

Seattle Department of Transportation

# Burke-Gilman Trail Missing Link

Conceptual Design Outreach Overview  
May - July 2017

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## PROJECT BACKGROUND

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The Burke-Gilman Trail (BGT) is one of the most heavily-used walking and bicycling facilities in Seattle. It is a vibrant, 20-mile trail connecting multiple neighborhoods and other city and regional trails. It serves as a major transportation corridor for people riding to work or running errands, as well as providing a space for recreation.

The purpose of the Burke-Gilman Trail Missing Link project is to complete the Burke-Gilman Trail through the Ballard industrial and urban hub neighborhoods to improve safety for all, to support a variety of transportation and recreational uses for people of all ages and abilities, and to preserve freight mobility and access to adjacent properties.

The project has been in development since 2001 following the Seattle City Council’s direction to evaluate completing the missing portion of the Burke-Gilman Trail. After many years of planning, stakeholder conversations and litigation, Seattle Department of Transportation (SDOT) completed an initial environmental review of the project in 2016, culminating in a Final Environmental Impact Statement (FEIS) published in 2017. The project is now moving forward, and is in the early design phase.

In order to engage stakeholders and community members from the Ballard area, SDOT held several design workshops, an in-person public event, as well as an online open house. The outreach team also conducted door-to-door outreach to ensure that adjacent properties had the opportunity to directly communicate questions, concerns, and opportunities.

The public event provided the public an opportunity to express their concerns and provide insight on key design features. The online open house gave participants the opportunity to review information presented at the in-person event and submit geotagged comments on the design of the trail.

The following pages summarize the feedback, ideas, and questions gathered throughout conceptual design outreach efforts.

### CONCEPTUAL DESIGN OUTREACH-BY-THE-NUMBERS

Overall, early outreach efforts for design of the Burke-Gilman Trail Missing Link resulted in over **1,000 total conversations**, **360 unique comments**, and **87 individual surveys with property and business owners adjacent to the corridor**.

<b>Events &amp; Briefings</b>	4 in-person public events with 150+ attendees <ul style="list-style-type: none"> <li>• 3 segment design workshops</li> <li>• 1 public event workshop</li> </ul>
	10 local briefings
	2 local fair and festival events, reaching 230+ attendees <ul style="list-style-type: none"> <li>• Ballard Farmers Market</li> <li>• Ballard SeafoodFest</li> </ul>
	113 adjacent stakeholders visited
	14-day, 24/7 online open house, July 10 -23, 2017
<b>DAC</b>	4 Design Advisory Committee meetings: <ul style="list-style-type: none"> <li>• May 4</li> <li>• May 25</li> <li>• June 15</li> <li>• July 27</li> </ul>
	1 walking tour with the 11-member DAC on June 14
<b>Notifications</b>	15,500+ mailers were sent to notify Ballard residents, property and business owners of the public events
	3 email updates to property owners, business owners, and interested persons (170+ recipients) about public events
	4 SDOT social media posts to 230,000+ followers <ul style="list-style-type: none"> <li>• Facebook (4,276 followers) on July 12 and 18, 2017</li> <li>• Twitter (229,000 followers) on July 18, 2017</li> </ul>
	12 project notification signs placed along the Burke-Gilman Trail

## OVERVIEW OF FEEDBACK RECEIVED

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Key issues and concerns gathered during the Segment Workshops, Public Event and Online Open House attendees include:

### Make the trail safe

- Make the trail safe for all users, vehicles, and businesses that navigate the corridor daily
- Incorporate appropriate signage, barriers, and reflectors to ensure that drivers are aware of cyclists and vice versa
- Visually and physically separate the trail from traffic
- Promote safe behaviors from people bicycling and driving
- Help to moderate vehicle speed with humps, median, etc.
- Incorporate trees, plantings, and natural barriers
- Ensure safe trail/railroad track crossings on new trail, including street crossings for bicyclists and pedestrians to access trail and to exit the trail into downtown Ballard
- Make driveways obvious with good sightlines and other notifications such as lights, reflectors, or sounds
- Maintain the trail so that it is free of potholes and debris
- Create a trail that clearly delineates the bicycle portion of the path from other user types
- Create safer crossings where train tracks intersect the trail
- Improve safety at intersections

### Do not inhibit the operations of the existing maritime industrial district

- Preserve existing driveway access for businesses along Shilshole Ave NW
- Ensure the turn radius of WB-67 trucks will be accommodated through trail design
- Incorporate speed bumps, crossing signals, and raised driveways (flush with sidewalk height) for cyclists at major driveway crossings
- Ensure adequate crossing points along the alignment with flashing beacons for crossing, especially along Shilshole Ave NW

### Effectively integrate the trail into surrounding infrastructure

- Consider where other area greenways are and incorporate appropriate infrastructure to connect them to the Missing Link
- Integrate existing bus stops into design of trail
- Reduce congestion along Shilshole
- Consider adding center turn lanes throughout Shilshole Ave NW
- Re-establish two-way traffic on NW 45th St

### Manage storm water

- Consider storm water runoff from the trail, improving drainage, and how this will potentially impact businesses along the Shilshole Ave NW portion of the trail

### Retain parking

- Retain parking along the alignment
- Consider adding a parking lot or structure to replace a portion of lost parking
- Preserve existing loading zones at businesses

### Enhance trail user experience

- Maintain consistency between which side of the trail is dedicated to cyclists/pedestrians (switches along some existing portions of the corridor)
- May need to keep sidewalk and trail separate in places (e.g. NW Market St segment) to keep all users safe and moving
- Make the trail wide and limit sharp turns
- Wayfinding signs, especially on Shilshole Ave NW, could highlight the industry and history of the area

## VERBATIM FEEDBACK BY SEGMENT AND LOCATION

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Verbatim feedback related to specific locations along the Missing Link corridor, gathered during the Segment Workshops (\*), public events, and the online open house organized by segment includes:

### Segment 1 (Ballard Locks to 24th Ave NW)

- **“Not-54th” Pathway**
  - Consider using the original pathway along “not-54th” instead of the current Market Street design
  - 77% of the public preferred this route over Market St, based on the public comments gathered in the EIS
  - Using the existing railroad right of way, rather than Market St, is a better option for safety
- **32nd Ave NW & NW 54th St**
  - Cars exiting Redmill Burgers and the Ballard Locks, often stop on top of the trail and block the crosswalk. A raised sidewalk/trail would alert drivers and serve as a speed bump for those trying to make the light while exiting the Locks. Green solid trail paint should be included here as a minimum (\*)
  - There is an abundance of pedestrians overwhelming the bicycle lane at this location

- **3015 NW 54th St (Ballard Locks)**
  - Create a delineated path for bikes (\*)
  - Need accommodation for truck deliveries at this location (\*)
  - Consider changing the Locks parking lot so that cars enter from the west end of the lot to stop traffic from queuing along NW 54th St. (\*)
  - Please rework trail and sidewalk – there are pot holes throughout this section
  - Consider borrowing more space from the parking lot to construct the trail
  - Keep bicycle riders, and pedestrians separated in through this section
  - Consider changing the design here; the bike trail merges directly into the bus stop, which is concerning
- **30th Ave NW & NW 54th St (Next to Lockspot Café)**
  - The intersection of 54th and 30th needs to be addressed; left-hand turns specifically (\*)
  - This is a very tight and unsafe left turn for bikes. Drivers are following the curve and do not see cyclists (\*)
  - This is a pinch point for bicycles, pedestrians and cars
  - The roadway extending West past the Lockspot towards 32nd Ave is too narrow for cars
- **3005 NW 54th St (The Lockspot Café)**
  - Following the trail’s natural curve onto 54th behind the Lockspot Café and into the Ballard Locks where the railroad tracks exist, is a much safer route (\*)
  - The corner in front of the Lockspot Café into the Ballard Locks is extremely tight, and unsafe. It is also a very busy corner that needs to be addressed (\*)
  - Include a sign at the intersection, to direct traffic and Lock users to turn at 32nd, instead of 30th (\*)
  - Maintain driveway access at the Lockspot Café (\*)
- **30th Ave NW & NW Market St (Intersection due West of Taco Time)**
  - Make NW Market St a one-way road, heading West
- **NW 54th & NW Market St (Taco Time Intersection)**
  - On demand signal for pedestrian crossing (\*)
  - Add flashing lights to this location for the current pedestrian crossing along NW 54th (\*)

- The curb bulb is a nice safety feature. This should be done independent of the trail if construction is delayed (\*)
- This is a large choke point (\*)
- Locks visitors use this route to avoid the required left turn on Market (\*)
- This curb bulb is a poorly thought out idea. Please consider turning or modifying the existing painted island into a planter, and keep access “straight” for buses to the Market St extension (\*)
- Add low landscaping, and improve the crosswalk
- Where the road transitions from NW Market St into NW 54th St, heading West, the sidewalk on the South side of NW 54th St, is dangerous. This is due to the narrowing roadway, curvature of the road and parked cars
- **28th Ave NW & NW Market St**
  - 28th Ave is a good connection to the 58th St Greenway. Think about a higher volume of bikes crossing here. A push button for bikes would be amazing (\*)
  - There is a significant amount of bike traffic at this location – bicycle specific features such as trip lights, could be accommodating
  - Consider turning the route South on 28th and West onto the gravel alleyway
- **28th Ave NW & NW 54th St**
  - Keep pocket park development at the 28th Ave NW Street End Park (\*)
  - Leave option open to transfer trail to railroad right of way (W 54th St) once railroad stops operation (\*)
  - Many crossings occur here (\*)
- **Between 28th Ave NW & 26th Ave NW, along NW Market St (Firehouse Coffee)**
  - Do not reduce the road to 2 lanes of travel. Create a signal for turns in this location instead (\*)
  - Congestion will increase dramatically if the road is reconfigured to 2 lanes (\*)
- **Between 26th Ave NW & 24th Ave NW, along NW Market St**
  - Right turn pocket needs to be extended 11' to the West to accommodate peak capacity traffic. Peak capacity traffic occurs even during the summer months on the weekend, due to Golden Gardens traffic (\*)
  - Start right turn lane here (~400 feet west from 24th) to accommodate huge peak traffic (\*)
  - Elevate trail over railroad tracks (\*)

- Add parking on NW 54th behind Lundgren Enterprises. This could recapture some of the lost parking (\*)
- **24th Ave NW & NW Market St (The Market Arms)**
  - Please get rid of this parking; need a longer right turn lane (\*)
  - Bad corner especially with the hill; follow the railroad for safety (on 54th) instead (\*)
  - Include a caution light (motion-activated) by bikes; activating for cars (\*)
  - Zoned Neighborhood Commercial 3 65-P (\*)
  - Reduce sidewalk on North side of Market to make room on the South side (\*)
  - Leave southbound travel lanes on 24th as they are (\*)
  - Remove parking to extend the right turn pocket. The existing off-peak turn pocket fills up, delaying bus #44 (\*)
  - Accommodate the stop and go trail traffic caused by the steep grade at this location. Many parents and young trail users will stop here to due to the steep hill
  - Consider connecting the trail to the Northbound lane on 24th
  - Create an all-way stop for cars, allowing non-motorized users to cross
  - Create an all-way cross walk, catering to non-motorized users
  - Do not allow right hand turns during a red-light at this intersection
  - Could add chairs at this location for users who need to slow down due to the hill
  - Eliminate the East bound, right turn lane to create a better “mixing zone”
  - Do not allow parking on the corner of Market St – this is a large cause of the backups experienced on Shilshole
  - The crossing zone needs to be very well defined, providing additional clarity to all users
  - Create an on-demand light for cyclists who intend to ride Northbound on 24th
  - Please facilitate right-hand turns onto Market St
  - Consider adding an all way pedestrian and bike specific light, allowing a diagonal crossing
  - Utilize the left side of 24th – the existing transition from the right side of Shilshole, North bound, is dangerous from a driver’s perspective
  - Create an all way pedestrian light and a separate, car designated signal

- If there are less lanes of travel on Market, it will increase bus traffic

### Segment 2 (Shilshole Ave NW)

- **NW Shilshole Ave/24th Ave NW (Pacific Fisherman, Ballard Transfer, and Ballard Oil)**
  - Move trail West, to Pacific Fisherman's property line, to maintain parking (\*)
  - Move trail west, to maintain parking on the West side of 24th, before turning onto Market St (\*)
  - Removing the parking will cause severe problems (\*)
- **22nd Ave NW & Shilshole Ave NW**
  - Severe drainage issues to the low-lying area here (Pacific Studio); consider the impact to drainage with adding more concrete and help businesses manage storm water runoff in the design (\*)
  - Add a crosswalk; crossing Shilshole onto 22nd (near Kickin' Boot Whiskey Kitchen) (\*)
  - Add parallel parking (\*)
  - Please keep businesses informed of parking impact/alternatives (\*)
  - Short-term, regulated parking is a concern. Employees need to be able to park for the full working day (9 hr. minimum). The time limited spaces in the neighborhood has pushed availability into fewer and fewer spaces. All day parking needs to be included in this section (\*)
  - There is a large empty parking lot here. Consider using it to mitigate parking loss (\*)
- **NW Vernon PL & Shilshole Ave NW**
  - Please do not reduce parking for industrial supply companies at this location (\*)
- **5228 Shilshole Ave NW (Salmon Bay Sand and Gravel)**
  - Ensure proper sightlines for the 5 driveways that Salmon Bay has (\*)
  - Please put stop sign at Salmon Bay Sand and Gravel to improve bike rider safety (\*)
  - Provide traffic lights to provide cement truck access, in and out of property
- **20th Ave NW & Shilshole Ave NW**
  - Maintain back-in parking on the North side of Shilshole (\*)
  - Maximize parallel parking along the southern portion of Shilshole (\*)
  - Improve the back-in angle parking on the North side of Shilshole (\*)



- Consider a protected left turn lane (\*)
- **NW Dock PL & Shilshole Ave NW**
  - Please do not include shrubs and trees along Shilshole. This would allow for improved sightlines and decreased trail maintenance (\*)
  - The current design does not slow down the Marina Auto Gate that will block in/outgoing cars, service vehicles, Hatton vehicles, etc. (\*)
  - Add parallel parking stalls on the South side of Shilshole near Salmon Bay Café (\*)
- **4733 Shilshole Ave NW (Ballard Mill Marina)**
  - Please install business controlled traffic lights, at the access points to Ballard Mill Marina, and the North Driveway of CSR Marine
- **4701 Shilshole Ave NW (CSR Marine)**
  - Implement paid parking (\*)
  - Concern about additional storm water runoff caused by the addition of the trail/more concrete, instead of the gravel shoulder along Shilshole. Design the corridor to support businesses' need to manage storm water runoff in the design (\*)
- **17th Ave NW & Shilshole Ave NW**
  - People often use 17th Ave NW to avoid Shilshole (\*)
  - Increase the left-turn lane capacity on Shilshole at this intersection (\*)
  - Please add a signal. This would alleviate vehicles making left turns onto 17th. Often, vehicles will swerve right, to avoid the back-up, and have hit bikers on the right side of the road (heading West) (\*)
  - Add a traffic signal at this location. It would establish a much safer connection to 17th Ave Greenway (\*)
  - Build a crosswalk at this location (\*)
  - Need a stoplight or all-way stop signs. Many cars use this intersection to access the Ballard Bridge, and many Bicycles enter the trail here
  - Establish a connection to the 17th Ave Greenway, and include bike lanes extending onto 20th Ave
  - Install a traffic light
  - The proposed fence on the South side of Shilshole (directly across from 17th Ave NW) is too high, and will limit sight distance

- Incorporate a trail exit, to create access into the shopping district
- **NW 46th St & Shilshole Ave NW**
  - General concern over loss of parking (\*)
  - Consider night time parking enforcement on the North side of Shilshole (\*)
  - Back-in angle parking is preferred and it should be striped (\*)
  - Driveways should be marked and striped (\*)
  - Consider keeping this section straight (continuing East bound onto Shilshole) (\*)
  - Where the trail turns and crosses the double red line (railroad tracks?), there needs to be a barrier. Without a barrier, cars will not stop and cut across the trail
- **4501 Shilshole Ave NW (AMC Cliff's Marine Services)**
  - Maintain roll-up door access at this location

### Segment 3 (NW 45th St)

- **NW 45th St & Ballard Bridge Overpass**
  - Move wave rave cave under bridge (art installation that will be lost during the Alaskan Way Viaduct teardown process) (\*)
  - Consider adding bridge access to the Burke-Gilman Trail (\*)
  - Do not add another lane of travel east of the Ballard Bridge and remove all highway traffic
  - Please make this available for two-way traffic
  - Pave over the railroad tracks from Fred Meyer to the Ballard Bridge
  - Utilize more of the right of way to create trail that is more perpendicular to the tracks. Install a rain garden or landscape on the North side of the curve
  - Fully rebuild the segment of trail under the overpass; it is unsafe
  - Consider creating a physical barrier to block cars from entering bicycle lanes along NW 45th St, East of the Ballard Bridge – the plastic posts that are currently installed are not effective
- **14th Ave NW & NW 45th St Intersection (Boat Launch)**
  - 11-foot lanes are necessary to accommodate Bowman Refrigeration delivery trucks and truck movements (\*)
  - There are FedEx/UPS deliveries that occur up to 4x per day, at the Bowman Refrigeration garage (\*)

- Design to accommodate a truck of 65' in length; this is the biggest back-in, drive-in needed by Bowman Refrigeration (\*)
- **11th Ave NW & NW 45th St Intersection**
  - Safety at this intersection is a concern (\*)
  - Please add a traffic light
  - Consider the railroad easement at the corner of the Paving Stone Supply property – redevelopment will happen in the future
  - Add a four-way stop for bikes
  - Place the trail on the south side of 45th St to match the trail on the South side of Shilshole. This will relieve the current issue of safety at this intersection
  - The transition from the North side of 45th to the South side of 45th at 11th Ave, when heading East, is a serious concern

### **VERBATIM FEEDBACK FOR THE OVERALL CORRIDOR**

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Verbatim feedback related to design of the overall Missing Link corridor, gathered during the Segment Workshops (\*), public events, and the Online Open House, includes:

- Do not use gravel/mulch in the buffer. It typically ends up on the trail (\*)
- This is a frightening and deadly arrangement. The concept of putting the trail on Market is short-sighted and will create unsafe conditions (\*)
- Has any consideration been put into subsidizing alternative transportation (van pools, shuttles, etc.) to ease the parking burden during the transition time? 3-5 years? (\*)
- The biggest concern is parking for the businesses along Shilshole when the trail goes in (\*)
- Consider changing short-term and unregulated parking along Shilshole to permit parking, and working on using some of the vacant (or often-vacant) space for parking for local businesses? (\*)
- Can we utilize more of downtown Ballard's parking to reduce the contribution to the parking problem? (\*)
- This is too dangerous for all who live and work on Shilshole. This will further endanger vehicles, semi-trucks, people, and bikes (\*)
- Think about including subsidies for local businesses and alternative transportation to shore-up commuter issues during the transition period (\*)
- Please don't restrict parking durations. Current loss of "full-day" parking has pushed workers into fewer spaces (\*)



- Create an alternate-permit for employees of local businesses. (\*)
- Parking and truck traffic are hugely impactful. Most businesses aren't large enough to make rapid, unsubsidized change. It will take time to transitions (\*)
- Please keep businesses informed about construction dates and impacts. Will at least 1 months warning to coordinate with employees and vendors. Even preliminary schedules + time frames are helpful. Since impacts will be from both SPU and SDOT, coordination from both is necessary (\*)
- Please retain the city-owned railroad corridor so it can be used in the future, after the railroad lease expires or the railroad shuts down. In the future, the trail can be transferred back to the logical route along the railroad right of way (\*)
- Move alignment location to 54th railroad tracks for safety's sake. Someone will die on Market (\*)
- Need outreach and navigation plan for the unhoused community in affected area – how do we provide outreach, and what are the diversionary options? For RV-residents, where do we tell them to relocate to? (\*)
- Separation of bicycles, pedestrians and vehicles on Shilshole is a must. Drivers often go too fast and don't always make space for other users
- Incorporating design elements such as, a larger trail (12 feet) and painted (green) access points, would make the trail safer for cyclists, pedestrians, and drivers
- The sidewalk could be under 10 feet if users are clearly separated. This is very important. Pedestrians can pass other pedestrians, but need to look for bikes and other trail users before passing
- Include lighting for the winter months, and enforcement that prevents encampments along the trail. This is a major safety issue near Fred Meyer
- Consider reducing vegetation on the trail
- Constructing the Missing Link will “force” the businesses of Ballard to “move”
- Pedestrians and wheelchair users are often sideswiped by bicyclists using the trail

## **VERBATIM QUESTIONS BY LOCATION**

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Verbatim questions gathered during the Segment Workshops (\*), public events, and the Online Open House organized by segment include:

### **Segment 1 (Ballard Locks to 24th Ave NW)**

- “Not-54th” Pathway
  - Is there a way to make this a public amenity?



- **NW 54th & NW Market St (Taco Time Intersection)**
  - How do we stop people from driving over the extended curb bulb? (\*)
- **28th Ave NW & NW Market St**
  - Will Kiss Café have room to keep their bike rack? (\*)
- **24th Ave NW & NW Market St (The Market Arms)**
  - What is being done with the rail's right of way once their "arrangement" is done? Will the trail ultimately be there? i.e. along the track? (\*)
  - Can the Westbound, right turn lane be extended? It causes large backups on Shilshole and is not accommodating for bicyclists

### Segment 2 (Shilshole Ave NW)

- **NW Shilshole Ave/24th Ave NW (Pacific Fisherman, Ballard Transfer, and Ballard Oil)**
  - Why not build the trail so that it can turn down 24th and onto 54th? (\*)
  - Could you explore closing off 24th and rebuilding access for 54th further down Shilshole? This was explored years ago and could possibly improve access for 54th - this would open parking on 24th as well (\*)
- **5466 Shilshole Ave NW (Beacon Automotive Services)**
  - Can we remove the driveway directly across from Beacon Automotive; it is City owned.
- **22nd Ave NW & Shilshole Ave NW**
  - Can we include: Protected turn lanes for cars/trucks? (\*)
  - Can there be a special turn lane for trucks? Can you build an elevated path? (\*)
  - Is it possible to put the trail between the two track lines (running parallel to Shilshole)? This could help mitigate parking loss (\*)
- **5228 Shilshole Ave NW (Salmon Bay Sand and Gravel)**
  - Who has right of way (trucks, bicycles, trail users, etc.)?
- **NW Dock PL & Shilshole Ave NW**
  - Does your research show how many residents live in this marina or along Shilshole Ave? (\*)
  - Does your research include how many Hatton Trucks go in/out of this gated driveway? (\*)
  - Do you know how many semi-trucks/flatbeds go in/out of this gate daily to service CSR? (\*)



- **17th Ave NW & Shilshole Ave NW**
  - Users trying to access Ballard Avenue and the Greenway: can there be a pull-off area for 17th or 20th? (\*)
- **NW 46th St & Shilshole Ave NW**
  - Can there be a shift where the trail crosses the new alignment further to the West? (\*)

### Segment 3 (NW 45th St)

No submitted questions specific to Segment 3