Eastlake alignment due to adverse impact on commercial activity, automobile travel, parking, pedestrian access, neighborhood character, overall disruption.

- This will adversely impact retail vitality in Eastlake. This is a Seattle Commons-led dream.
- There is already not enough parking; the adverse impacts on commercial activity would be too great.
- There are not enough people here to support the alignment. The RTA can capture a greater market on Capitol Hill.
- Design a system that serves educational and medical institutions, and other major destinations on Capitol Hill and First Hill, instead of a fragile neighborhood like Eastlake, which is a destination for relatively few people.
- Commercial concerns will be hurt because of loss of parking. The rail line should be on Capitol Hill where people are.
- Grade crossings will hold up east-west travel and left turns.
- Some of us will fight locating light-rail transit on Eastlake; it belongs on Broadway.
- This is a regional system, and there are no advantages to bringing it through our local area. The disruption will be monumental, and not good for the community.
- Even though it's less expensive, why put the rail line on Eastlake when there are more centers served on First Hill/Capitol Hill? We should put the investment where it's most needed.
- Light rail would divide our neighborhood (as Interstate 5 did). Pedestrian concerns.
- Disruption to the neighborhood would be monumental. The system would never be removed if installed. It would be hard to cross streets.
- Control development in Eastlake. Don't want high-rise, "character-less" development.
- Rail and "traffic-calming" on Eastlake Avenue would divert traffic to nearby streets and the Portage Bay neighborhood.

Suggestions for studying other scenarios, technologies, including I-5 alignment.

- Consider using the I-5 express lanes. This would relieve the influx of automobiles in our neighborhood caused by events at Seattle Center.
- If Capitol Hill is too expensive, reconsider I-5 alignment. The Eastlake alignment doesn't have the capacity to become a regional service.
- Consider an alignment along the water. This could be coordinated with a bike/pedestrian route.
- Consider an alignment on Aurora Avenue.
- Consider surface rail on Broadway Avenue.
- Show whether the train would take up lane space for bikes and other pedestrians.
- Instead of trying to accommodate all uses (rail, bus, cars, bicycles) on Eastlake, create a unique opportunity for a bikeway along the waterfront (Fairview Avenue) instead of up the hill along Eastlake.
- Consider using a rubber-tire train so it could be more flexible.
- Consider using an elevated trackway.

Need more information about land-use planning, impacts on bicycle/pedestrian access, safety, neighborhood character, automobile traffic, parking.

- Provide more information about what land-use decisions have been made and whether those commitments are being honored.
- Assure mechanisms for controlling effects of light rail on pace of development and other unwanted community changes.
- Want to see an agreement between the RTA, the community, and the City of Seattle regarding upzoning. This agreement should be negotiated before Eastlake becomes a study option. If RTA does not have control over station area land use decision, how can station area agreements be put in place?
- Isn't the point to generate higher density around stations?
- Show what the effect would be, in terms of crime and neighborhood character, of a regional system that would travel through an isolated community like Eastlake. Are there statistics about crime around transit stations?
- Consider speed and overall character of rail and its impact on the community. Rail can be like a freeway, like I-5, that cuts through communities. Would welcome something like MAX in downtown Portland, but not a high-speed system.
- Show what the impacts of the alignment would be as it cuts through the community. Would there be spill-over traffic into residential areas? Would we be assured that local parking privileges are preserved?
- Show what percentage of parking on Eastlake would be lost.
- Show the feasibility of getting over the ship canal, sharing the bridge between trains, buses, and bikes.

Comments and suggestions about regional transit planning

- Put rail in areas with the densest development, where it has the most purpose and where it is most desired.
- Light-rail transit was examined in Mountlake Terrace — not along the freeway, but within reach/walking distance, where it penetrates market.
- Seattle Center is "off-center" and is better served by rail on the I-5 express lanes.

Additional comments from forms

The following summarizes comments from the 16 forms received at the meeting. More may be received by mail.

Of the three Phase I Discussion Options presented here:

Which option seems best for the region in Phase I and WHY? (Option A, B, or C)

7 votes for Option A; 7 votes for Option B.

- Option A provides service to transit-dependent areas, ensures Eastside connection, can potentially create connections (i.e. transit hubs), quick transfers.
- Option A serves the most people regionally, serves my neighborhood.
- Option A provides better use of resources.
- Option A is the cheapest and quickest way to get rail, and best for Eastlake.
- Option B must be the primary option, addressing the main ridership of the University District and First Hill. Option A is less desirable because it introduces many more vehicles (light-rail transit) into the streetscape. Option A appears to be assuming the Seattle Commons will be constructed as designed. While the cost of Option B would be larger over the long run, the fully subterranean system will maintain the quality which is so richly desired in our urban neighborhoods. In the future, the tunnel will only be more expensive, so invest now and alleviate a majority of impact on the surface.

- Capitol Hill (dump the bus tunnel) is the right way to go. Don't buy off on the fictional Seattle Commons as a legitimate stop.
- Option B is best because a regional rail system needs to be fully grade-separated in Seattle.
- Prefer Option B because it serves First Hill and Capitol Hill.
- Options A or B are okay. Not Option C because it ignores the north corridor entirely, which is the busiest corridor.
- Haven't had chance to thoroughly review options.

What advantages and disadvantages do you see to the Eastlake route and First Hill/Capitol Hill route?

- Eastlake, pro: cheaper and faster to build; Eastlake, con: less density; Capitol Hill, pro: Great density, users, uses; Capitol Hill, con: expensive
- Eastlake: cheaper and faster to build; Capitol Hill: more population
- Eastlake route will help development of Seattle Commons and South Lake Union area. Concern will be calming development in Eastlake business area. Advantage: It would calm Eastlake traffic, make Eastlake user-friendly.
- Eastlake is a good route because it serves the area well and provides a least-harm corridor.
- The Eastlake route offers more frequent surface stops, therefore becomes more of a "community" transit.
- Eastlake route gives us rail again. We were built on streetcars. Capitol Hill route is too expensive and will take too long to build.
- Eastlake route would move through us, not to us—nothing would change that. Renovating Rogers Playfield will destroy its magic.
- First Hill/Capitol Hill is better because it serves major regional centers.
- Keep through-transit out of North Capitol Hill neighborhoods.
- First Hill/Capitol Hill is where there is population and destinations (2 colleges/university, medical institutions); harm to nature of Eastlake which is already suffering from its corridor feature.
- Not enough space on Eastlake for rail line!
- Eastlake, pro: cheaper cost; Eastlake, con: lesser population; Capitol Hill/First Hill, pro: more population; Capitol Hill/First Hill, con: steep gradient between First Hill and Convention Place.
- The subway sounds inordinately expensive; however, I question the sagacity of leaving First/Capitol Hill out.

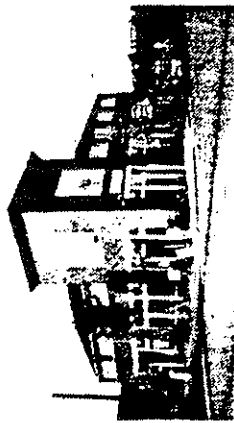
Is there a different scenario you would suggest?

- Would it be cost-effective to explore a hybrid—up to Broadway Avenue, then a northwest tunnel under Lakeview overpass and going at-grade at Eastlake near Fairview?
- One stop that is a clear transfer point for Capitol Hill residents, one transfer point for Seattle Center/Queen Anne.
- Use University Bridge or build a high-level bridge to get across the canal, a la Vancouver's Skytrain bridge—No tunnel!
- Start with heavy rail. Go to express lanes or freeway. Go to Capitol Hill. Go to Aurora Avenue. But don't come through Eastlake.
- Use I-5 reversible lanes if Capitol Hill alignment (subway) is too expensive.
- Consider I-5 route versus Capitol Hill tunnel.
- A modified Capitol Hill route via Pike Street and an Eastlake line via Fairview should be the final two alternatives considered.

What specific reactions and suggestions do you have for the light rail option if it should run through the Eastlake community?

- I live in Eastlake and would support light-rail transit through the area. It would change the nature of the street, reducing traffic and potentially create a more pedestrian-oriented environment. However, I feel a Capitol Hill alignment best serves a greater number of people. This alignment should be chosen if the RTA can find the money to build it.
- Prefer two stops, one at Louisa Street, one near the steam plant.
- Could parking lane be bicycle-only lane during peak hour periods (like current restrictions)?
- Make it work! Address issues successfully. Address construction impacts successfully.
- Do as much street-running as possible. Don't make it "express." People want to use the light-rail transit, not watch it go to stops twenty blocks apart.
- Keep left turns.
- Make platforms simple, together (not at opposite ends).
- Increase bus connections to rail line from Capitol Hill.
- Can you use the old rail lanes on the University Bridge, or the side lanes?
- Don't remove the Aries building; put station by Rogers Playfield.
- Don't go under Ship Canal—go across the University Bridge.
- This appears to be driven by reducing cost at the detriment of quality service. It is hoped that we only make these types of decisions once. If we choose the light-rail transit option (A) on Eastlake Avenue, the result will be: "I wish we had built the tunnel."
- (Chris) Leman (of the Eastlake Community Council) and (Professor Rich) Untermann (of the University of Washington) are dead wrong in their priorities here. "Calming traffic" with the cost of light rail is "like sledge hammering a foot bunion."
- If light-rail transit is primarily to meet regional transit needs, you must maintain a basis for local transit needs.
- I think it (Eastlake alignment) is incompatible with neighborhood character and survival as a community, period.
- Will destroy businesses—lack of parking will force traffic on Harvard, 10th Avenue. Tenth Avenue is also narrow and overloaded!
- It seems that the work done by the University of Washington College of Urban Planning is a good starting point. Need to limit crossings to a minimum. However, I still find a tunnel necessary under the Ship Canal Bridge. University Bridge openings are an impediment to regional rail.
- Parking! Avoidance of disproportionate densification. To truly serve Eastlake residents, two or more stops would be appropriate. If Eastlake is to become more dense, residents should be served by light rail in neighborhood. It should not become a "dropping off" place for cars from other areas (Capitol Hill, Montlake, and further).
- Keep pedestrian safety a priority.
- What benefit would there be to the Eastlake community if no reasonable passenger stop/useage is available between the University District and downtown area?
- Can we be guaranteed decisions made on the transit tunnel will be kept? We've just had politicians overturn a decision for gas-powered buses to diesel buses.
- Do we need "light rail?" The success of the "U-Pass" program could be trialed over counties with employers/employees.
- Please keep in mind an attractive and efficient rapid transit system can work.
- Keep up public participation, so people can feel "it's ours."
- "Please don't be discouraged or buffaloed by fools."

Eastlake Traffic Plan & Building Guidelines



501

Objective

To provide developers and city officials with clear, consistent guidance from the community about long-term land use and design preferences, so that development decisions can be made cooperatively and with economic and administrative efficiency.

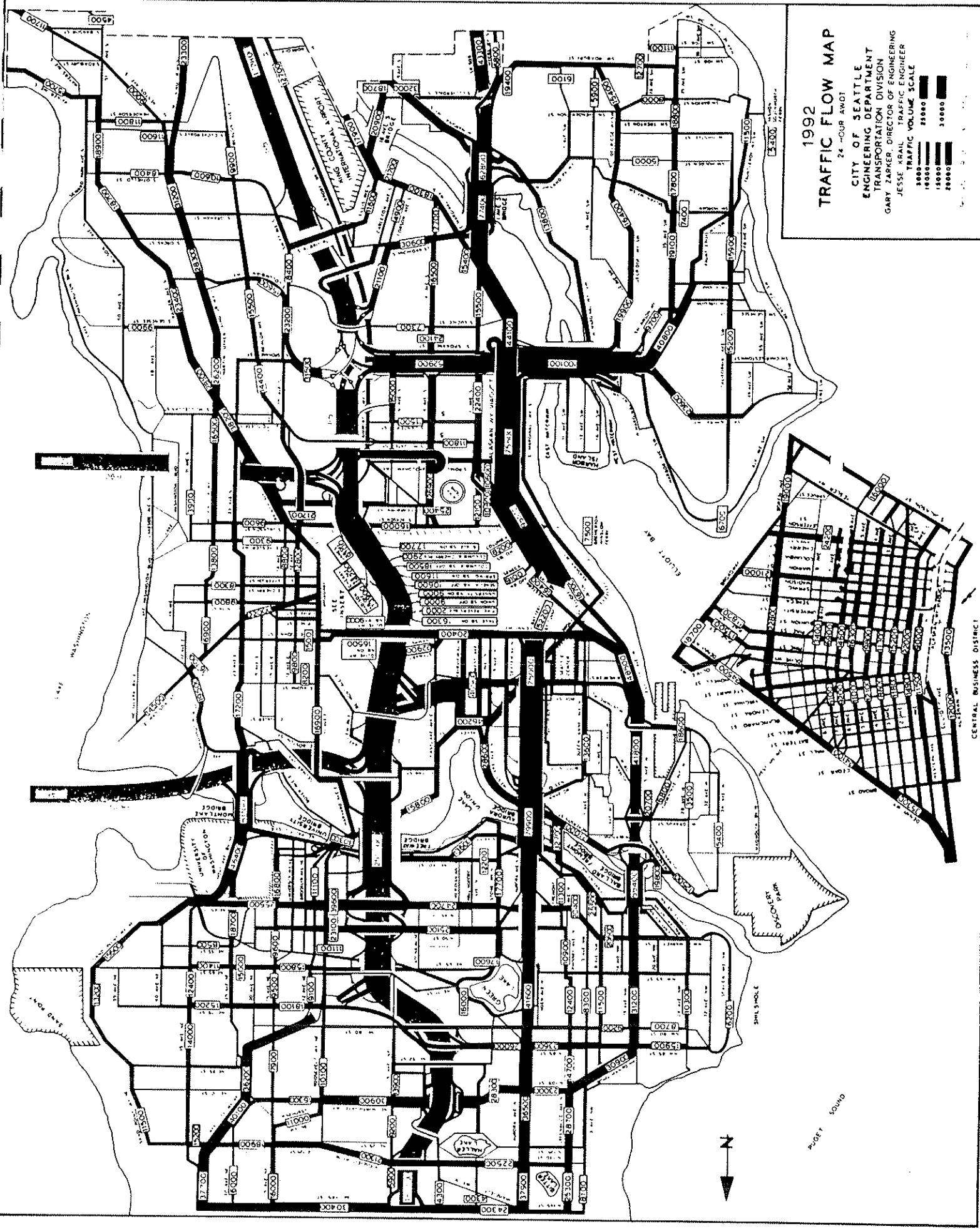
Proposed structure

Reconstitute the "Eastlake Tomorrow Core Team" as a coordinating body to oversee the entire Eastlake Tomorrow campaign and to integrate each project's agenda into a comprehensive plan for Eastlake that contains two complementary sections — a traffic plan with street standards and building design guidelines.

Context

Public streets cover about 30% of the land in Eastlake and account for many of the land use conflicts, such as the competition for parking between residents and office workers. A comprehensive plan for traffic and street design is needed, and timely, since many of the streets will have to be rebuilt after new sewer lines are laid. Such a plan will specify a hierarchy of use on all streets to keep motor vehicle volumes and speeds in balance with business and residential concerns for noise, safety, pollution, and bicycle or walking convenience. Street uses will be correlated with design standards for such features as signs and lights, parking, landscaping, paving materials, sidewalks, and planting strips. The plan will also recommend parking solutions, bus service, and designated view corridors.

Building design guidelines will address private land use and the design of new developments. Design Guidelines will help protect lower density residential areas and demarcate the Gateways and Center. For instance, the Guidelines could require construction in the Center to be pedestrian scaled mixed use buildings, with commercial use at sidewalk level, residential above, and parking below or in rear.

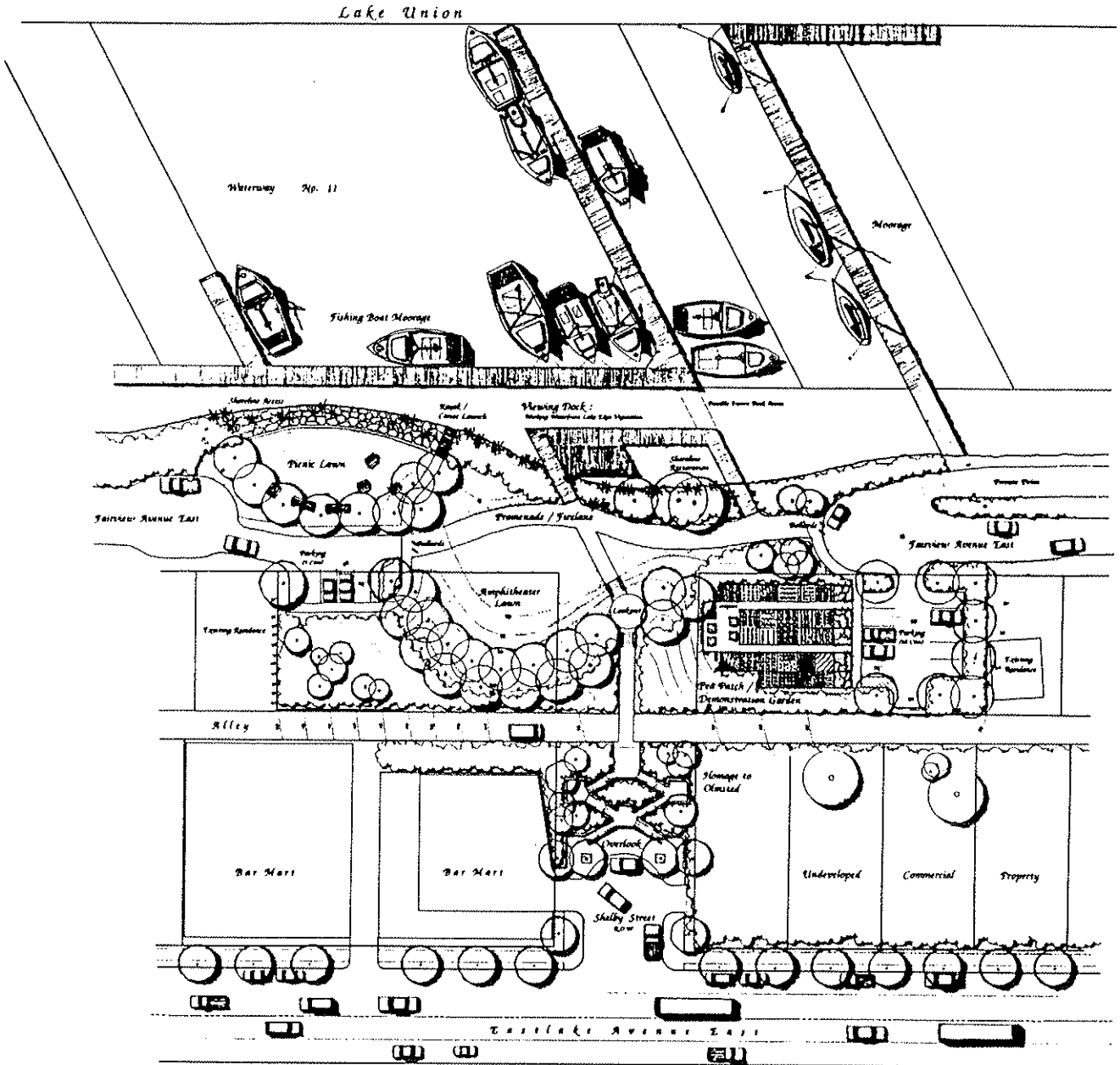


1992
TRAFFIC FLOW MAP
 24 HOUR AWDI
 CITY OF SEATTLE
 ENGINEERING DEPARTMENT
 TRANSPORTATION DIVISION
 GARY ZAPKER, DIRECTOR OF ENGINEERING
 JESSE KRAL, TRAFFIC ENGINEER
TRAFFIC VOLUME SCALE
 10000
 15000
 20000
 25000
 30000



FAIRVIEW OLMSTED PARK

SEATTLE, WASHINGTON



CLIENT:
Seattle Department of Parks and Recreation

REFERENCE:
Ms. Pamela Alspaugh
(206) 684-7328

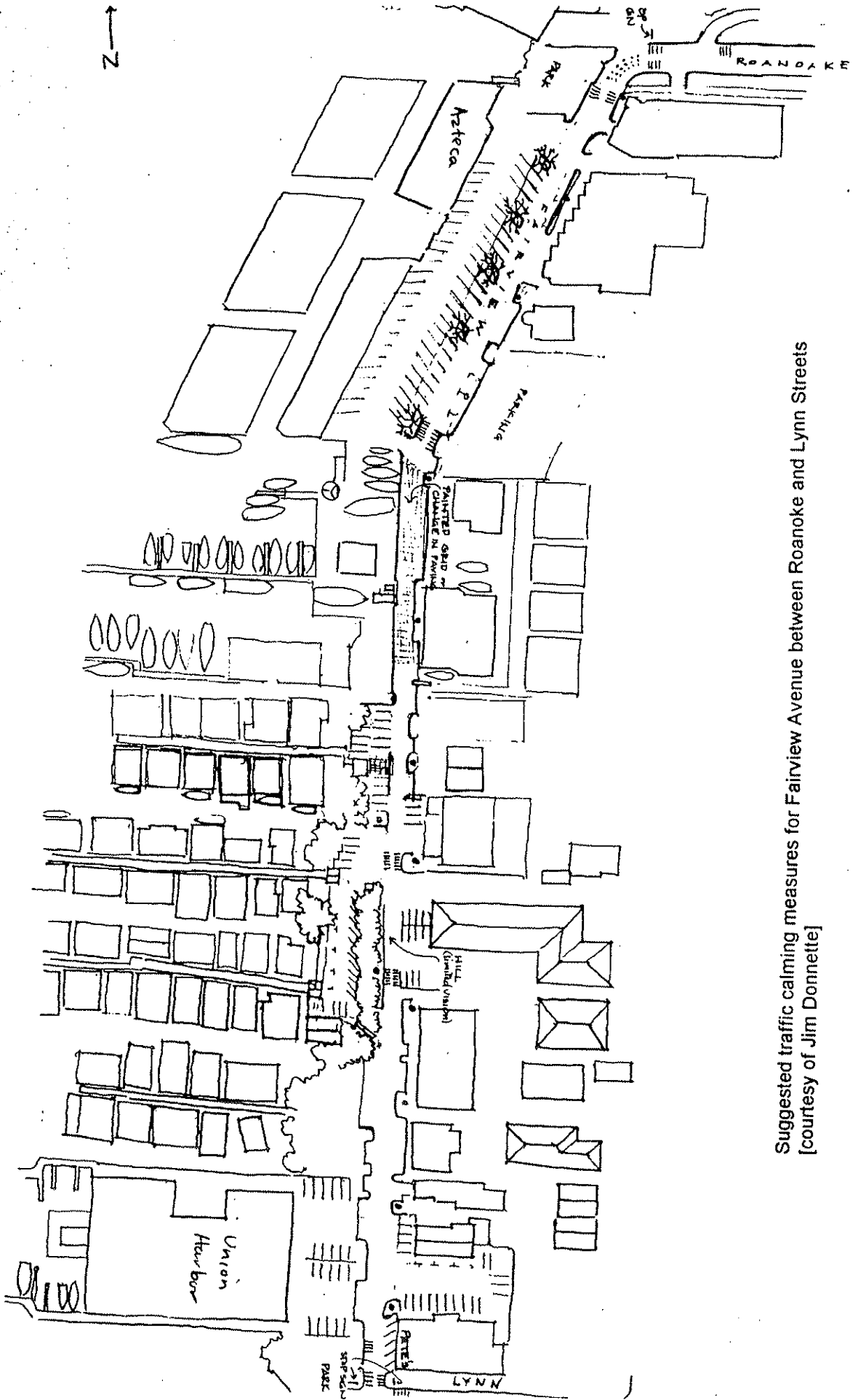
SERVICES:
Master Plan

The Seattle Department of Parks and Recreation hired Nakano♦Dennis to

prepare a master plan for a park at Waterway 11 on Lake Union. Development of a park is part of the original intent of the Olmsted Plan for Seattle. Nakano♦Dennis developed three alternative plans for the site in an earlier study.

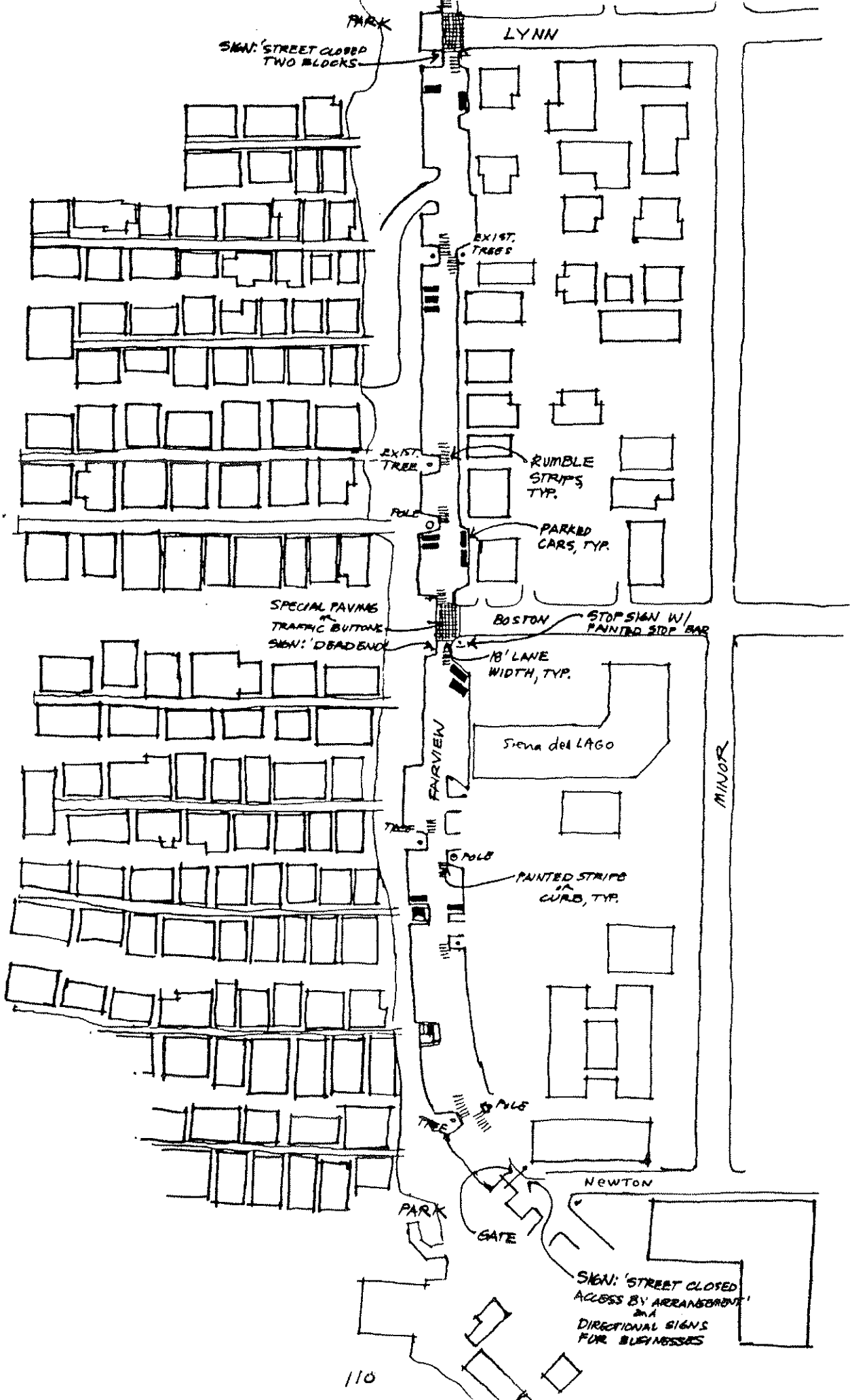
The master plan maximizes water-related activities of the park by providing the following elements: a non-motorized boat launch, a viewing

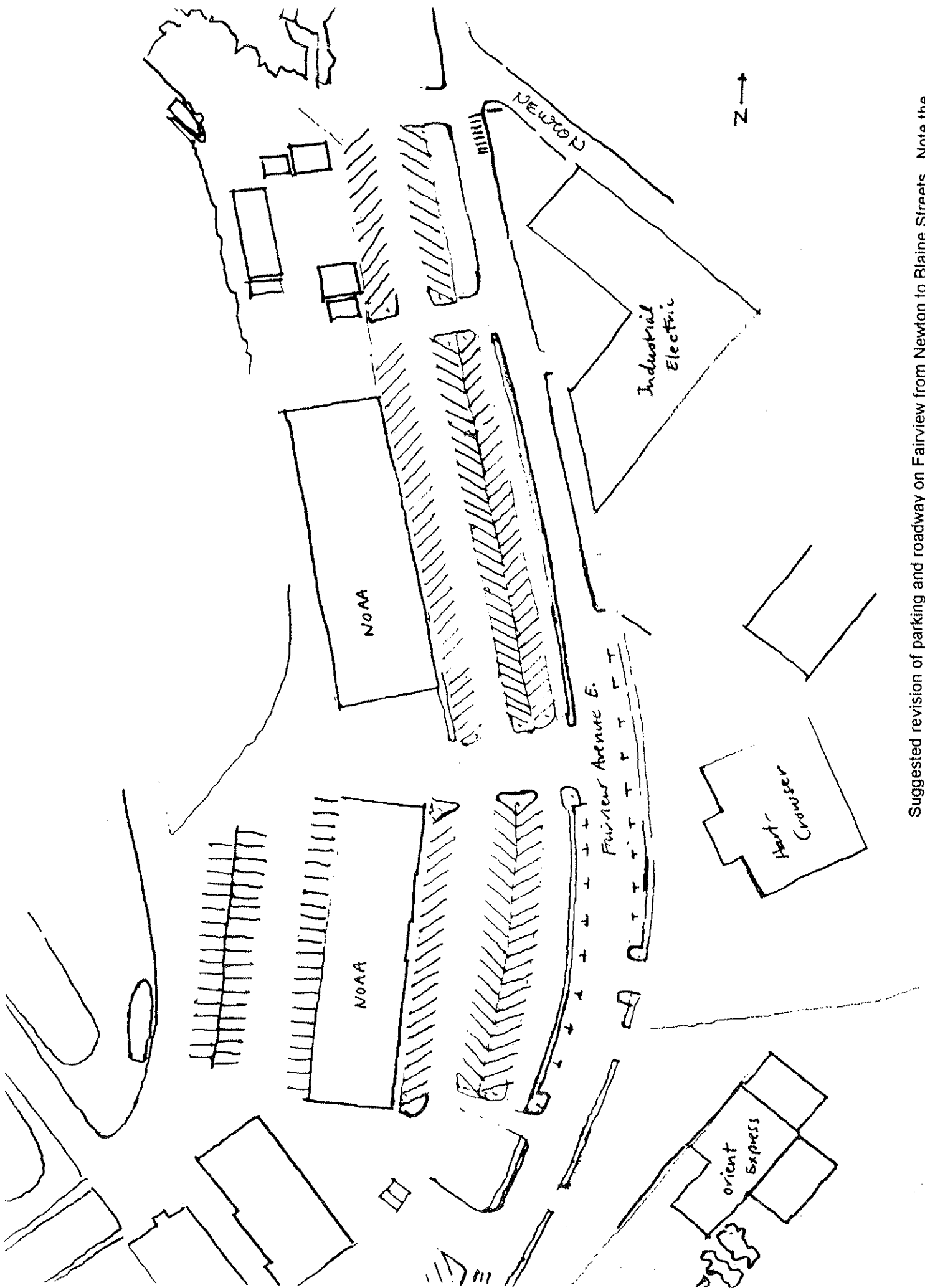
dock to observe spawning salmon, a commercial waterfront, and interpretive displays of native shore plants. The master plan also includes: pedestrian access to the lake from Eastlake, preservation of the community pea patch, provision for a bicycle route along the shore, and opportunities for passive recreation. A dedicated alley running through the park assures future access to privately owned properties.



Suggested traffic calming measures for Fairview Avenue between Roanoke and Lynn Streets
 [courtesy of Jim Donnette]

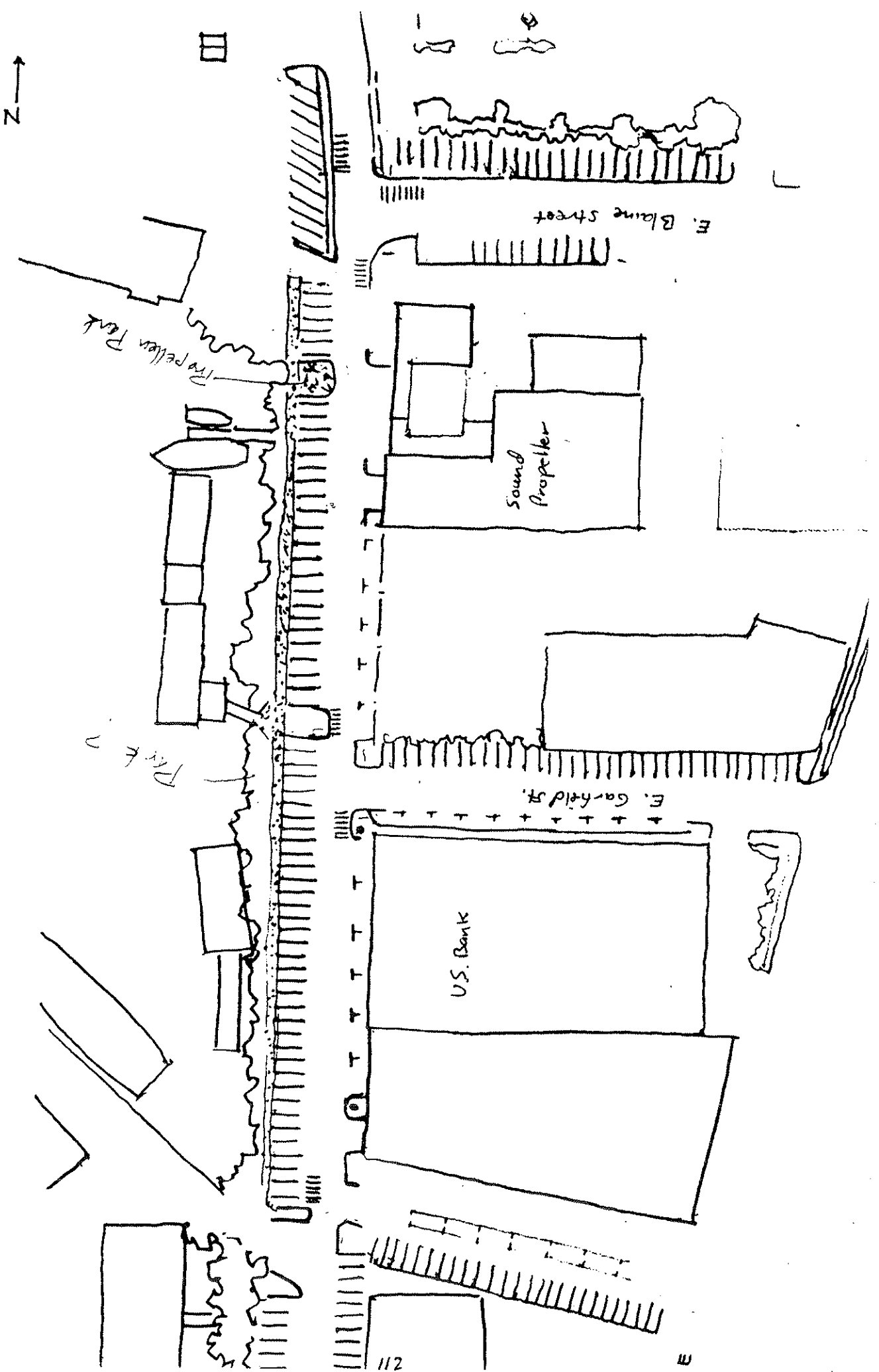
Drawing of proposed traffic diverter and traffic calming measures on Fairview Avenue between Lynn and Newton Streets [courtesy of Greg Brower]



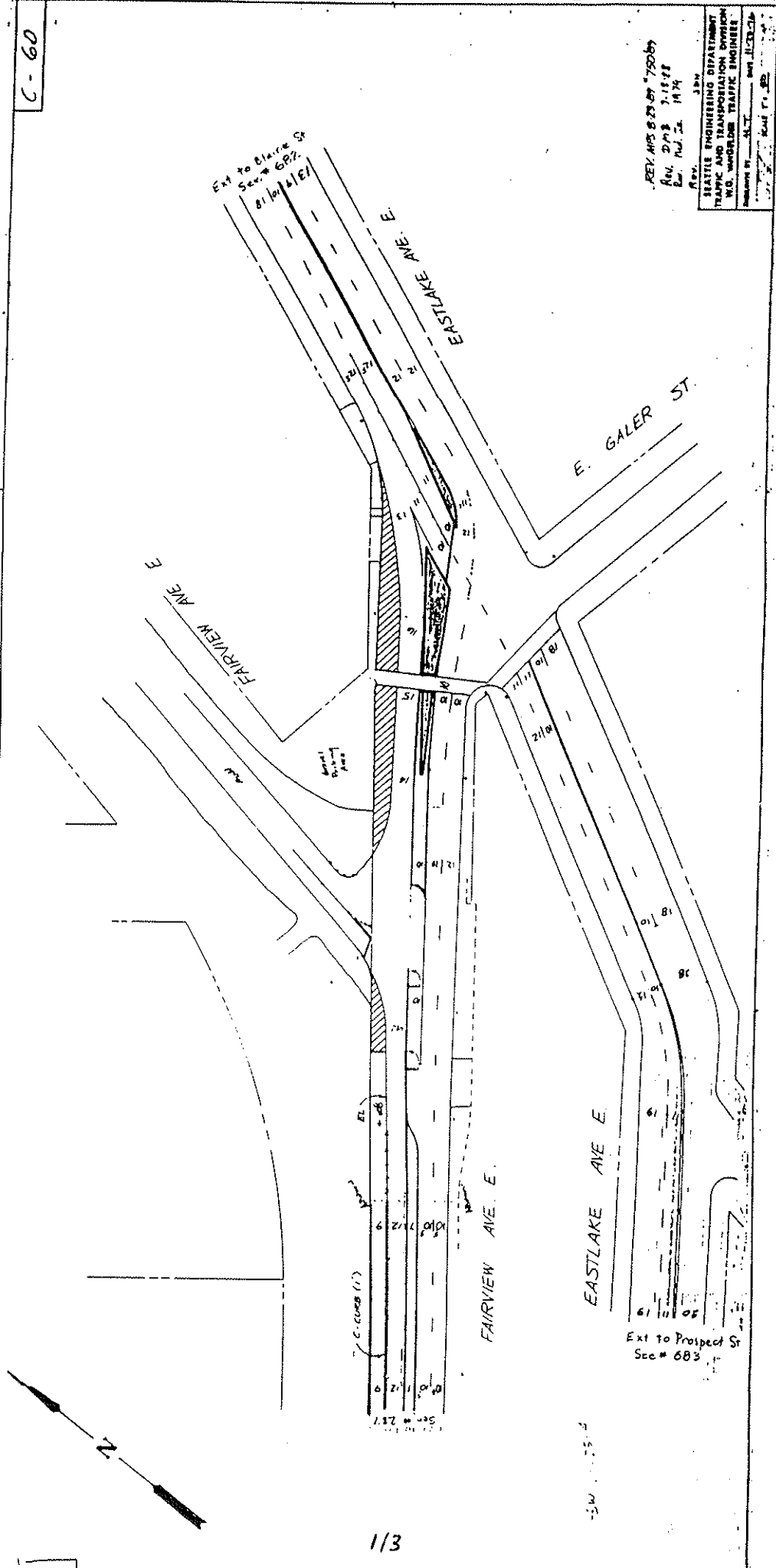
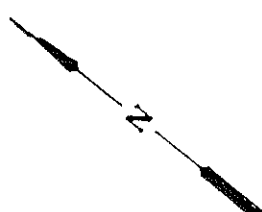


Suggested revision of parking and roadway on Fairview from Newton to Blaine Streets. Note the added sidewalk on the west side of the street [research and drawing courtesy of Jim Donnette].

Suggested traffic calming measures and lakeside walkway on Fairview Avenue south of Blaine Street [courtesy of Jim Donnette]



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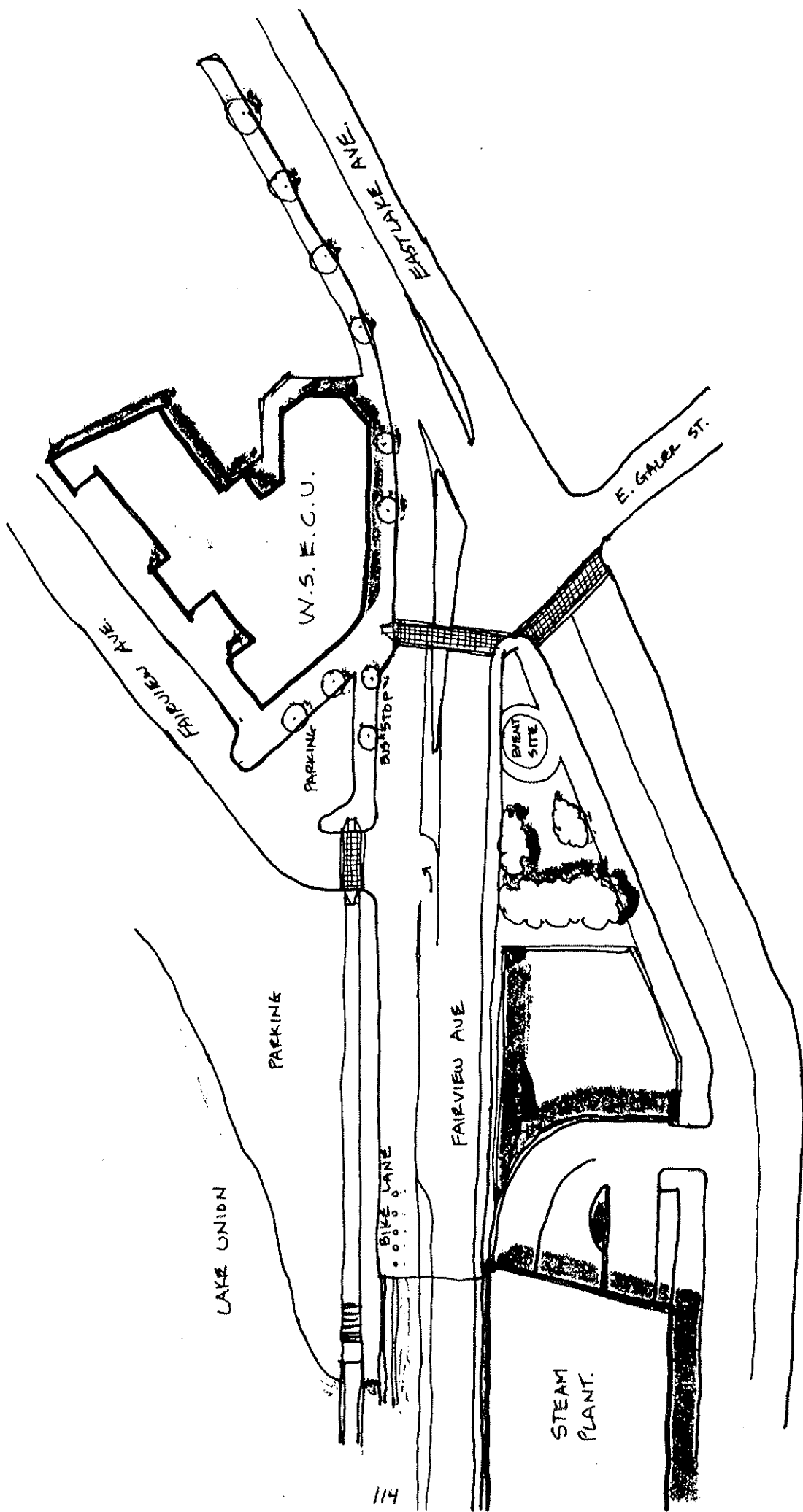


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SEATTLE ENGINEERING DEPARTMENT
 TRAFFIC AND TRANSPORTATION DIVISION
 U.S. METROPOLITAN TRAFFIC ENGINEER

Prepared by: [Signature]
 Checked by: [Signature]
 Date: [Date]

City striping diagram showing existing conditions at intersection of Eastlake and Fairview Avenues



Suggested revision of intersection of Eastlake and Fairview Avenues, showing relocated bus stop [courtesy of John Schwartz]

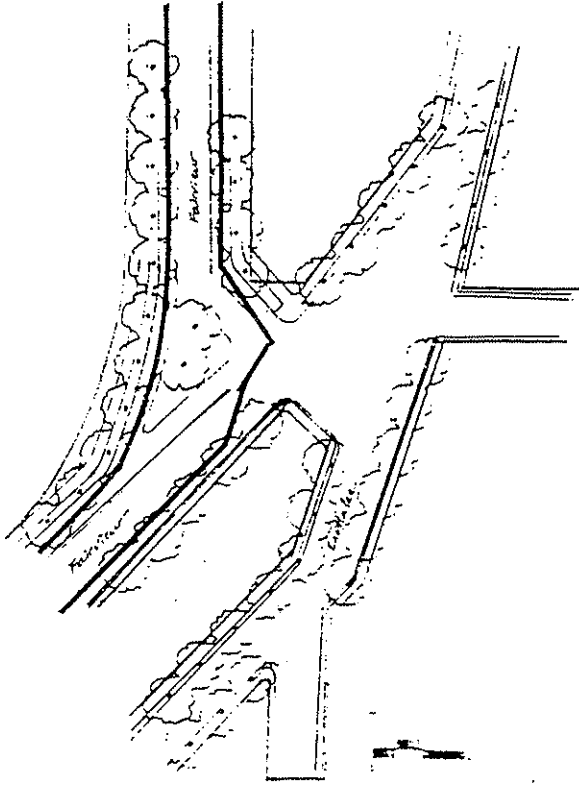


Figure 8.8 Galer with Mallard Cove Connection

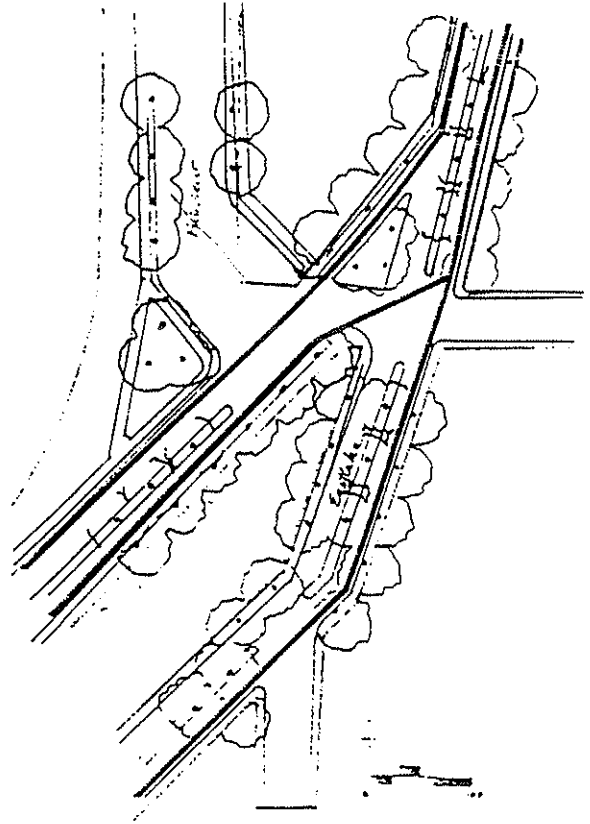


Figure 8.9 Galer with limited right turn

Alternative designs for intersection at Fairview and Eastlake Avenues and Galer Street [Courtesy of Godard, 1992]