# Seattle Arena

# FEIS Appendix E - Transportation

**(Appendices A – D are bound with the FEIS**
**Appendices F – G are bound separately)**

**Date Published: May 7, 2015**

**City of Seattle**
**Department of Planning and Development**

The intent and purpose of this Final Environmental Impact Statement is to satisfy the procedural requirements of the State Environmental Policy Act (RCW 43.21c) and City Ordinance 114057. This document is not an authorization for an action, nor does it constitute a decision or a recommendation for an action; in its final form it will accompany the final decision on the proposal.

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## Acronyms

| | |
|---|---|
| ADA | Americans with Disabilities Act |
| AVO | Average Vehicle Occupancy |
| BNSF | Burlington Northern Santa Fe Railway |
| CBD | Central Business District |
| CONCACAF | Confederation of North, Central American and Caribbean Association Football |
| CPTED | Crime Prevention Through Environmental Design |
| DEIS | Draft Environmental Impact Statement |
| DPD | Department of Planning and Development |
| EIS | Environmental Impact Statement |
| FRA | Federal Railroad Administration |
| GMA | Growth Management Act |
| gsf | gross square feet |
| HCM | Highway Capacity Manual |
| I-5 | Interstate (Highway) 5 |
| I-90 | Interstate (Highway) 90 |
| ITS | Intelligent Transportation System |
| LOS | Level of Service |
| MLB | Major League Baseball |
| MLS | Major League Soccer |
| mph | miles per hour |
| NBA | National Basketball Association |
| NFL | National Football League |
| NHL | National Hockey League |
| p/min/ft | pedestrians per minute per foot |
| PSRC | Puget Sound Regional Council |
| SDOT | Seattle Department of Transportation |
| SEPA | State Environmental Policy Act |
| SIG | Seattle Intermodal Gateway |
| SoDo | South Downtown |
| SPD | Seattle Police Department |
| Sounders FC | Sounders Football Club |
| SLU | South Lake Union |
| SMC | Seattle Municipal Code |
| SR | State Route |
| ST | Sound Transit |
| SUAI | Significant unavoidable adverse impact |
| TCP | Traffic Control Plans |
| TDM | Transportation Demand Management |
| TEU | Twenty-foot equivalent units |
| TOD | Transit Oriented Development |
| TMP | Transportation Management Plan |
| UP | Union Pacific |

## Acronyms (Continued)

| | |
|---|---|
| U-link | University Link Light Rail |
| UW | University of Washington |
| v/c | volume to capacity |
| vph | vehicles per hour |
| WAMU Theatre | Washington Mutual Theatre |
| WSDOT | Washington State Department of Transportation |
| WSF | Washington State Ferries |
| WNBA | Women's National Basketball Association |
| WSF | Washington State Ferries |

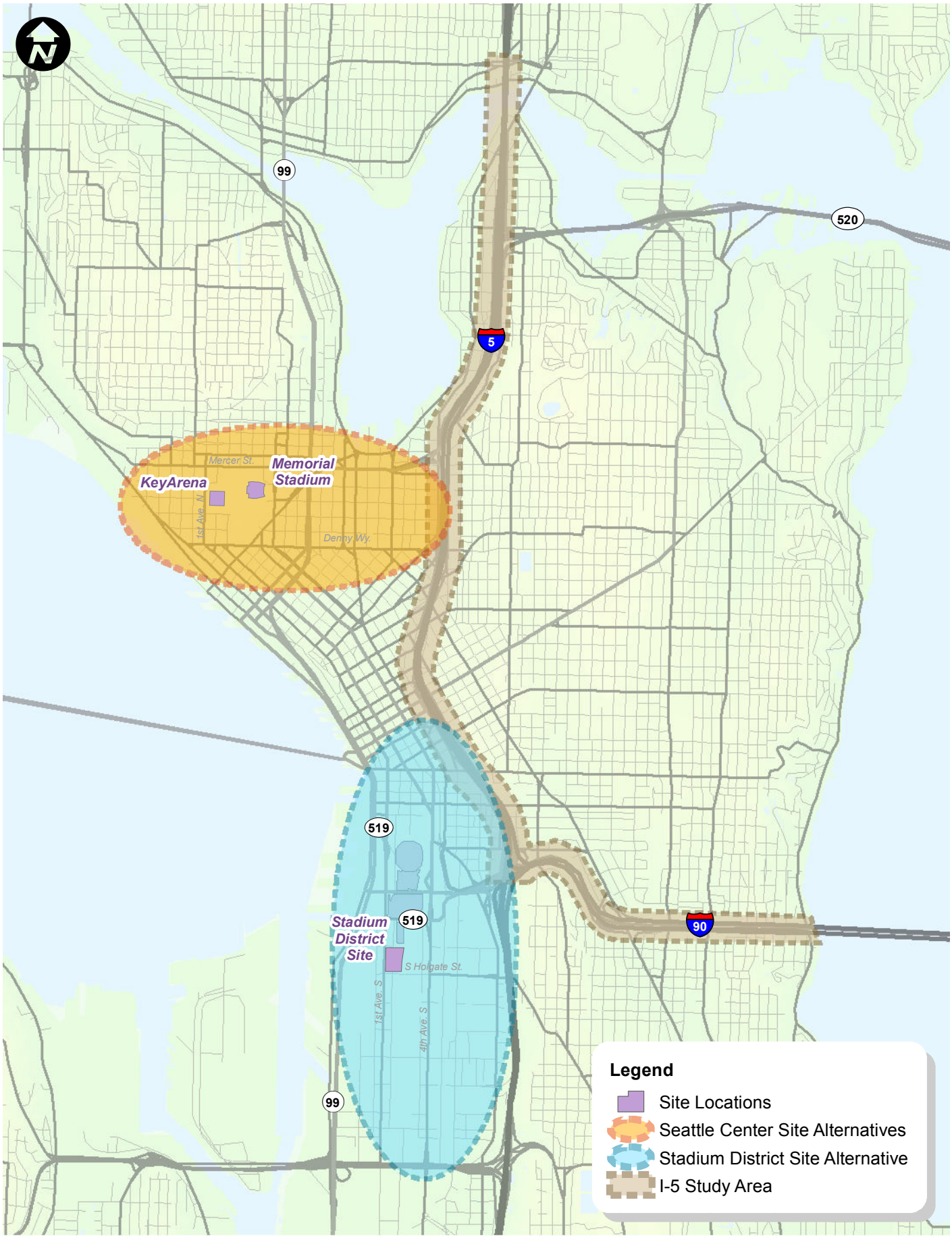
# 1.0 INTRODUCTION

This document provides technical information in support of the transportation element of the Environmental Impact Statement (EIS) for the proposed up to 20,000-seat multipurpose sports arena in Seattle. Four alternatives were identified for evaluation, including the Proposed Project. All of the site alternatives are located amidst the evolving transportation infrastructure of Seattle's downtown area. Major investments in transportation infrastructure underway include the Alaskan Way Viaduct / State Route (SR) 99 replacement project, SR 520 Bridge Replacement, the Waterfront Seattle Project, the Mercer Corridor Project, and investments in regional transit infrastructure. Specific transportation changes related to these mega-projects will affect regional transportation patterns as well as those in the vicinity of the Stadium District site, the KeyArena site and the Memorial Stadium site for years into the future; all are in different stages of visioning, design and / or construction.

This study considers four alternatives for the Arena, two at its proposed location in the Stadium Transition Area (Overlay District) of South Downtown (SoDo), and two alternatives in the Seattle Center area, as described below. Figure 1–1 shows the locations of the Alternatives in the greater downtown area of Seattle.

The Stadium District site is located immediately south of two other larger event venues, Safeco Field and CenturyLink Field. Further north lies Pioneer Square, with its blend of residential, commercial and office uses. The Port of Seattle operates several port and intermodal terminals immediately to the west, along the Duwamish waterway. The Port operates four major terminals including Terminal 5 in West Seattle, Terminal 18 on Harbor Island, Terminal 25/30, and Terminal 46. Terminal 46 is the largest of these, with primary access via the Atlantic Street / 1st Avenue intersection. South and east of the site, SoDo has a mix of commercial, industrial, and freight supportive uses over an area that extends south to Spokane Street. The site currently includes a mix of commercial and industrial uses as well as public parking.

The KeyArena lies within what is collectively known as the Seattle Center, home of the 1962 Century 21 Exposition. Seattle Center is located in the Lower Queen Anne neighborhood, east of the redeveloping South Lake Union (SLU) neighborhood. The world headquarters for the Bill and Melinda Gates Foundation is located across 5th Avenue N. to the east of the Seattle Center, where they share a parking garage at the corner of 5th Avenue N. and Harrison Streets. The Seattle Center is currently home to a wide range of cultural and educational organizations, sports teams, festivals, community programs and entertainment facilities.




# Transportation/Parking Analysis Study Areas

FIGURE **1-1**

*Seattle Arena*

transpoGROUP

KeyArena is a multipurpose arena with a capacity of over 17,000 people for basketball, about 15,000 people for hockey, and 15,000 to over 17,000 people for concerts, depending on the stage set up and seating configuration. It lies on the west edge of the Seattle Center along 1st Avenue N. KeyArena was the result of refurbishing the original 12,500-seat Seattle Center Coliseum from 1994-1995. It historically housed the Seattle Supersonics basketball team, and minor league hockey. Recently, it has been home to the Seattle University men's basketball team, the Seattle Storm WNBA team, and a range of other events. KeyArena sits in the heart of the Lower Queen Anne neighborhood, which bounds the Seattle Center on the west and north.

Memorial Stadium, owned by the Seattle School District, lies adjacent to the eastern boundary of Seattle Center. Memorial Stadium was originally constructed in 1947. It currently has a capacity of 12,000 people; historically, capacity has been as high as over 17,000 people when the Seattle Sounders professional soccer team played there in the mid-1970s. It is located between Harrison and Republican Streets, west of 5th Avenue N., and separated from 5th Avenue N. by a surface parking lot also owned by Seattle Schools.

The balance of this section is organized to present global assumptions and analysis components that are universal to all elements of the transportation analysis. These include a summary of the Alternatives, the Horizon Years for Analysis, Event Analysis Cases, Event Transportation Demands, General Study Areas, and Analysis Approach and Document Organization.

## 1.1 Summary of Alternatives

The alternatives are defined as follows for the purposes of the transportation review. The Proposed Action has more information developed for it as a basis for analysis, including a site plan and preliminary concept drawings. No site plans have been developed in association with Alternative 4 or 5 in the Seattle Center area.

- **Alternative 1** – No Action Alternative.
- **Alternative 2 – Proposed Project:** Stadium District 20,000-Seat Arena: state-of-the-art 20,000-seat spectator sports arena to be located at 1700 – 1st Avenue S.
- **Alternative 3 – Stadium District 18,000-Seat Arena**: State-of-the-art 18,000-seat spectator sports arena to be located at 1700 – 1st Avenue S.
- **Alternative 4 – KeyArena 20,000-Seat Arena**: Demolish the KeyArena at Seattle Center and replace it with a state-of-the-art 20,000-seat spectator sports arena
- **Alternative 5 – Memorial Stadium 20,000-Seat Arena**: Demolish the Seattle School District's Memorial Stadium and replace it with a state-of-the-art 20,000-seat spectator sports arena (KeyArena would remain)

The proposed site of the Arena (Alternatives 2 and 3) is located between 1st Avenue S. and the Burlington Northern Santa Fe (BNSF) right-of-way and between S. Holgate and S. Massachusetts Streets. It is in the SoDo neighborhood of Seattle in the Stadium Overlay District, and is zoned for the proposed spectator sports facility. The site is currently occupied by a mix of warehouse, distribution, light manufacturing, and restaurants (2) totaling approximately 129,000 gross

square feet (gsf). The Safeco Field garage is located immediately north of the site, east of Occidental Avenue S. between S. Atlantic and S. Massachusetts Streets. The year-of-opening was identified as 2015, based on initial discussions around the possibility of an NBA team relocating to Seattle.

A number of site plan components are relevant to the transportation impact evaluation. These include:

- **Proposed Street Vacation** – As part of the project application, the proponent has requested the vacation of Occidental Avenue S. from S. Holgate Street to S. Massachusetts Street.

- **New North-South Connection** – A new north / south connection is proposed to be constructed on the east edge of the site extending from S. Holgate Street to S. Massachusetts Street. It is understood that this connection would generally not be open to the public, except during event conditions, as it will provide primary access to Safeco Field parking garage.

- **S. Massachusetts Street Realignment** – This roadway will be realigned to the north between 1st and Occidental Avenues S. The new roadway alignment will allow for a pedestrian plaza on the north side of the Arena. It will also eliminate the S. Massachusetts Street offset at the 1st and Occidental Avenues S. intersections. The improvements will provide alignment of S. Massachusetts Street across 1st Avenue S. and coordinate with improvements on the southwest corner of the intersection.

- **Pedestrian Access** – Primary pedestrian access to the site is proposed to be located on the northwest and southwest quadrants of the building. In addition, frontage modifications along S. Holgate Street, 1st Avenue S. and S. Massachusetts Street would include wider sidewalks, street furniture, street trees, rain gardens and understory planting and related building elements.

- **Public / Pedestrian Feature** – A large public plaza that includes seating, water features, pedestrian concrete, and incorporation of permeable pavements, trees and landscaping would be located on the north end of the site.

- **Service and Loading** – The service and loading area would be accessed from the proposed north / south roadway connection, north of S. Holgate Street.

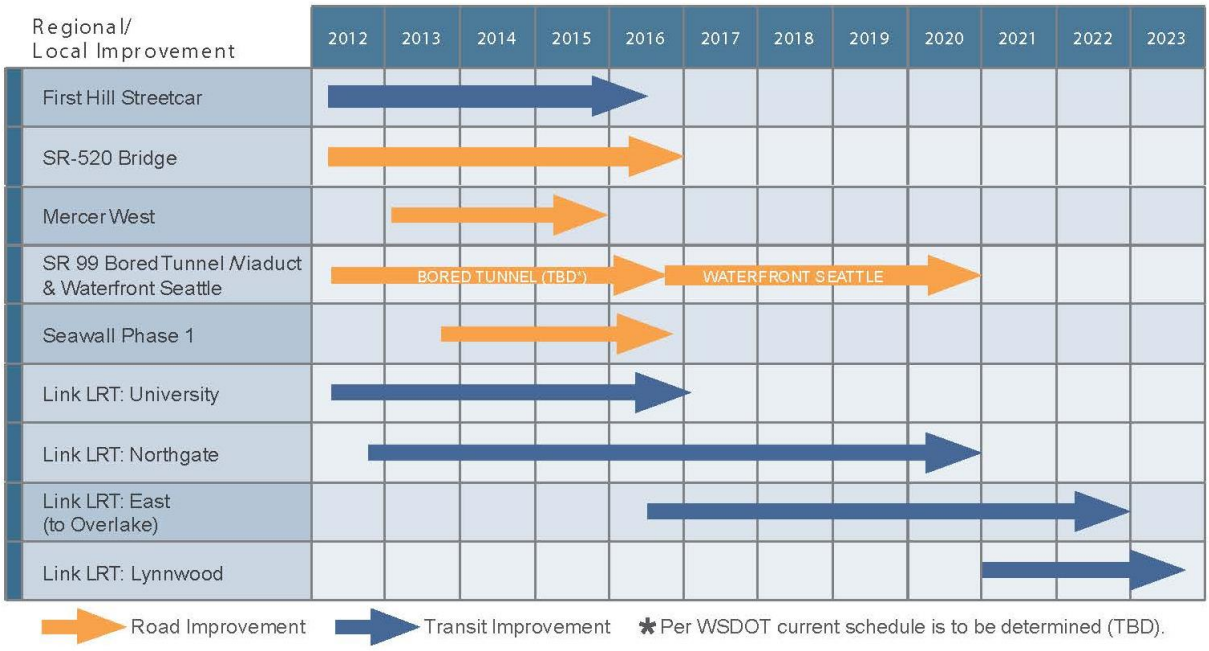
- **Parking** – The applicant has proposed to provide parking by either use of existing off-site parking, or by the construction of new off-site parking on a lot south of Holgate Street (referred to in this document as the "South Warehouse Site"). Since there are no agreements in place, a sensitivity analysis was conducted to provide an understanding of transportation impacts if the Proponent was to build parking; this evaluation assumes an approximately 2,025-stall parking garage with access along Occidental Avenue S. south of Holgate Street.

## 1.2 Horizon Years for Analysis

Transportation impact analysis considered not only the 2018 year of opening, but the status of the major infrastructure projects affecting transportation in the region and downtown area. The analysis was designed to recognize two primary horizon years, with additional consideration of the short-term transition during the early years of operation. This is outlined as follows:

- **2018 Horizon** – This horizon year enables short term analysis that encompasses the completion of those projects identified on Figure 1–2. This includes the expansion of the Streetcar, SR 520, Mercer West, SR 99, Waterfront Seattle, and Phase 1 of the Seawall project.
- **2030 Horizon** – This horizon year is consistent with area-wide transportation modeling of the future condition with all of the transportation infrastructure in-place, as well as the extension of Sound Transit (ST) Link Light Rail east and north as indicated.

**Figure 1–2 Regional Transportation Project Timeline**




## 1.3 Event Analysis Cases

This section describes the basis for determining event cases for analysis of the Stadium District Alternatives and the Seattle Center Area Alternatives, separately, as the factors influencing the determination of the event cases varied between the two site areas. Alternatives 2 and 3 would be located on the same site in the Stadium District of SoDo, and would be influenced by events at CenturyLink Field and Event Center and Safeco Field. Alternatives 4 and 5 would be located on or adjacent to the Seattle Center and would be influenced by activities occurring at

the Seattle Center. In the case of the Seattle Center Area Alternatives, each of the alternatives would displace one of the existing event venues.

Event cases were determined considering these factors:

- **Event Venue Major Tenant Activities** – Major tenant activities were identified for Safeco Field, CenturyLink Field and Event Center, KeyArena, and Memorial Stadium. For the Seattle Center Area Alternatives, the background level of events at the other surrounding venues was assumed to be the same for each alternative.

- **Event Calendars** – Existing and future (with Arena) event calendars were reviewed as available to assist in identifying potential seasonal overlaps between venue tenants.

- **Event Attendance Frequencies** – Using the seasonal calendars as appropriate, the frequency of event attendance levels at differing thresholds was summarized.

- **Event Analysis Cases** – Using the combination of the tenant activities and attendance, event calendars / schedules and event frequencies, analysis cases were identified that provide a basis for understanding impacts of a single event at the Proposed Arena as well as multiple event conditions.

## 1.3.1 Stadium District Alternatives

### 1.3.1.1 Event Venues - Major Tenant Activities

The following provides a more detailed summary of the activities associated with the major tenant teams at each of the existing event venues:

- **Safeco Field –** Safeco Field is home to the Seattle Mariners. The regular season runs from early April to early October. With playoffs, the season generally extends through October. There were 81 home games during the 2012 season with an average attendance of 21,2581. Based on a review of the 2012 master events calendar2 for Safeco Field, there was a total of 209 days in which an event of some type was held. Considering the 81 home baseball games and overlapping baseball and non-baseball events, a total of 129 additional non-baseball activities occurred. Non-Major League Baseball (MLB) events had significantly lower attendance ranging from a 3,000-person attendance for a college baseball game to 50-200 person receptions or meetings.

- **CenturyLink Field and Event Center -** CenturyLink Field is home to the Seattle Seahawks, Sounders FC, and the WAMU theatre. These facilities host football games, soccer matches, and other events such as Fanfest events, exhibition shows, graduations, and concerts. Seahawks football, inclusive of pre-season and playoffs runs from early August to early January. In 2012 there were 10 home games3. In addition to the

[1] Baseball Almanac, 2013
[2] Email transmittal from Susan Ranf, Seattle Mariners, March 2013
[3] Includes two home playoff games in January 2012

Seahawks games, there were a number of other events held at CenturyLink Field such as the Supercross, concerts, University of Washington (UW) commencement, and the Susan G. Komen 3-Day Walk event.

The Sounders FC season runs from mid- March through mid-November. Sounders FC play in a number of non-MLS leagues, including the US Open Cup and Confederation of North, Central American and Caribbean Association Football (CONCACAF). Considering pre-season, post-season, and all leagues, a total of 24 home games were played, averaging approximately 3 home games per month. A total of 116 concerts, flat shows, and other events were held at the Event Center and WAMU theatre in 2012. There were only 19 times in 2012 that events at CenturyLink Field overlapped with events at the Event Center. This excludes Fanfest type events that occurred or were related to CenturyLink Field events.

- **Multi-Venue Events** - When considering the 2012 Safeco Field and CenturyLink Field event calendars there were approximately 80 days that events occurred at Safeco Field and the CenturyLink Field and Event Center. Most of the events that overlapped between the two venues included smaller meetings, conferences, and flat show / concert events in the Event Center. For the occasions where major sporting events were held in both venues on the same day, the City requirement for event separation was utilized. A review of the 2012 sports team schedules shows sporting events on the same day occurred less than 10 times.

- **NBA / NHL Arena -** An event calendar for the proposed Seattle Arena was developed incorporating schedules for the NBA, NHL, and WNBA sports teams. In addition, a number of concerts and community events were identified based on information provided by the applicant.

#### 1.3.1.2 Event Calendars

Event calendars for existing venues and the Proposed Arena were developed based on review of historical data, discussions and information from existing venue operators, and review of similar facilities in other cities.

Safeco Field and the CenturyLink Field and Event Center host a number of different events throughout the year; from major professional sports, to concerts, to flat shows, to community meetings and events. Given the size and significance of some of the events that are programed, a typical year's worth of activity at each existing venue was compiled. The EIS team worked with each of the event venues to review the 2012 calendar year.

NBA, NHL, and WNBA schedules at the Proposed Arena were developed considering pre-season, regular season, and post season activities. Schedules were developed using other sports franchises as general guidance in frequency and proportion of home and away games. Schedules from the NBA and NHL 2009-2010 and 2010-2011 seasons were identified and projected forward to 2018 conditions, representing the anticipated year of opening. WNBA schedules from the 2010 Seattle Storm were utilized and modified to represent a 2018 calendar

year. The 2012 event calendar previously discussed was also modified (*i.e. date-shifted to generally characterize consistent weekday and weekend event frequency*) to represent a 2018 horizon year.

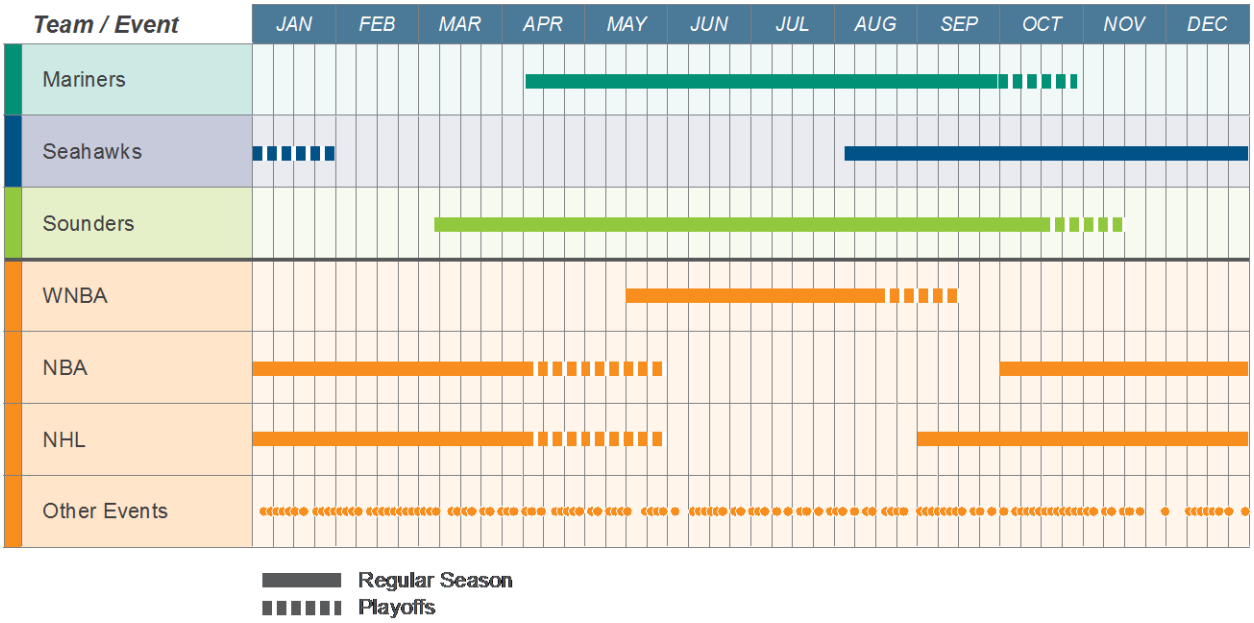
Figure 1–3 summarizes an overview of the annual event calendars for the current and future venues.

- Seattle Mariners professional baseball games at Safeco Field
- Seattle Seahawks professional football at CenturyLink Field
- Seattle Sounder soccer matches at CenturyLink Field
- Seattle Storm professional women's basketball at New Seattle Arena
- Seattle Sonics professional men's basketball at New Seattle Arena
- Seattle professional hockey team at New Seattle Arena
- Other smaller and / or less frequent events occurring at all of the venues

As shown, a number of the existing venues have overlapping tenant seasons. The Mariners and Sounders FC schedules overlap from April through November. The Seahawks season starts in August, resulting in a third existing overlapping schedule. Considering the potential for playoffs, there is a generally a four-month window (August to November) where all three existing sports teams could be playing regular season or playoff games.

The street vacation and Master Use Permit approval for Safeco Field and CenturyLink Field requires that when multiple events are anticipated, the attendance is expected to exceed 58,000 people for a weekday event or 65,000 people for a weekend event, the events must be separated by a minimum of 4 hours from the completion of one to the start of another.

**Figure 1–3 Stadium District – Combined Event Schedules (Typical)**




The transportation analysis relied on the following assumptions regarding event frequency in the new Arena:

- NBA Basketball – 41 regular season and 3 pre-season home games between November and mid-April; up to 16 home playoff games[5] in April and May; and pre-season games in October.
- NHL Hockey - Similar to NBA with additional NHL games occurring in September.
- With a new Arena, the NBA and NHL seasons would generally run concurrently.
- WNBA Basketball – 17 home games from mid-May to late September, plus playoffs.
- Other Arena Events - There is also the potential for increased events unrelated to the professional sports teams. Based on discussion with the proponent a total of 60-65 additional events were assumed to occur, distributed throughout the year, with a slightly higher concentration around the Thanksgiving / Christmas holidays.

The primary overlap in schedules introduced due to the Proposed Arena would be associated with the WNBA season. This would occur between May and September for the WNBA regular season, extending to October with WNBA playoffs. During these months, the Sounders FC and the WNBA averaged four home games a month. During this same period, the Mariners in 2012

[5] Note that the event frequency information provided by Pro Forma Advisors, LLC included only 2 playoff games. This section of the EIS assumes a higher number of playoff games to provide a conservative analysis regarding potential impacts.

averaged 11-16 home games per month, typically played via 2 week-long home stands. The Mariners and NHL would overlap in September.

The most significant potential overlap in schedules would occur in the event that the tenant of the Proposed Arena, professional basketball or soccer, is playing a home playoff game and overlapping with a well-attended baseball game in Safeco Field.

#### 1.3.1.3 Frequency of Event Attendance Levels

Table 1-1 summarizes the events anticipated at the Arena. The information presented below is based on data provided by Pro Forma Advisors, LLC. This is based on data for other arenas in similar markets. Pro Forma Advisors, LLC is preparing the economic impact analysis included in this EIS. Information regarding event attendance provided by Pro Forma Advisors, LLC was based on an 18,000-seat arena. While this assumption yields a conservative analysis with respect to economic impacts, it does not represent the higher venue size as evaluated as part of Alternative 2. As such, the attendance figures provided by Pro Forma Advisors, LLC for the 18,000-seat Arena have been modified (increased) to represent a 20,000-seat Arena.

**Table 1-1**
**Arena Event Attendance Ranges**

| Attendance Range (Persons) | Frequency |
|---|---|
| 0 to 500 | 2 |
| 501 to 2,500 | 0 |
| 2,501 to 5,000 | 10 |
| 5,001 to 10,000 | 52 |
| 10,001 to 15,000 | 88 |
| 15,001 to 18,000 | 12 |
| 18,001 to 20,000 | 22 |
| Total No. Events | 186 |

A total of 186 events were identified as potentially occurring in the Arena. Based on typical attendance of 75 to 65 percent for NBA and NHL, respectively, the majority of the events are anticipated to have an attendance of 15,000 or less. The larger attendance events were assumed to be large concerts or playoff games where attendance is higher.

Table 1-2 illustrates the change in the number of Stadium District event days within various attendance ranges.

With the addition of arena events, there is not a direct correlation making it possible to add to the No Action condition given the varying event levels. The change due to the project reflects the overlap of some event levels, and the addition of arena events on background levels near an attendance range transition causing a reclassification in the with arena case. The decrease in event days with lower attendance levels is related to increases in attendance due to the Arena that result in reclassifying an event day as a larger attendance range. The overall number

of events days occurring in the Stadium District would increase by approximately 55; events over 18,000 persons would increase by approximately 30 days. This reflects the anticipated attendance at NBA and NHL events.

**Table 1-2**
**Stadium District Cumulative Event Day Attendance Levels and Frequency**

| Attendance Range (Persons) | Number of Days | | | |
|---|---|---|---|---|
| | Existing | No Action | Future with Arena | Change due to Project |
| 0 to 500 | 84 | 84 | 38 | -46 |
| 501 to 2,500 | 53 | 53 | 21 | -32 |
| 2,501 to 5,000 | 18 | 18 | 14 | -4 |
| 5,001 to 10,000 | 10 | 10 | 36 | +26 |
| 10,001 to 15,000 | 21 | 21 | 81 | +60 |
| 15,001 to 18,000 | 9 | 9 | 28 | +19 |
| 18,001 to 20,000 | 4 | 4 | 13 | +9 |
| 20,001 to 30,000 | 39 | 39 | 46 | +7 |
| 30,001 to 40,000 | 14 | 14 | 22 | +8 |
| 40,001 to 50,000 | 13 | 13 | 16 | +3 |
| 50,001 to 60,000 | 2 | 2 | 5 | +3 |
| Over 60,001 | 17 | 17 | 18 | +1 |
| **Totals** | **284** | **284** | **338** | **+54** |
| *Events over 18,000* | *89* | *89* | *120* | *+31* |

### 1.3.1.4 Event Analysis Cases

Table 1-3 illustrates the event cases developed for transportation and parking analysis for the Stadium District alternatives. They represent the most frequent level of arena impact (Case S1 – Single Event), as well as an illustration of more significant potential, though comparatively rare, multiple event scenarios. Because of the complexity of the analysis and the inclusion of multiple event venues as part of baseline conditions under multiple no action comparison, the event cases have been defined (S1 – S3, reflecting Stadium District Cases 1-3) as follows:

- **Case S1 - Single Event (Arena Only)** – This designation will always describe the event case that includes the Proposed Arena, compared to a no action background condition that has no other event added in.

- **Case S2 – Dual Event (Arena plus Mariners)** – A well-attended baseball game together with a capacity event in the Proposed Arena would represent an infrequent, but significant dual event case to illustrate. In this case, the Mariner game would be added to the non-event baseline to provide a Case 2 No Action baseline for analysis comparison.

*For purposes of this analysis, and given the proximity of Safeco Field to the Stadium District site, the dual (and triple) event case is characterized as including a high attendance event at Safeco Field. It should be recognized that the analysis could just as easily represent a similarly sized event at CenturyLink Field. The event case analysis assumes simultaneous events with uniform arrival and departure times as well as total cumulative attendance.*

- **Case S3 – Triple Event (Arena + Mariners + CenturyLink Concert)** – A triple event scenario was identified that includes activity at all three venues as described above. While even these scenarios may be addressed, limited, or prohibited as a result of a revised event scheduling agreement, the total attendance level likely from this combination was similar to that occurring in the event of a major event at CenturyLink Field, such as Monday night football. It is assumed that a triple event case that included Soccer, Baseball, and a major event at the arena would not be scheduled; this would be clarified in the conditions of approval and event scheduling agreement. In this case, the Case 3 No Action baseline would include both the Mariner game and event at CenturyLink. As noted above, the analysis is constructed to reflect a total cumulative event of the attendance indicated.

For all analyses going forward, Case 1 will always reflect a single, Arena only event, Case 2 will always reflect a dual event (with a single event in the background) and Case 3 will always reflect a triple event with a dual event in the background.

**Table 1-3**
**Stadium District - Event Cases for Analysis**

| Description | Attendance (Persons) | | |
|---|---|---|---|
| | No Action | Action | Project Impact |
| **Alternative 2 - 20,000 Seat Arena** | | | |
| **1) Case S1 – Single Event (Arena Only)** | | | |
| New Arena | 0 | 20,000 | +20,000 |
| Safeco Field | 0 | 0 | +0 |
| CenturyLink | 0 | 0 | +0 |
| ***Total Attendance*** | ***0*** | ***20,000*** | ***20,000*** |
| **2) Case S2 – Dual Event (Arena + Mariners)** | | | |
| New Arena | 0 | 20,000 | +20,000 |
| Safeco Field | 40,500 | 40,500 | +0 |
| CenturyLink | 0 | 0 | +0 |
| ***Total Attendance*** | ***40,500*** | ***60,500*** | ***20,000*** |
| **3) Case S3 - Triple Event (Arena + Mariners + CenturyLink)** | | | |
| New Arena | 0 | 20,000 | +20,000 |
| Safeco Field | 47,500 | 47,500 | +0 |

**Table 1-3 (Cont.) Stadium District - Event Cases for Analysis**

| Description | Attendance (Persons) | | |
|---|---|---|---|
| | No Action | Action | Project Impact |
| CenturyLink | 5,000 | 5,000 | +0 |
| ***Total Attendance*** | ***52,500*** | ***72,500*** | ***20,000*** |
| **Alternative 3 - 18,000 Seat Arena** | | | |
| **Case S1 – Single Event (Arena Only)** | | | |
| New Arena | 0 | 18,000 | +18,000 |
| Safeco Field | 0 | 0 | +0 |
| CenturyLink | 0 | 0 | +0 |
| ***Total Attendance*** | ***0*** | ***18,000*** | ***18,000*** |
| **Case S2 – Dual Event (Arena + Mariners)** | | | |
| New Arena | 0 | 18,000 | +18,000 |
| Safeco Field | 40,500 | 40,500 | +0 |
| CenturyLink | 0 | 0 | +0 |
| ***Total Attendance*** | ***40,500*** | ***58,500*** | ***18,000*** |
| **Case S3 - Triple Event (Arena + Mariners + CenturyLink)** | | | |
| New Arena | 0 | 18,000 | +18,000 |
| Safeco Field | 47,500 | 47,500 | +0 |
| CenturyLink | 5,000 | 5,000 | +0 |
| ***Total Attendance*** | ***52,500*** | ***70,500*** | ***18,000*** |

## 1.3.2 Seattle Center Area Alternatives

The determination of event cases for the Seattle Center Area Alternatives was conducted with the same overall philosophy as those in the Stadium District alternatives. Differences in context between the Seattle Center and SoDo require a different methodology for determining appropriate event cases for analysis. For the Seattle Center Area Alternatives, the arena would replace an existing event venue of significance. For Alternative 4, the KeyArena would be replaced; for Alternative 5, Memorial Stadium would be replaced.

### 1.3.2.1 Event Activities and Frequency Data

Seattle Center is comprised of numerous event and activity venues and attractions. In contrast to the Stadium District, where fewer larger venues determine the event schedule and scenarios, the Seattle Center has many smaller venues in addition to the 17,072-seat KeyArena. There are a few large festivals that occur annually, beginning with Folklife over Memorial Day weekend, the Bite of Seattle during July, and Bumbershoot over Labor Day weekend. Other Seattle Center attractions that contribute to attendance and transportation demands include Armory, Children's Theater, Pacific Science Center, Space Needle, Experience Music Project, as

well as theaters along the arts corridor on Mercer Street including Seattle Repertory Theater and McCaw Hall.

Given this diversity and frequency of smaller events, inconsistent schedules and variations in attendance, developing a representative event calendar comparable to the Stadium District Site alternatives is not a reliable basis for understanding probable cumulative event / activity scenarios at the Seattle Center. The Seattle Center provided historical and projected information on "high attendance days" for projected 2013 conditions.

The following observations were noted in the review of the Seattle Center data:

- A total of 80 high attendance days with expected attendance at or above 7,000 attendees.
- The events comprised a mix of time-specific events such as Seattle Storm basketball games in KeyArena, and daily attendance with demands occurring throughout the day such as festivals.
- 52 high attendance days would occur on weekends or holidays and 28 high attendance days would occur on weekdays.
- Festivals (Folklife, Bite, and Bumbershoot) with daily attendance averaging 30,000-60,000 persons represent 10 of the highest attendance days and are on weekends and holidays.
- Events at KeyArena represent all or a portion of 37 high attendance event days, including the festivals.
- Events at KeyArena range from private business meetings, to graduations, to concerts, to basketball games, including the Seattle University men, Seattle Storm, and the PAC 12 Women's Basketball Tournament.
- Memorial Stadium events range from community scale events with attendance levels of approximately 500-1,500 people to School District sporting events with attendance between 3,500 and 5,000 people.
- There are also a number of non-ticketed "events" that range from informal gatherings on the Center grounds to post-event gatherings (such as after a local foot race), which can reportedly range from 2,000 to 5,000.

Table 1-4 summarizes weekday and weekend "high attendance days" within attendance ranges provided by the Seattle Center.

Arena events related to NBA and NHL, as well as a number of others were assumed to reflect the full 20,000 capacity attendance levels. While this may overestimate actual achieved levels, it is assumed as a basis for worst-case analysis and equal comparison of alternatives. In the case of Alternative 4, existing events at the KeyArena would be replaced with the event

program identified for the new arena. For Alternative 5, existing events at Memorial Stadium would be replaced by events at the new arena. Since the high end of recent Memorial Stadium

**Table 1-4**
**Summary of Seattle Center High Attendance Days**

| | Number of Days | | |
|---|---|---|---|
| **Daily Attendance Range** | **Weekday** | **Weekend / Holiday** | **Total** |
| 7,000 -12,999 | 24 | 22 | 46 |
| 13,000 -19,999 | 4 | 9 | 13 |
| 20,000 -60,000 | 0 | 21 | 21 |
| **Totals** | **28** | **52** | **80** |

Source: Seattle Center Facilities Management for KeyArena and Bookings Database from the Seattle Center's Event Management System, February 2013.

events for Seattle School District functions is approximately 5,000, and the existing KeyArena regularly has events achieving over 10,000 in attendance, the "net effect" of an arena at the Memorial Stadium site would be greater than the net effect of an arena replacing the existing KeyArena.

### 1.3.2.2 Event Analysis Cases

Table 1-5 illustrates the event cases developed for the Seattle Center Area Alternatives. Similar to the Stadium District, analysis cases are linked to each alternative (Cases K1 and K2 for the KeyArena site; Cases M1 and M2 for the Memorial Stadium site). As mentioned before, Case 1 reflects single events (Arena only), Case 2 reflects dual events (Arena plus a background event). In the case of Alternative 4 (KeyArena site), Case K2 reflects a dual event condition with Memorial Stadium event added to no action. In the case of Alternative 5, Case M2 reflects a dual event condition with an event at KeyArena in the background.

**Table 1-5**
**Seattle Center Area Alternatives - Event Cases for Analysis**

| | Attendance (Persons) | | |
|---|---|---|---|
| **Description** | **No Action** | **Action** | **Project Impact** |
| **Alternative 4 - KeyArena Site** | | | |
| **1) Case K1 - Single Event (Arena Only)** | | | |
| KeyArena | 12,000 | 20,000 | +8000 |
| Memorial Stadium | 0 | 0 | +0 |
| ***Total Attendance*** | ***12,000*** | ***20,000*** | **+8000** |
| **2) Case K2 - Dual Event (Arena + Memorial Stadium Event)** | | | |
| KeyArena | 12,000 | 20,000 | +8000 |
| Memorial Stadium | 5,000 | 5,000 | +0 |

**Table 1-5 (Cont.) Seattle Center Area Alternatives - Event Cases for Analysis**

| Description | Attendance (Persons) | | |
|---|---|---|---|
| | No Action | Action | Project Impact |
| ***Total Attendance*** | ***17,000*** | ***25,000*** | **+8000** |
| **Alternative 5 - Memorial Stadium Site** | | | |
| **1) Case M1 - Single Event (Arena Only)** | | | |
| KeyArena | 0 | 0 | +0 |
| Memorial Stadium | 5,000 | 20,000 | +15000 |
| ***Total Attendance*** | ***5,000*** | ***20,000*** | **+15000** |
| **2) Case M2 - Dual Event (Arena + KeyArena Event)** | | | |
| KeyArena | 12,000 | 12,000 | +0 |
| Memorial Stadium | 5,000 | 20,000 | +15000 |
| ***Total Attendance*** | ***17,000*** | ***32,000*** | **+15000** |

The event cases for analysis were designed to reflect typical anticipated levels of occurrence for events at the Seattle Center. The multi-event case (Case 2) described a basis for understanding a reasonable worst case scenario for multi-venue attendance at the Seattle Center.

The following reflects the assumptions and basis of the assumptions in the table and event case summary:

- **Existing KeyArena** – A range of attendance information for events at KeyArena was provided by Seattle Center staff. KeyArena events account for the vast majority of higher attendance experience at the Seattle Center not related to one of the three major multiday festivals. During the past year, data from the KeyArena shows that the highest achieved attendance was 16,000 persons, associated with a concert event. Other higher attendance events ranged from 7,000 to 12,000 persons. This analysis assumed an attendance level of 12,000 persons.

- **Existing Memorial Stadium** – Limited information was available from the Seattle School District. The stadium is used by both the School District for events such as high school football and soccer games, as well as the community for smaller gatherings and events. The higher attendance events occurring relate to high school sporting events. This analysis assumed an attendance level of 5,000 persons.

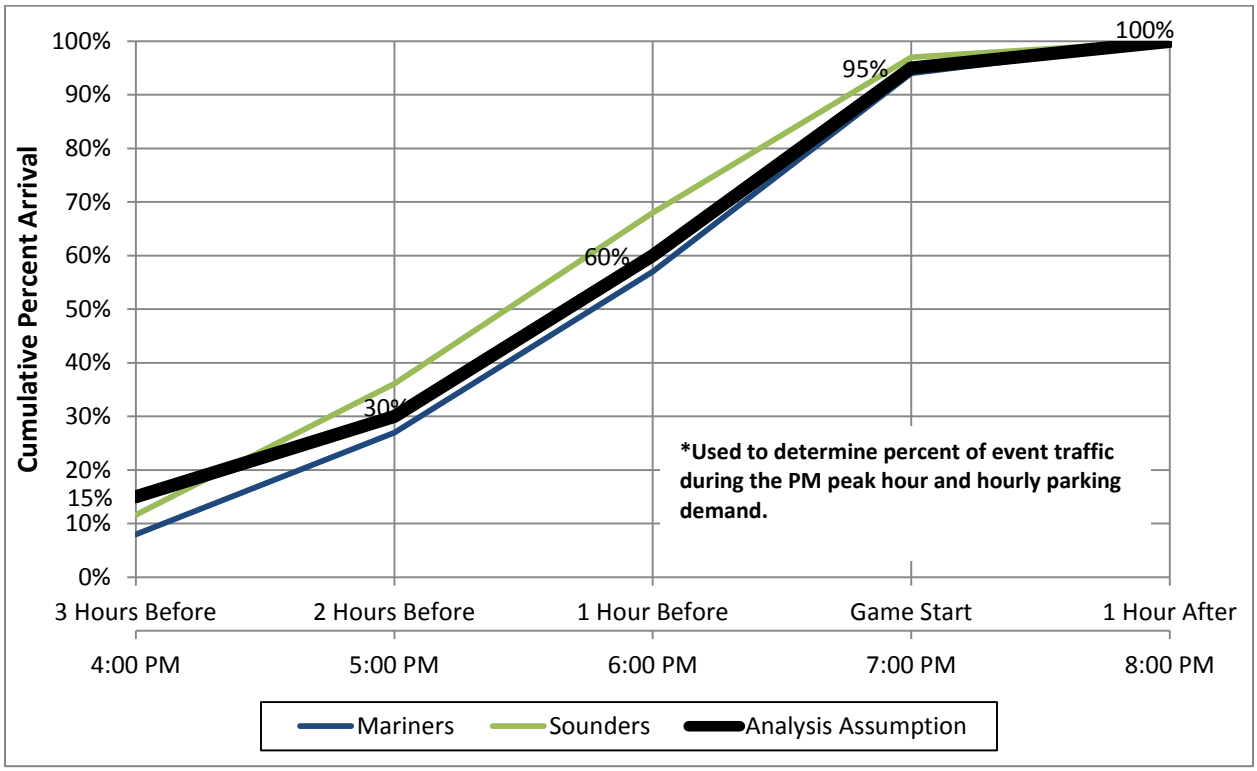
- **New Arena** – This analysis assumed a capacity attendance level of 20,000 persons for each Seattle Center Area Alternative, similar to Alternative 2. It is recognized that an arena would not operate at capacity for every event. However, for purposes of traffic analysis and event case illustration, all events have been assumed to be at capacity of an arena of 20,000-seats.

## 1.4 Event Transportation Demands

This section summarizes the methodology and resulting trip generation and parking demands for the No Action and Alternative event analysis cases. Forecasting of event-related traffic volumes and parking demands considers the identified event case attendance levels, mode-splits, and general arrival patterns. As the event cases defined are unique to each alternative, the following provides a discussion of the Stadium District Alternatives followed by the Seattle Center Area Alternatives.

Sporting event-related arrival patterns were for purposes of the analysis, assumed to be consistent between the Stadium District and Seattle Center Area Alternatives, based on limited available data and the intention to provide consistency in analysis comparisons. The arrival patterns developed for the project are based on a review of parking accumulation data for SoDo area garages, data from other NBA facilities, and review of traffic volume data in SoDo. Based on this information, approximately 30 percent of the event-related demand overlaps with the PM peak hour commute period (4:30 – 5:30 PM). Arrival pattern curves for the events are illustrated on Figure 1–4.

**Figure 1–4**
**Event Traffic Arrival Patterns**



### 1.4.1 Stadium District Alternatives

This section presents the event transportation demands associated with each analysis case described in the preceding section. First, the actual trip generation and parking demand for each venue case is identified in Table 1-6. Then, Table 1-7 through Table 1-10 present the event case demands for the packaged event cases described in the Event Case discussion above. This section covers Alternative 2 and Alternative 3.

#### 1.4.1.1 Event Venue Transportation Demands

**Table 1-6**
**Stadium District Event Transportation Demands (by Venue)**

| Event Venue | Attendance | % Auto[3] | AVO[4] | Total Auto Demand (Parking) | Weekday PM Peak Hour | | | |
|---|---|---|---|---|---|---|---|---|
| | | | | | % Total Inbound Demand[5] | In | Out | Total |
| **2018 Horizon Year** | | | | | | | | |
| Mariners (Case 2) | 40,500[1] | 80% | 3.16 | 10,253 | 30% | 3,076 | 205 | 3,281 |
| Mariners (Case 3) | 47,500[2] | 80% | 3.16 | 12,025 | 30% | 3,608 | 361 | 3,969 |
| CenturyLink | 5,000 | 85% | 2.50 | 1,700 | 20% | 340 | 85 | 425 |
| Alternative 2 | 20,000 | 82% | 2.40 | 6,833 | 30% | 2,050 | 137 | 2,187 |
| Alternative 3 | 18,000 | 82% | 2.40 | 6,150 | 30% | 1,845 | 123 | 1,968 |
| **2030 Horizon Year** | | | | | | | | |
| Mariners | 40,500 | 74% | 3.16 | 9,484 | 30% | 2,845 | 190 | 3,035 |
| Mariners (Case 3) | 47,500 | 74% | 3.16 | 11,123 | 30% | 3,337 | 334 | 3,671 |
| CenturyLink | 5,000 | 85% | 2.50 | 1,700 | 20% | 340 | 85 | 425 |
| Alternative 2 | 20,000 | 79% | 2.40 | 6,583 | 30% | 1,975 | 132 | 2,107 |
| Alternative 3 | 18,000 | 79% | 2.40 | 5,925 | 30% | 1,778 | 119 | 1,897 |

Notes: AVO = average vehicle occupancy

1. 85th percentile attendance based on Baseball Almanac, 2013
2. Assumes maximum attendance for baseball games at Safeco Field.
3. Mariners and Alternatives 2 and 3 auto mode split is based on Appendix M 1a of the Football / Soccer Stadium EIS presenting results from the 1997 Washington State Public Facilities District Mariner Fan Survey, as well as *Seattle Arena Multi-Modal Access & Parking Study,* May 2012. CenturyLink Field Event Center auto mode split based on *Football / Soccer Stadium and Exhibition Center Draft Environmental Impact Statement (DEIS),* January 1998.
4. Mariners AVO based on 2001 Travel Survey, CenturyLink Field Event Center AVO based on *Football / Soccer Stadium and Exhibition Center Draft Environmental Impact Statement (DEIS),* January 1998, and Alternatives 2 and 3 AVO based on research of available data for WNBA, NBA, and NHL Arena events.
5. Based on review of parking accumulation data for SoDo area garages, data from other NBA facilities, and review of traffic volume data in SoDo and *Football / Soccer Stadium and Exhibition Center Draft Environmental Impact Statement (DEIS),* January 1998.

The following provides a general overview of the assumptions applied to each of the events identified in Table 1-6.

**Mariners Baseball (40,500 – 47,500 Attendance):** Information regarding mode splits, attendance levels, and arrival patterns were provided by the Seattle Mariners staff. The 40,500

attendance level represents the 85th percentile attendance levels experienced at Safeco Field since it opened; however, it substantially exceeds recent experience. The 47,500 attendance level represents a maximum attendance scenario for baseball games at Safeco Field. As discussed previously, this could just as easily represent a CenturyLink Field event with similar attendance levels. Auto mode split data was based on information collected in 2001 and assumed an auto-usage of 80 percent (2018 horizon year). There have been substantial transit improvements in the area since 2001. As such, this higher percentage of auto-usage by the Mariners likely overstates the current level of auto demand associated with events. This would result in higher background traffic volumes and parking demand for the with Mariners event cases. Average Vehicle Occupancy (AVO) data assumed for the Mariners is based on annual TMP reports provided to the EIS consultant team by the Mariners staff. With increased transit service projected in the area by 2030 via extension of NorthLink and EastLink the auto-usage assumed for the 2030 analysis was reduced to 74 percent with the additional demand shifted to transit usage.

**CenturyLink Field Event Center (5,000 Attendance):** As described previously, events of varying types and sizes occur at the CenturyLink Field Event Center throughout the year. For the purposes of this analysis a non-football event with an evening attendance of 5,000 people was assumed, consistent with a concert event. Twenty percent of the total attendance was assumed to arrive during the PM peak hour. This assumption is consistent with the Football / Soccer Stadium and Exhibition Center Draft Environmental Impact Statement (DEIS).

**Seattle Arena (18,000 – 20,000 Attendance):** The event cases analyzed within this report focus on an NBA basketball game with attendance levels of 20,000 (Alternative 2) and 18,000 (Alternative 3). In developing the trip generation forecasts for the NBA events, extensive research was conducted regarding available information for other venues in the US. Mode splits and arrival patterns are unique to each venue; influenced by local congestion, availability of transit, parking supply, and density of ancillary retail / commercial uses that influence arrival patterns and mode choices.

For purposes of this analysis, assumptions regarding general mode splits were made to be consistent with those assumed for the Seattle Center Alternatives 4 and 5 for both the 2018 and 2030 horizon years. While baseball and basketball / hockey are different event types, review of national experience revealed no pattern of mode split that could be tied directly to the type of event. In all cases, it appeared that travel mode split to events were, where data was available, unique to each location, suggesting a greater correlation to availability and convenience of alternative travel modes than any other event-specific factor. AVO was assumed to be more-reflective of the type of event. Research of other Arenas found on average an AVO of 2.5 with data ranging between 2.0 and 2.75; therefore, the an AVO of 2.4 persons is on the lower end of the range and slightly less than the average, provide a conservative evaluation of vehicular impacts.

### 1.4.1.2 Event Analysis Case Transportation Demands

**Table 1-7**
**Stadium District Event Case Transportation Demands**
**Alternative 2 (2018)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case S1 - Arena Only** | | | | | |
| *Total With Proposal Events* | *20,000* | *6,833* | *2,050* | *137* | *2,187* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | | | | | |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **20,000** | **6,833** | **2,050** | **137** | **2,187** |
| **Case S2 - Dual Event (Arena + Mariners)** | | | | | |
| *Total With Proposal Events* | *60,500* | *17,086* | *5,126* | *342* | *5,468* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - Mariners Game | 40,500 | 10,253 | 3,076 | 205 | 3,281 |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | *40,500* | *10,253* | *3,076* | *205* | *3,281* |
| - Mariners Game | 40,500 | 10,253 | 3,076 | 205 | 3,281 |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **20,000** | **6,833** | **2,050** | **137** | **2,187** |
| **Case S3 - Triple Event (Arena + Mariners + CenturyLink)** | | | | | |
| *Total With Proposal Events* | *72,500* | *20,558* | *5,998* | *583* | *6,581* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - Mariners Game | 47,500 | 12,025 | 3,608 | 361 | 3,969 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| Less No Action Events | *52,500* | *13,725* | *3,948* | *446* | *4,394* |
| - Mariners Game | 47,500 | 12,025 | 3,608 | 361 | 3,969 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| **Net Increase** | **20,000** | **6,833** | **2,050** | **137** | **2,187** |

**Table 1-8**
**Stadium District Event Case Transportation Demands**
**Alternative 2 (2030)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case S1 (Arena Only)** | | | | | |
| *Total With Proposal Events* | *20,000* | *6,583* | *1,975* | *132* | *2,107* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | | | | | |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **20,000** | **6,583** | **1,975** | **132** | **2,107** |
| **Case S2 - Dual Event (Arena+Mariners)** | | | | | |
| *Total With Proposal Events* | *60,500* | *16,067* | *4,820* | *322* | *5,142* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - Mariners Game | 40,500 | 9,484 | 2,845 | 190 | 3,035 |
| - CenturyLink Field Event | - | | | | |
| Less No Action Events | *40,500* | *9,484* | *2,845* | *190* | *3,035* |
| - Mariners Game | 40,500 | 9,484 | 2,845 | 190 | 3,035 |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **20,000** | **6,583** | **1,975** | **132** | **2,107** |
| **Case S3 - Triple Event (Arena+Mariners+CenturyLink)** | | | | | |
| *Total With Proposal Events* | *72,500* | *19,406* | *5,652* | *551* | *6,203* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - Mariners Game | 47,500 | 11,123 | 3,337 | 334 | 3,671 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| Less No Action Events | *52,500* | *12,823* | *3,677* | *419* | *4,096* |
| - Mariners Game | 47,500 | 11,123 | 3,337 | 334 | 3,671 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| **Net Increase** | **20,000** | **6,583** | **1,975** | **132** | **2,107** |

**Table 1-9**
**Stadium District Event Case Transportation Demands**
**Alternative 3 (2018)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case S1 (Arena Only)** | | | | | |
| *Total With Proposal Events* | *18,000* | *6,150* | *1,845* | *123* | *1,968* |
| - Proposed Arena | 18,000 | 6,150 | 1,845 | 123 | 1,968 |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | | | | | |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **18,000** | **6,150** | **1,845** | **123** | **1,968** |
| **Case S2 - Dual Event (Arena+Mariners)** | | | | | |
| *Total With Proposal Events* | *58,500* | *16,403* | *4,921* | *328* | *5,249* |
| - Proposed Arena | 18,000 | 6,150 | 1,845 | 123 | 1,968 |
| - Mariners Game | 40,500 | 10,253 | 3,076 | 205 | 3,281 |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | *40,500* | *10,253* | *3,076* | *205* | *3,281* |
| - Mariners Game | 40,500 | 10,253 | 3,076 | 205 | 3,281 |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **18,000** | **6,150** | **1,845** | **123** | **1,968** |
| **Case S3 - Triple Event (Arena+Mariners+CenturyLink)** | | | | | |
| *Total With Proposal Events* | *70,500* | *19,875* | *5,793* | *569* | *6,362* |
| - Proposed Arena | 18,000 | 6,150 | 1,845 | 123 | 1,968 |
| - Mariners Game | 47,500 | 12,025 | 3,608 | 361 | 3,969 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| Less No Action Events | *52,500* | *13,725* | *3,948* | *446* | *4,394* |
| - Mariners Game | 47,500 | 12,025 | 3,608 | 361 | 3,969 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| **Net Increase** | **18,000** | **6,150** | **1,845** | **123** | **1,968** |

**Table 1-10**
**Stadium District Event Case Transportation Demands**
**Alternative 3 (2030)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour | | |
|---|---|---|---|---|---|
| | | | In | Out | Total |
| **Case 1 – Arena Only** | | | | | |
| *Total With Proposal Events* | *18,000* | *5,925* | *1,778* | *119* | *1,897* |
| - Proposed Arena | 18,000 | 5,925 | 1,778 | 119 | 1,897 |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | | | | | |
| - Mariners Game | - | - | - | - | - |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **18,000** | **5,925** | **1,778** | **119** | **1,897** |
| **Case 2 - Dual Event (Arena+Mariners)** | | | | | |
| *Total With Proposal Events* | *58,500* | *15,409* | *4,623* | *309* | *4,932* |
| - Proposed Arena | 18,000 | 5,925 | 1,778 | 119 | 1,897 |
| - Mariners Game | 40,500 | 9,484 | 2,845 | 190 | 3,035 |
| - CenturyLink Field Event | - | - | - | - | - |
| Less No Action Events | *40,500* | *9,484* | *2,845* | *190* | *3,035* |
| - Mariners Game | 40,500 | 9,484 | 2,845 | 190 | 3,035 |
| - CenturyLink Field Event | - | - | - | - | - |
| **Net Increase** | **18,000** | **5,925** | **1,778** | **119** | **1,897** |
| **Case 3 - Triple Event (Arena+Mariners+CenturyLink)** | | | | | |
| *Total With Proposal Events* | *70,500* | *18,748* | *5,455* | *538* | *5,993* |
| - Proposed Arena | 18,000 | 5,925 | 1,778 | 119 | 1,897 |
| - Mariners Game | 47,500 | 11,123 | 3,337 | 334 | 3,671 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| Less No Action Events | *52,500* | *12,823* | *3,677* | *419* | *4,096* |
| - Mariners Game | 47,500 | 11,123 | 3,337 | 334 | 3,671 |
| - CenturyLink Field Event | 5,000 | 1,700 | 340 | 85 | 425 |
| **Net Increase** | **18,000** | **5,925** | **1,778** | **119** | **1,897** |

## 1.4.2 Seattle Center Area Alternatives

This section presents the event transportation demands associated with each analysis case described in the preceding section. First, the actual trip generation and parking demand for each venue case is identified in Table 1-11. Then, Table 1-12 through Table 1-15 present the event case demands for the packaged event cases described in the Event Case discussion above. This section covers Alternative 4 and Alternative 5.

### 1.4.2.1 Event Venue Transportation Demands

**Table 1-11**
**Seattle Center Area Alternatives Event Transportation Demands**

| Event Venue | Attendance | % Auto | AVO | Total Auto Demand (Parking) | Weekday PM Peak Hour | | | |
|---|---|---|---|---|---|---|---|---|
| | | | | | % Total Inbound Demand | In | Out | Total |
| **2018 Horizon Year** | | | | | | | | |
| Existing KeyArena[1] | 12,000 | 85% | 3.0 | 3,400 | 20 | 680 | 170 | 850 |
| Existing Memorial Stadium[1] | 5,000 | 85% | 3.0 | 1,417 | 20 | 283 | 71 | 354 |
| Arena[2] | 20,000 | 82% | 2.4 | 6,833 | 30 | 2,050 | 137 | 2,187 |
| **2030 Horizon Year** | | | | | | | | |
| Existing KeyArena | 12,000 | 82% | 3.0 | 3,280 | 20 | 656 | 164 | 820 |
| Existing Memorial Stadium | 5,000 | 82% | 3.0 | 1,367 | 20 | 273 | 68 | 341 |
| Arena | 20,000 | 79% | 2.4 | 6,583 | 30 | 1,975 | 132 | 2,107 |

Notes: AVO = average vehicle occupancy

1. KeyArena and Memorial Stadium assumptions based on *Seattle Center Master Plan EIS*, January 2008.
2. Arena auto mode split based on *Seattle Arena Multi-Modal Access & Parking Study,* May 2012 and Mariners 2001 Travel Survey. AVO based on research of available data for WNBA, NBA, and NHL Arena events. Percent inbound demand based on parking accumulation data for SoDo area garages and data from other NBA facilities.

The following provides a summary of the assumptions for each venue.

**KeyArena – Background Events (12,000 Attendance):** For purposes of the No Action event analysis cases and evaluating the impacts of Alternatives 4 and 5, an event with a 12,000-person attendance was assumed. This assumed level of attendance is based on a review of past events at the facility from information provided by the Seattle Center. The capacity of the KeyArena is noted to be approximately 17,072. Only a limited number of maximum capacity events occur throughout the year. Mode split and percent arrival assumptions for the event traffic was based on information published in the Seattle Center Plan EIS and consideration of regional transportation improvement projects. This analysis assumes an 85 percent auto mode split for the 2018 horizon year, an 82 percent auto mode split for the 2030 horizon year, AVO of 3.0, and 20 percent arrival of event traffic during the weekday PM peak hour.

**Memorial Stadium – Background Events (5,000 Attendance):** For purposes of the No Action and Alternatives 4 and 5 event analysis cases an event with a 5,000-person attendance was assumed at Memorial Stadium. Mode split and percent arrival assumptions for the event traffic was based on information published in the Seattle Center Plan EIS and consideration of regional transportation improvement projects. This analysis assumes an 85 percent auto mode split for the 2018 horizon year, an 82 percent auto mode split for the 2030 horizon year, AVO of 3.0, and 20 percent arrival of event traffic during the weekday PM peak hour. As compared to the larger 20,000 attendance levels at the arena, a lower peak hour percentage was assumed due to the lower attendance levels and the nature of the events that occur in Memorial Stadium.

**Arena (20,000 Attendance):** As noted in the description of the Stadium District alternatives discussion, there are a number of event types that are likely to occur in the Proposed Arena. The event cases analyzed within this report focus on a NBA basketball game with attendance levels of 20,000 for both Alternative 4 and Alternative 5. For the 2018 horizon year, an auto mode split of 82 percent was used. This is consistent with the auto usage assumed for the Stadium District Alternatives. Average vehicle occupancies of 2.4 for the event-related traffic was consistent with the Alternative 2 and Alternative 3 analyses. For the 2030 analysis, the auto mode split was reduced from 82 percent to 79 percent. This decrease was assumed in response to increases in transit service as assumed in the regional plans.

### 1.4.2.2 Event Case Transportation Demands

The following tables summarize the event case transportation demands for each Seattle Center Area Alternative, for all event cases, for 2018 and 2030 conditions.

**Table 1-12**
**Seattle Center Area Event Case Transportation Demands**
**Alternative 4 (2018)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case K1 (Arena Only)** | | | | | |
| *Total With Proposal Events* | *20,000* | *6,833* | *2,050* | *137* | *2,187* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - Memorial Stadium | 0 | 0 | 0 | 0 | 0 |
| Less No Action Events | *12,000* | *3,400* | *680* | *170* | *850* |
| - Existing KeyArena | 12,000 | 3,400 | 680 | 170 | 850 |
| - Memorial Stadium | 0 | 0 | 0 | 0 | 0 |
| **Net Increase** | **8,000** | **3,433** | **1,370** | **-33** | **1,337** |
| **Case K2 - Dual Event (Arena+Memorial Stadium)** | | | | | |
| *Total With Proposal Events* | *25,000* | *8,250* | *2,333* | *208* | *2,541* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - Memorial Stadium | 5,000 | 1,417 | 283 | 71 | 354 |
| Less No Action Events | *17,000* | *4,817* | *963* | *241* | *1,204* |
| - Existing KeyArena | 12,000 | 3,400 | 680 | 170 | 850 |
| - Memorial Stadium | 5,000 | 1,417 | 283 | 71 | 354 |
| **Net Increase** | **8,000** | **3,433** | **1,370** | **-33** | **1,337** |

**Table 1-13**
**Seattle Center Area Event Case Transportation Demands**
**Alternative 4 (2030)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case K1 (Arena Only)** | | | | | |
| *Total With Proposal Events* | *20,000* | *6,583* | *1,975* | *132* | *2,107* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - Memorial Stadium | 0 | 0 | 0 | 0 | 0 |
| Less No Action Events | *12,000* | *3,280* | *656* | *164* | *820* |
| - Existing KeyArena | 12,000 | 3,280 | 656 | 164 | 820 |
| - Memorial Stadium | 0 | 0 | 0 | 0 | 0 |
| **Net Increase** | **8,000** | **3,303** | **1,319** | **-32** | **1,287** |
| **Case K2 - Dual Event (Arena+Memorial Stadium)** | | | | | |
| *Total With Proposal Events* | *25,000* | *7,950* | *2,248* | *200* | *2,448* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - Memorial Stadium | 5,000 | 1,367 | 273 | 68 | 341 |
| Less No Action Events | *17,000* | *4,647* | *929* | *232* | *1,161* |
| - Existing KeyArena | 12,000 | 3,280 | 656 | 164 | 820 |
| - Memorial Stadium | 5,000 | 1,367 | 273 | 68 | 341 |
| **Net Increase** | **8,000** | **3,303** | **1,319** | **-32** | **1,287** |

**Table 1-14**
**Seattle Center Area Event Case Transportation Demands**
**Alternative 5 (2018)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case M1 (Arena Only)** | | | | | |
| *Total With Proposal Events* | *20,000* | *6,833* | *2,050* | *137* | *2,187* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - KeyArena | 0 | 0 | 0 | 0 | 0 |
| Less No Action Events | *5,000* | *1,417* | *283* | *71* | *354* |
| - Existing Memorial Stadium | 5,000 | 1,417 | 283 | 71 | 354 |
| - KeyArena | 0 | 0 | 0 | 0 | 0 |
| **Net Increase** | **15,000** | **5,416** | **1,767** | **66** | **1,833** |
| **Case M2 - Dual Event (Arena+KeyArena)** | | | | | |
| *Total With Proposal Events* | *32,000* | *10,233* | *2,730* | *307* | *3,037* |
| - Proposed Arena | 20,000 | 6,833 | 2,050 | 137 | 2,187 |
| - KeyArena | 12,000 | 3,400 | 680 | 170 | 850 |
| Less No Action Events | *17,000* | *4,817* | *963* | *241* | *1,204* |
| - Existing Memorial Stadium | 5,000 | 1,417 | 283 | 71 | 354 |
| - KeyArena | 12,000 | 3,400 | 680 | 170 | 850 |
| **Net Increase** | **15,000** | **5,416** | **1,767** | **66** | **1,833** |

**Table 1-15**
**Seattle Center Area Event Case Transportation Demands**
**Alternative 5 (2030)**

| Event Case | Attendance | Total Parking Demand | PM Peak Hour In | PM Peak Hour Out | PM Peak Hour Total |
|---|---|---|---|---|---|
| **Case M1 (Arena Only)** | | | | | |
| Total With Proposal Events | *20,000* | *6,583* | *1,975* | *132* | *2,107* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - KeyArena | 0 | 0 | 0 | 0 | 0 |
| Less No Action Events | *5,000* | *1,367* | *273* | *68* | *341* |
| - Existing Memorial Stadium | 5,000 | 1,367 | 273 | 68 | 341 |
| - KeyArena | 0 | 0 | 0 | 0 | 0 |
| **Net Increase** | **15,000** | **5,216** | **1,702** | **64** | **1,766** |
| **Case M2 - Dual Event (Arena+KeyArena)** | | | | | |
| Total With Proposal Events | *32,000* | *9,863* | *2,631* | *296* | *2,927* |
| - Proposed Arena | 20,000 | 6,583 | 1,975 | 132 | 2,107 |
| - KeyArena | 12,000 | 3,280 | 656 | 164 | 820 |
| Less No Action Events | *17,000* | *4,647* | *929* | *232* | *1,161* |
| - Existing Memorial Stadium | 5,000 | 1,367 | 273 | 68 | 341 |
| - KeyArena | 12,000 | 3,280 | 656 | 164 | 820 |
| **Net Increase** | **15,000** | **5,216** | **1,702** | **64** | **1,766** |

### 1.4.3 General Study Areas

The study areas for the Stadium District, Seattle Center's KeyArena, and Memorial Stadium Alternatives were developed based on a review of previous studies, planned transportation improvements, comments received during the scoping process, location of major parking facilities, and key travel corridors serving the respective sites. Figure 1–1 (on page 1-2) illustrates the general study areas defined for the analysis. More detailed figures showing the study area intersections and parking-specific study areas are included in subsequent sections.

### 1.4.4 Document Structure and Organization

This Technical Appendix is organized into three primary sections:

- **Introduction –** Describes the alternatives and universal assumptions regarding analysis horizon years, event analysis cases, and related event case transportation demands.
- **Stadium District Alternatives –** Each element of the transportation environment is discussed in its entirety. Elements of the transportation environment include:
    1. *Street System*
    2. *Public Transportation*
    3. *Pedestrian Travel*
    4. *Bicycle Travel*
    5. *Traffic Volumes*

6. *Traffic Operations*
7. *Freight and Goods Movement*
8. *Parking*
9. *Safety*

- **Seattle Center Area Alternatives –** This section is organized the same as the Stadium District Alternatives outlined above:
    1. *Street System*
    2. *Public Transportation*
    3. *Pedestrian Travel*
    4. *Bicycle Travel*
    5. *Traffic Volumes*
    6. *Traffic Operations*
    7. *Freight and Goods Movement*
    8. *Parking*
    9. *Safety*

Within the discussion of the transportation environment elements, the organization generally follows this outline:

- Methodology – The approach taken to evaluate the element of the environment
- Affected Environment (*existing conditions*)
- No Action (*Alternative 1*)
- Impacts of the Alternatives
- Mitigation Measures
- Secondary and Cumulative Impacts
- Significant Unavoidable Adverse Impacts

# 2.0 STADIUM DISTRICT ALTERNATIVES (ALTERNATIVES 2 AND 3)

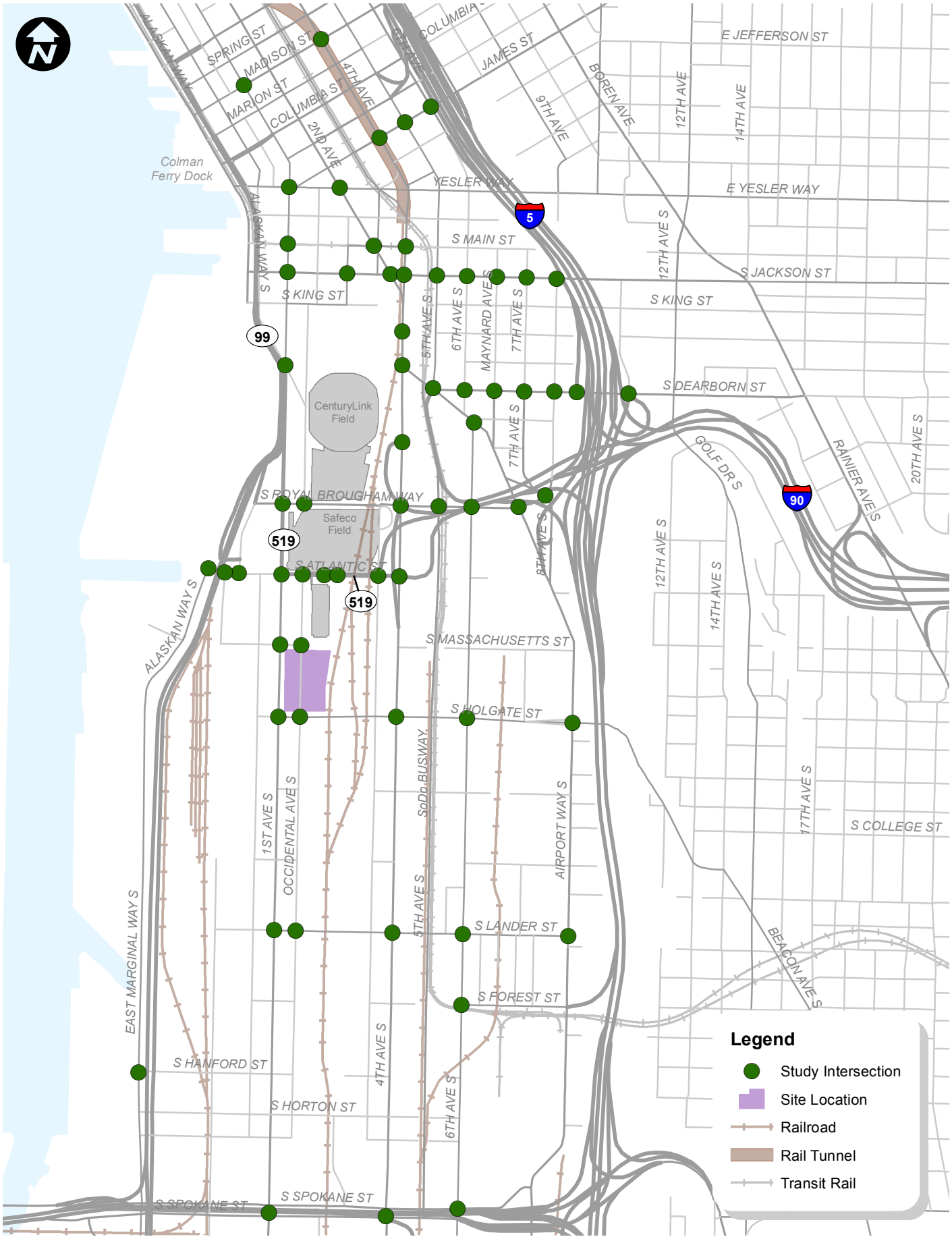
Within the Stadium District, the proposed Seattle Arena would be located at 1700 – 1st Avenue S. on the northeast corner of the 1st Avenue S. / S. Holgate Street intersection. Figure 2–1 shows the study area defined for the Stadium District alternatives. The analysis area was determined in consideration of the primary travel patterns to and from the Stadium District in SoDo, as well as the primary parking areas. The study area generally extends from E. Marginal Way to the west, Interstate 5 (I-5) to the east, Madison Street to the north, and S. Spokane Street to the south. The ensuing transportation analysis fully encompasses these corridors and includes an evaluation of 64 study intersections inclusive of regional access points to the freeway System. This section provides an overview of the current transportation infrastructure serving the Stadium District area and provides and identifies changes resulting from planned and funded projects, as well as any changes proposed by the development alternatives.

## 2.1 Street System

### 2.1.1 Methodology

The general approach to the evaluation of street system impacts included:

- Inventory of existing roadway infrastructure to determine the current condition of the street system.
- Identification of future transportation projects that would be constructed prior to project completion.
- Evaluation of street system impacts considering three changes to the street network proposed or required as a result of Alternatives 2 and 3.




# Stadium District Study Intersections

FIGURE **2-1**

*Seattle Arena*

transpoGROUP

### 2.1.2 Affected Environment

**Regional Access:** Regional access to the study area is provided primarily via Interstate 90 (I-90) to the east and I-5 and SR 99 to the north and south. Roadways in the immediate vicinity of the Stadium District site consist mainly of principal and minor arterials with traffic signals at major intersections. Table 2-1 summarizes the characteristics of major corridors within the study area, highlighting the roadway classification, speed limit, number of lanes, and general characterization of the non-motorized facilities. The primary routes providing north-south vehicular access in the site vicinity are Alaskan Way S., 1st Avenue S., and 4th Avenue S. East-west circulation is provided along S. Royal Brougham Way, S. Atlantic Street (Edgar Martinez Drive), S. Massachusetts Street, S. Holgate Street, and S. Lander Street.

There is a direct access ramp from 4th Avenue S. at S. Atlantic Street to I-90 and I-5. In addition, I-5 can be access via Spokane Street at 4th Avenue S. further south of the site. Improvements allowing the southbound left-turn from 4th Avenue S. to Spokane Street were completed recently and are not reflected in the operations analysis; given the travel patterns of Arena traffic it is anticipated that use of this movement to access I-5 would be somewhat limited. The main transit corridor in the site vicinity is the SoDo Busway along 5th Avenue S., although a large number of buses travel along 4th Avenue S., near the Stadium District site.

**Rail crossings:** There are a number of rail facilities, both mainline tracks and tail tracks in the area resulting in numerous at-grade crossings along both S. Holgate Street and S. Lander Street. A comprehensive discussion of the rail facilities and freight activity is included in the Freight and Goods section. Notably, the S. Holgate Street railroad crossings extend from immediately east of the Arena to west of 3rd Avenue, a distance over 500 feet of intermittent track crossings.

**Table 2-1**
**Stadium District Existing Street System Summary**

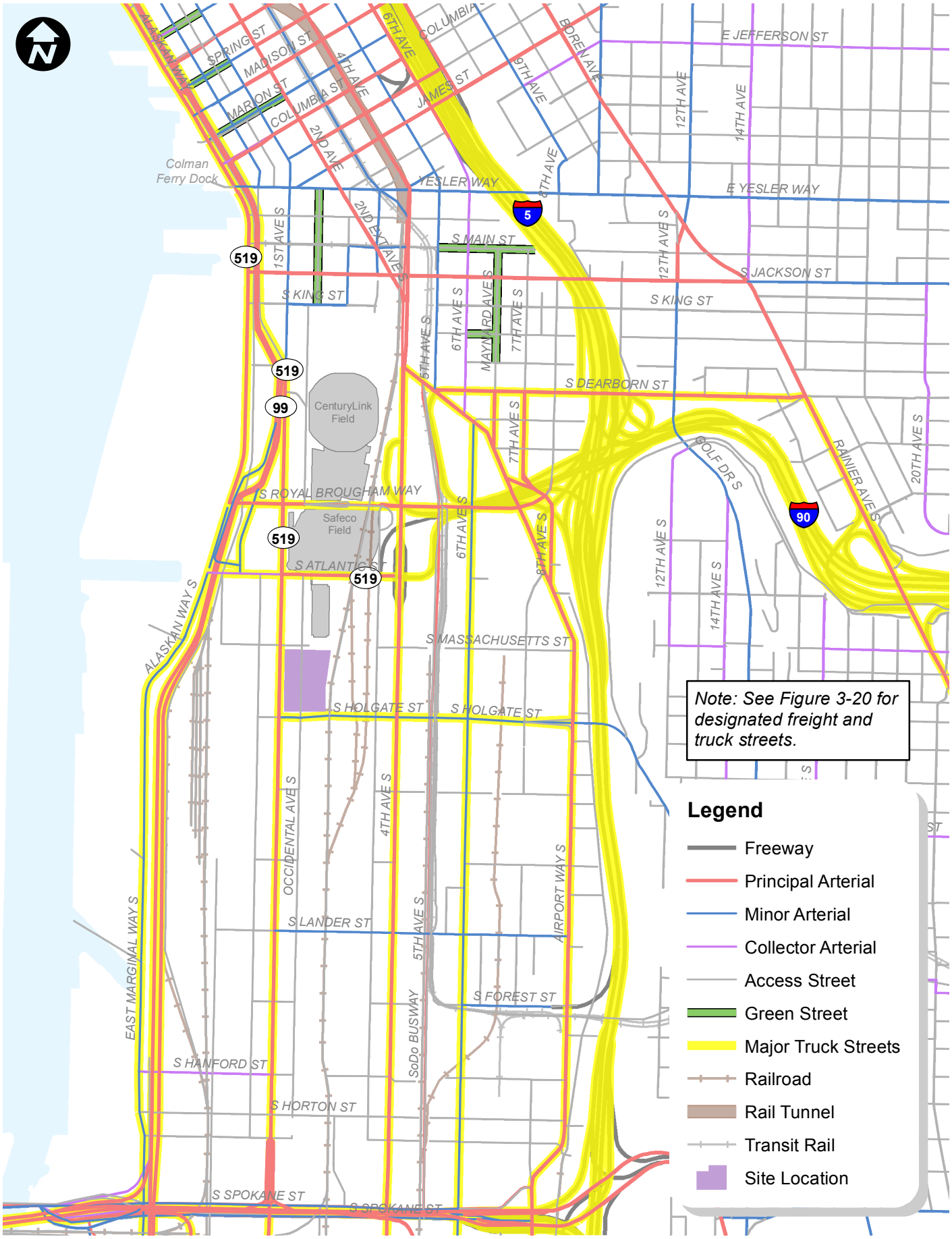
| Roadway | Arterial Classification | Posted Speed Limit | Number of Travel Lanes | Parking? | Sidewalks? | Bicycle Facilities? |
|---|---|---|---|---|---|---|
| 1st Ave S. (South of S. Royal Brougham Way) | Principal Arterial | 35 mph | 5 lanes | Most Blocks | Yes | Yes |
| 1st Ave S. (North of S. Royal Brougham Way) | Minor Arterial | 30 mph | 4 to 5 lanes | Most Blocks | Yes | Yes |
| Occidental Ave S. | Access Street | 25 mph | 2 lanes | Yes | Some Blocks | No |
| S. Lander St | Minor Arterial | 30 mph | 5 lanes | Most Blocks | Yes | Yes |
| 4th Ave S. | Principal Arterial | 35 mph | 6 lanes | Most Blocks | Yes | No |
| 6th Ave S. | Minor Arterial | 30 mph | 2 lanes | Most Blocks | Most Blocks | Yes |
| Airport Way S. | Principal Arterial | 30 to 35 mph | 4 to 5 lanes | Few Blocks | Most Blocks | Yes |
| S. Holgate St (East of 4th Ave S.) | Minor Arterial | 35mph | 4 lanes | Some Blocks | Some Blocks | No |
| S. Holgate St (West of 4th Ave S.) | Minor Arterial | 30 mph | 4 lanes | Most Blocks | Some Blocks | No |
| S. Atlantic St (West of 1st Ave S.) | Collector Arterial | 30 mph | 4 lanes | Yes | Yes | No |
| S. Atlantic St (East of 1st Ave S.) | Access Street | 30 mph | 4 lanes | No | Yes | No |
| S. Royal Brougham Way | Principal Arterial/ Access Street | 35 mph | 4 lanes | Most Blocks | Yes | Most Blocks |
| S. Massachusetts | Access Street | 25 mph | 2 lanes | Most Blocks | Some Blocks | No |
| S. Jackson St | Principal Arterial | 30 mph | 2 to 4 lanes | Few Blocks | Yes | Yes |
| Yesler Way | Minor Arterial | 30 mph | 2 lanes | Yes | Yes | Yes |
| James St | Principal Arterial/ Minor Arterial | 30 mph | 2 to 4 lanes | Most Blocks | Yes | No |
| 2nd Ave | Principal Arterial | 35 mph | 3 lanes | Most Blocks | Yes | Yes |
| 2nd Ext Ave S. | Principal Arterial | 35 mph | 3 lanes | Most Blocks | Yes | Yes |

**Event Function – Event Traffic Control Plans:** Figure 2–2 shows the street functional classifications for the study area. The effective use of several intersections and roadways segments change between without and with event conditions due to closures and restrictions implemented as part of the Traffic Control Plans (TCPs) for Mariners, Seahawks, and Sounders FC games. Figure 2–3 illustrates the locations included in the existing TCPs for Safeco Field and

CenturyLink Field. The TCPs employed are part of the transportation management for events in the Stadium District and are a function of the event location as well as anticipated attendance levels and associated auto demands. The Seahawks TCPs impacts more locations than the Sounders FC or Mariners due to the higher attendance levels.

**Freight Designations:** Several of the arterials within the SoDo area have freight designations. These designations include truck streets and seaport and intermodal connectors. These routes are used by freight operators to access Port of Seattle facilities, intermodal rail yards, and other industrial uses in the SoDo area. Those designations are discussed further in the Freight and Goods section of the report and also shown on Figure 2-103 and Figure 2-104. Adjacent to the Arena site, 1st Avenue S. and S. Holgate Street are designated freight routes.

**Occidental Avenue S. Use:** Occidental Avenue S. is proposed to be vacated as part of either Alternative 2 or 3. The proposed vacation would likely impact the functions described herein. Occidental Avenue S. and S. Massachusetts Street provide local access in the immediate site vicinity. The primary functions of Occidental Avenue S. include access to / from the Safeco Field parking garage, an alternative corridor to 1st Avenue S. for north / south travel, access route for commercial business between S. Holgate Street and S. Atlantic Street, and charter bus and Metro Access bus staging for Safeco Field events. S. Massachusetts Street links also provides access to the Safeco Field parking garage, commercial businesses between 1st and Occidental Avenues S. and along Occidental Avenue S.

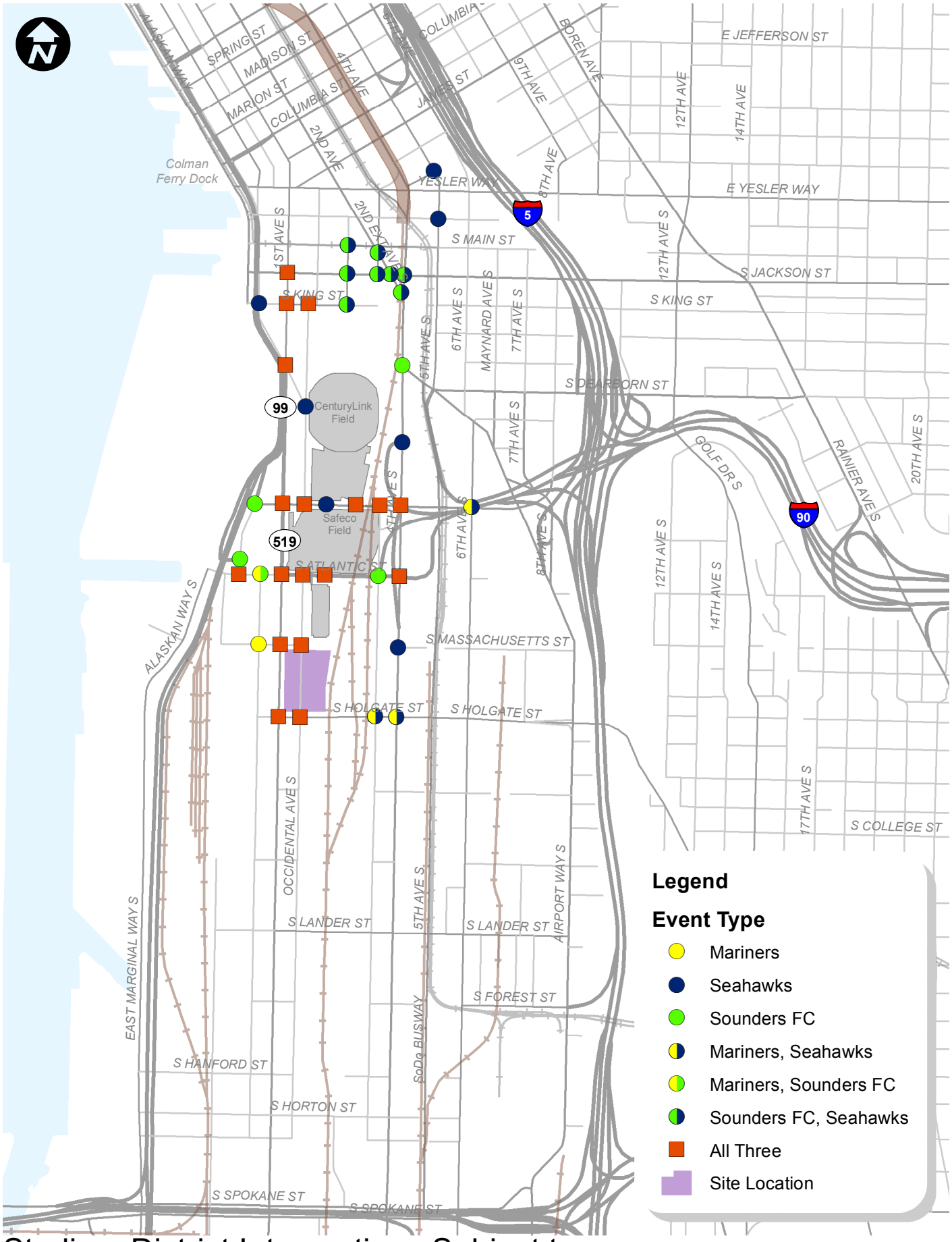



# Stadium District Street System

*Seattle Arena*

FIGURE
**2-2**

transpoGROUP




# Stadium District Intersections Subject to Traffic Control Plans

*Seattle Arena*

FIGURE **2-3**

transpoGROUP

### 2.1.3 Impacts of No Action Alternative

The study area is undergoing major transportation system changes. A review of local and regional capital improvement programs and long-range transportation plans was conducted to determine planned funded and unfunded transportation projects that would impact the study area. The review included, but was not limited to, transportation plans from the Washington State Department of Transportation (WSDOT), City of Seattle, King County, ST, and the Port of Seattle. Table 2-2 provides a summary of key future transportation projects in the study area. In addition, the table provides an understanding of how these transportation projects were incorporated into the No Action Alternative evaluation. Many of the major street system projects impacting vehicular movements would be completed by 2018. Projects slated to be completed beyond 2018 are primarily related to the non-motorized and transit system and would likely encourage a decrease in dependence on the auto mode, during both typical commuter periods, as well as for events in the Stadium District. Following the tables is a more detailed discussion on how specific transportation projects impact the study area.

**Table 2-2**
**Stadium District: Key Study Area Planned Transportation Projects**

| Project Description | Responsible Agency | Expected Completion Date | | Assumed in Analysis?[2] | |
|---|---|---|---|---|---|
| | | | Funded?[1] | 2018 | 2030 |
| ***Alaskan Way Viaduct Replacement*:** SR 99 viaduct replaced with a tunnel between S. Royal Brougham Way and Mercer Street. | WSDOT | TBD[3] | Yes | ✓ | ✓ |
| ***SR 520 Bridge Replacement*:** Construction of a new SR 520 floating bridge with two general purpose lanes and one HOV / transit lane per direction. Transit and non-motorized projects between SR 202 and I-5 including adding pedestrian/bicycle facilities across Lake Washington. The eastside, west approach and floating bridge segments are funded. The westside projects in the Montlake Interchange vicinity are not funded. | WSDOT | 2017 | Partial | ✓ | ✓ |
| **Mercer Corridor:** Convert Mercer Street, Roy Street, and Valley Street to two-way operations and improve non-motorized access. | SDOT | 2015 | Yes | ✓ | ✓ |
| **First Hill Streetcar:** Two-mile streetcar line serving Capitol Hill, First Hill and International District with connections to Link Light Rail, Sounder commuter rail and bus service. | SDOT | 2015 | Yes | ✓ | ✓ |

| Project Description | Responsible Agency | Expected Completion Date | Funded?[1] | Assumed in Analysis?[2] 2018 | 2030 |
|---|---|---|---|---|---|
| **Link Light Rail:** Extension of the regional light rail system. All segments are funded in ST2, but the year of completion may vary depending on revenue available to fund construction. The segments include: | Sound Transit | | | | |
| North—University District and Capitol Hill | | 2016 | Yes | ✓ | ✓ |
| North—Northgate | | 2021 | Yes | | ✓ |
| North—Lynnwood | | 2023 | Yes | | ✓ |
| East—Bellevue and Redmond | | 2023 | Yes | | ✓ |
| South—Extension to S. 200th Street | | 2016 | Yes | ✓ | ✓ |
| South—Extension to Kent-Des Moines Road | | 2023 | Yes | | ✓ |
| **King Street Station Multimodal Terminal:** Improve station access including opening of the Grand Stairs to connect the upper Jackson plaza and King Street Station entrance and a new entrance on Jackson plaza. These connections will transform the station into a transportation hub with easy access to express buses, commuter trains and light rail service. | SDOT | Completed 2013 | Yes | ✓ | ✓ |
| **Elliott Bay Seawall Replacement:** Replacement of the existing seawall along the Seattle waterfront from S. Washington Street to Broad Street. | SDOT | 2019 | Yes | | ✓ |
| **Waterfront Seattle:** This project creates a continuous public waterfront between S. King Street and Bell Street and includes the design and construction of the new surface Alaskan Way and Elliott Way arterial streets. | SDOT | 2014 and beyond | Partial | ✓ | ✓ |
| **Southend Transit Pathway:** This project creates a new transit corridor on Alaskan Way and Columbia Street with a pair of bus stops near the Stadium District to replace service currently on the Alaskan Way Viaduct | SDOT / King County Metro Transit | 2017 | Yes | ✓ | ✓ |
| **Convention Place TOD:** Expansion of the Washington State Convention Center to include a reconfiguration or relocation of transit access, layover and passenger amenities at Convention Place Station. The EIS is under way for this project. | King County Metro Transit / King County | Unknown | No | | |

| Project Description | Responsible Agency | Expected Completion Date | Funded?[1] | Assumed in Analysis?[2] | |
|---|---|---|---|---|---|
| | | | | 2018 | 2030 |
| **Rapid Ride:** Bus rapid transit service in six corridors (A through F) and the potential to expand into additional corridors in the future. Service has been initiated in four of the six corridors, and the E and F Lines are expected to start service in 2014. | King County Metro Transit | Completed 2014 | Yes | ✓ | ✓ |
| **Electric Trolleybus Fleet Replacement:** King County Metro Transit will replace its fleet of 159 trolleybus with modern low-floor vehicles providing more capacity on these routes | King County Metro Transit | 2015 | Yes | ✓ | ✓ |
| **Industrial Way Direct Access Ramps:** This project would provide a direct connection from I-5 to and from the south to the SoDo Busway. | King County Metro Transit / WSDOT | Unknown | No | | |
| **Downtown Neighborhood Projects:** Installation of pedestrian countdown signals and sidewalk repairs at the 1st Avenue S. intersections with S. Main Street and S. King Street. | SDOT | Completed 2013 | Yes | ✓ | ✓ |
| **S. Lander Street Grade Separation:** This project grade separates S. Lander St. roadway and the BSNF mainline railroad tracks between 1st Avenue S. and 4th Avenue S. | SDOT | Unknown | No | | |

1. "Yes" means the project is fully funded for construction, "partial" means the project has some, but not complete funding for construction, and "no" means the project does not have any construction funding.
2. A check indicates that the project was assumed in the analysis related to the horizon year.
3. Due to construction delays, the timing of this is to be determined (TBD) per WSDOT's website March 30, 2015. The improvement was assumed in this analysis for both 2018 and 2030 conditions.

Planned projects assumed in the 2018 and 2030 analyses are described in more detail in the following sections.

#### 2.1.3.1 2018 Planned Improvements

The planned transportation projects assumed to be completed by 2018 and key features of each project are described in this section:

- **Alaskan Way Viaduct Replacement – South Portal**: This project connects the tunnel to SoDo with other key study area projects including:
    - **S. Royal Brougham Way and S. King Street Tunnel Access.** New connections to the tunnel with access to the northbound on-ramp and southbound off-ramp at the S. Royal Brougham Way / E. Frontage Road intersection and access to the northbound off-ramp and southbound on-ramp at the Alaskan Way S. / S. Dearborn Street intersection.
    - **Grade separation near S. Atlantic Street (Little 'h').** An overpass has been constructed near S. Atlantic Street between Colorado Avenue S. and E. Marginal Way S. connecting at the Alaskan Way S. / S. Dearborn Street intersection and along S. Atlantic Street at the Alaskan Way S. and Colorado Avenue S.

intersections. It provides an additional east-west connection and allows access when roadways are blocked by railroad cars.

  - **Pedestrian / Bike Trails.** Two multi-use paths are being constructed – Port Side Trail along the west side of the reconfigured Alaskan Way S. and the City Side Trail replacing the existing trail along the east side of Alaskan Way S. and extending from S. King Street to S. Atlantic Street.

  - **Frontage Roads.** East and west SR 99 frontage roads will be provided to help circulate traffic. These roads will connect with S. Atlantic Street and S. Royal Brougham Way to the east and S. Atlantic Street and S. Dearborn Street to the west. S. Royal Brougham Way will no longer connect between Alaskan Way S. and 1st Avenue S. In addition to the Frontage Roads, the existing Railroad Way S. will be replaced with a new one-way northbound-only street connecting S. Dearborn Street and Alaskan Way S.

- **North Link Light Rail – University:** This extension will connect the UW and Capitol Hill neighborhood to downtown Seattle via the Westlake Station. The project includes two stations; one near Seattle Central Community College on Capitol Hill and one near Husky Stadium. Construction is underway and service is anticipated in 2016.

- **South Link Light Rail – S. 200th Extension:** This extension will add one additional station and a new park-and-ride facility to the system south of SeaTac Airport. The project is scheduled to open for service in 2016.

- **First Hill Streetcar:** The project is a new streetcar line along S. Jackson Street, 14th Avenue, Yesler Way, and Broadway connecting Capitol Hill to Pioneer Square. The line will operate 7 days a week with 10-minute headways during the weekday peak commute hours and 15-minute headways during other periods. Service is anticipated by spring of 2015 with more than 3,000 trips per day expected. This project will also install a two-way cycle track along Broadway between Yesler Way and Denny Way.

#### 2.1.3.2 2030 Planned Improvements

Transportation projects assumed as part of the 2030 evaluation for the SoDo study area include:

- **Waterfront Seattle:** This project extends from S. King Street to Bell Street and focuses on creating a continuous public waterfront along the edge of the City bordering Elliott Bay. The project is currently being designed and includes:

  - New Alaskan Way S. surface arterial street with flex lanes to accommodate transit and / or ferry traffic during peak periods.

  - New Elliott Way arterial connection from Alaskan Way to the Elliott Avenue / Western Avenue one-way couplet north of Pike Place Market.

- Transit plaza and enlarged sidewalk along Columbia Street.
- Replacement of the Marion Street Pedestrian Bridge with a wider pedestrian bridge.
- Pedestrian and bicycle facilities throughout the Waterfront corridor.
- Conversion of the existing Railroad Way S. into a pedestrian street.
- Improving east-west pedestrian connections at various locations.
- Construction of a majority of this project cannot begin until the Elliott Bay Seawall is built and the Alaskan Way Viaduct is demolished. The current estimate is for construction of the Waterfront Seattle project to begin in 2016; however, some individual projects could move forward earlier such as the Railroad Way S. pedestrian street and east-west pedestrian connection projects.

- **Link Light Rail:** The regional light rail system is anticipated to extend beyond Seattle by 2030 with four extensions planned:
  - **Northgate (North):** The light rail will extend between the University extension and Northgate. The three locations where stations are planned are the U-District near NE 45th Street and Brooklyn Avenue NE, Roosevelt High School near 12th Avenue NE and NE 65th Street, and Northgate Mall / Transit Center near NE 103rd Street. This project is under construction and service is expected in 2021.
  - **Lynnwood (North):** This segment will connect from the northern point of the Northgate extension and terminate in Lynnwood. Several stations are planned along the route at NE 130th / 145th / 155th Street in Seattle / Shoreline, NE 185th Street in Shoreline, 236th Street SW in Mountlake Terrace, and 200th Street SW in Lynnwood which follows the I-5 corridor. Construction would begin in 2018 with service expected to begin in 2023.
  - **East:** This extension will link Bellevue and Mercer Island to the International District / Chinatown Station in Seattle. Several stations are planned along the route: Rainier Avenue S.; Mercer Island; South Bellevue, East Main, Bellevue Transit Center, Overlake Hospital, 120th Avenue NE, and 130th Avenue NE in Bellevue; and Overlake Village and Overlake Transit Center in Redmond. Construction is expected to begin in 2015 with service in 2023.
  - **South:** This segment would extend from S. 200th Street in SeaTac to add one additional station at Kent-Des Moines Road in the vicinity of Highline Community College. The project is anticipated to open for service in 2023.

Although included within the *Move Seattle* strategic plan (published Spring 2015), the analysis does not assume completion of the S. Lander Street Grade Separation for either the 2018 or 2030 conditions since it is currently unfunded; however, the need for this improvement is

anticipated to increase as traffic and rail activity grows. This improvement would help to maintain east-west connectivity across rail facilities in the study area as they become increasingly active with growth in freight activity.

### 2.1.4 Impacts of Alternative 2

Construction impacts related to the street system would mostly occur on 1st and Occidental Avenues S. and S. Massachusetts and Holgate Streets adjacent to the site. A construction management plan would mitigate these impacts. The plan could include scheduling street closures and other disruptions to the street system during off-peak periods to minimize impacts to the system.

As part of Alternative 2, Occidental Avenue S. between S. Massachusetts and S. Holgate Streets would be vacated. Occidental Avenue S. currently provides secondary access to and from the Safeco Field parking garage, an alternative route for north-south travel, access to the commercial businesses, and charter bus staging area for Safeco Field events.

With development of Alternative 2, the businesses along Occidental Avenue S. between S. Holgate and S. Massachusetts Streets would be removed and the land would be redeveloped with the Seattle Arena. A private access road would be constructed east of the site allowing for the potential for continued local access to the Safeco Field parking garage (for both the 2018 and 2030 horizon years) through an easement. This connection is only proposed to function during events that would use the garage. Traffic currently using Occidental Avenue S. as an alternate north-south route would shift to the parallel 1st Avenue S. corridor.

Other street system changes would occur along the project frontage with the reconstruction of curb faces and the removal of all existing driveways on 1st Avenue S. and S. Holgate Street along the project frontage. S. Massachusetts Street will also be realigned to the north between 1st and Occidental Avenues S. expanding the size of the pedestrian plaza on the north side of the Arena and eliminating the existing roadway offset at its intersections with 1st and Occidental Avenues S.

### 2.1.5 Impacts of Alternative 3

Construction impacts and mitigation related to development of Alternative 3 would be the same as described for Alternative 2.

No additional modifications to the street system are proposed under Alternative 3 than have been noted for Alternative 2.

### 2.1.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high

influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- North-South private connection located on the east side of the project site, connecting S. Holgate Street to the Safeco Field property
- Realignment of S. Massachusetts Street between 1st Avenue S. and Occidental Avenue
- Construction management plan
- Central construction coordinator
- Street and sidewalk closure detour plans (construction)
- Proportionate share contribution towards S. Lander Street Grade Separation
- Transportation Management Plan
- Pedestrian access improvements

### 2.1.7 Secondary and Cumulative Impacts

There are no identified secondary or cumulative impacts associated with the modifications to the street system associated with Alternative 2 or 3, including the vacation of Occidental Avenue S. As noted the impacts associated with the rerouting of traffic currently using Occidental Avenue S. are addressed in the analysis of the primary impacts.

### 2.1.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts were identified. Occidental Avenue between S. Massachusetts and Holgate Streets would be vacated; however, its function serving Safeco Field garage access and access to the Safeco Field service and emergency vehicle access could be provided by the new private north-south connection on the east side of the Arena, together with the enhanced alignment of S. Massachusetts Street between 1st and Occidental Avenues South.

## 2.2 Public Transportation

### 2.2.1 Methodology

The general approach to the evaluation of public transportation impacts included:

- Determination of existing transit passenger capacity during pre-and post-event periods for weekday and weekend events
- Identification of future 2018 and 2030 growth in ridership and change in capacity
- Consideration of event ridership associated with event cases for No Action and Alternatives 2 and 3

- Evaluation of capacity needed to support Alternatives 2 and 3
- Consideration of speed and reliability under existing and future conditions

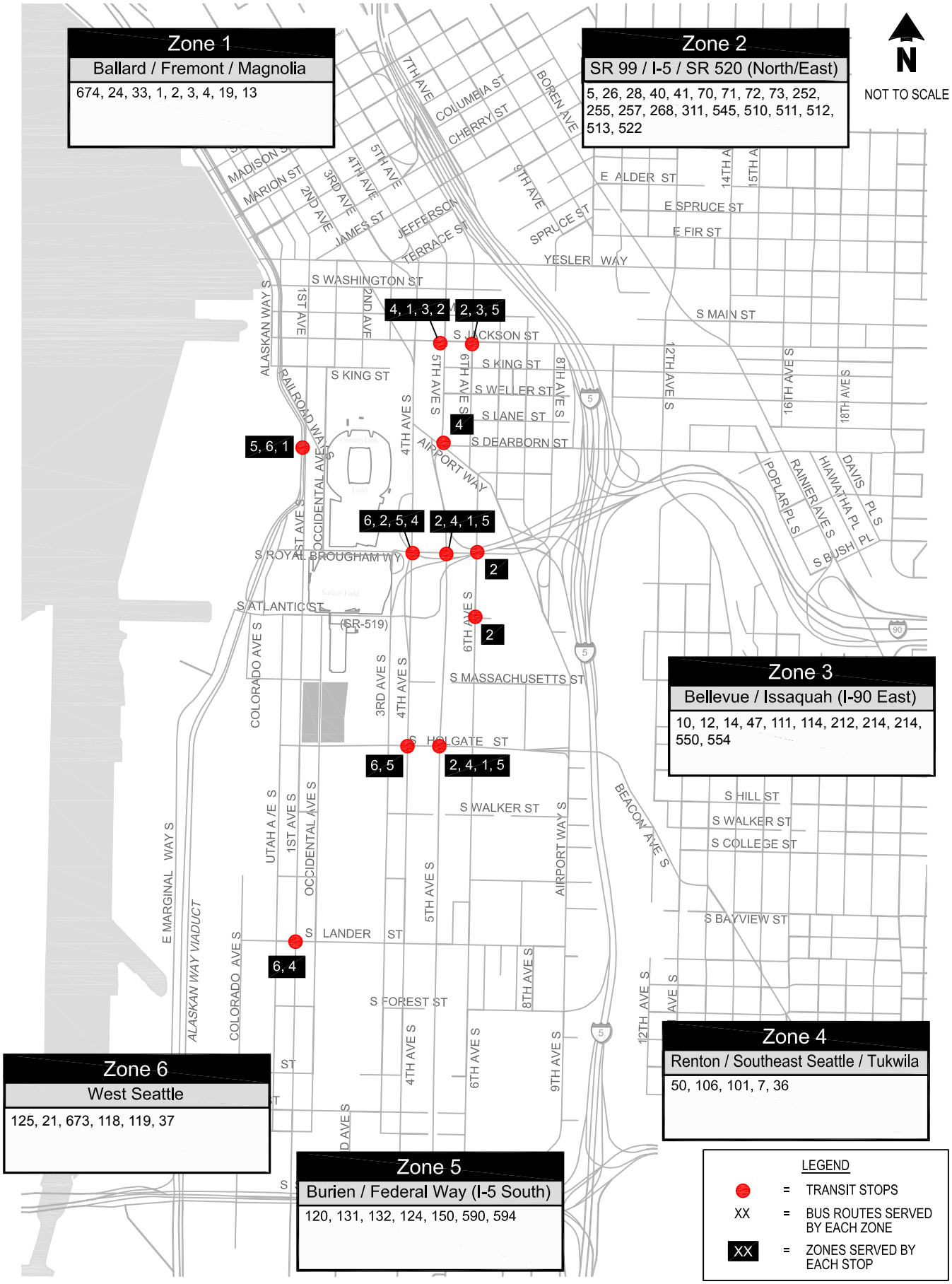
The analysis focuses on weekday event conditions because transit ridership and motorized volumes are highest during this timeframe; this provides a conservative estimate of transit capacity and reliability impacts. The following describes how transit capacity, ridership, and reliability was determined for the transit modes serving the Stadium District site.

In Fall 2014, Seattle voters approved Proposition 1 to provide funding to maintain current transit service on existing routes in the City of Seattle. The measure came after King County Metro had announced that it would cut 180,000 service hours starting in February 2015.

Transit capacity and route assumptions were not revised to reflect Proposition 1 in this analysis. Proposition 1 affects only Seattle routes, which serve less than half of the event patrons who use transit; thus, the impact of the service change would be minimal. The specific schedule changes resulting from Proposition 1 have not yet been released, however, the added transit capacity is not anticipated to change the analysis results in the over capacity zones.

#### 2.2.1.1 Bus Transit

**Existing Bus Ridership.** Bus ridership and passenger capacity data was determined by identifying King County Metro Transit and ST buses in service from 5:00 to 7:00 PM to downtown (inbound) and 9:00 to 11:00 PM out of downtown (outbound) with bus stops near the Stadium District site. Figure 2–4 summarizes bus routes serving the Stadium District by roadway, stop location, and general downtown Seattle outbound service areas.




# Stadium District Bus Routes

*Fall 2012* FIGURE **2-4**

*Seattle Arena*

transpoGROUP

Passenger loads were calculated for buses operating inbound (to the Arena) from 5:00 to 7:00 PM and outbound (away from the Arena) from 9:00 to 11:00 PM. Data was provided by King County Metro Transit and ST, which reflects their Fall 2012 service changes. It was assumed that the 'average load at the most crowded point on the route' (King County Metro Transit) and 'boarding average' (Sound Transit) represented the number of people traveling on buses through SoDo. This is because the highest number of people on buses is generally in the downtown Seattle area. Also, inbound bus routes from the north or SR-520 (such as 510, 511, 522, and 545) would drop-off non-event passengers through downtown Seattle and have some capacity to pick-up additional patrons. The use of these buses and other buses with end/start points to the north of Stadium District site provides additional capacity to the system; however, conservatively, this was not factored into the analysis.

**Total passenger capacity:** King County Metro Transit bus capacity was calculated using their guidelines of multiplying the number of seats on a bus by a factor of 1.25 to account for standing passenger space. ST typically uses a factor of 1.5. Data provided by King County Metro Transit and ST included the number of seats on each bus or the type of bus serving the route by time of day and direction.

**Speed and Reliability:** Existing transit reliability information was provided by King County Metro Transit for most routes in the study area and some ST routes. Bus reliability is one indicator for how attractive bus transit is to people as a choice for making a trip. Reliability was reported as a percentage of on-time, early, or late buses. On-time performance information is measured at time points along each route. Time points are locations buses are scheduled to be at a specified time and the time the bus passes these points is recorded. The data provided was collected at all time points for all routes during a three to four month service period. King County Metro Transit considers a route on-time that is no more than one minute early to no more than five minutes late. Buses that are more than 10 minutes early or 30 minutes late are not included in the analysis. This data was used to determine the reliability of buses to meet schedules. Bus reliability is one indicator for how attractive bus transit is to people as a choice for making a trip.

Buses in the Stadium District generally travel in mixed flow lanes except within the SoDo Busway; therefore, an assessment of travel speed and time is provide in the Traffic Operations section with the evaluation of key corridors.

**2018 Bus Ridership:** The number of bus riders was anticipated to increase by approximately two percent annually from 2013 to 2018; this growth in ridership was based on Puget Sound Regional Council's (PSRC) Transportation 2040 long-range plan increase in transit ridership[6]. No change in bus passenger capacity (service levels) was assumed because of the uncertainty of transit funding before the passing of Proposition 1 in Fall 2014. Any changes in ridership as a result of Proposition 1 were not taken into account in this analysis for reasons documented in the methodology (Section 2.2.1). Although some transit agencies serving the Seattle area are

[6] Puget Sound Regional Council (PSRC). Transportation 2040. May 20, 2010. Accessed May 17, 2013 at http://www.psrc.org/assets/4847/T2040FinalPlan.pdf

experiencing service cuts, the trend for transit ridership is increasing; this could provide justification for increased or sustained transit service.

**2030 Bus Ridership:** 2030 bus ridership was also calculated using an annual growth rate of approximately two percent based on PSRC's Transportation 2040 long-range plan. With the addition of ST Link Light Rail service, it was assumed that some of King County Metro Transit's service would no longer be offered along light rail routes. A comparison of buses operating during the analysis time periods (5:00 to 7:00 PM and 9:00 to 11:00 PM) and future Link Light Rail alignments was conducted. It was assumed that service hours for routes 41, 71, 72, 73, 510, 511 and 550 would be redistributed to other bus routes.

#### 2.2.1.2 Light Rail

**Existing Light Rail Ridership:** ST provided passenger ridership and capacity data for the Spring 2012 service; this data contained information for average boardings, average maximum load, and total capacity for each train operating from 5:00 to 7:00 PM into Seattle and 9:00 to 11:00 PM out of Seattle for Central Link light rail. It was assumed each trains average maximum load would occur in downtown Seattle.

**2018 Light Rail Ridership:** Light rail ridership for Central Link was developed from the estimated boardings in the ST *2013 System Implementation Plan*[7]. ST estimates an average increase in ridership of approximately 8 percent annually from 2012 to 2015; from 2016 to 2018 this growth was projected to increase by approximately 54 percent annually. This represents an increase in weekday ridership from 2011 to 2018 of approximately 350 percent. The *System Implementation Plan* also identifies there would be fifteen two-car train sets and four three-car train sets during peak service. These train sets were assumed to provide service from 5:00 to 7:00 PM and from 9:00 to 11:00 PM proportionately.

**2030 Light Rail Ridership:** Light rail ridership, passenger capacity, and frequency of service was provided by ST for South Link, North Link, and East Link light rail services from 5:00 to 7:00 PM and from 9:00 to 11:00 PM.

#### 2.2.1.3 Sounder Commuter Rail Service

Sounder commuter rail service was not included in this public transportation impact analysis based on the existing schedule; trains leave Seattle approximately every 30 minutes during the evening commuter period or pre-event. Only one train enters Seattle from Everett and two trains from Tacoma (Lakewood stop is not used) during the late evening. The last train south to Lakewood leaves Seattle at 6:15 PM and to Everett at 6:50 PM. Given that there is no return service for post-event, event attendees would need to find alternative modes; therefore, Sounder commuter rail service was not evaluated.

[7] Sound Transit (ST). 2013 Service Implementation Plan. December 20, 2012. Access April 30, 2013 at http://www.soundtransit.org/Documents/pdf/planning/2013_SIP_Final_20130212.pdf

#### 2.2.1.4 Washington State Ferry

The number and type of vessels serving Colman Dock were used to determine the available passenger capacity based on scheduled inbound (eastbound to Seattle) crossings from 5:00 to 7:00 PM and outbound (westbound to destination) crossings from 9:00 to 11:00 PM as follows:

**Seattle-Bainbridge Island (Approximately 35-minute crossing time)**

Outbound (Westbound—leaving Seattle):

- Monday through Friday
    - 9:00 PM – Wenatchee: Max passengers = 2,500; Max vehicles = 202
    - 10:05 PM – Tacoma: Max passengers = 2,500; Max vehicles = 202
    - 10:55 PM – Wenatchee
- Weekends and Holidays
    - 9:00 PM – Tacoma
    - 9:45 PM – Wenatchee
    - 10:40 PM – Tacoma
    - 11:15 PM – Wenatchee

Inbound (Eastbound—leaving Bainbridge Island):

- Monday through Friday
    - 4:35 PM – Wenatchee
    - 5:30 PM – Tacoma
    - 6:30 PM – Wenatchee
    - 7:10 PM – Tacoma
- Weekends and Holidays
    - 4:35 PM – Tacoma
    - 5:30 PM – Wenatchee
    - 6:30 PM – Tacoma
    - 7:10 PM – Wenatchee

**Seattle- Bremerton (Approximately 60-minute crossing time)**

Outbound (Westbound—leaving Seattle):

- Daily
    - 9:05 PM – Kitsap: Max passengers = 1,200; Max vehicles = 124
    - 10:30 PM – Chelan: Max passengers = 1,076; Max vehicles = 124

Inbound (Eastbound—leaving Bremerton)

- Daily

- 5:30 PM – Kitsap
- 6:45 PM – Chelan

The Wenatchee and Tacoma ferries operate on the Seattle to Bainbridge route and can carry a maximum of 2,500 passengers and 202 vehicles. The Kitsap and Chelan ferries operate on the Seattle to Bremerton route and can carry a maximum of 1,200 passengers and 124 vehicles.

Currently, WSF only collects ridership information for westbound (outbound) ferries at Colman Dock. The eastbound (inbound) ridership from 5:00 to 7:00 PM was estimated by assuming westbound passengers leaving from 7:00 to 9:00 AM (2012 counts) would return to Seattle from 5:00 to 7:00 PM. Also, this ridership was increased by ten percent to account for people traveling to Seattle for events not related to the Stadium District. It is anticipated that the passengers driving on the ferry to go to the Arena would be minimal given the cost of driving onto the ferry and parking at the event venue. For this analysis, it was assumed that of the 4 percent of the Arena attendees using the ferry 90 percent of ferry users would be walk-on passengers and the remaining 10 percent would drive their vehicles onto the ferry. Passengers driving were assumed to be either working in the downtown area or traveling to Seattle for a day trip while taking in an Arena event; therefore, parking demand would be encompassed in any background forecasts.

#### 2.2.1.5 Monorail Transit

Discussions with Seattle Center Monorail staff and the existing monorail schedule were used to develop the passenger capacity and existing ridership for inbound trips to Seattle Center area from Westlake from 5:00 to 7:00 PM and the outbound trip to Westlake Center from 9:00 to 11:00 PM. Existing ridership was based on the average number of passengers typically using monorail during an average month (not the peak summer months when ridership can be higher).

#### 2.2.1.6 Streetcar Transit

**Existing Streetcar Ridership:** Existing passenger capacity for the SLU Streetcar was provided by City of Seattle staff and by consulting the existing schedule. Currently, the SLU Streetcar operates from 6:00 AM to 9:00 PM, Monday through Thursday, and 6:00 AM to 11:00 PM on Friday and Saturday. Sunday service is operated from 10:00 AM to 7:00 PM. With the existing service, streetcar would not be available after events from Sunday to Thursday. Each streetcar can accommodate a maximum of 140 passengers. Existing ridership was provided by the City of Seattle, from which the average boarding, alightings, and passenger load for the Terry and Thomas and Westlake and Thomas stations were used. This information did not include detail for weekdays with and without an event at the existing venues.

**2018 Streetcar Ridership:** Operating hours and alignment details for the First Hill Streetcar were taken from the project's website[8] and the Environmental Checklist[9]. Passenger capacity

[8] http://www.seattlestreetcar.org/firsthill.htm

[9] Seattle Department of Transportation. *First Hill Streetcar Environmental Checklist*. September 29, 2010. Accessed

was determined by review of these documents and discussion with City of Seattle staff. Ridership from 5:00 to 7:00 PM and 9:00 to 11:00 PM was estimated from the projected daily ridership developed by ST.[10] The observed July 2012 SLU Streetcar ridership was used as a basis for estimating First Hill Streetcar ridership during the weekday time periods.

**2030 Streetcar Ridership:** ST's ridership forecast, using its regional travel model in the initial planning for project, estimated a daily ridership of 3,000 to 3,500 passengers in 2030.[11] Currently, the SLU Streetcar has an average of 2,225 daily riders and during the peak summer months, ridership can exceed 3,000 weekday riders.[12] The observed July 2012 SLU Streetcar ridership (of approximately 2,500 daily passengers) was used to determine a ridership growth rate. It was calculated that an annual growth rate in ridership of approximately two percent would achieve the projected 2030 ridership of 3,250 passengers on the First Hill Streetcar. Ridership for the SLU Streetcar was also assumed to increase by approximately two percent per year.

### 2.2.2 Affected Environment

Regional public transit providers offer a number of ways for people to access the Stadium District including bus, light rail, commuter rail and ferry as illustrated on Figure 2–5.

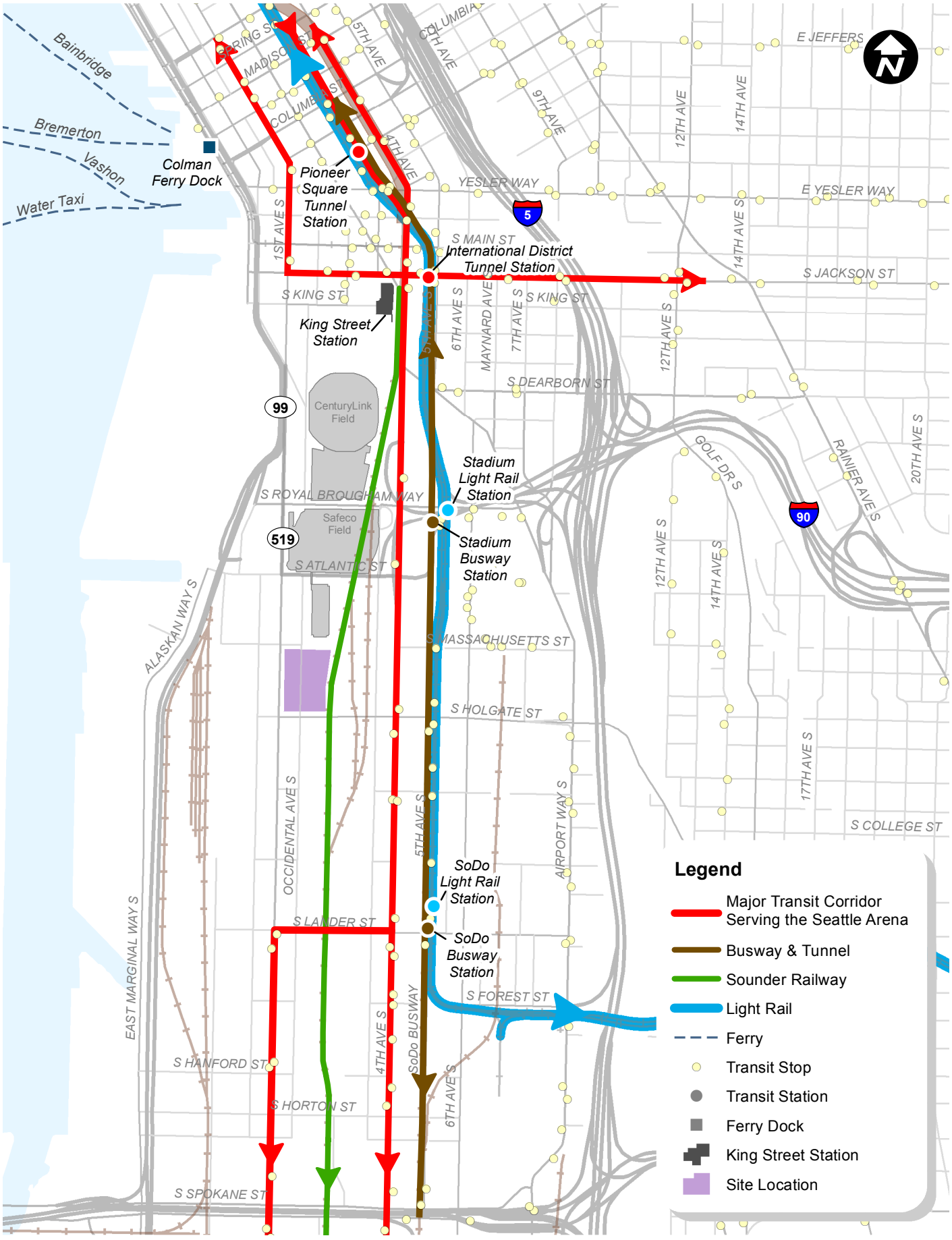
The capacity of these transit services to transport people to and from the Stadium District varies by day (weekday or weekend service) and by the time of day (peak commuter period, evening services, etc.). This section summarizes the total passenger transit ridership and available passenger capacity to and from the Stadium District during a weekday evening; this includes inbound to downtown Seattle transit service from 5:00 to 7:00 PM and outbound from downtown Seattle transit service from 9:00 to 11:00 PM. The total and available passenger capacities for an average weekday on all available transit services are illustrated on Figure 2–6 and Figure 2–7.

April 20, 2013 at
http://www.seattlestreetcar.org/about/docs/sepa/First%20Hill%20Streetcar%20SEPA%20Checklist.pdf

[10] Sound Transit (ST). *First Hill Transit Connector Alternatives Summary Report*. April 17, 2007. Accessed April 20, 2013 at http://www.soundtransit.org/Documents/pdf/projects/link/north/FHTransitAltsRpt2007-04-17.pdf

[11] Sound Transit (ST). First Hill Transit Connector Alternatives Summary Report. April 17, 2007. Accessed April 20, 2013 at http://www.soundtransit.org/Documents/pdf/projects/link/north/FHTransitAltsRpt2007-04-17.pdf

[12] Seattle Streetcar website. FAQ About the Seattle Streetcar. Accessed April 20, 2013 at http://www.seattlestreetcar.org/faq.htm



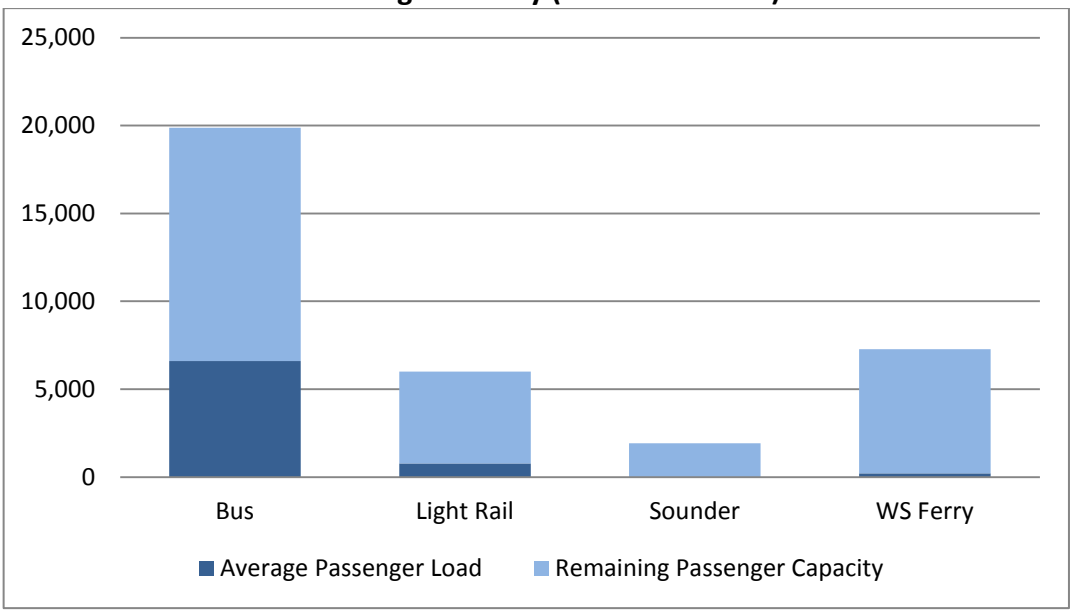

# Stadium District Transit Facilities and Corridors

FIGURE **2-5**

*Seattle Arena*

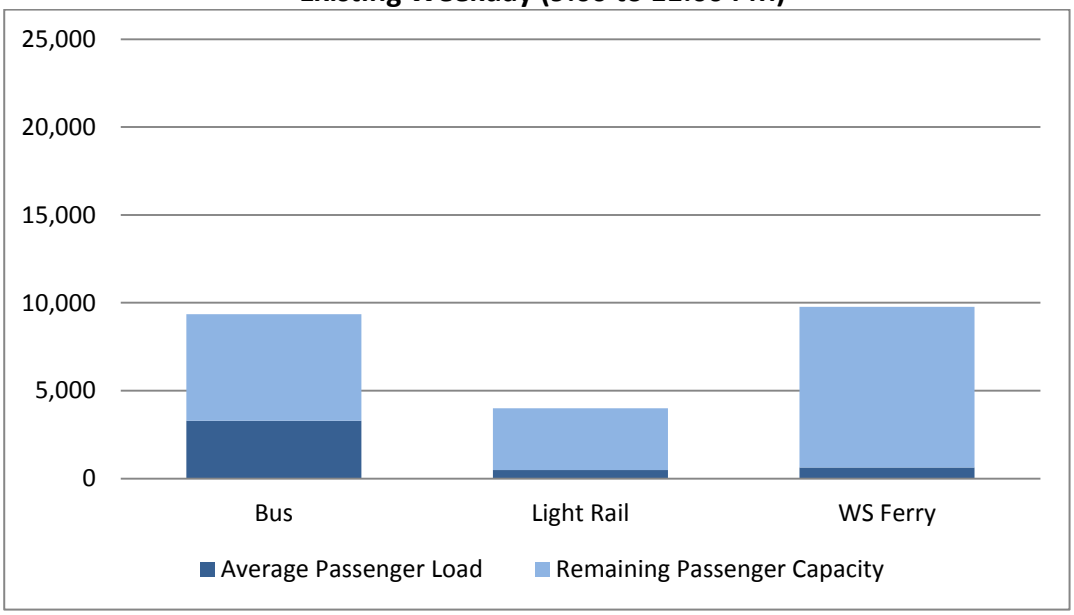
transpoGROUP

**Figure 2–6 Stadium District Transit Passengers Inbound – Existing Weekday (5:00 to 7:00 PM)**




Note: Remaining passenger capacity was not available for ST Sounder and King County Passenger Ferry service capacity was not included.

**Figure 2–7 Stadium District Transit Passengers Outbound – Existing Weekday (9:00 to 11:00 PM)**




Note: Remaining passenger capacity was not available for ST Sounder and King County Passenger Ferry service capacity was not included.

#### 2.2.2.1 Bus Transit

Bus transit for the Stadium District is concentrated along SR 99 / Alaskan Way, 1st Avenue S., S. Jackson St., 4th Avenue S., SoDo Busway (5th Avenue S.), 6th Avenue S., and the International District Station (see Figure 2–5). Bus service to the Stadium District is currently provided by King County Metro Transit and ST. The primary bus stops serving the Stadium District are located on 4th Avenue S. and 5th Avenue S., near S. Royal Brougham Way and S. Lander Street.

The number of buses in service on routes through the Stadium District during the peak weekday afternoon commuter period is higher leaving the downtown Seattle core than entering. The number of buses in service in the late evening is less than the weekday afternoon commuter period. Bus headways, the time between buses at a bus stop, are shorter during peak weekday afternoon commuter periods (10 to 30 minutes) compared to late evening and weekend service (30 to 60 minutes).

Bus Ridership

Existing bus ridership was provided by King County Metro Transit and ST for buses serving the Stadium District that travel to downtown Seattle from 5:00 to 7:00 PM and out of downtown Seattle from 9:00 to 11:00 PM. The available bus service was grouped into six service zones or corridors for analysis based on the distribution of service in the region:

- Zone 1: Magnolia, Ballard and Fremont area of Seattle
- Zone 2: Along SR 99, I-5, and SR 520, and areas to the north and northeast
- Zone 3: Bellevue, Issaquah, and I-90 to the east
- Zone 4: Southeast Seattle, Tukwila, and Renton
- Zone 5: South on I-5, Federal Way, Burien, and areas to the south
- Zone 6: West Seattle

Bus transit provides almost double the passenger capacity for bringing people to an event from 5:00 to 7:00 PM (see Figure 2–8) compared to leaving an event from 9:00 to 11:00 PM (see Figure 2–9). The amount of bus passenger capacity varies to the different areas of King County; there is more bus service along SR 99, I-5, and SR 520 compared to other service centers for buses operating through the SoDo area. The occupancy rate for these buses, which is the total number of passengers on buses through the Stadium District divided by the total passenger capacity of those buses, is approximately 33 percent for inbound (5:00 to 7:00 PM) service and 35 percent for outbound (9:00 to 11:00 PM) service. This means that approximately 6,600 people were traveling to the Stadium District and 3,300 people were traveling away from the Stadium District to areas served by the selected King County Metro Transit and ST routes. The remaining capacity on all buses could accommodate approximately 13,300 passengers inbound and 6,000 outbound during these time frames. During peak commute periods and event days, specific buses and routes within the six zones experience higher ridership and overcrowding.

**Figure 2–8 Stadium District Bus Passengers Inbound – Existing Weekday (5:00 to 7:00 PM)**

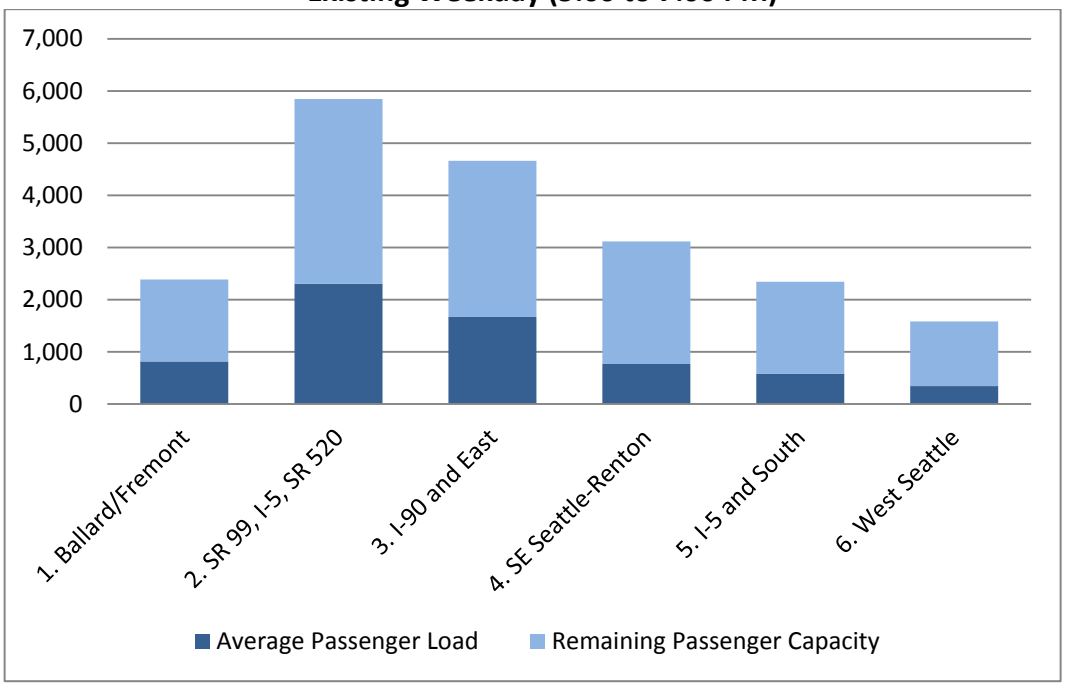
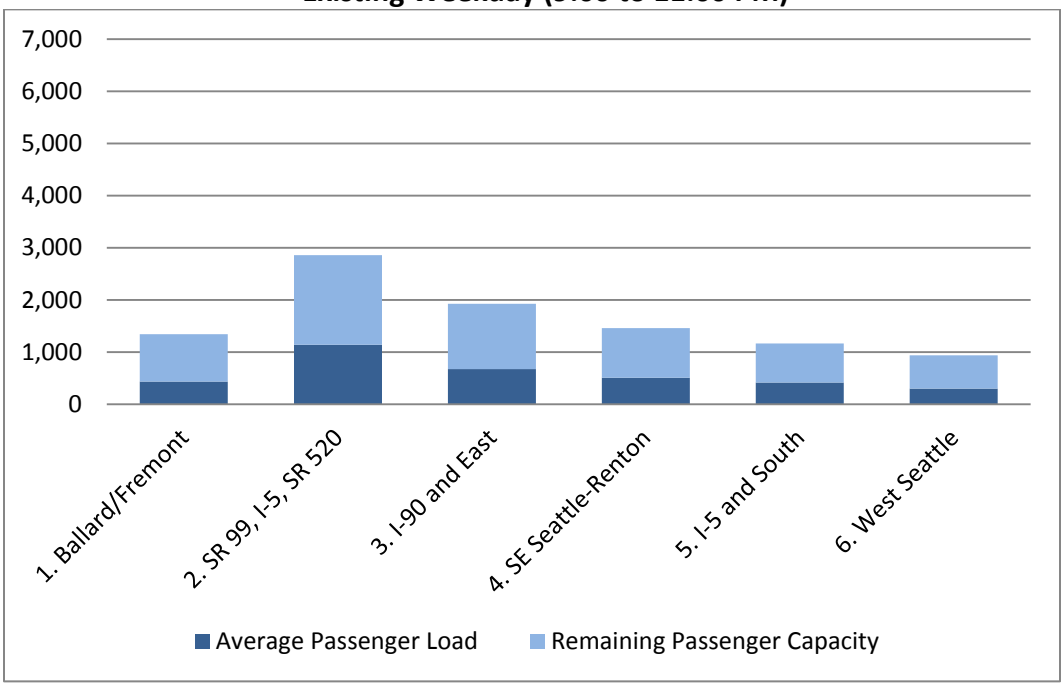



**Figure 2–9 Stadium District Bus Passengers Outbound – Existing Weekday (9:00 to 11:00 PM)**



Compared to weekdays, bus service (passenger capacity) is reduced by approximately 30 percent from 5:00 to 7:00 PM on weekends and approximately 10 percent from 9:00 to 11:00 PM (for combined King County Metro Transit and ST service). Based on King County Metro Transit ridership, the average number of passengers is approximately 25 percent less on weekends from 5:00 to 7:00 PM compared to weekdays and 5 percent less from 9:00 to 11:00 PM.

**Speed and Reliability**. As discussed in the methodology, on-time performance information was provided by King County Metro Transit for routes serving the Stadium District, including some ST routes (routes 522, 545, and 550). King County Metro Transit and ST bus service to downtown Seattle from 5:00 to 7:00 PM were on-time approximately 75 percent of the time. This indicates that buses were no more than 1 minute early to no more than 5 minutes late 75 percent of the time. Buses leaving downtown Seattle from 9:00 to 11:00 PM were on-time approximately 77 percent for King County Metro Transit and 81 percent for ST.

The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Stadium District. The traffic operations impact analysis of this report provides a detailed evaluation of four key routes within the Stadium District including 4th Avenue S., which has bus service. The corridor travel time evaluation for existing weekday PM peak hour non-event and event conditions shows that increases in travel time as a result of an event are minimal with travel time differences of 30 seconds or less.

**Other Service Information.** King County Metro Transit has previously provided special service for sporting events such as Seahawks weekend games and Sounder FC games. This special service is paid for by the sports teams (Mariners, Sounders FC, and Seahawks). Special park-and-ride services were provided between Northgate Transit Center, South Kirkland Park-and-ride, and the Eastgate Park-and-ride for Seahawks games — this special service has not been provided for weekday games. For Sounders FC games, the special bus service was cancelled in May 2012 due to low demand. Instead of the special park-and-ride service, extra coaches were added on regular King County Metro Transit service to downtown Seattle, as needed, to accommodate Sounders FC fans (source: King County Metro Transit website).

The effects of the passing of Proposition 1, which provides the funding needed to maintain current levels of bus service in the City of Seattle through 2020, were not taken into account in this analysis for reasons documented in the methodology section.

Some of the bus service on the Alaskan Way Viaduct is currently subsidized by mitigation funding from WSDOT, which expires in 2015. An extension of the funding is being considered by the Washington State Legislature. If not renewed, this could reduce the capacity on the routes currently providing service to SoDo.

ST provides additional bus service as necessary to accommodate passenger loads to special events. Prior to events, an assessment of extra service is determined based on ticket sales for the event.

#### 2.2.2.2 Light Rail

ST currently provides light rail service from downtown Seattle to the Seattle-Tacoma International (Sea-Tac) Airport via the Central Link light rail. The nearest light rail stations serving the Stadium District are located along the SoDo Busway (5th Avenue S.) at S. Royal Brougham Way (Stadium Station) and Lander Street (SoDo Station). Light rail service provides riders with a reliable and uncongested trip into and out of Seattle because routes are entirely within dedicated right-of-ways.

Light rail service currently operates with two car trains per trip; each train was assumed to have a capacity of approximately 200 people. Headways, the times between trains at a station, for inbound service (to downtown Seattle) are 7.5 minutes from 5:00 PM to 6:30 PM and 10 minutes from 6:30 PM to 7:00 PM. Outbound service operates on 10-minute headways from 9:00 PM to 10:00 PM and 15-minute headways from 10:00 PM to the end of service, which is approximately 1:00 AM on weekdays. Weekday light rail service (passenger capacity) is reduced by approximately 20 percent from 5:00 to 7:00 PM on weekends and does not change from 9:00 to 11:00 PM.

Light Rail Ridership

As illustrated on Figure 2–6 and Figure 2–7, light rail provides a total capacity for approximately 6,000 passengers traveling inbound to the Stadium District from 5:00 to 7:00 PM and 4,000 passengers outbound from 9:00 to 11:00 PM. During Spring 2012 service, trains had an average maximum load of approximately 50 passengers; approximately 770 passengers were traveling inbound and 480 outbound from downtown Seattle. This represents average maximum passenger loads of less than 30 percent on each train. Total train maximum passenger capacity is approximately 400 people for two car train sets.

#### 2.2.2.3 Sounder Commuter Rail Service

ST's Sounder commuter rail service provides service between Lakewood and Seattle with additional stops in Tacoma, Puyallup, Sumner, Auburn, Kent, and Tukwila and between Everett and Seattle with intermediate stops in Mukilteo and Edmonds. The Seattle stop is located at King Street Station. Sounder currently has only regular weekday morning and afternoon service. Trains enter Seattle approximately every 30 minutes during morning commuter periods, from 6:00 to 8:00 AM, and leave approximately every 30 minutes during the evening commuter period. Only one train enters Seattle from Everett and two trains from Tacoma (Lakewood stop is not used) during the late evening. The last weekday train south to Lakewood leaves Seattle at 6:15 PM and to Everett at 6:50 PM. There is no regularly scheduled weekend commuter rail service.

Sounder Commuter Rail Ridership

Only one train provides service to downtown Seattle from Lakewood during the 5:00 to 7:00 PM timeframe. This provides capacity for more than 1,900 passengers. Specific ridership information was not available at this time.

Other Service Information

Currently, ST provides scheduled special Sounder service to sporting events for the Mariners and Sounder FC games. One train from Lakewood to Seattle and one train from Everett to Seattle are provided for select weekend and holiday games for the Mariners and select weekend games for the Sounder FC. Trains depart Seattle 35 minutes after the end of the event, providing capacity for approximately 1,900 people to Lakewood and 1,100 people to Everett.

As discussed previously, Sounder commuter rail was not assumed as part of the Arena analysis because of no outbound service is provided or planned in the evening and event attendees would be required to use another mode to leave the Stadium District.

#### 2.2.2.4 Washington State Ferries Transit

Washington State Ferries (WSF) provides ferry service to Seattle at Colman Dock, located near Alaskan Way and Yesler Way. Colman Dock is approximately one-mile north of the Stadium District site. Ferries to / from Seattle serve Bainbridge Island and Bremerton. The ferries have arrivals and departures scheduled throughout the day with headways of approximately 60 minutes for Bainbridge Island service and approximately 75 minutes for Bremerton service. Ferries serving both of these routes are some of the largest ferries in WSF's fleet, providing combined vehicle and passenger service. According to WSF's website, these ferries are capable of transporting 2,500 passengers per trip, in addition to vehicles. Weekend ferry service (passenger capacity) increases by approximately ten percent over weekday ferry service.

Ferry Ridership

As illustrated on Figure 2–6 and Figure 2–7, WSF Colman Dock service provides a total capacity for approximately 7,300 passengers traveling inbound to the Stadium District from 5:00 to 7:00 PM and 9,800 passengers outbound from 9:00 to 11:00 PM. Based on the assumptions described in the methodology section, an average inbound passenger load of approximately 210 passengers is estimated. During May 2012 service, ferries had an average load of approximately 640 passengers traveling outbound from 9:00 to 11:00 PM.

#### 2.2.2.5 Passenger Ferry Transit

The King County Ferry District provides passenger-only ferry service between Seattle at Pier 50, and West Seattle and Vashon Island. Ferry departures and arrivals to Pier 50 for the West Seattle route operate on 30-to 60-minute headways, depending on the time of day. Typically, this route stops service at 7:00 PM with no weekend service, but for the summer-fall schedule (April-October), Fridays, Saturdays, and evening events for Mariners, Sounders FC and Seahawks, ferry service is extended to 10:30 PM with 60-minute headways. Passenger-only service between Pier 50 and Vashon Island operates on weekdays only with 60-minute headways.

These vessels have capacity for 170 passengers and 18 bicycles. The West Seattle route provides only two return sailings after sporting events, transporting a total of approximately

340 passengers. The Vashon Island route does not provide return service for sporting events. Ridership information was not available at this time. King County passenger ferries were not assumed to be used by event attendees because of limited service frequency during the winter months.

### 2.2.3 Impacts of No Action Alternative

This section describes the impacts of the No Action Alternatives for analysis years 2018 and 2030. Future weekend and weekday service characteristics were assumed to be similar to existing conditions.

#### 2.2.3.1 Year 2018

The Waterfront Seattle project will provide a pair of bus stops for the SR 99 / Alaskan Way route closer to the Stadium District. Although the exact placement of these bus stops has not been determined, they will likely provide a shorter walking distance or eliminate the need to transfer to another transit mode for people accessing the Stadium District. This is because the current routing is along the Alaskan Way Viaduct and has stops along Columbia Street or Seneca Street depending on direction of travel. No change in passenger capacity is assumed. The anticipated completion date for the Waterfront Seattle Project has been delayed to the year 2020, but the improvements were assumed to be in place in the analysis.

The new fleet of King County Metro Transit trolleybuses are anticipated to reduce bus loading / unloading times at bus stops, but are not assumed to impact transit passenger demand or capacity. SR-520 will have a new West Approach Bridge North in 2016 which will add a third westbound lane and bike-pedestrian facilities across Lake Washington.

ST is scheduled to complete the U-Link light rail extension and add a new station south of Sea-Tac Airport on the Central Link alignment, which would extend service. Light rail capacity would be expanded with the addition of up to four three-car trains. Also, the First Hill Streetcar is schedule to be completed in late 2015; this would provide a station near 1st Avenue S. and S. Jackson Street north of the Stadium District. First Hill Streetcar hours of operation and headways between streetcars were assumed to be similar to the existing SLU Streetcar operations. This would add streetcar service to the Stadium District. No other passenger capacity changes were assumed.

Bus Transit

As described in the methodology, the number of bus riders was anticipated to increase by approximately two percent per year and headways were assumed to remain unchanged. Bus transit passenger loads would increase by approximately 3,060 inbound passengers and 2,700 outbound passengers for the No Action Case S3 compared to existing conditions. The increase in passengers would be slightly less for the No Action Case S1 and Case S2.

As illustrated on Figure 2–10 and Figure 2–11, the total passenger load for No Action Case S3 (i.e., Mariners and CenturyLink Event) could be accommodated with assumed bus service levels for all service zones. Because this scenario has the highest assumed passenger demand, the No

Action Case S1 and Case S2 could also be accommodated. Similar to existing conditions, some bus routes would experience higher levels of passenger ridership and potentially overcrowding.

**Figure 2–10 Stadium District Bus Transit Inbound - 2018 No Action Case S3**

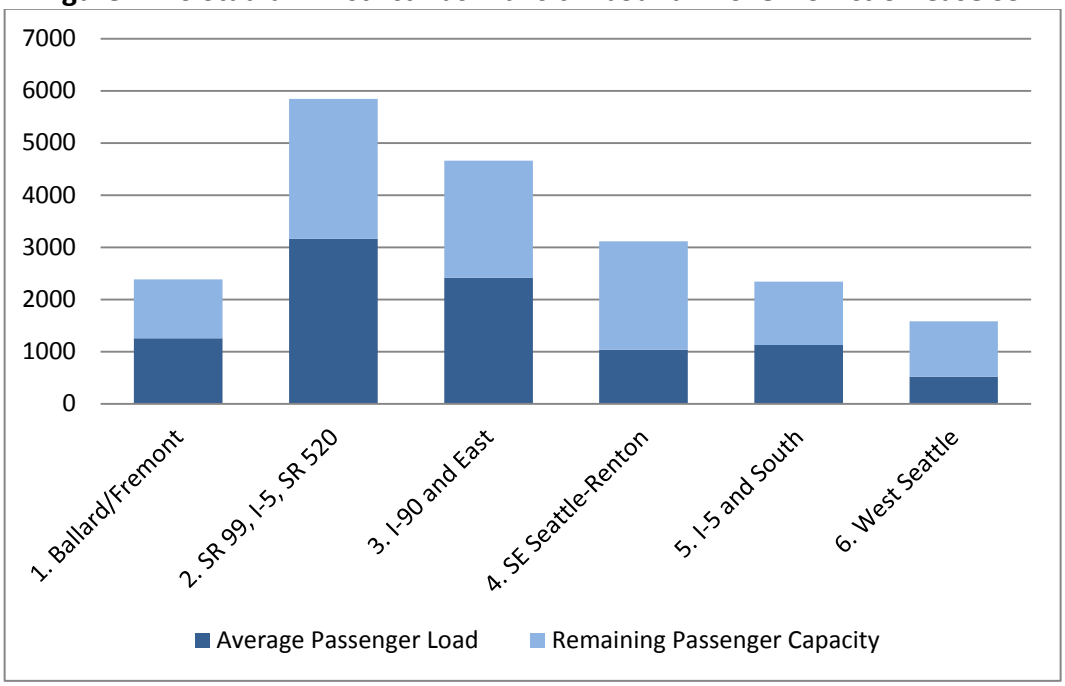
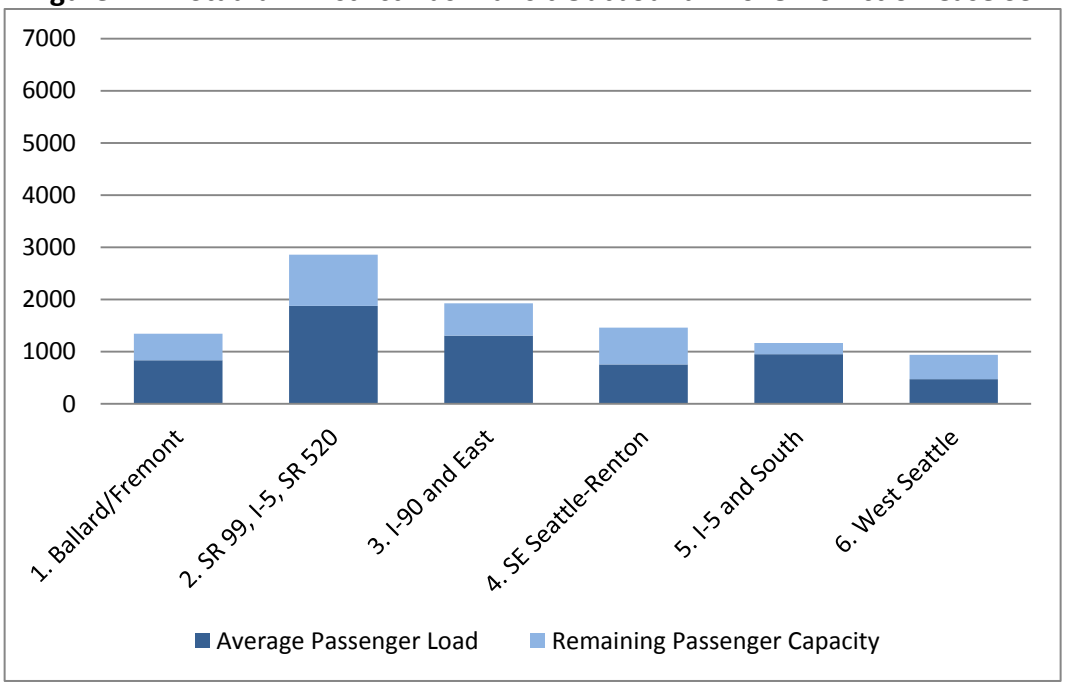



**Figure 2–11 Stadium District Bus Transit Outbound - 2018 No Action Case S3**



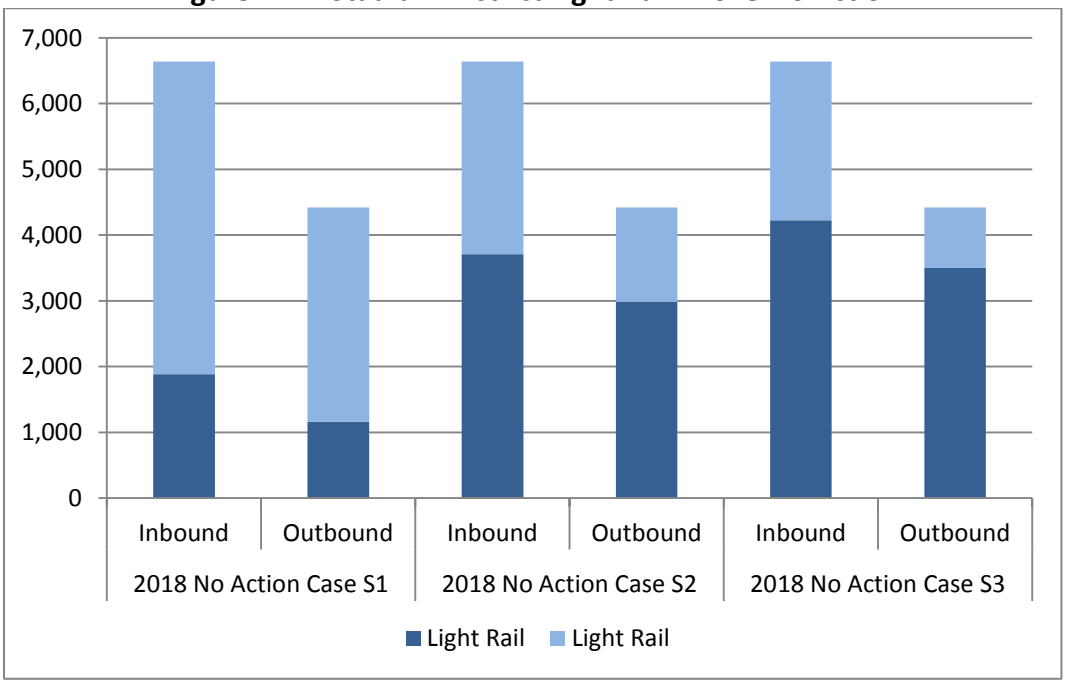
The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Stadium District (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations section of this report, travel times under 2018 conditions noticeably increase from existing conditions and further increase with the addition of event traffic, compared to existing conditions (see Section 2.6 Traffic Operations Table 2-19).

Light Rail

As described in the methodology section, ST estimates light rail ridership will increase approximately 350 percent, or 19.5 percent annually from the year 2013 to 2018. This is largely associated with 2016 completion of U-Link extension and two new stations on the Central Link light rail alignment. ST would also operate fifteen two car train sets and four three car train sets during peak service.

Headways were assumed to remain at 7.5 to 10 minutes from 5:00 to 7:00 PM and 10 to 15 minutes from 9:00 to 11:00 PM. Light rail passenger loads would increase by approximately 3,455 inbound passengers and 3,025 outbound passengers for No Action Case S3 compared to existing conditions. The increase in passengers would be slightly less for the No Action Case S1 and Case S2. As illustrated on Figure 2–12, the total passenger load for these scenarios could be accommodated with assumed light rail service levels.

**Figure 2–12 Stadium District Light Rail - 2018 No Action**



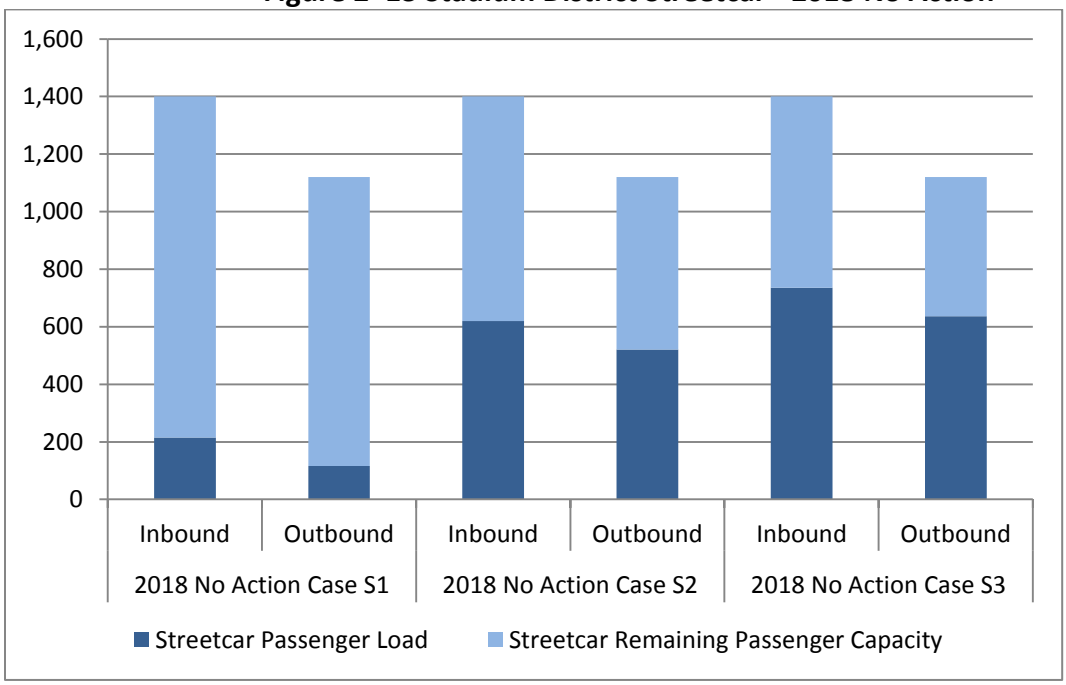

Streetcar Transit

The First Hill Streetcar would provide new service to the Stadium District, and could accommodate over 1,100 passengers from 5:00 to 7:00 PM and 9:00 to 11:00 PM. This would

provide a new station near 1st Avenue S. and S. Jackson Street, north of the Stadium District. The First Hill Streetcar is anticipated to operate on 10-minute headways during the peak period and 10-to 15-minute headways during off-peak periods[13]. It is likely the peak period extends into the 5:00 to 7:00 PM time frame, but 15-minute headways, similar to the existing SLU Streetcar operations, were assumed.

Streetcar passenger loads would increase by approximately 735 inbound passengers and 635 outbound passengers for No Action Case S3 compared to existing conditions. The increase in passengers would be slightly less for the No Action Case S1 and Case S2. As illustrated on Figure 2–13, the total passenger load for these scenarios could be accommodated with assumed light rail service levels.

**Figure 2–13 Stadium District Streetcar - 2018 No Action**

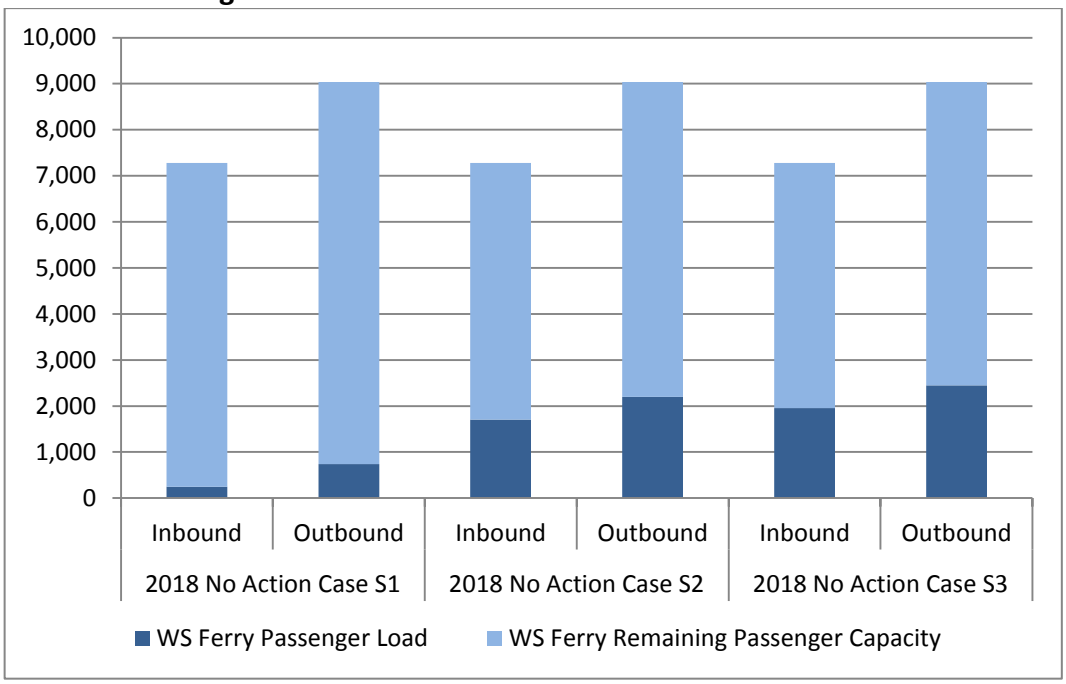



Washington State Ferry Service

No change in the number of WSF vessels serving Colman Dock was assumed from the year 2013 to 2018. The number of walk-on passengers was anticipated to increase by approximately three percent annually from 2013 to 2018. WSF passenger loads would increase by approximately 1,745 inbound passengers and 1,810 outbound passengers for the No Action Case S3 compared to existing conditions. The increase in passengers would be the same for the No Action Case S2 and less for the No Action Case S1. As illustrated on Figure 2–14, the total passenger load for these scenarios could be accommodated with assumed WSF service levels.

[13] Seattle Department of Transportation. *First Hill Streetcar Environmental Checklist*. September 29, 2010. Accessed April 20, 2013 at http://www.seattlestreetcar.org/about/docs/sepa/First%20Hill%20Streetcar%20SEPA%20Checklist.pdf

**Figure 2–14 Stadium District WSF - 2018 No Action**




### 2.2.3.2 Year 2030

By 2030, ST is anticipated to expand light rail service connecting Central Link light rail to downtown Seattle and the eastside communities of Bellevue and Redmond (Overlake) and the Lynnwood Link light rail Extension would extend light rail service north from the University of Washington (UW) in Seattle to the City of Lynnwood. South Link light rail would be extended one additional station to Kent / Des Moines in the vicinity of Highline Community College. This expanded light rail service could result in a reduction in available bus transit capacity in some of the service zones, but King County Metro Transit would redeploy these transit service hours to other parts of the region. Overall transit passenger capacity would increase by 2030.

For all other transit modes (i.e., bus, streetcar, ferry), no change in passenger capacity (service levels) was assumed because of the uncertainty of transit funding.

Bus Transit

The number of people who would use bus service was anticipated to increase by approximately two percent annually to year 2030. Headways were assumed to remain unchanged.

With the addition of ST Link Light Rail service, this analysis assumed that some transit service hours would be redeployed for buses serving areas along I-5 to the north (Zone 2: Routes 41, 71, 72, 73, 510 and 511) and I-90 to the east (Zone 3: Route 550), to other locations in the transit network not served by Link light rail. This would result in a reduction in passenger capacity of approximately 3,520 inbound to downtown Seattle and 1,940 out of downtown

Seattle. It was assumed that the redeployed service would not be allocated to bus routes serving the SoDo area.

Bus transit passenger loads would increase by approximately 4,310 inbound passengers and 2,910 outbound passengers for the No Action Case S3 (slightly less for No Action Cases S1 and S2) compared to existing conditions. As illustrated on Figure 2–15 and Figure 2–16, The total passenger demand could be accommodated with assumed bus service levels for all zones. This analysis includes the assumed redeployment of bus service hours for routes that are redundant and would be discontinued with light rail service extensions to the north. If the redeployment of bus service hours does not occur, then projected passenger demands could be accommodated under all No Action scenarios.

**Figure 2–15 Stadium District Bus Transit Inbound – 2030 No Action Case S3**

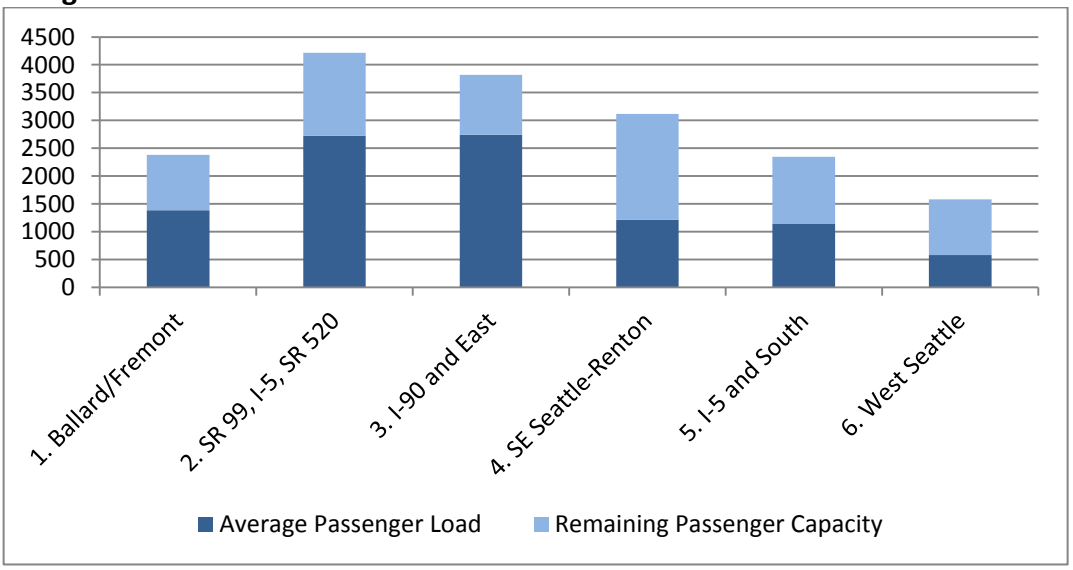
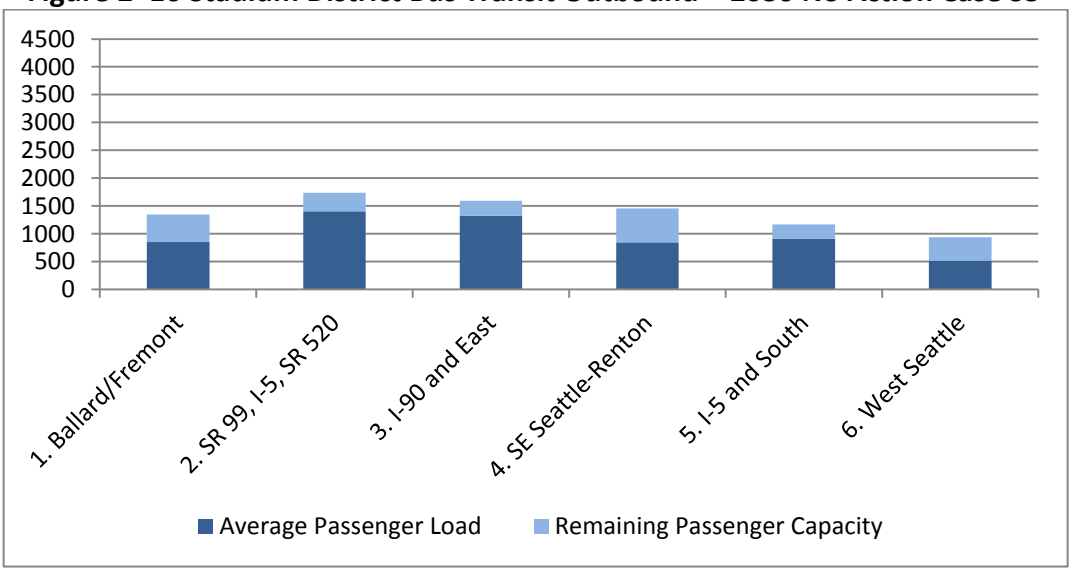



**Figure 2–16 Stadium District Bus Transit Outbound – 2030 No Action Case S3**



Due to the redeployment of bus service, it was assumed some bus riders would transfer to other bus routes and / or light rail, which provides connections similar to current bus routes (such as downtown). Complimentary light rail service has the available passenger capacity (approximately 20,000 inbound and 16,500 outbound) to serve these event attendees. This could place additional demand on park-and-ride lots in north Seattle, Shoreline, Mountlake Terrace, and Lynnwood and increase passenger loads on buses connecting to light rail stations.

The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Stadium District (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations section of this report, travel times under 2030 conditions are generally similar to 2018 conditions with some improvement as a result of decreased in vehicular traffic and increases in transit use (see Section 2.6 Traffic Operations Table 2-20).

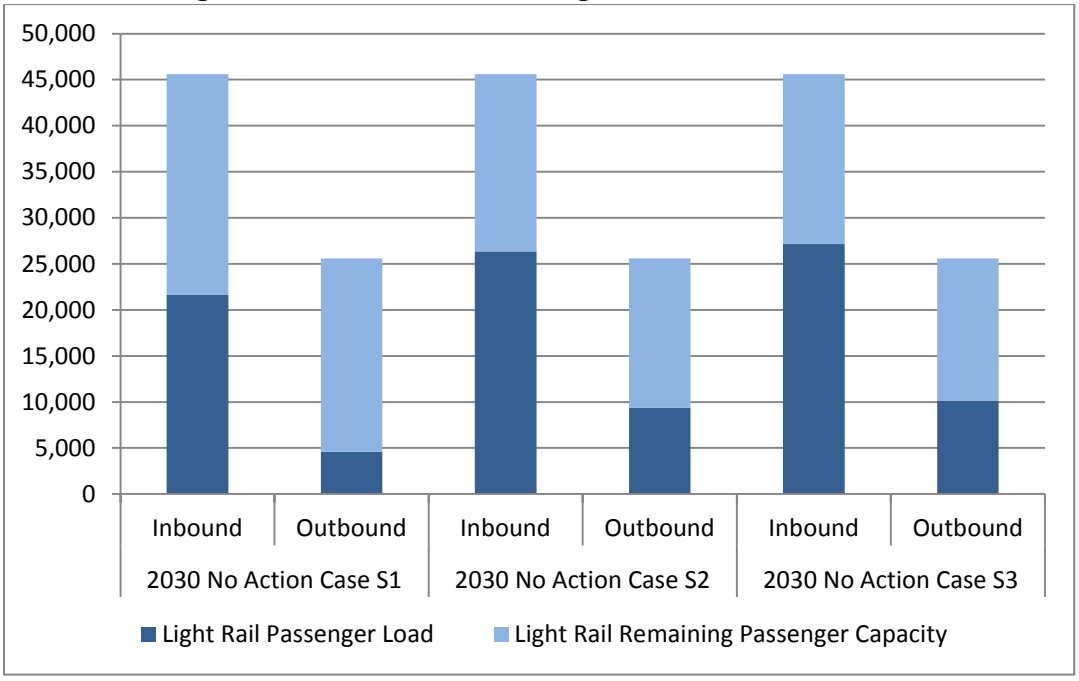
Light Rail

The project future ridership and system operations information for the new North Link Extension, Central Link, and East Link Light Rail was provided by ST. Headways change in the future with the addition of North Link Extension and East Link. North Link Extension trains would operate with 4-minute headways from 5:00 PM to 6:30 PM and 7.5-minute headways from 6:30 PM to 7:00 PM. The North Link trains split service in downtown Seattle to travel east for East Link service or south for Central Link service; headways are 8 minutes for East Link and Central Link service from 5:00 PM to 6:30 PM and 15 minutes from 6:30 to 7:00 PM. From 9:00 to 11:00 PM, North Link Extension would operate with 7.5-minute headways and East Link and Central Link would operate with 15-minute headways. Each train would consist of four cars. In 2021, 6-minute headways are planned.

Light rail passenger loads would increase by approximately 26,380 inbound passengers and 9,670 outbound passengers for the No Action Case S3 compared to existing conditions. The increase in passengers would be slightly less for the No Action Case S1 and Case S2. More than half of the inbound ridership from 5:00 to 7:00 PM would be on the North Link Extension. Ridership estimates predict that trains would be near capacity through downtown; however, trains would not yet reach maximum load capacity. Many of the passengers boarding in downtown would be connecting to commuter rail at King Street Station. Similar to passenger loads from 5:00 to 7:00 PM, approximately half of the outbound ridership from 9:00 to 11:00 PM would be on North Link.

As illustrated on Figure 2–17, light rail passenger loads for 2030 No Action Cases could be accommodated with assumed light rail service levels.

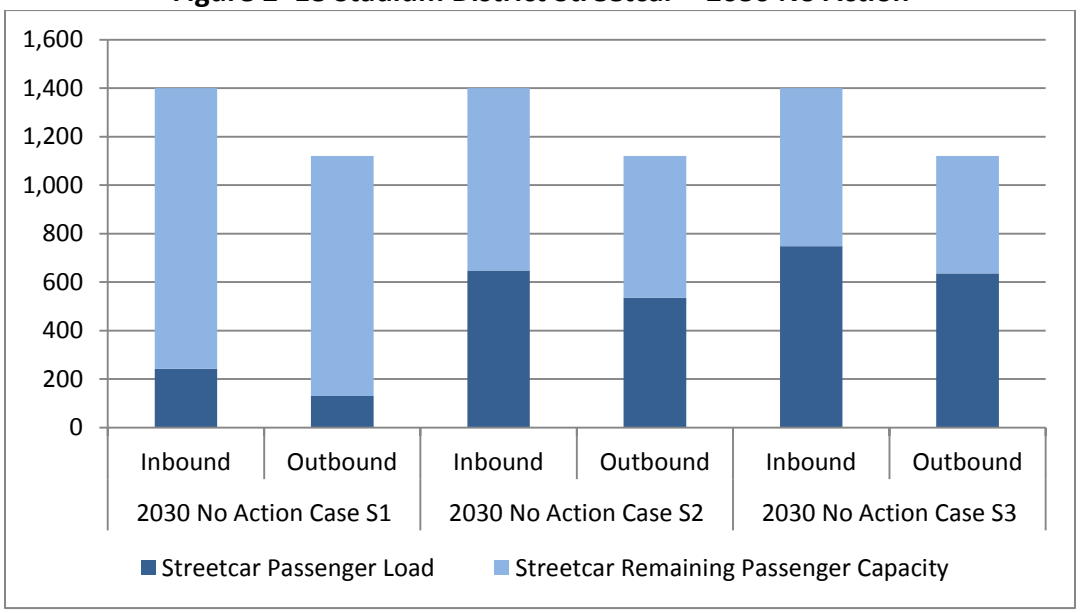
**Figure 2–17 Stadium District Light Rail – 2030 No Action**




Streetcar Transit

The number of people who would use streetcar transit was anticipated to increase by approximately two percent annually to the year 2030. Headways were assumed to remain unchanged. Streetcar passenger loads would increase by approximately 750 inbound passengers and 635 outbound passengers for the No Action Case S3 compared to existing conditions. The passenger loads would be slightly less for the No Action Case S1 and Case S2. As illustrated on Figure 2–18, the total passenger load for these scenarios could be accommodated with assumed streetcar service levels.

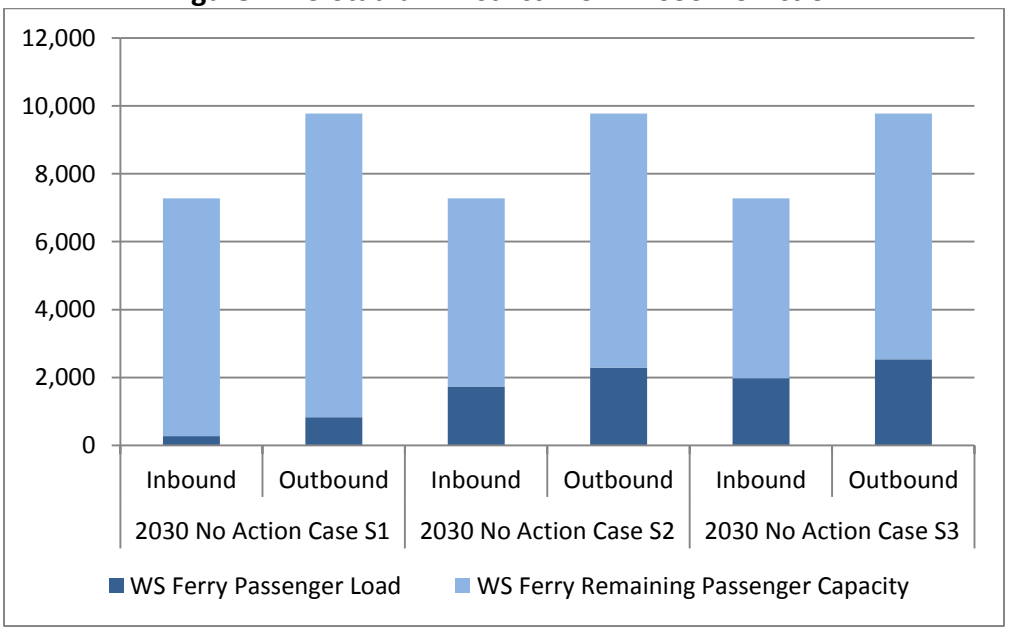
**Figure 2–18 Stadium District Streetcar – 2030 No Action**




Washington State Ferry Service

The number of people who would use ferry was anticipated to increase by approximately three percent annually to the year 2030. No change in the number of WSF vessels serving Colman Dock was assumed from the year 2018 to 2030. WSF passenger loads would increase by approximately 1,775 inbound passengers and 1,905 outbound passengers for No Action Case S3 compared to existing conditions. The increase in passengers would be the same for Case S2 and less for Case S1. As illustrated on Figure 2–19, the total passenger load for these scenarios could be accommodated with assumed WSF service levels.

**Figure 2–19 Stadium District WSF – 2030 No Action**



### 2.2.4 Impacts of Alternative 2

Construction of Alternative 2 could result in some increase in ridership as a result of construction workers traveling to and from the site. It is anticipated that public transportation impacts related to construction would be less than a 20,000-seat event at the Seattle Arena. In addition, construction related activities could impact nearby transit routes and stops as well as pedestrian accessibility to these facilities. A construction management plan could be prepared and impacts to transit could be coordinated with the transit agency in advance and appropriate relocation and signage provided.

The following section describes the impacts of the Alternative 2 event cases 2018 and 2030.

#### 2.2.4.1 Year 2018

Approximately 12 percent of Arena event attendees were estimated to use transit to travel to and from events. The travel forecasts were developed based on review of the TMPs for CenturyLink Field and Safeco Field, which included information on how event attendees currently travel events; a review of what facilities in other cities generally experience in terms of how event attendees travel to events; and an evaluation of the available passenger capacity on all transit serving the Stadium District. The analysis assumes a fully-attended event, with approximately 2,320 event attendees arriving by bus, light rail, streetcar, or ferry. Approximately 80 event attendees would be ferry passengers who take their vehicle on the ferry and could arrive outside the analysis period such as during the morning commute period as they take ferry to work and then attend an Arena event in the evening. As such, they are included in the No Action condition for parking and are not additive to the impact of the project. Transit service provided in the study area is assumed consistent with No Action conditions.

Bus Transit

It was estimated that approximately 28 percent of event attendees on transit would use existing bus service to the Proposed Arena. This would add approximately 640 bus passengers traveling to and from the Stadium District for the Proposed Action Case S2 and Case S3 event scenarios.

As illustrated on Figure 2–20 and Figure 2–21, Alternative 2 Case S3 could be accommodated with assumed bus service levels. Because this scenario has the highest assumed passenger demand, the Alternative 2 Case S1 and S2 could also be accommodated. Similar to existing conditions, some bus routes would experience higher levels of passenger ridership and potentially overcrowding. Also, park-and-ride lots served by transit to the Stadium District would likely experience increased use during events.

**Figure 2–20 Stadium District Bus Transit Inbound – 2018 Alternative 2 Case S3**

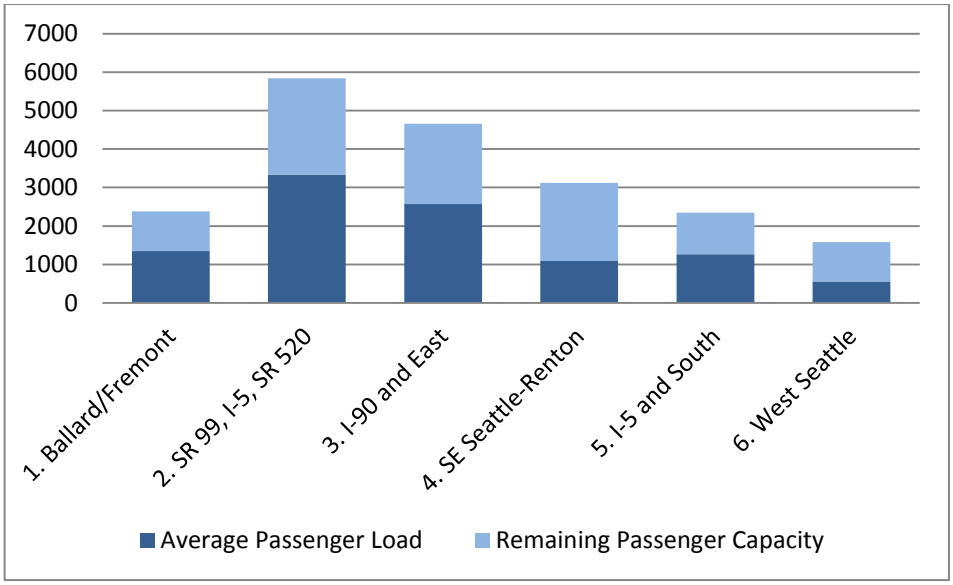
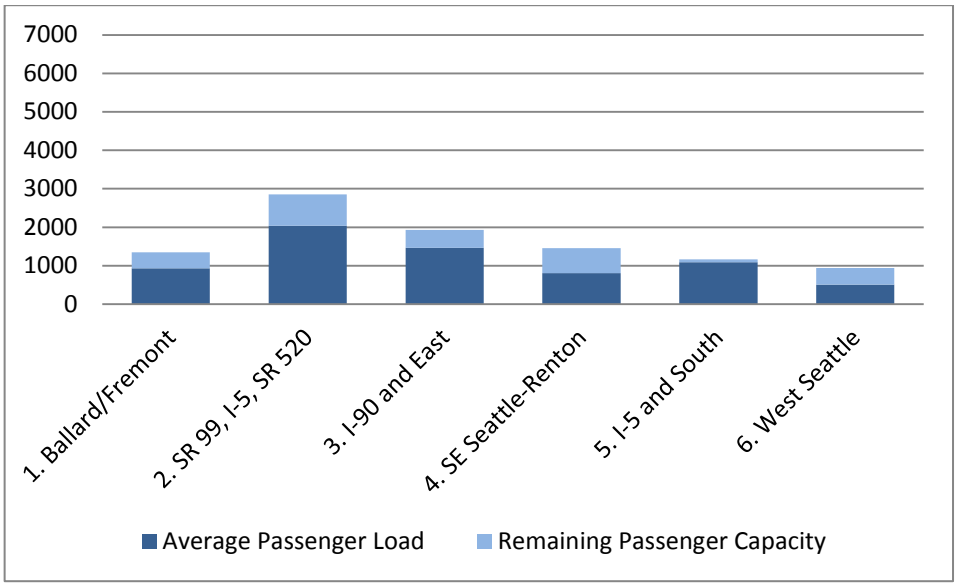



**Figure 2–21 Stadium District Bus Transit Outbound – 2018 Alternative 2 Case S3**

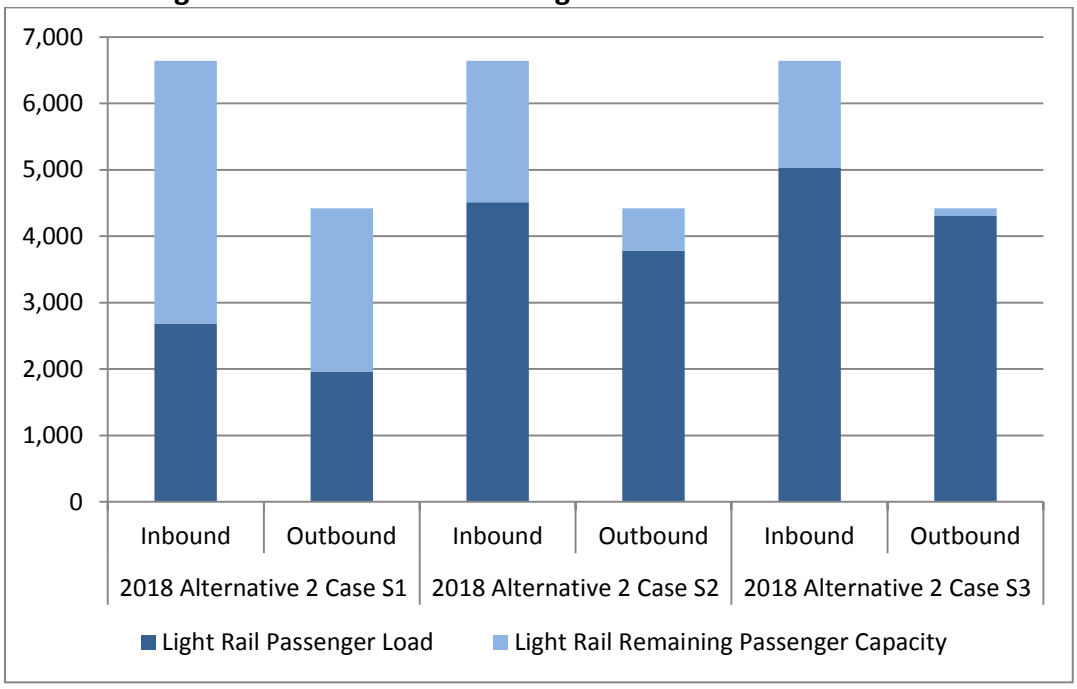



The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Stadium District (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations analysis for Alternative 2, travel times increase with the addition of Arena event traffic as compared to No Action conditions and generally the direction of travel for each route that serves vehicle arrivals for the Arena event experiences the greatest travel time increase while the opposing direction experiences a lesser increase. In addition, travel times are estimated to see large increases with multiple concurrent events (i.e., Alternative 2 Cases S2 and S3). Additional detail related to corridor travel times is provided in Section 2.6 Traffic Operations Table 2-25.

Light Rail

It was estimated that approximately 34 percent of event attendees on transit would use existing and planned light rail service to the Proposed Arena. This would add approximately 800 light rail passengers traveling to and from the Stadium District on Central and North Link for Alternative 2 Case S2 and S3. As illustrated on Figure 2–22, all 2018 Alternative 2 Cases could be accommodated with assumed light rail service levels. The available passenger capacity assumed fifteen two car train sets and four three car train sets during peak service. The existing Tukwila and planned Angle Lake park-and-ride lots, the only public park-and-ride lots served by the light rail to the Stadium District, are likely to experience increased use during events.

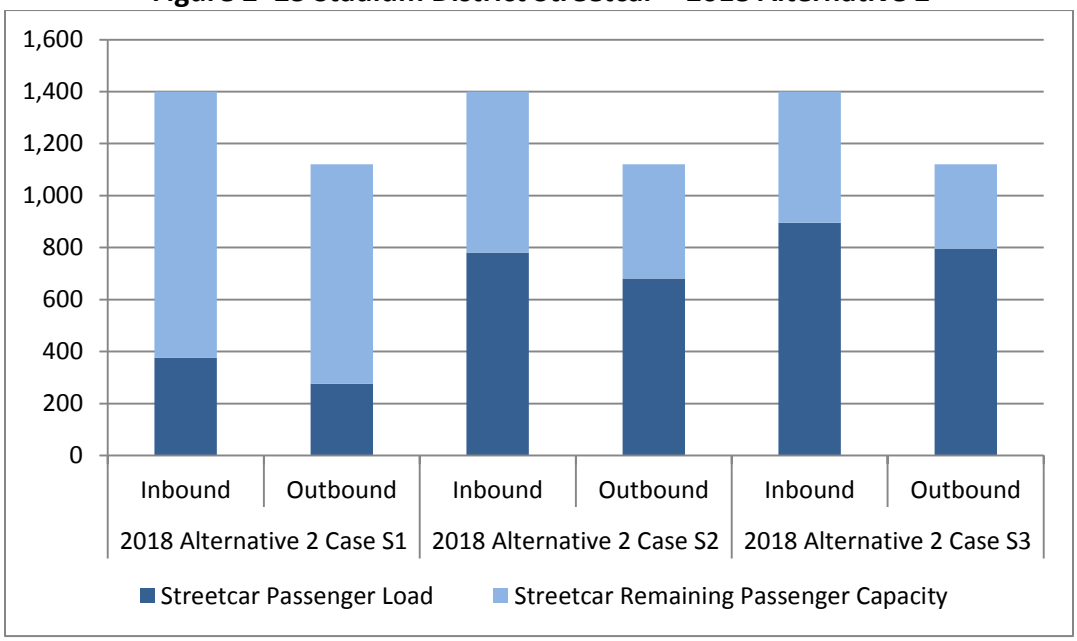
**Figure 2–22 Stadium District Light Rail – 2018 Alternative 2**




Streetcar

It was estimated that approximately seven percent of event attendees on transit would use streetcar service to the Proposed Arena. This would add approximately 160 streetcar passengers traveling to and from the Stadium District on the First Hill streetcar for Alternative 2 Case S2 and S3. As illustrated on Figure 2–23, these scenarios, including Alternative 2 Case S1, could be accommodated with assumed streetcar service levels.

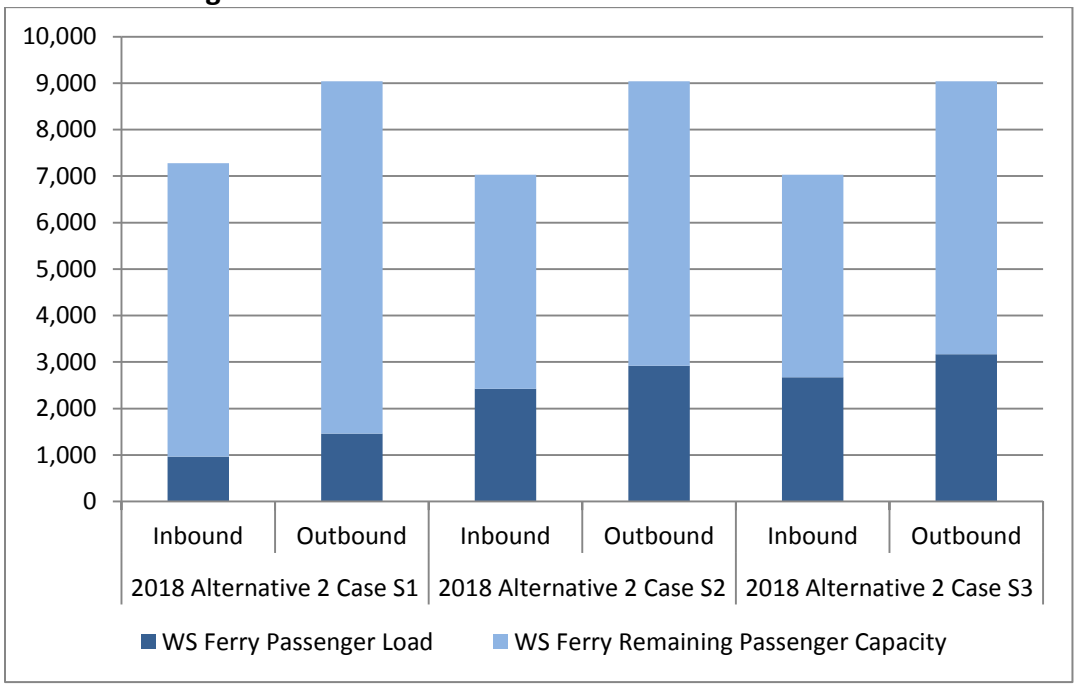
**Figure 2–23 Stadium District Streetcar – 2018 Alternative 2**




Washington State Ferry Service

It was estimated that approximately 31 percent of event attendees on transit would use ferry service to the Proposed Arena; this would add approximately 720 ferry passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. As illustrated on Figure 2–24, these scenarios, including the 2018 Alternative 2 Case S1, could be accommodated with assumed WSF service levels.

**Figure 2–24 Stadium District WSF – 2018 Alternative 2**



### 2.2.4.2 Year 2030

The Proposed Project would construct a new 20,000 person Arena in the Stadium District. Approximately 14 percent of event attendees were estimated to use transit to travel to and from events. The analysis assumes a fully-attended event, with approximately 2,720 event attendees arriving by bus, light rail, streetcar, and ferry during the weekday analysis period. Consistent with the 2018 conditions, approximately 80 event attendees would be ferry passengers who take their vehicle on the ferry and could arrive outside the analysis period such as during the morning commute period as they take ferry to work and then attend an Arena event in the evening. As such, they are included in the No Action condition for parking and are not additive to the impact of the project. Transit service provided in the study area is assumed consistent with No Action conditions.

Bus Transit

It was estimated that approximately 15 percent of event attendees on transit would use bus service to the Proposed Arena. This reduction, as compared to 2018, was assumed to occur because of the North Link Light Rail system expansion to Lynnwood, East Link service to Bellevue and Redmond, South Link extension to Kent / Des Moines and replacement of some of the bus transit service. This would result in approximately 400 bus passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. Figure 2-25 and Figure 2-26 illustrate inbound passenger load and remaining capacity for 2030 Alternative 2 Case S2 and S3.

Bus riders are likely to shift from bus routes to light rail service, which would connect to similar destinations (such as downtown). Light rail service has available passenger capacity (approximately 17,000 inbound and 14,000 outbound) to serve these riders (see Figure 2–27). This could place additional demand on park-and-ride lots in north Seattle, Shoreline, Mountlake Terrace, and Lynnwood and increase passenger loads on buses connecting to light rail stations. In addition, park-and-ride lots served by transit to and from the Stadium District would likely experience increased use during events.

The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Stadium District (not including the time it takes for buses to serve bus stops). As described in the traffic operations section, the travel time changes resulting from an Arena event are similar between 2018 and 2030 conditions with 2030 travel time generally greater than 2018 conditions. Additional detail related to corridor travel times is provided in Section 2.6 Traffic Operations Table 2-26.

**Figure 2–25 Stadium District Bus Transit Inbound – 2030 Alternative 2 Case S3**

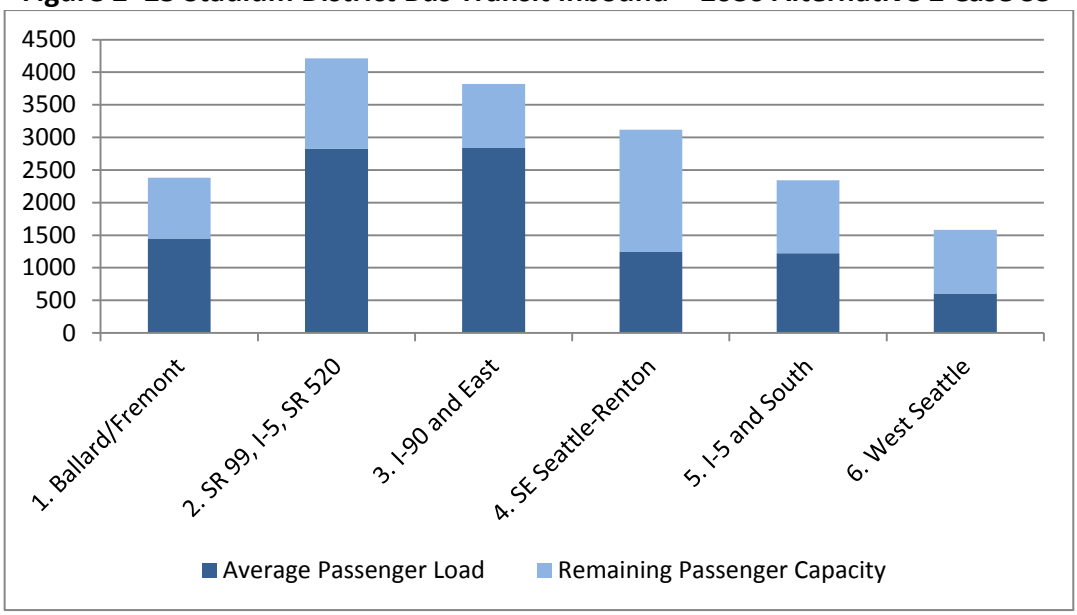
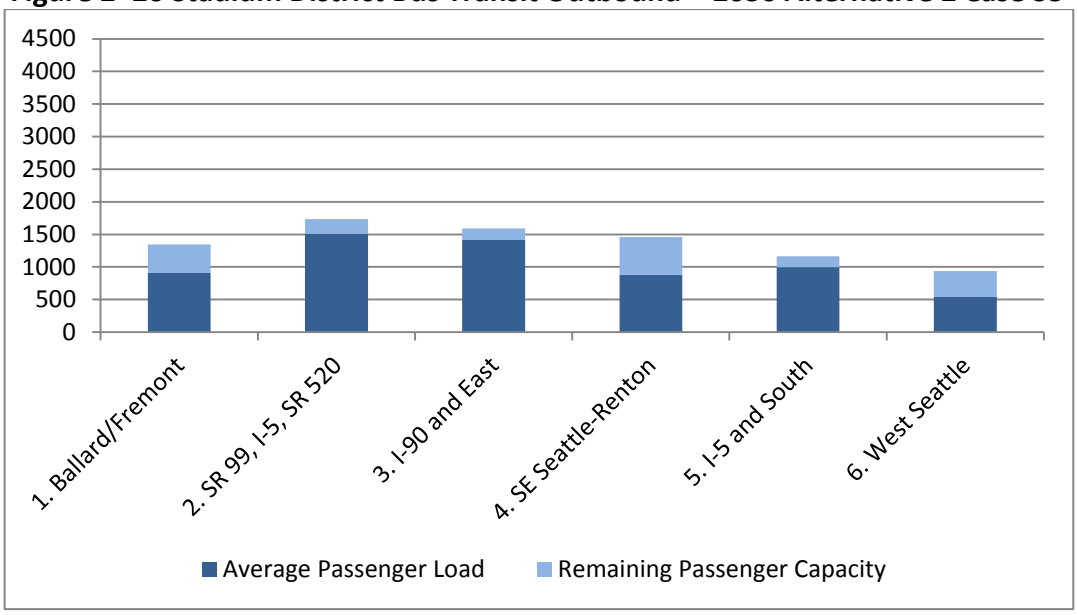



**Figure 2–26 Stadium District Bus Transit Outbound – 2030 Alternative 2 Case S3**

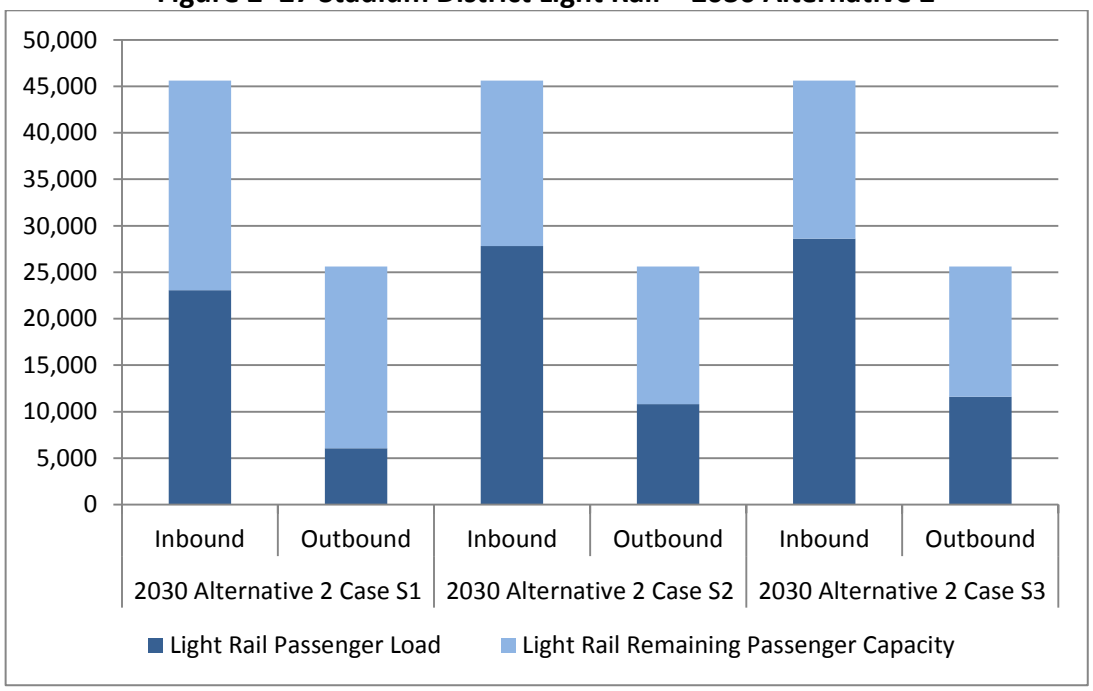



Light Rail

With the expanded light rail system, it was estimated that approximately 54 percent of event attendees on transit would use light rail service to the Proposed Arena. This would add approximately 1,460 light rail passengers traveling to and from the Stadium District on Central, North and East Link for Alternative 2 Case S2 and S3. As illustrated on Figure 2–27, these scenarios, including the 2030 Alternative 2 Case S1, could be accommodated with assumed light rail service levels. Light rail trains would be highly utilized through downtown Seattle during events with the increased light rail ridership. Non-event riders boarding trains in downtown to

connect to Sounder commuter rail at King Street station could experience near capacity trains and choose to walk or ride a connecting bus as an alternative to light rail during events. Also, park-and-ride lots served by light rail to the Stadium District would likely experience increased use on event days.

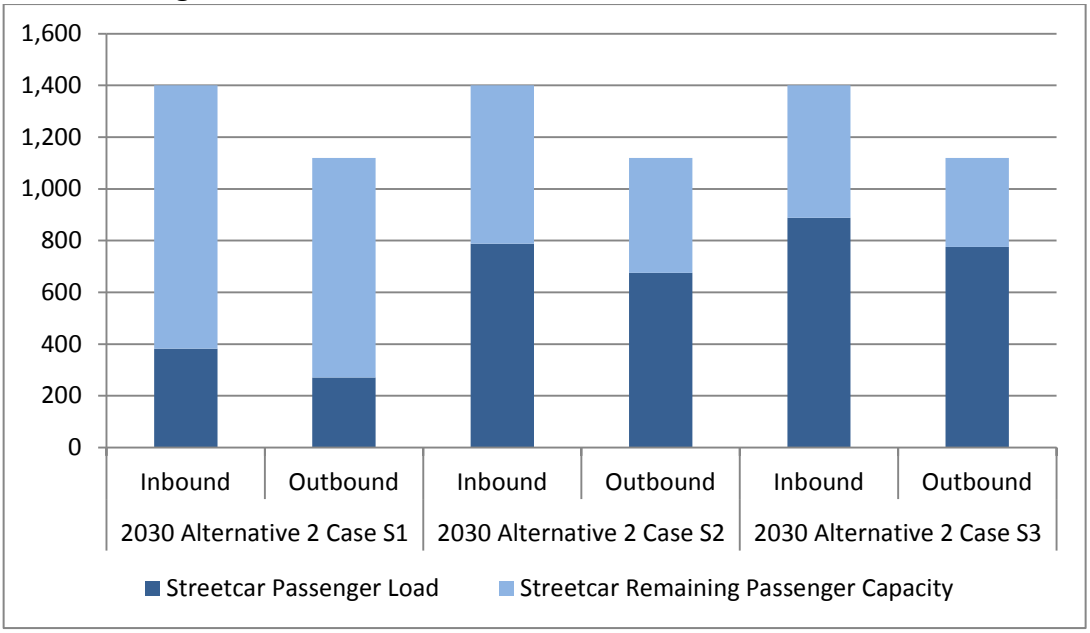
**Figure 2–27 Stadium District Light Rail – 2030 Alternative 2**




Streetcar

It was estimated that approximately five percent of event attendees on transit would use streetcar service to the Proposed Arena. This would add approximately 140 streetcar passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. As illustrated on Figure 2–28, these scenarios, including the 2030 Alternative 2 Case S1, could be accommodated with assumed streetcar service levels.

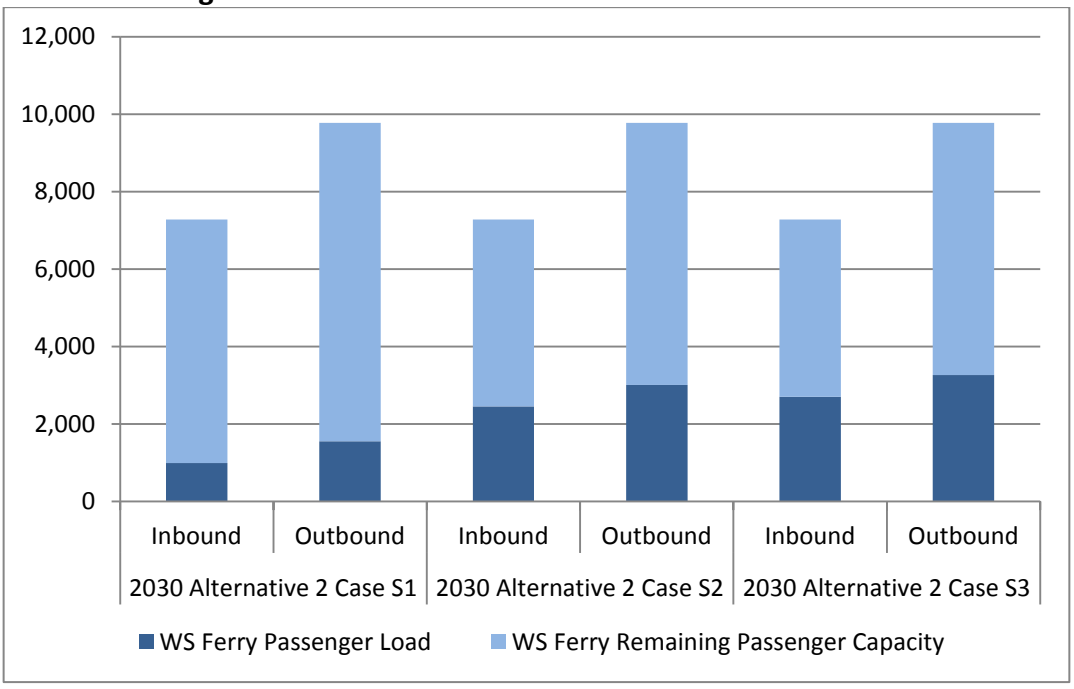
**Figure 2–28 Stadium District Streetcar – 2030 Alternative 2**




Washington State Ferry Service

It was estimated that approximately 26 percent of event attendees on transit would use ferry service to the Proposed Arena; this would add approximately 720 ferry passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. As illustrated on Figure 2–29, these scenarios, including the 2030 Alternative 2 Case S1, could be accommodated with assumed WSF service levels.

**Figure 2–29 Stadium District WSF – 2030 Alternative 2**



### 2.2.4.3 Impacts of One-Hour Post-Event Departure

This section describes the impacts on outbound passenger load and capacity that would occur within a one-hour post-event time-frame, instead of the two-hour post-event timeframe described in the analysis presented above. This evaluation provides an understanding of the sensitivity of the length of the post event timeframe. The two-hour transit capacity assumption is reasonable considering that some event patrons leave an event early and others remain in the area for post-game socializing or entertainment. Using a one-hour post event time period provides a conservative assumption for the transit capacity analysis.

The methodology described in Section 2.2.1 was followed for this analysis except outbound passenger capacity is calculated for a post-event departure between 9:30 and 10:30 PM (one-hour period) instead of 9 to 11 PM (two-hour period) for bus, light rail, streetcar, and ferry. The evaluation continues to assume that inbound trips (pre-event) would occur over a two-hour timeframe since event arrivals typically occur over a longer period as compared to departures.

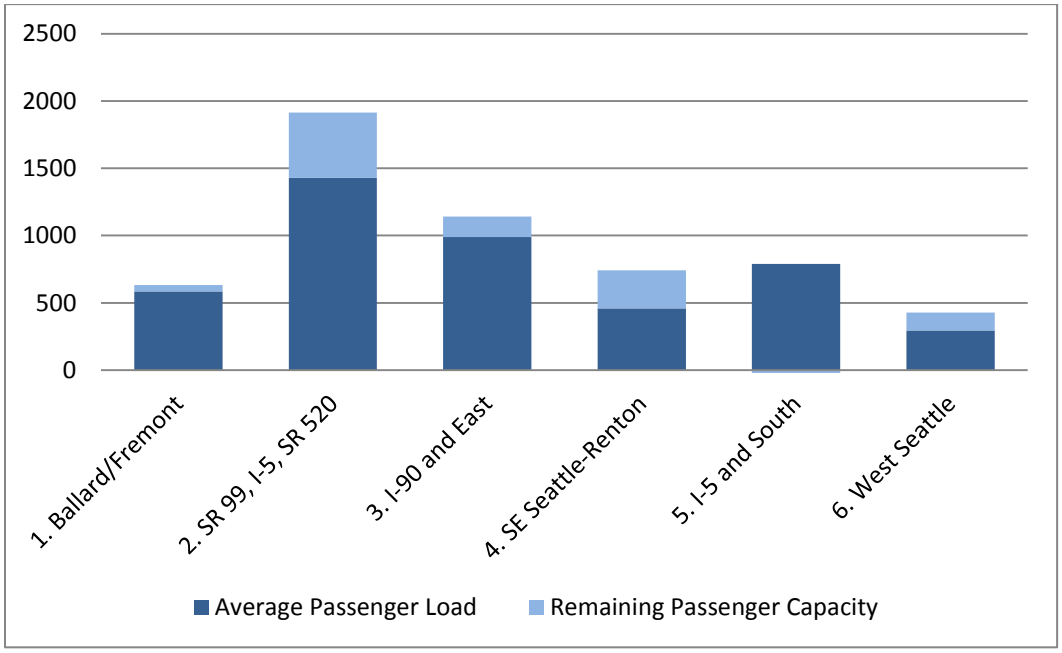
The shorter one-hour post event timeframe has less transit capacity available to serve the same number of people exiting an event compared to the two-hour post event timeframe previously analyzed. Remaining passenger capacity decreases in the majority of cases, resulting in over capacity conditions for some modes. The analysis of the two-hour period demonstrates passenger loads could be accommodated for the modes that are over capacity in the one-hour period (i.e., some passengers would need to travel before 9:30 PM or after 10:30 PM).

The following sections describe in more detail the results of the one-hour post event analysis for No Action and Alternative 2 Case S1, S2, and S3 for 2018 and 2030 conditions.

Year 2018 No Action Alternative Impacts

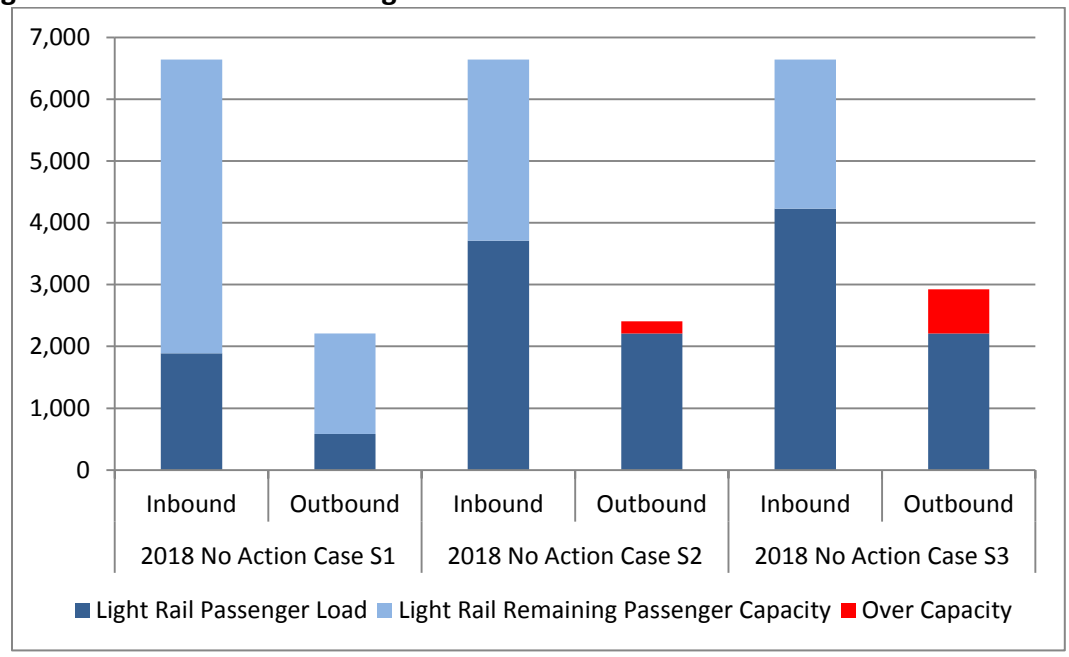
**Bus Transit.** As shown on Figure 2-30, the total passenger load for the No Action Case S3 (i.e., Mariners and CenturyLink Event) could be accommodated with assumed bus service levels for all zones. Because this scenario has the highest assumed passenger demand, the No Action Case S1 and Case S2 could also be accommodated. Similar to existing conditions, some bus routes would experience higher levels of passenger ridership and potentially overcrowding.

**Figure 2–30 Stadium District Bus Transit Outbound – 2018 No Action Case S3: 9:30 to 10:30 PM**



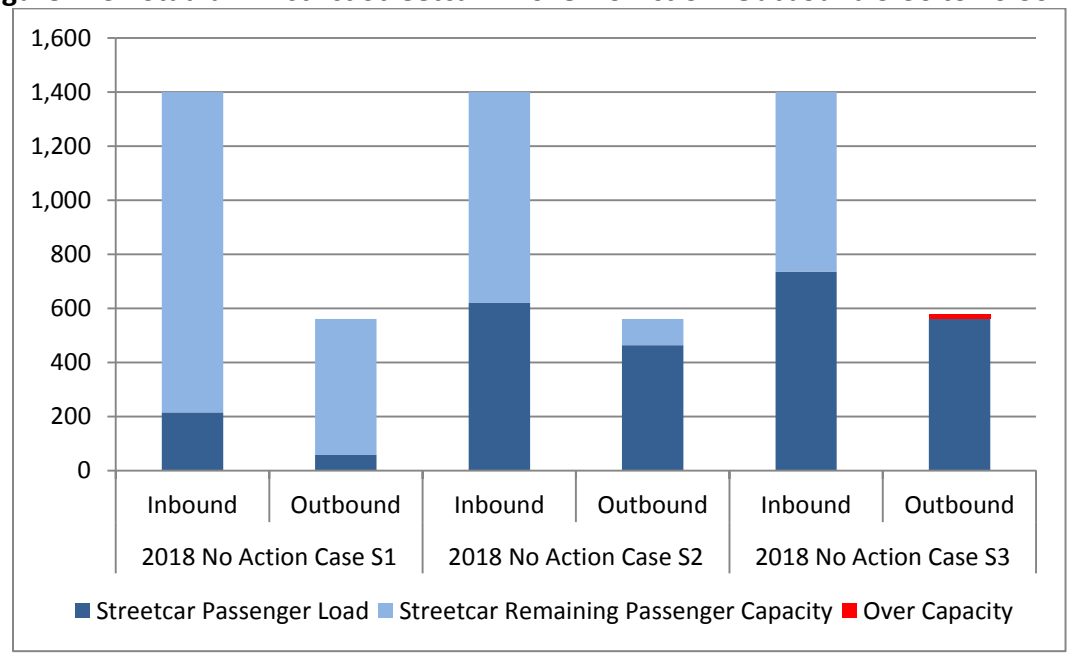

**Light Rail.** As illustrated on Figure 2-31, for the No Action Case S2 and Case S3 the outbound passenger demand would exceed available light rail capacity by approximately 190 and 710 passengers, respectively. These passengers would need to be served outside of the one-hour post event timeframe unless additional light rail trains were added to serve the post event demand.

**Figure 2–31 Stadium District Light Rail – 2018 No Action: Outbound 9:30 to 10:30 PM**



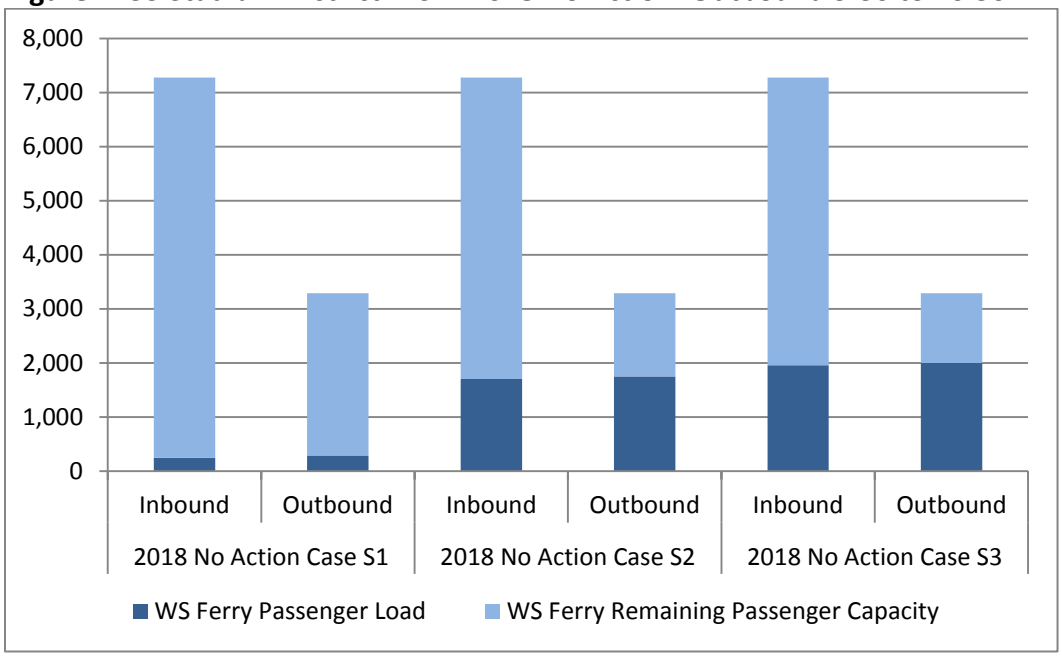
**Street Car.** As illustrated on Figure 2–32, the outbound passenger load would exceed streetcar capacity by 20 people for the No Action Case S3. These passengers would need to be served outside of the one-hour post event timeframe unless additional streetcar vehicles were added to serve the post event demand.

**Figure 2–32 Stadium District Streetcar – 2018 No Action: Outbound 9:30 to 10:30 PM**




**Washington State Ferry Service.** As illustrated on Figure 2–33, the total passenger load all No Action scenarios could be accommodated with assumed WFS service levels in 2018.

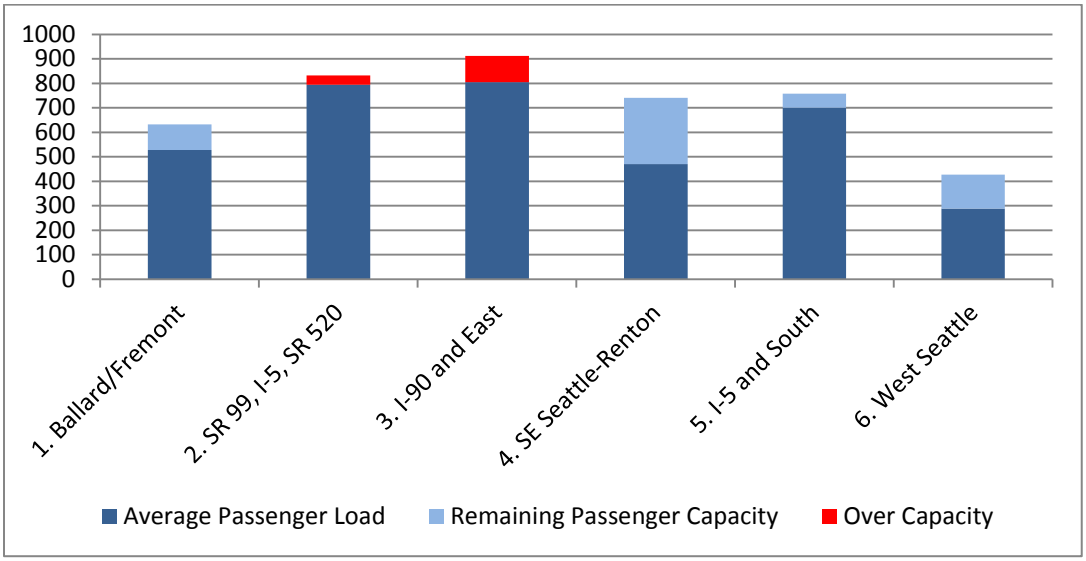
**Figure 2–33 Stadium District WSF– 2018 No Action: Outbound 9:30 to 10:30 PM**



Year 2030 No Action Alternative Impacts

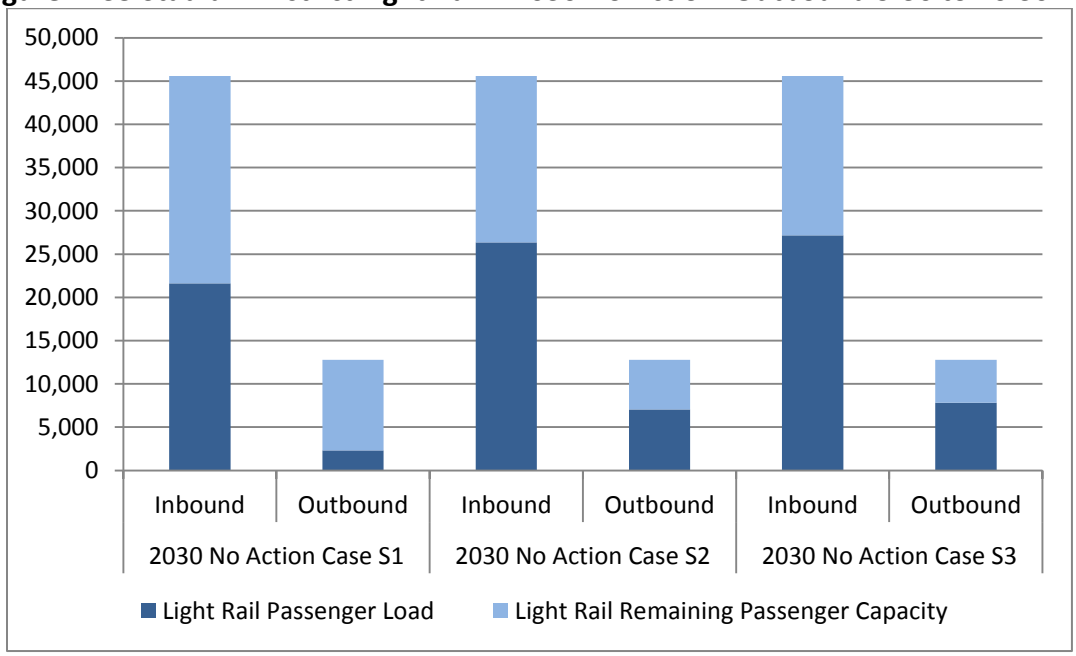
**Bus Transit**. As illustrated on Figure 2-34, the No Action Case S3 passenger demand could be accommodated with assumed bus service levels for all zones, except zones 2 and 3, which would be over capacity by 35 and 105 passengers, respectively. These passengers would need to be served outside of the one-hour post event timeframe unless additional buses were added to serve the post event demand.

**Figure 2–34 Stadium District Bus Transit Outbound–**
**2030 No Action Case S3: 9:30 to 10:30 PM**



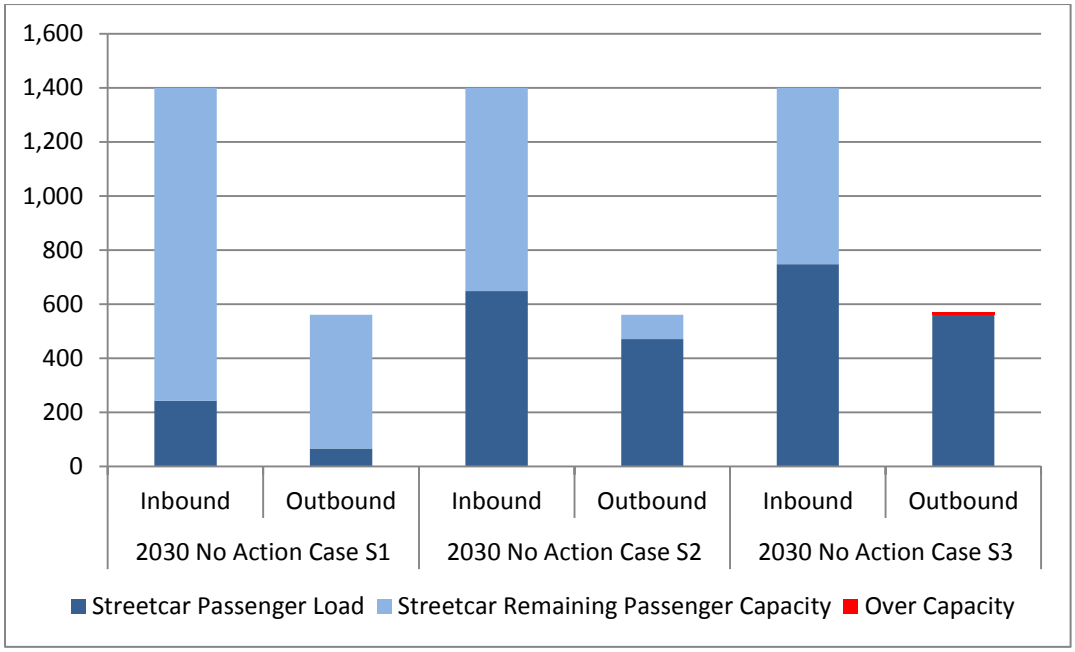
**Light Rail.** As illustrated on Figure 2-35, the Light Rail passenger loads for the No Action cases could be accommodated with assumed light rail service levels.

**Figure 2–35 Stadium District Light Rail – 2030 No Action: Outbound 9:30 to 10:30 PM**



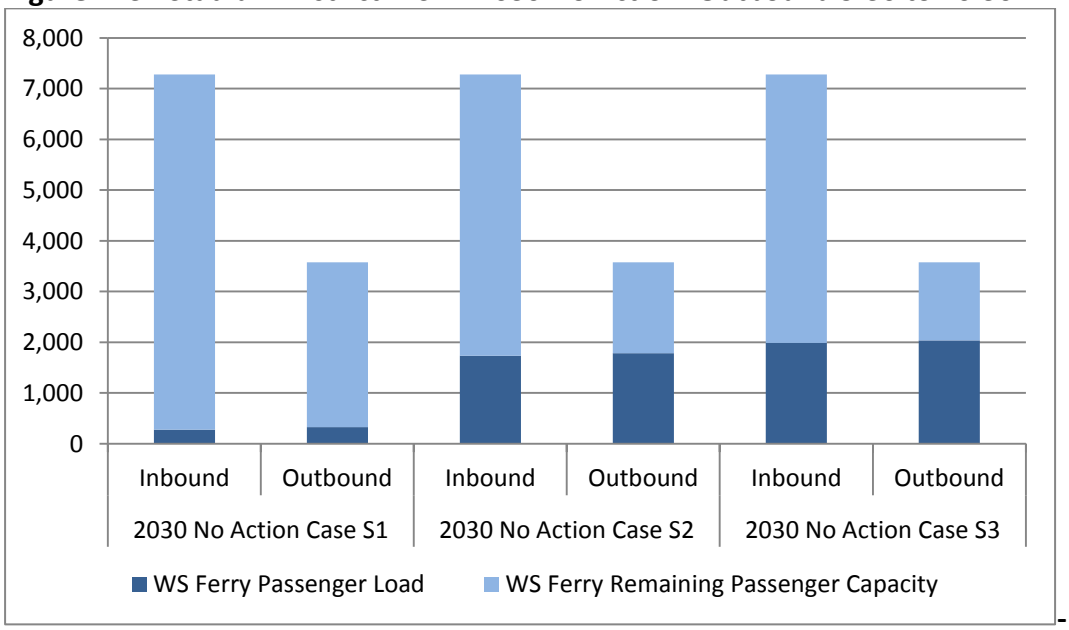

**Streetcar.** As illustrated on Figure 2–36, the No Action Case S3 outbound passenger loads would exceed the available capacity by approximately 10 passengers. These passengers would need to be served outside of the one-hour post event timeframe unless additional streetcar vehicles were added to serve the post event demand.

**Figure 2–36 Stadium District Streetcar – 2030 No Action: Outbound 9:30 to 10:30 PM**




**Washington State Ferries.** As illustrated on Figure 2–37, the total passenger load for all of the No Action scenarios could be accommodated with assumed WSF service levels in 2030.

**Figure 2–37 Stadium District WSF – 2030 No Action: Outbound 9:30 to 10:30 PM**

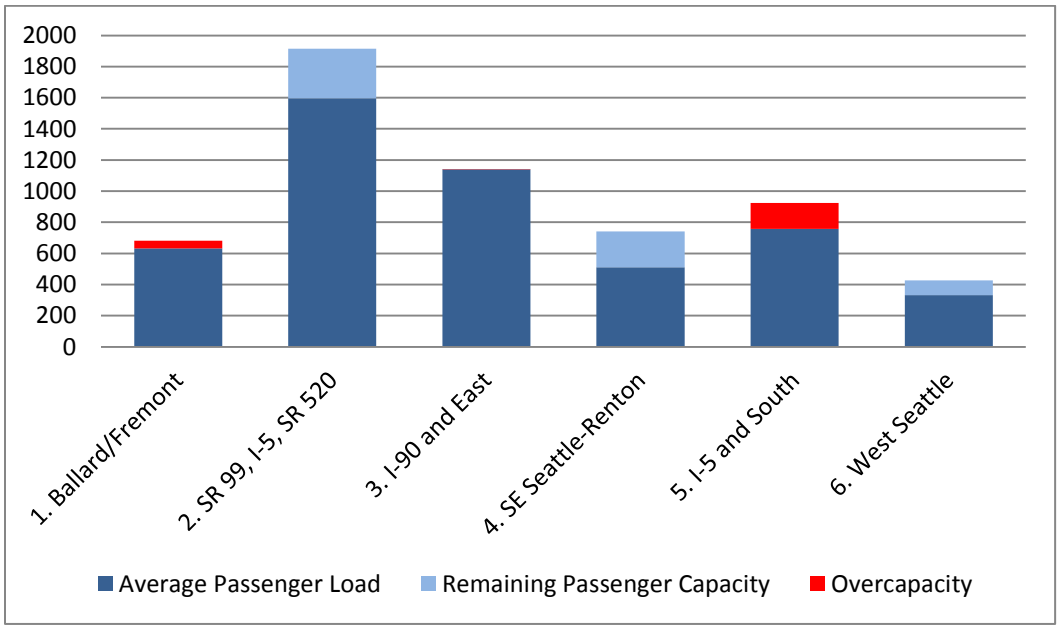


Year 2018 Alternative 2 Impacts

**Bus Transit.** It was estimated that approximately 28 percent of event attendees on transit would use existing bus service to the Proposed Arena. This would add approximately 640 bus passengers traveling to and from the Stadium District for Alternative 2 Cases S2 and S3.

As illustrated on Figure 2-38, Alternative 2 Case S3 outbound passengers would be accommodated with assumed bus service levels for zones 2, 4 and 6. Zones 1, 3, and 5 would be over capacity by 50, 5, and 165 passengers, respectively. These passengers would need to be served outside of the one-hour post event timeframe unless additional buses were added to serve the post event demand.

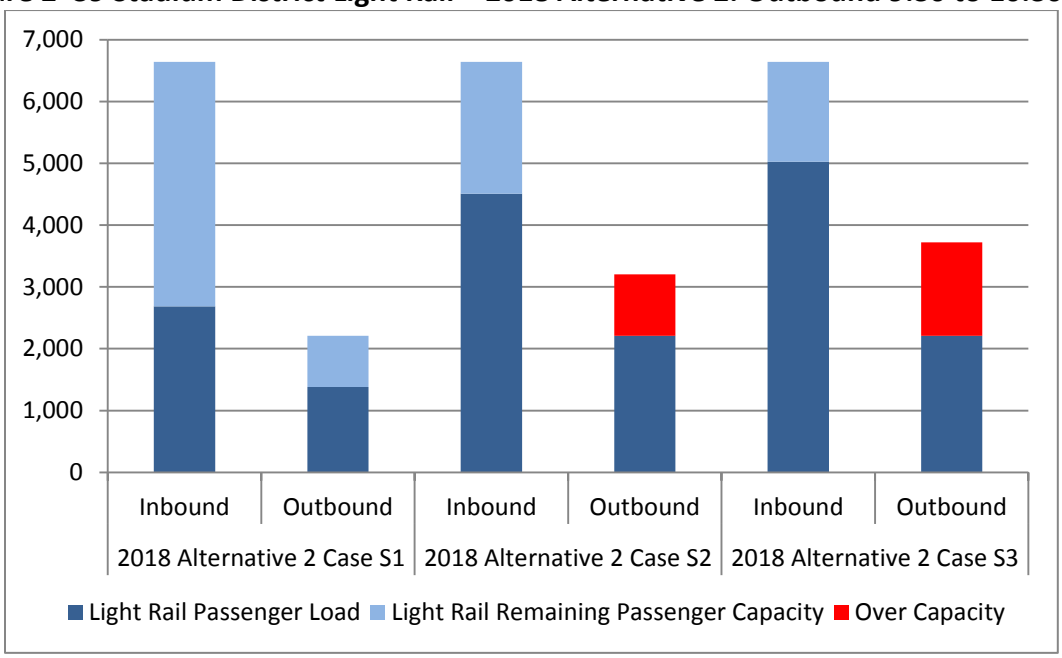
**Figure 2–38 Stadium District Bus Transit Outbound – 2018 Alternative 2 Case S3: 9:30 to 10:30 PM**




**Light Rail.** It was estimated that approximately 34 percent of event attendees on transit would use existing and planned light rail service to the Proposed Arena. This would add approximately 800 light rail passengers traveling to and from the Stadium District on Central and North Link for Alternative 2 Cases S2 and S3.

As illustrated in, Figure 2-39 2018 Alternative 2 Cases S2 and S3 are over capacity by 995 and 1,510 passengers, respectively. These passengers would need to be served outside of the one-hour post event time-frame unless additional light rail trains were added to serve the post event demand.

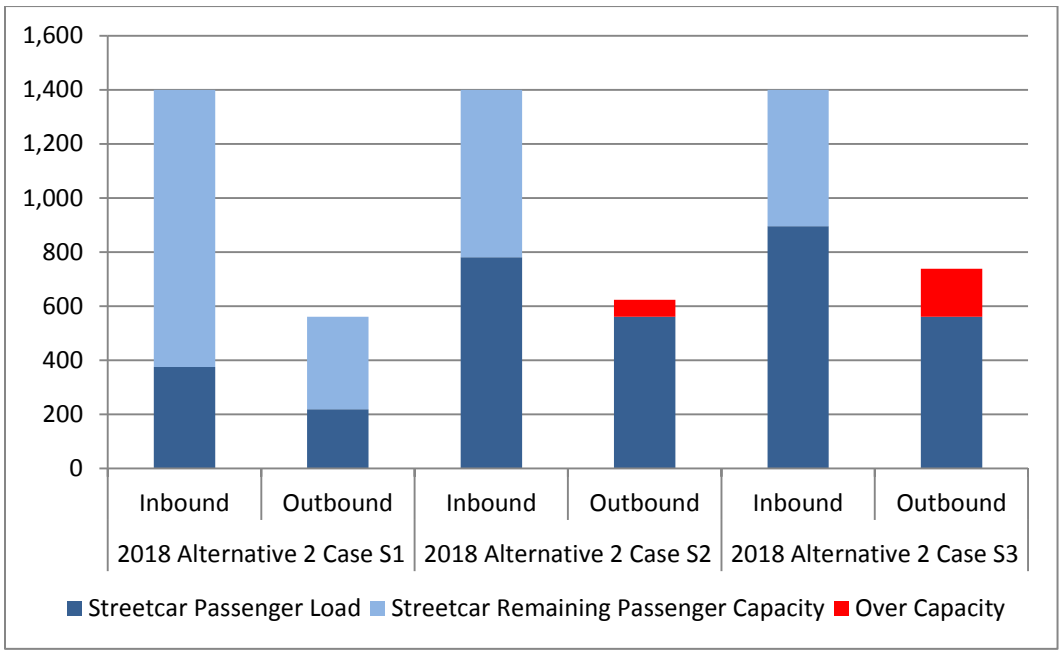
**Figure 2–39 Stadium District Light Rail – 2018 Alternative 2: Outbound 9:30 to 10:30 PM**




**Streetcar.** It was estimated that approximately 7 percent of event attendees on transit would use streetcar service to the Proposed Arena. This would add approximately 160 streetcar passengers traveling to and from the Stadium District on the First Hill streetcar for Alternative 2 Cases S2 and S3.

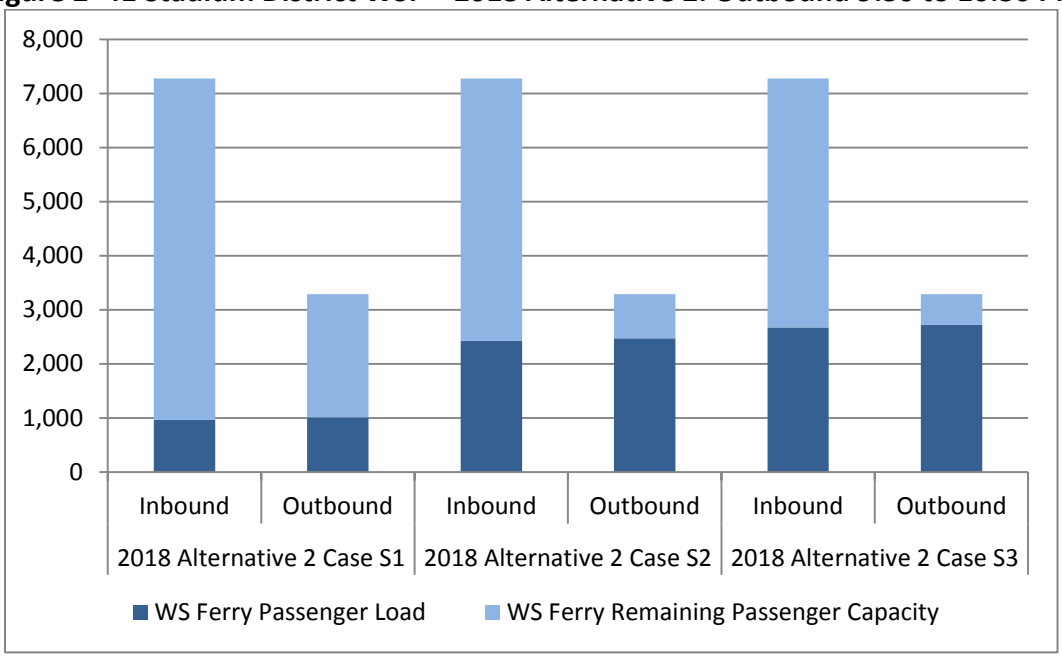
As illustrated in, Figure 2–40 outbound streetcar service for Alternative 2 Cases S2 and S3 would be over capacity by 65, and 180 passengers respectively. These passengers would need to be served outside of the one-hour post event timeframe unless additional streetcar vehicles were added to serve the post event demand

**Figure 2–40 Stadium District Streetcar – 2018 Alternative 2: Outbound 9:30 to 10:30 PM**




**Washington State Ferries.** It was estimated that approximately 31 percent of event attendees on transit would use ferry service to the Proposed Arena; this would add approximately 720 ferry passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. As illustrated on Figure 2–41, Alternative 2 passenger loads for all cases could be accommodated with assumed WSF service levels.

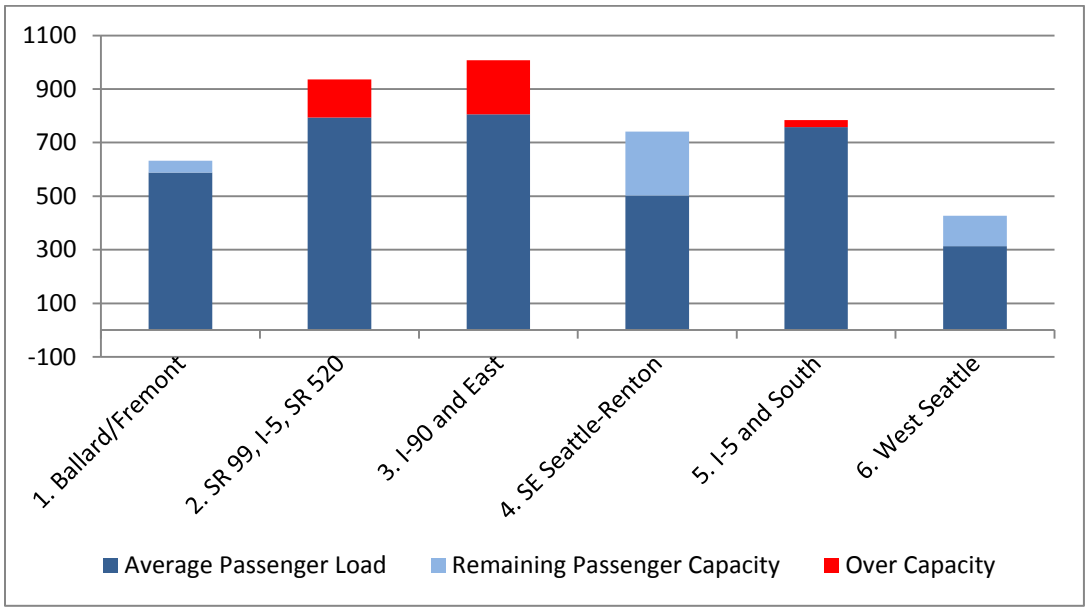
**Figure 2–41 Stadium District WSF – 2018 Alternative 2: Outbound 9:30 to 10:30 PM**



Year 2030 Alternative 2 Impacts

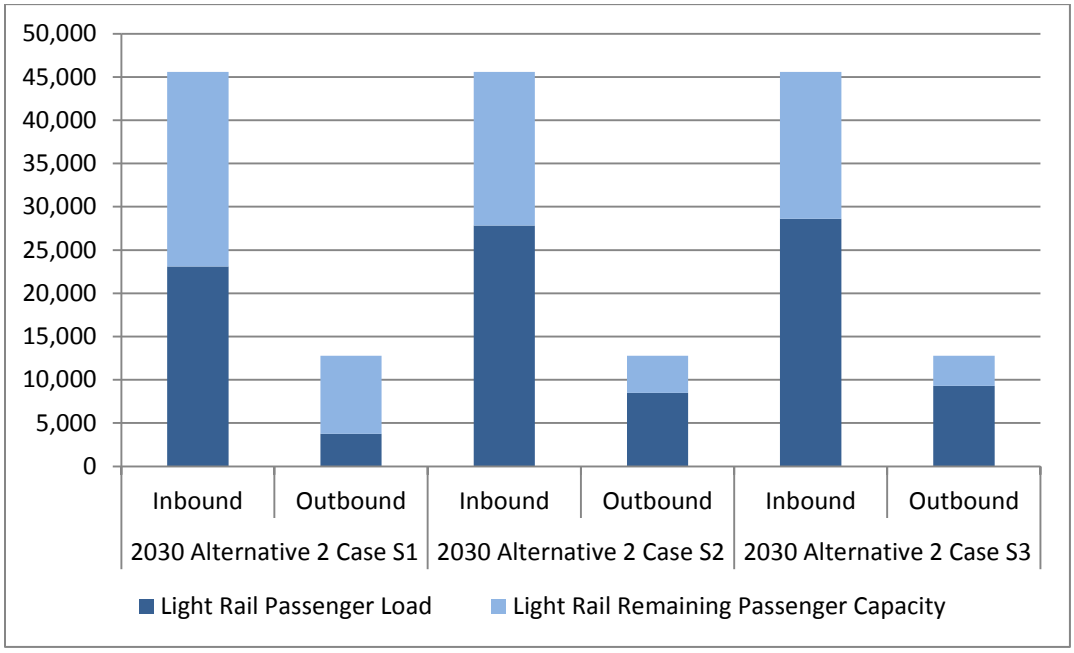
**Bus Transit.** It was estimated that approximately 15 percent of event attendees on transit would use bus service to the Proposed Arena. This would result in approximately 400 bus passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. As illustrated on Figure 2–42, Alternative 2 Case S3 outbound passengers could be accommodated with assumed bus service levels for zones 1, 4 and 6. Zones 2, 3, and 5 are over capacity by 140, 200, and 25 passengers respectively. These passengers would need to be served outside of the one-hour post event time-frame unless additional buses were added to serve the post event demand.

**Figure 2–42 Stadium District Bus Transit Outbound – 2030 Alternative 2 Case S3: 9:30 to 10:30 PM**




**Light Rail.** With the expanded light rail system, it was estimated that approximately 54 percent of event attendees on transit would use light rail service to the Proposed Arena. This would add approximately 1,460 light rail passengers traveling to and from the Stadium District on Central, North and East Link for Alternative 2 Case S2 and S3. As illustrated on Figure 2–43, Alternative 2 light rail passenger loads for all cases could be accommodated with assumed service levels.

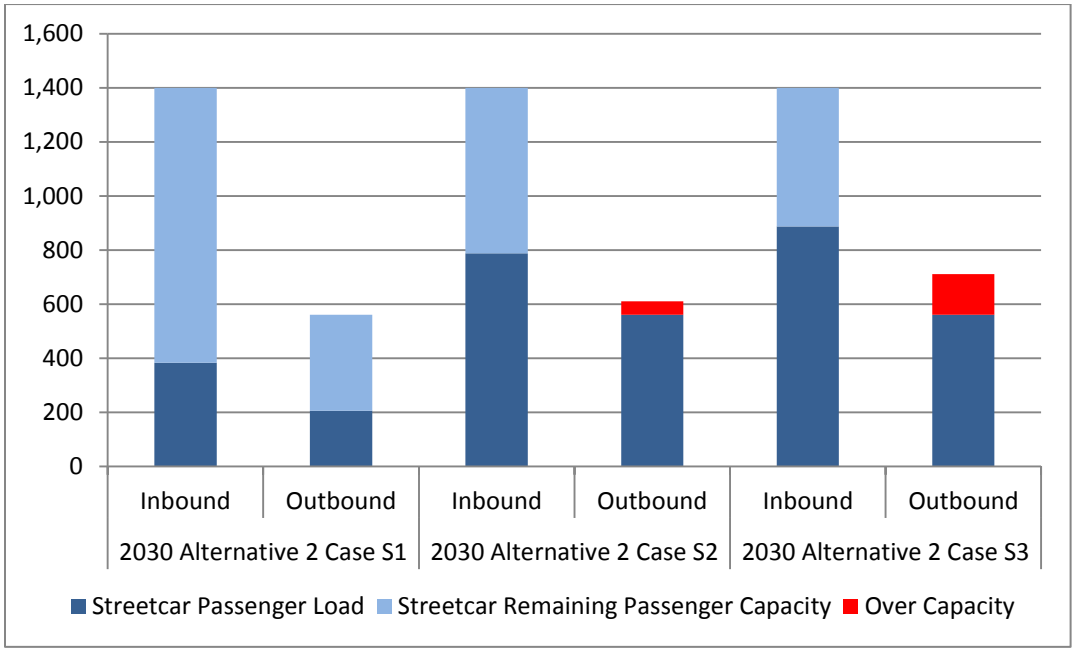
**Figure 2–43 Stadium District Light Rail –**
**2030 Alternative 2: Outbound 9:30 to 10:30 PM**




**Streetcar.** It was estimated that approximately five percent of event attendees on transit would use streetcar service to the Proposed Arena. This would add approximately 140 streetcar passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3.

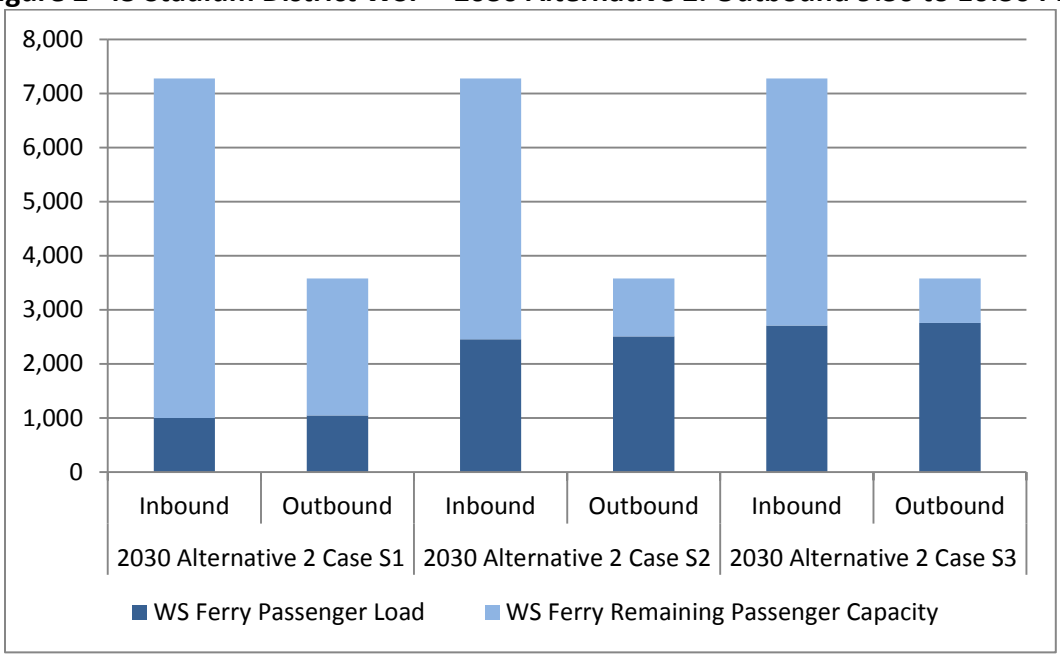
As illustrated on Figure 2–44, outbound streetcar service for Alternative 2 Cases S2 and S3 would be over capacity by 50, and 150 passengers respectively. These passengers would need to be served outside of the one-hour post event time-frame unless additional streetcar vehicles were added to serve the post event demand.

**Figure 2–44 Stadium District Streetcar – 2030 Alternative 2: Outbound 9:30 to 10:30 PM**




**Washington State Ferries.** It was estimated that approximately 26 percent of event attendees on transit would use ferry service to the Proposed Arena; this would add approximately 720 ferry passengers traveling to and from the Stadium District for Alternative 2 Case S2 and S3. As illustrated on Figure 2–45, Alternative 2 WSF passenger loads for all cases could be accommodated with assumed WSF service levels in 2030.

**Figure 2–45 Stadium District WSF – 2030 Alternative 2: Outbound 9:30 to 10:30 PM**



### 2.2.5 Impacts of Alternative 3

This alternative would result in a small reduction in the number of event attendees and slightly reduce transit ridership associated with an arena. The operational and construction impacts would be similar to Alternative 2.

### 2.2.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- Premium transit service
- Shuttles
- Subsidize transit fares
- Add cars to LRT trains
- Additional trains on pocket track
- Rail/lodging/ticket packages
- Facilitate Washington State ferry use
- Facilitate King County passenger ferry service
- Transportation Management Plan (TMP)
- Pedestrian access improvements

### 2.2.7 Secondary and Cumulative Impacts

There could be secondary and cumulative impacts to non-event transit users due to additional passengers using transit or park-and-ride lots to attend events at the Proposed Arena. Non-event transit users may find transit more crowded, fewer parking spaces at remote lots, and longer commute times during game days.

As light rail service in the region is expanded, transit service providers are anticipated to redeploy service to avoid duplication of transit service. It is unclear how transit service provided would redeploy service, but it is likely to impact event attendees traveling to stadium events.

Major capital projects, such as Waterfront Seattle and the Southend Transit Pathways study will change how transit connects through and to downtown Seattle. These projects will bring some

bus transit stop locations closer to the proposed Arena, resulting in a cumulative benefit to encourage event attendees to use transit for traveling to events.

### 2.2.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts related to bus, rail, streetcar, and ferry transit service resulting from the Proposed Arena project have been identified.

## 2.3 Pedestrians

### 2.3.1 Methodology

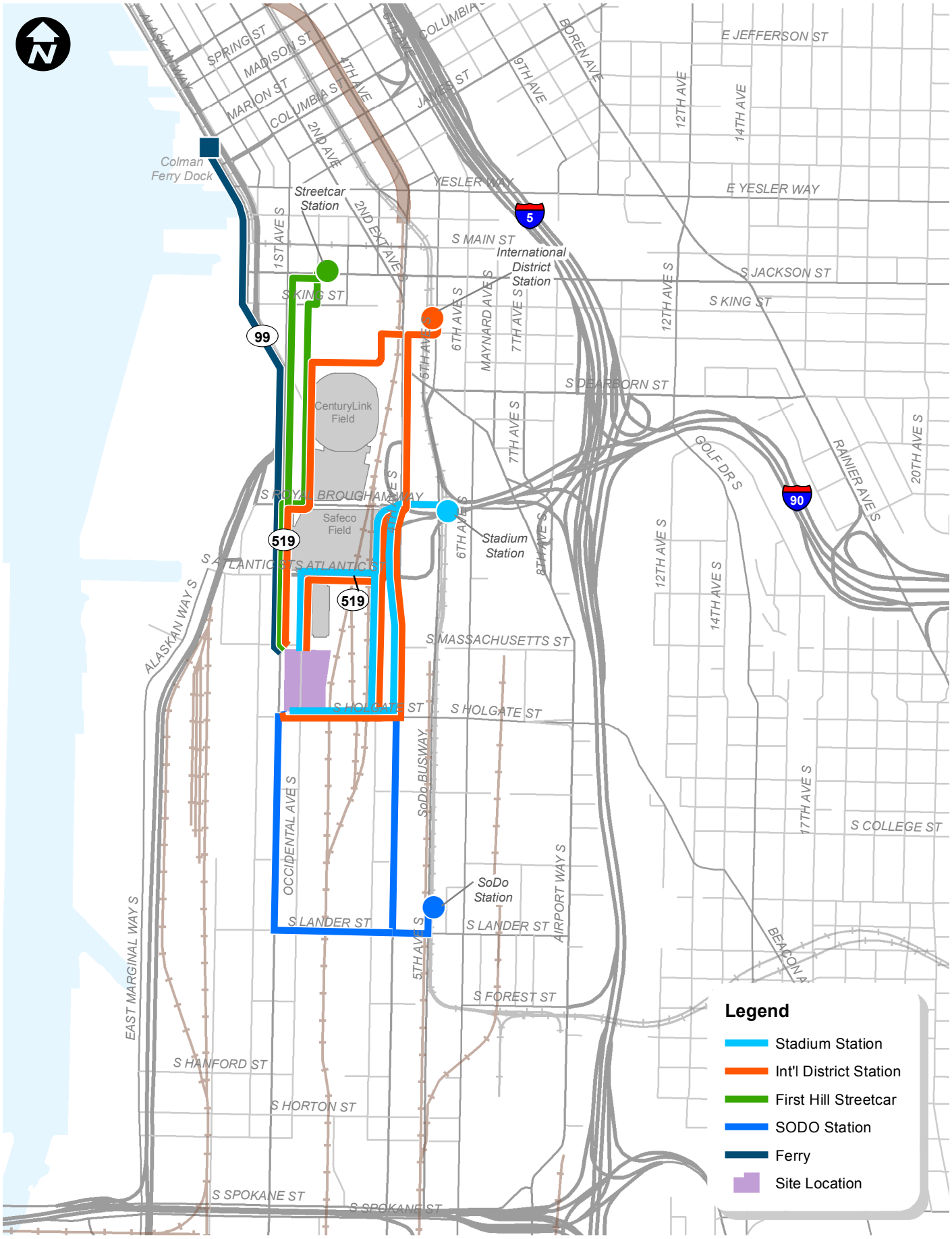
The pedestrian impact evaluation included a broad assessment of the pedestrian environment in the study area and a more specific, quantitative evaluation of important pedestrian routes during event conditions. The broad analysis provides an understanding of the study area as a whole and the pedestrian environment along specific routes to and from major transportation stations and parking within this study area. The more specific quantitative analysis focuses on the 1st Avenue S., 4th Avenue S., and S. Holgate Street pedestrian links in close proximity to the Stadium District site where concentrations of pedestrian volumes are higher. Additional context related to the broad study area and key link evaluation method is provided below.

#### 2.3.1.1 Broad Study Area Evaluation

The broad study area is illustrated on Figure 2–1 on page 2-2 of the Street System section. This study area was identified based on the location of parking facilities and major transportation stations that would accommodate Arena demands. The key components of the study area evaluation include:

- Existing inventory of pedestrian facilities and identification of planned transportation projects that would impact the study area
- Analysis of the existing and future pedestrian event travel routes to and from major transportation stations and parking in terms of:
    - **Connectivity** or where gaps exist in the pedestrian facilities making it difficult to access the Stadium District site
    - **Quality** or the condition of the pedestrian facilities including lighting and space

Figure 2–46 illustrates the five key pedestrian routes identified for this assessment.




# Stadium District Key Pedestrian Routes

*Seattle Arena*

FIGURE
**2-46**

transpoGROUP

#### 2.3.1.2 Link Evaluation

Pedestrians are associated with the event arrival period (or pre-event) and event egress period (post-event). Pre-event pedestrian demand is typically less concentrated since arrival occurs over a longer period (i.e., attendees start arriving to the Arena two to three hours prior to the event start time). Post-event egress occurs over a shorter duration (i.e., less than one hour); therefore, the concentration of pedestrian volumes is higher. The pedestrian link analysis focuses on weekday post-event conditions when the concentration of pedestrian flows would be highest. Analysis is conducted for one future period representative of both 2018 and 2030 conditions due to the conservative assumptions built into the analysis as well as the fact that the level of pedestrian volumes associated with an event far outweighs non-event background volumes. Pedestrian volumes are a function of event attendance; therefore, based on the same attendance levels 2018 and 2030 volumes would be the same.

The pedestrian volumes for the analysis were based on:

- Existing data collected by direction along 1st Avenue S., 4th Avenue S., and S. Holgate Street for both event and non-event conditions. The collection of event data provides an understanding of pedestrian levels associated with a specific event attendance level, which in this case was a Mariners game with an attendance of approximately 13,000.
- Forecasting No Action Case S1 pedestrian volumes assuming growth consistent with the vehicular traffic forecasts.
- Proportionally increasing existing post-event pedestrian volumes to reflect attendance levels consistent with the No Action event case demands.
- Layering Arena pedestrian demands associated with travel demand / mode split estimates onto No Action Case S1, S2, and S3 to determine the Alternative 2 Case S1, S2, and S3 pedestrian volumes. The use of the layering approach relates to the specific travel patterns to and from the Stadium District site. Travel patterns were based on the location of major transportation stations and parking within the study area.

After establishing pedestrian volumes, the 1st Avenue S., 4th Avenue S., and S. Holgate Street links were evaluated to understand their ability to accommodate pedestrian demands. Two approaches were used for the link analysis, each tailored to the conditions that exist along the subject corridors:

- Along 1st and 4th Avenue S., an extension of the traditional Highway Capacity Manual (HCM) methodology was used.
- Along S. Holgate Street, the effect of potential railroad activity blocking east-west travel for pedestrians supersedes the effect of the sidewalk width on pedestrian "capacity" characterized by HCM. The two approaches are described below.

1st and 4th Avenues S.

A common measure used when analyzing different means of transportation is LOS, which for pedestrians is based on the "pedestrian's perception of the overall segment travel experience.[14]" The measurement for this is average space per pedestrians, which takes into account pedestrian "comfort and mobility.[15]" However, when considering the *adequacy* of the pedestrian facilities during an event, the travel experience is less about comfort and more about mobility, as pedestrians expect sidewalks to be more crowded near event venues. As such, a measurement based on overall mobility was used to evaluate the adequacy of pedestrian facilities, rather than a measure of comfort. Using mobility as a benchmark for evaluation provides an understanding of how crowded pedestrian facilities become with increases in demand associated with the scenarios.

A pedestrian flow assessment was conducted along 1st and 4th Avenues S. between S. Atlantic and Walker Streets based on the principles outlined in Chapters 17 and 23 in the 2010 HCM. The flow rate was calculated along these segments for the evaluation scenarios (i.e., existing and future event and non-event conditions). Flow rate is quantified as the number of pedestrians per-foot per-minute (p/ft/min) along a facility, so as pedestrian demand increases facilities become more crowded and the flow rate increases. To provide an understanding of free flow as compared to crowded conditions, the HCM 2010 defines the flow rate as unrestricted (or free flow) when there is a minimum of 10 pedestrians p/ft/min, as restricted between 11 and 23 p/ft/min and as severely restricted when over 23 p/ft/min. Under each scenario, the flow rate was calculated for the segments along 1st and 4th Avenue S. and compared to the HCM standards to assess whether conditions would be considered free flow (< 10 p/ft/min), restricted (11 - 23 p/ft/min), or severely restricted (>23 p/ft/min) indicating the level of crowding along the facility. For the segments considered severely restricted consideration was given as to whether the conditions were temporary, alternative routes exist, and / or mitigation may be needed to improve conditions.

A number of conservative assumptions were built into these assessments, which also need to be considered as the analysis is reviewed including:

- The width of the facility was based on the most constrained area along the entire segment and considers impediments such as fire hydrants, power poles, signage etc.
- A minimum pedestrian demand of 20 pedestrians per hour was assumed.
- Hourly pedestrian demands were determined based on the peak 15-minute volume.

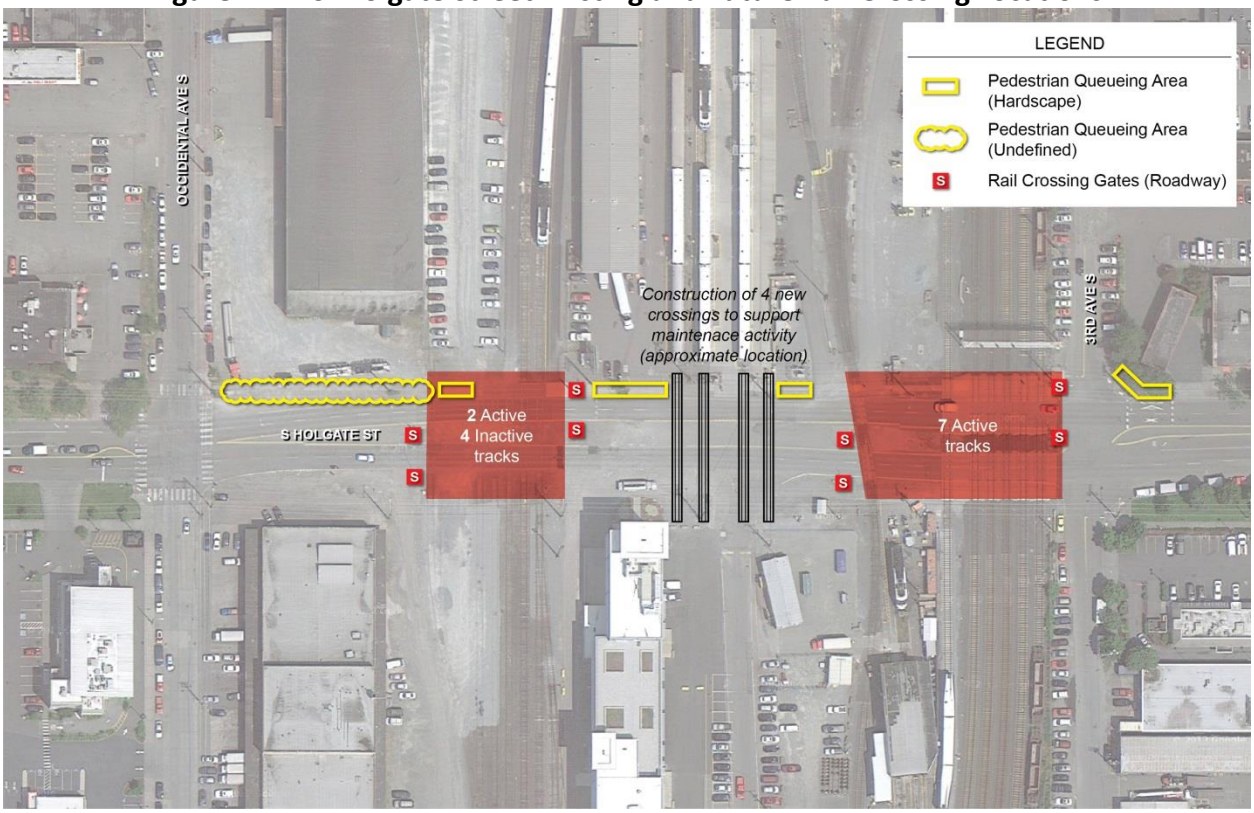
South Holgate Street

Figure 2–47 illustrates the existing and future rail crossings along S. Holgate Street. As described in the street system discussion, the total distance between the easternmost and westernmost

[14] HCM, 2010 page 17-46
[15] HCM, 2010 page 23-7

tracks is over 500 feet, which exceeds the length of a typical city block. There is active control for the vehicle traffic, pedestrians, and cyclists at all of the train crossing locations.

**Figure 2–47 S. Holgate Street Existing and Future Rail Crossing Locations**




There are significant train crossings that occur, without warning, throughout the day and evening. These include through trains, solid waste trains, and local yard switching and maintenance operations. This activity is expected to increase in the future. Existing rail activity along S. Holgate Street was monitored in December 2013 for a 7-day period with data collected from 6:00 AM to 11:00 PM when Arena related traffic may be present. The observations show that individual gate closures were an average of two- to three-minutes. The total time the train gates were closed during an one-hour period was a maximum of 20-minutes and an average of approximately 9-minutes. These observations are consistent with data presented in other studies including the 2010 City of Seattle South Holgate Street Study, which noted average train gate closure times during an one-hour period increased from 8 minutes in 2004 to 12 minutes in 2009. Observations conducted by Paramterix in support of the Coal Train Study, showed total closure time in a one-hour period of up to 8 minutes based on over 100 trains observed. The number of train crossings is expected to increase in the future, which could result in increased closure durations.

Amtrak is planning additional maintenance facilities onsite, and with that, additional crossings of Holgate with two additional tracks. This will support additional shop maintenance, and will likely result in increased frequency as well as some increase in the duration of closures.

Maintenance occurs around the clock, as day trains are maintained at night, and night train maintenance occurs during the day. Figure 2–47 illustrates the Holgate frontage, and shows the additional tracks currently planned by Amtrak. As shown, the additional tracks would be located immediately east of the existing westerly tracks, with maintenance operations both north and south of Holgate Street.

Given the number of rail crossings along this street, the flow rate method would not be an effective tool for addressing pedestrian flows along S. Holgate Street; the overriding factor affecting pedestrians is the potential of a train crossing occurring and stopping flows. In this case, pedestrians flowing during post-event would accumulate at crossing stopping points (currently ungated) resulting in the need for queuing capacity. The 95th-percentile pedestrian queue lengths along S. Holgate Street during train crossings were calculated to determine storage needs under post-event conditions. The calculations assumed:

- All pedestrians on the north side of the street since they are currently prohibited on the south side. Although pedestrians are prohibited on the south side of S. Holgate Street, data collection and field observations show there is some existing pedestrian activity along this segment.
- Hourly pedestrian demands were determined based on the peak 15-minute volume.
- Five square-feet of space per pedestrian based on research related to personal space allocations in social settings and the ability to move freely – it is possible during crowded post-event conditions pedestrians could require slightly less space[16].
- The pedestrian queuing model calculates queues in linear-feet as presented in the summary tables. Pedestrians are assumed to be walking alone (or one-by-one) for non-event scenarios. For scenarios with events, it is assumed that pedestrians would walk side-by-side. The number of pedestrians walking side-by-side is calculated based on the sidewalk width.
- Total closure time over an one-hour period between 5 and 45 minutes in duration to provide a sensitivity analysis to further understand the range of queuing capacity needed to accommodate post-event pedestrians. As discussed above, existing average train gate closure time for a one-hour period is 9 minutes; however, depending on activities, future growth, and train timing closures over the hour could result in up to 45 minutes of time.

The results of the analysis provide an understanding of storage needed to accommodate pedestrians with train crossings and deficiencies that would occur as train crossing times and pedestrian demands increase.

Figure 2–47 depicts the general pedestrian storage areas along S. Holgate Street. It is difficult to quantify the existing pedestrian storage capacity along this roadway because sidewalks are

[16] The five square-feet of space translates into 2.25-feet in length for the pedestrian queuing calculation.

sporadic on the north side. There are no sidewalks on the south side. In addition, there is potential for multiple train crossings at one time. As a result, the analysis focuses on comparing the alternatives to show how increases in pedestrian levels result in increases in storage needs as well as potential increases in conflicts between pedestrians and crossings.

## 2.3.2 Affected Environment

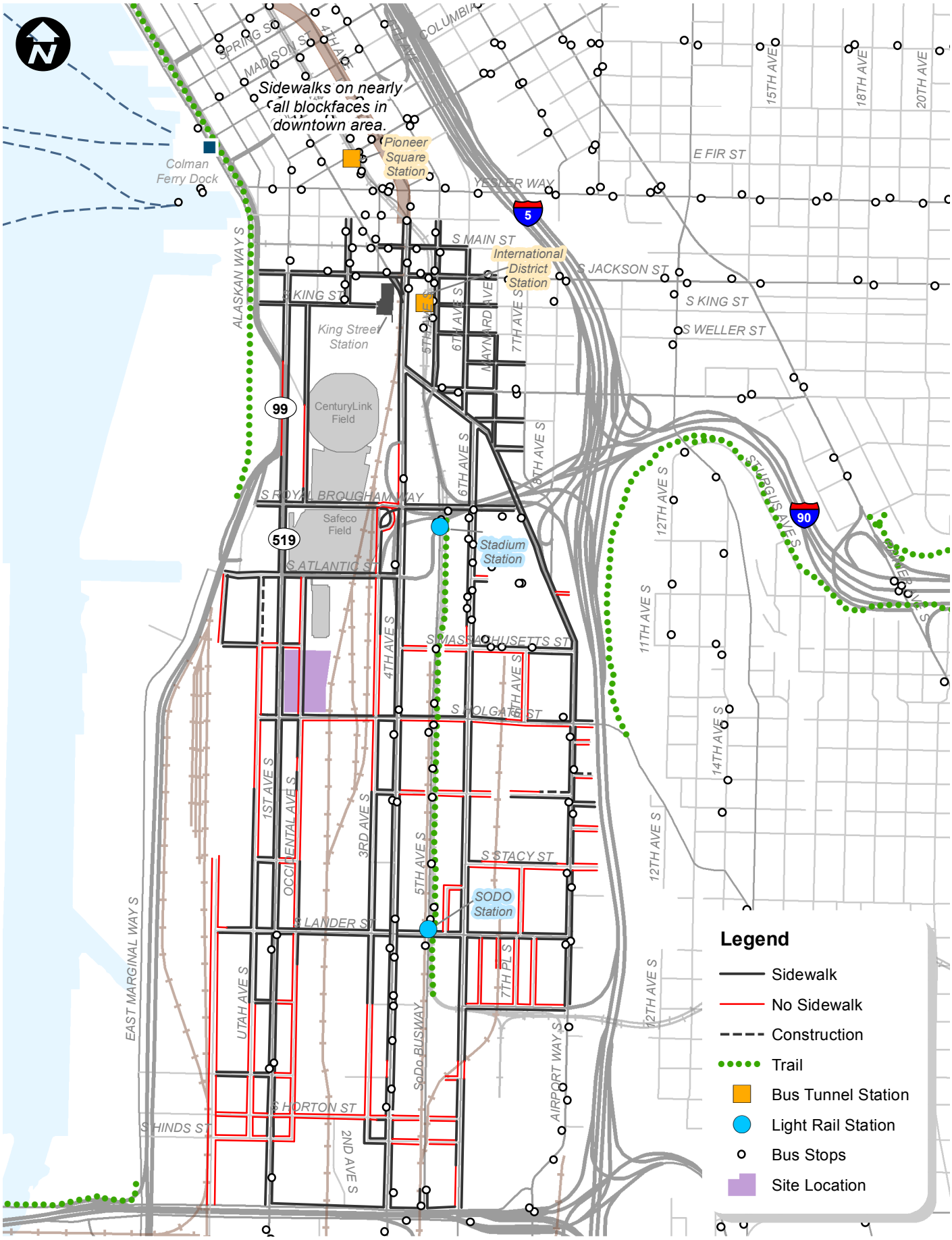
The following describes the existing pedestrian context in terms of the broad study area and proximate links.

### 2.3.2.1 Broad Study Area Evaluation

A comprehensive inventory of pedestrian facilities was conducted within the study area. This inventory included identification of raised sidewalks, trails, and segments that were missing any kind of facility. Figure 2–48 summarizes the study area pedestrian network and identifies the existing trails and gaps in sidewalk network. When reviewing the inventory, there is generally a difference in the density of the sidewalk connections north of S. Holgate Street as compared to the area south of S. Holgate Street. This is likely due to the level and nature of the development that has occurred north of S. Holgate Street and its proximity to the CBD.

Most of the major north-south and east-west arterials have sidewalks on one or both sides of the streets. Impediments were identified throughout the area that included fire hydrants, signage, or power poles. These impediments reduce the useable width of the sidewalk for short distances. Sidewalks are more intermittent along minor streets such as Occidental Avenue S., Utah Avenue S., and 3rd Avenue S., south of S. Royal Brougham Way.

Weekday pedestrian flows in the study area without an event are generally to and from transit and employment centers or business employees walking to food establishments or parking. Employment centers in the study area include the King County offices located at 201 S. Jackson Street immediately north of CenturyLink Field and offices in the area of Union Station between 4th Avenue S. and 5th Avenue S. Transit facilities in the northern area that have a large pedestrian draw include King Street Station and the International District / Chinatown Station. Pedestrian activity near the Seattle Arena site and in the southern portion of the study area is generally low given the primarily industrial land uses. This low pedestrian activity also occurs along Occidental Avenue S. between S. Massachusetts and S. Holgate Streets where there are no sidewalks and the uses are industrial. Higher pedestrian activity in the southern portion of the study area occurs along corridors accessing transit (e.g., near the SoDo Busway and Link Light Rail stations) and larger employers (e.g., near the Starbucks Headquarters at 1st Avenue S. and S. Lander Street).




# Stadium District Pedestrian Facilities

*Seattle Arena*

FIGURE
**2-48**

transpoGROUP

The pedestrian travel patterns in the study area change with an event conditions as the main draw becomes either CenturyLink Field or Safeco Field, with flows generally coming to and from event parking areas and transit facilities. Pedestrian volumes in the immediate vicinity of the event venues increase, particularly along 1st Avenue S., S. Jackson Street, S. Royal Brougham Way, and at the signalized pedestrian crossing of 4th Avenue S. between the Union Station Parking Garage and CenturyLink Field. 1st Avenue S. serves as a main north-south pedestrian corridor with several large parking garages in the north and parking lots and on-street parking to the south of CenturyLink Field. The pedestrian volumes along S. Jackson Street, S. Royal Brougham Way and at the 4th Avenue S. signalized crossing are generally related to transit or parking in the International District.

Based on the pedestrian travel patterns described above and the major transportation and parking, four specific routes were identified for further review:

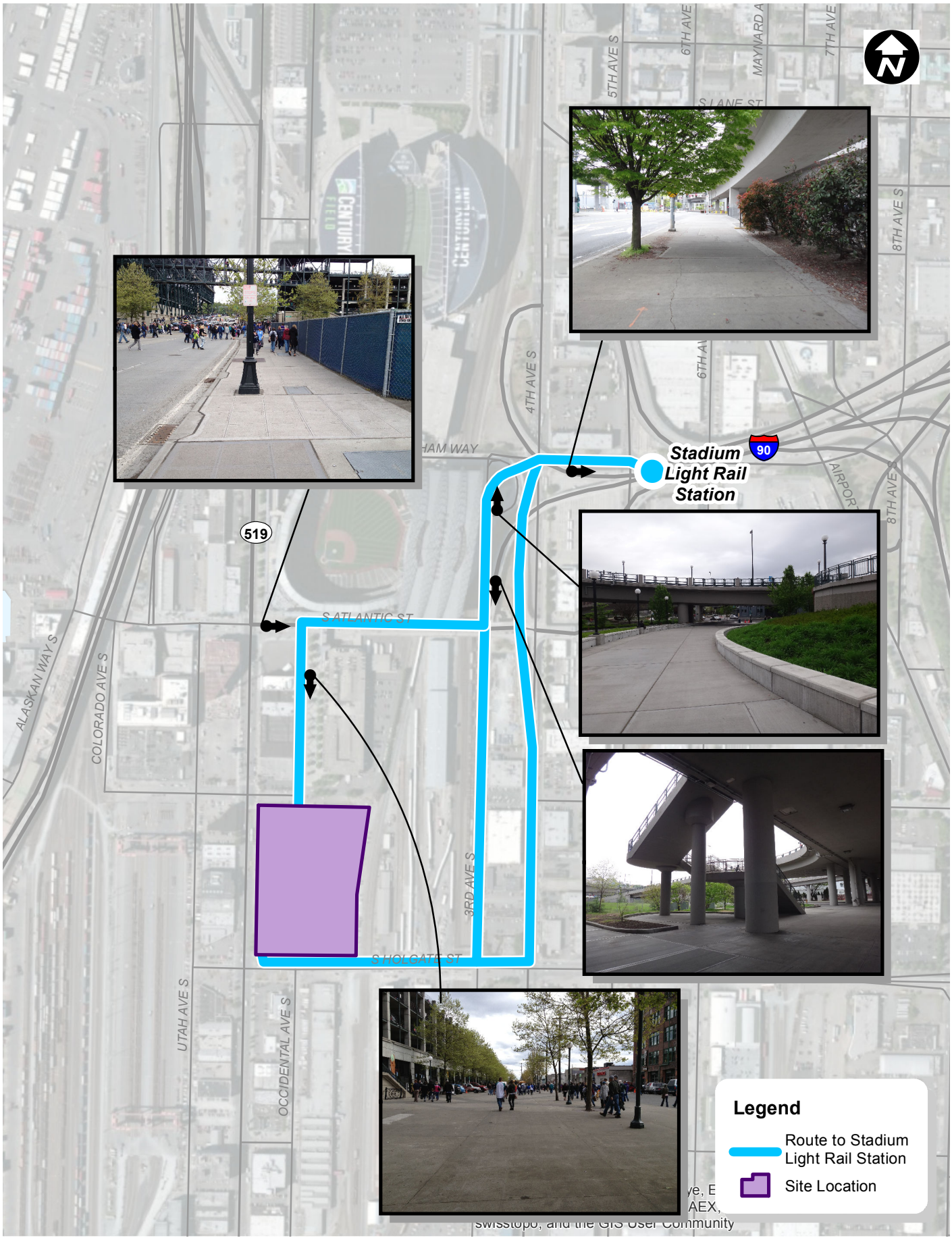
- Stadium Station
- SoDo (Lander) Station
- International District Station
- Ferry (Colman Deck)

The review included an overall assessment of facilities, connectivity, and quality of the pedestrian environment. Figure 2–49 through Figure 2–52 shows the four pedestrian routes and pictures are provided at key locations to provide an understanding of the pedestrian experience. As part of the assessment of quality, a review of pedestrian lighting was conducted and is summarized on Figure 2–53. Key characteristics of these routes are described below.

Stadium Station Route

These routes are approximately 1/2-mile long and provide access to the closest transit facility (Stadium Station) to the site. The route from the Stadium Station along S. Atlantic Street and Occidental Avenue S. has newer facilities, wider sidewalks, and is well lit, while the routes along 3rd and 4th Avenues S. are less pedestrian-friendly with minimal to poor lighting and missing or narrow sidewalks. Key issues along this route related to the Stadium District site include:

- Some darker areas where pedestrians walk under large roadway structures as well as minimal lighting along 3rd Avenue S. and poor lighting along 4th Avenue S.
- Missing sidewalks along 3rd Avenue S. on the west side between S. Atlantic Street and S. Holgate Street and on the east side between S. Massachusetts Street and S. Holgate Street.
- Narrow or constrained sidewalk sections along 4th Avenue S., south of S. Atlantic Street.
- Pedestrian access issues along S. Holgate Street between 4th Avenue S. and the Stadium District site related to the multiple at-grade crossings that pedestrians need to traverse.

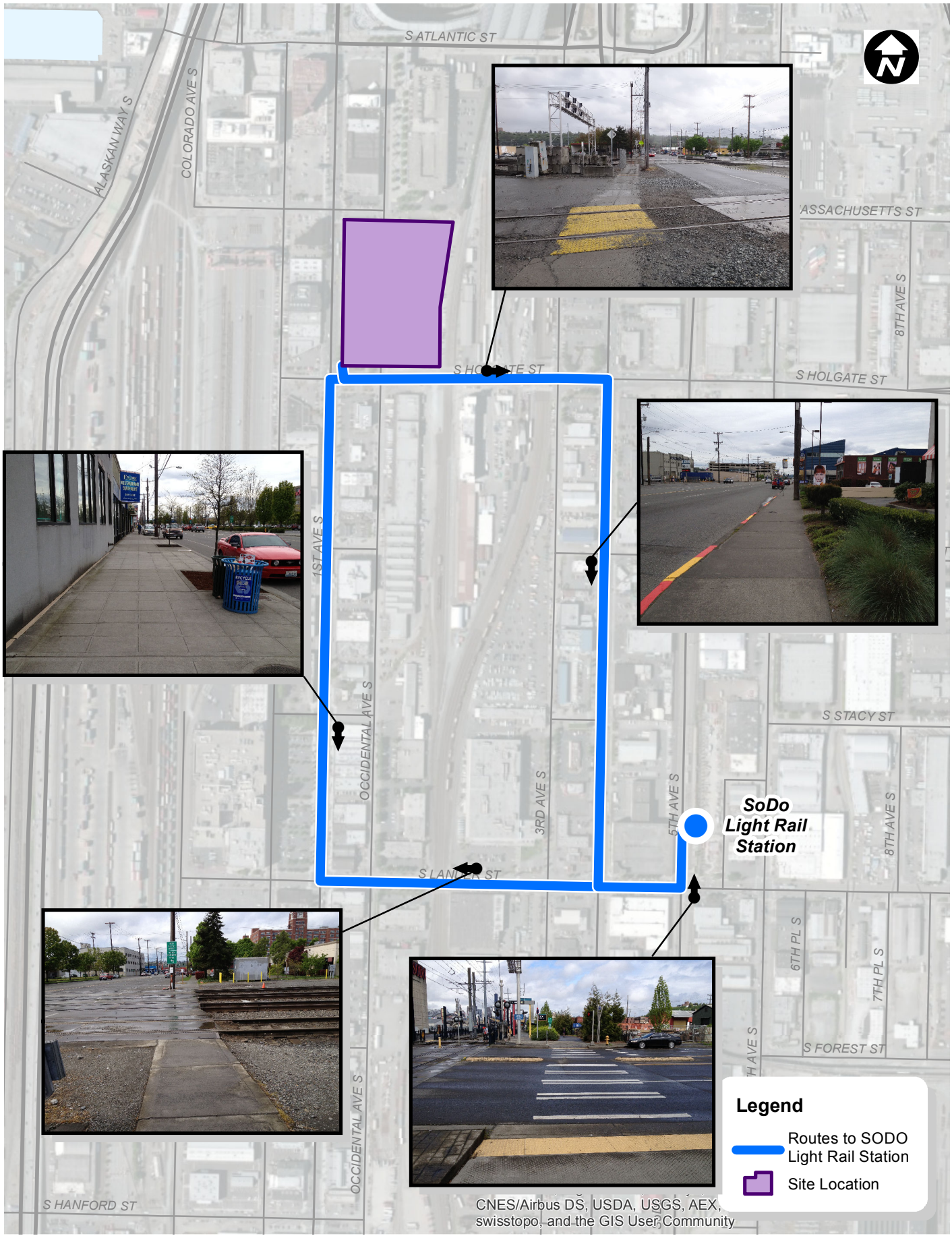



# Stadium District Pedestrian Route: Stadium Station

*Seattle Arena*

FIGURE
**2-49**

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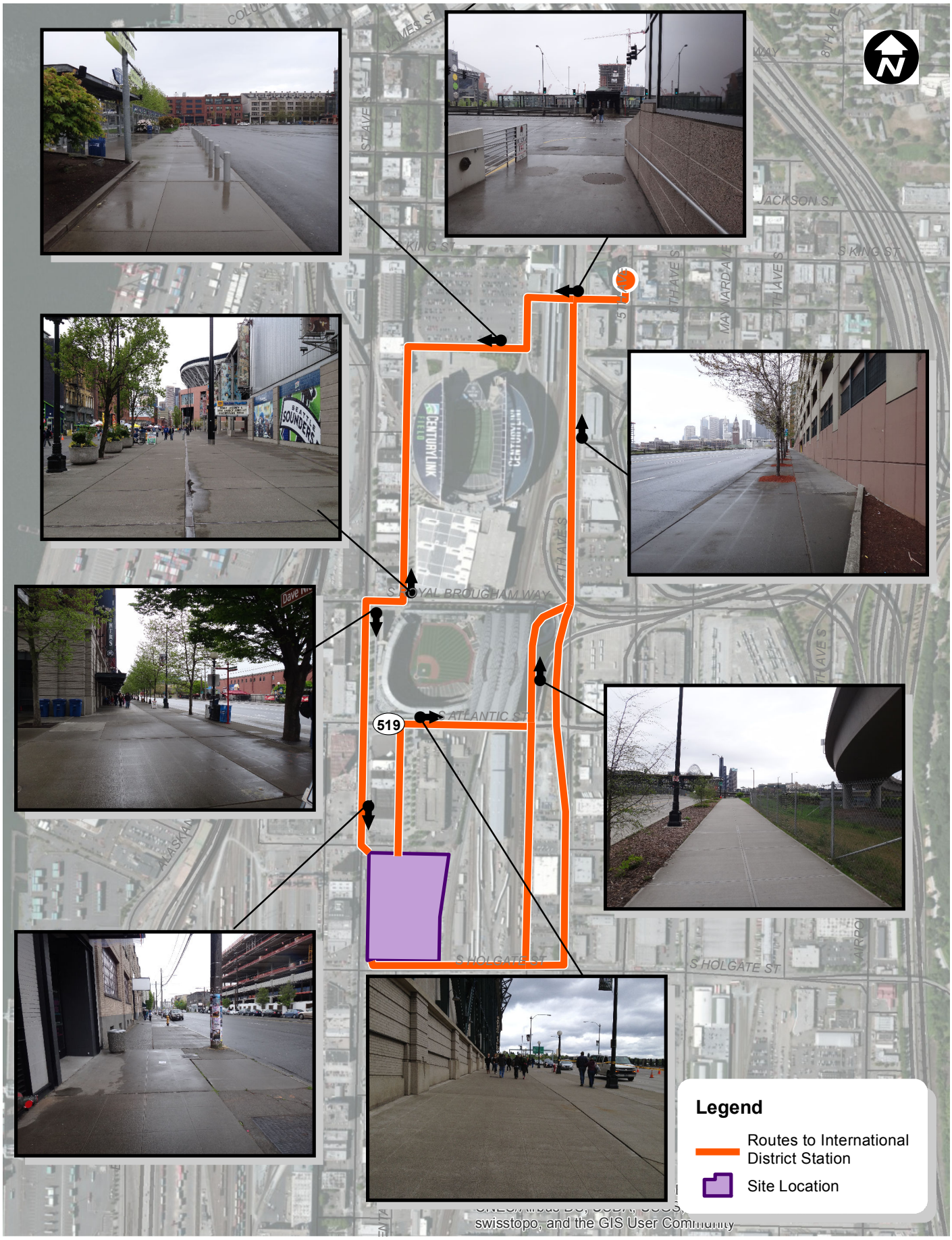



# Stadium District Pedestrian Route: SoDo Station

*Seattle Arena*

FIGURE
**2-50**

transpoGROUP




# Stadium District Pedestrian Route: International District

*Seattle Arena*

FIGURE
**2-51**

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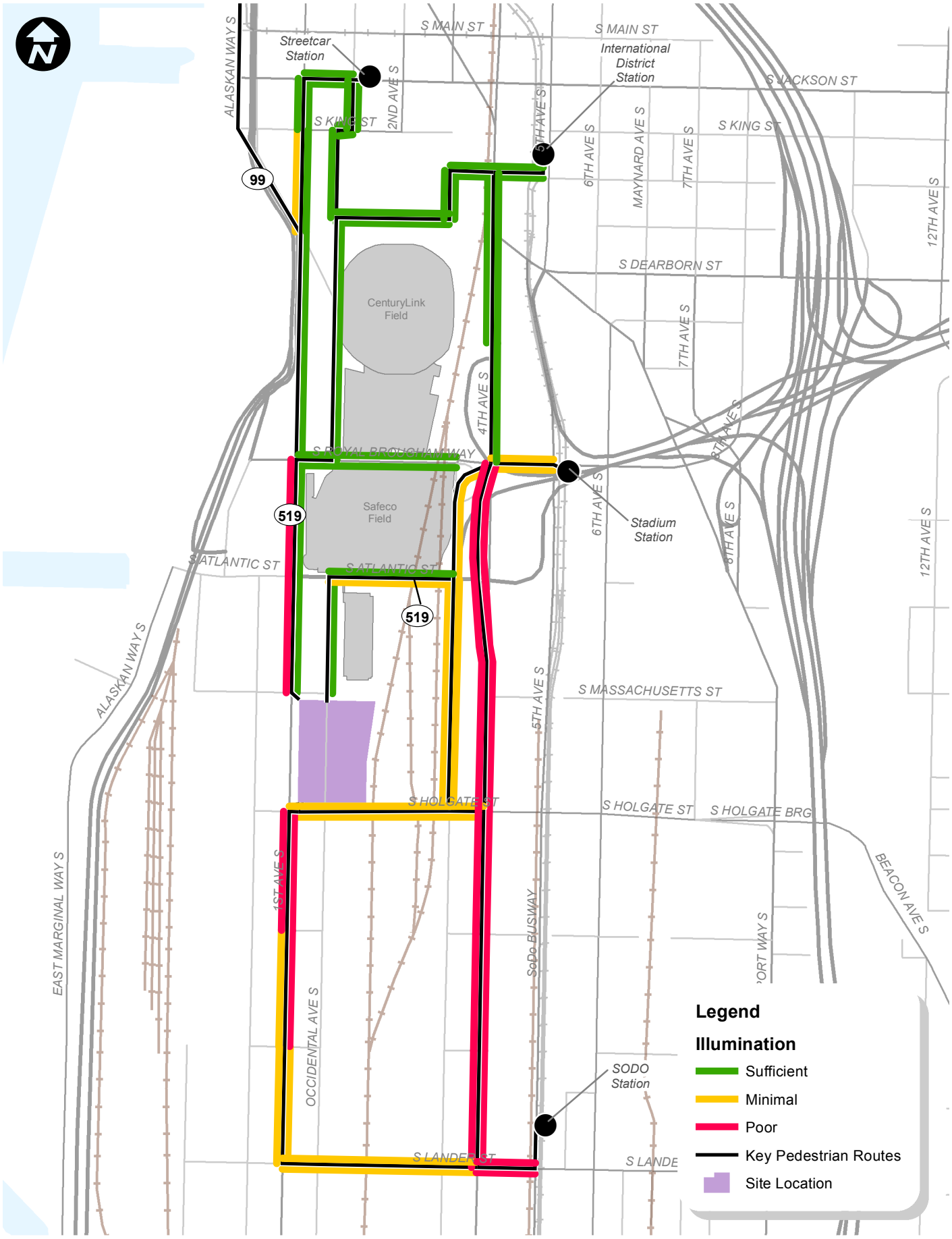



# Stadium District Pedestrian Route: Ferry

*Seattle Arena*

FIGURE
**2-52**

transpoGROUP




# Stadium District Pedestrian Lighting Review

*Seattle Arena*

FIGURE
**2-53**

transpoGROUP

SoDo (Lander) Station Route

The two routes providing access between the site and the SoDo station are both less than one mile long with facilities varying between sidewalks and little to no shoulder. Key issues along these routes related to the Stadium District site include:

- No sidewalks along S. Holgate Street on the south side.
- Some narrow portions of sidewalk particularly west side of 4th Avenue S. and S. Lander Street.
- At-grade train crossings could be an access issue as the level of pedestrians increase.
- Lighting is poor along portions of 1st Avenue S. and all of 4th Avenue S. between S. Holgate Street and S. Lander Street (see Figure 2–53).

International District Station Routes

The routes providing access between the site and the International District are almost one mile. The routes generally provide a pedestrian-friendly environment with sidewalks and enhancements specifically for pedestrians such as the pedestrian bridge between CenturyLink Field and King Street Station, signalized crossing along 4th Avenue S., and the pedestrian ramp at S. Royal Brougham Way and 4th Avenue S. providing access to 3rd Avenue S. There are some deficiencies south of S. Atlantic Street along 3rd and 4th Avenues S. with missing and narrow sidewalk sections and minimal to poor lighting. Key issues along these routes related to the Stadium District site include:

- Some areas are darker where pedestrians walk under large roadway structures when using 4th Avenue S. towards the site as well as minimal lighting along 3rd Avenue S. and poor lighting along 4th Avenue S., south of S. Atlantic Street.
- Missing sidewalks along 3rd Avenue S. on the west side between S. Atlantic Street and S. Holgate Street and on the east side between S. Massachusetts Street and S. Holgate Street.
- Narrow or constrained sidewalk sections along 4th Avenue S., south of S. Atlantic Street.
- Pedestrian access issues along S. Holgate Street between 4th Avenue S. and the Stadium District site related to the multiple at-grade crossings that pedestrians need to traverse.

Ferry (Colman Dock) Route

This route is over one mile long. Much of the route is under construction with development and transportation projects in the vicinity. Along this route lighting is poor on the west side of 1st Avenue S.

Overall, the pedestrian network is well connected along these key routes with only a few missing links. The environment is pedestrian-friendly and lighting is adequate. Issues that may

rise to a level of concern along key links in close proximity to the site include the poor connection across S. Atlantic Street when coming to and from the northeast, missing and narrow sidewalks along 1st, 3rd and 4th Avenues S., south of S. Atlantic Street and the extensive at-grade train crossings along S. Holgate Street and lack of pedestrian-oriented crossing control.

#### 2.3.2.2 Link Evaluation

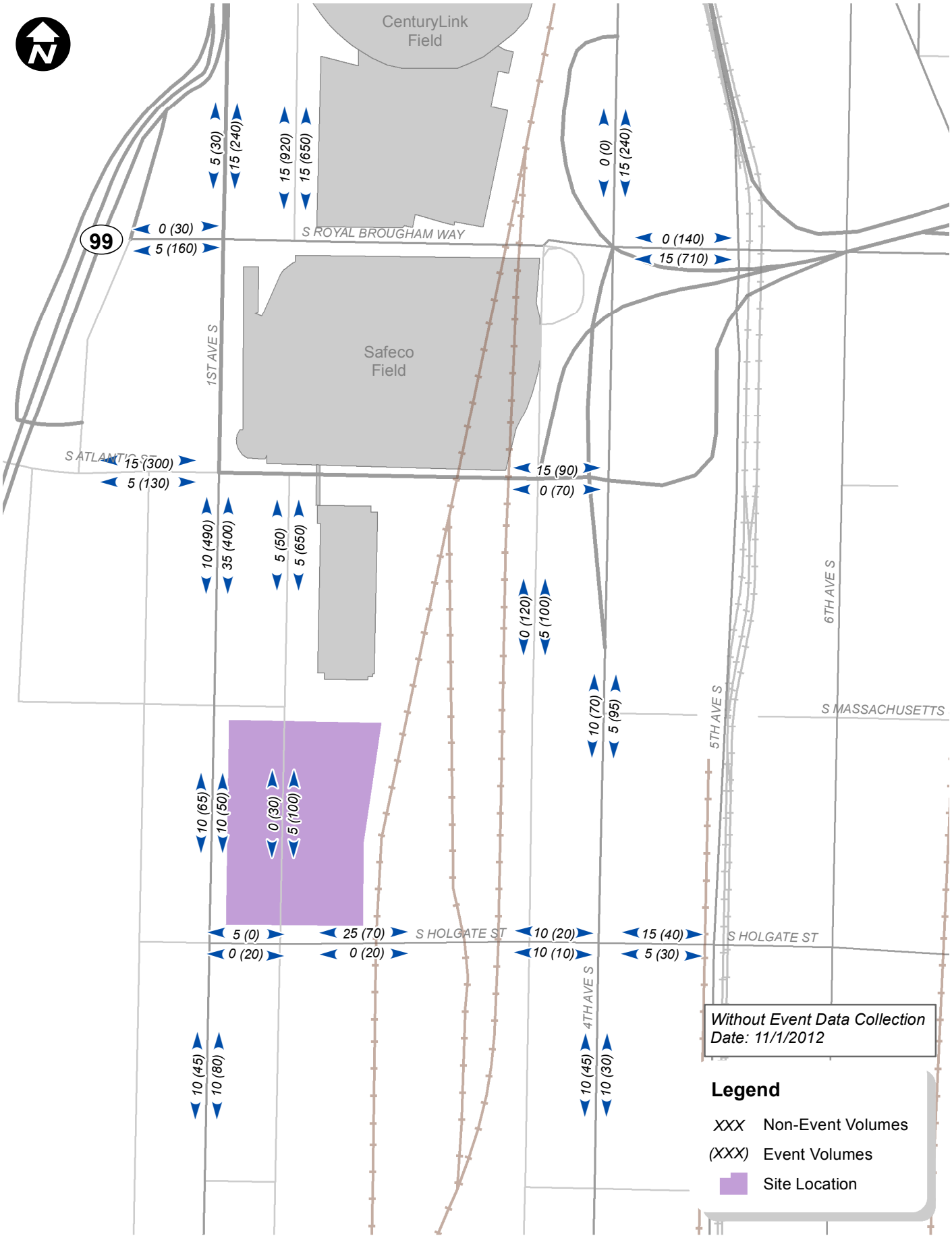
Post-event pedestrian counts were conducted along the key segments in the vicinity of the site. These counts were conducted in May 2013 and the post-event conditions represent pedestrian volumes for an attendance level of approximately 13,000.

Figure 2-54 shows the total post-event hour pedestrian volumes along the segments for non-event and post-event conditions. The pedestrian counts shown in the figure were used as a basis of the 1st and 4th Avenues S. and S. Holgate Street link evaluations summarized below.

1st and 4th Avenues S.

Table 2-3 below shows the 1st and 4th Avenues S. existing pedestrian flow analysis under non-event and post-event conditions. Based on the pedestrian flow rate, it was determined whether sidewalk conditions would be free flow (>10 p/ft/min), restricted (11-23 p/ft/min), or severely restricted (>23 p/ft/min).

Event conditions represent a Mariners game with 13,000 attendees. As shown in the table, based on the existing post-event pedestrian volumes along the 1st and 4th Avenues S. all sidewalk sections studied have acceptable pedestrian flow rates with and without the Mariners game. This analysis indicates that the sidewalks on the east and west sides of both 1st and 4th Avenues S. are adequate to accommodate the existing pedestrian demand.




# Stadium District Existing Post-Event Pedestrian Volumes

*Seattle Arena*

FIGURE
**2-54**

transpoGROUP

**Table 2-3**
**Pedestrian Flow Assessment – Existing Post-event (9:00 p.m.)**

| | Sidewalk Section | Non-Event[1] | | With Event[1] | |
|---|---|---|---|---|---|
| | | Pedestrian Flow Rate (p/ft/min)[2] | Level of Crowding[3] | Pedestrian Flow Rate (p/ft/min)[2] | Level of Crowding[3] |
| 1st Avenue S. | S. Atlantic St to S. Massachusetts St | | | | |
| | West Side (width[4] = 8.5-feet) | <1 | Free Flow | 2 | Free Flow |
| | East Side (width[4] = 5.5-feet) | <1 | Free Flow | 2 | Free Flow |
| | S. Massachusetts St. to S. Holgate St | | | | |
| | West Side (width[4] = 7-feet) | <1 | Free Flow | <1 | Free Flow |
| | East Side (width[4] = 7-feet) | <1 | Free Flow | <1 | Free Flow |
| | S. Holgate St to S. Walker St | | | | |
| | West Side (width[4] = 9-feet) | <1 | Free Flow | <1 | Free Flow |
| | East Side (width[4] = 6-feet) | <1 | Free Flow | <1 | Free Flow |
| 4th Avenue S. | S. Atlantic St to S. Holgate St | | | | |
| | West Side (width[4] = 3.5-feet) | <1 | Free Flow | 1 | Free Flow |
| | East Side (width[4] = 3.5-feet) | <1 | Free Flow | <1 | Free Flow |
| | S. Holgate St to S. Walker St | | | | |
| | West Side (width[4] = 1-feet) | <1 | Free Flow | <1 | Free Flow |
| | East Side (width[4] = 3.5-feet) | <1 | Free Flow | <1 | Free Flow |

1. Pedestrian counts for non-event conditions conducted on May 2, 2013 and for event conditions on May 1, 2013 with a Mariners game attendance of 12,936.
2. Pedestrian flow calculation based on the 2010 *Highway Capacity Manual* (HCM) method using the peak 15-minute pedestrian demand rounded to the nearest 20 pedestrians to determine peak hourly flows. The calculated flow reflects the most constrained portion of the evaluated sidewalk section and is expressed in pedestrian per feet per minute (p/ft/min)
3. Based on HCM, free flow is >10 p/ft/min, restricted is 11-23 p/ft/min, and severely restricted is >23 p/ft/min.
4. The analysis assumes the smallest effective walkway width measured along the segment; therefore, widths may be greater in some areas.

S. Holgate Street

Pedestrians routinely get stopped during the traverse of the span of tracks along S. Holgate Street when a train ahead causes a gate drop and in some cases, a train behind. Event pedestrian demands are particularly prone to this as the groups of pedestrians occurring after an event have limited refuge when they are stopped by a closing crossing gate. This dynamic results in a potential for conflict between pedestrians and train crossings.

Table 2-4 illustrates the existing (95th-percentile) pedestrian accumulations and associated queuing requirements expressed in linear feet[17] for train crossing interruptions between 5 and 45 minutes. As noted in the methodology, current train blockage over the hour are an average of 9 minutes. The scenarios shown in the table are simply illustrations and do not reflect actual

[17] As described in the methodology, although pedestrian space is 5 square-feet, the pedestrian queuing model is in linear feet. During event conditions, the modelling assumes multiple pedestrians walking together as noted.

queue observations in the field. If a higher attendance game occurred, pedestrian flows and related queues and storage needs would be greater.

**Table 2-4**
**Existing Eastbound Pedestrian Accumulation**
**at Holgate Train Crossing (Post-Event or 9:00 p.m.)**

| | Existing Non-Event Pedestrian Demand = 20 pedestrians / hour[2] | | Existing Post-event Pedestrian Demand = 140 pedestrians / hour[2] | |
|---|---|---|---|---|
| Train Crossing (minutes)[1] | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (feet)[4] | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (feet)[4] |
| 5 | 5 | 10 | 19 | 25 |
| 10 | 8 | 20 | 33 | 40 |
| 15 | 10 | 25 | 46 | 55 |
| 20 | 12 | 25 | 59 | 70 |
| 25 | 14 | 30 | 72 | 80 |
| 30 | 16 | 35 | 85 | 95 |
| 35 | 19 | 45 | 98 | 110 |
| 40 | 21 | 45 | 110 | 125 |
| 45 | 23 | 50 | 123 | 140 |

1. December 2013 observations showed an average of 9-minutes of gate closures over an one-hour period.
2. Pedestrian counts for non-event conditions conducted on May 2, 2013 and for event conditions on May 1, 2013 with a Mariners game attendance of 12,936.Volumes reflect a peak 15-minute rate multiplied by four, and are rounded to the nearest 10.
3. 95th percentile volumes indicate either that volume or less would occur 95 percent of the time.
4. Assumed 2.25 feet per pedestrian for the linear queuing model. With an event, it is assumed on average people are walking or standing two-by-two.
5. Directional pedestrian volumes not available for non-event conditions; crosswalk counts on a non-event day indicate little to no pedestrians use the roadway without an event during the hour evaluated.

As illustrated by the sensitivity analysis for existing non-event and post-event pedestrian demands:

- Pedestrian queues range from approximately 10 to 125 pedestrians, depending on the duration of the blockage.
- Length of sidewalk storage to accommodate queues based on current blockage levels of around 10 minutes range from 20 feet without an event to 40 feet with a Mariners game of approximately 13,000 attendees.
- Blockages up to 45-minutes (representing increased activity) would result in the need for approximately 140 feet of storage to accommodate existing pedestrian demands, which can be accommodate within the existing sidewalk area along S. Holgate Street on the north side.

### 2.3.3 Impacts of No Action Alternative

The following describes the No Action pedestrian context in terms of the broad study area and proximate links.

#### 2.3.3.1 Broad Study Area Evaluation

The study area was reviewed to determine if any funded planned projects would contribute to the non-motorized infrastructure connectivity or capacity and / or if additional major transportation or parking destinations would be added to the study area. The following summarizes those that were associated with larger projects, or that were determined to be substantial in scope or significance:

- **Multiuse Paths** - Two multi-use paths are being constructed as part of the Alaskan Way Viaduct Replacement Project to be completed by 2018.
- **First Hill Streetcar** - This project is slated for completion by 2015. This project constructs a modern, low-floor streetcar system connecting First Hill employment centers to the regional Link Light Rail system, including but not limited to the International District / Chinatown Station, and Capitol Hill Station at Broadway and John Street.
- **Holgate Rail Crossing Improvements**: Amtrak is improving the existing rail crossing control to provide additional warning to motorist, pedestrians, and bicyclists. The improvements along S. Holgate Street include adding wayside horns, wigwag signals, and gates at the active tracks just west of 3rd Avenue S.

For the No Action condition, five specific pedestrian travel routes were identified to major transportation including Stadium Station, SoDo Station, International District, the Ferry at Colman Dock, and the First Hill Streetcar.

The Stadium Station, SoDo Station and International District routes are anticipated to be consistent with the description provided in the Affected Environment because there are no future infrastructure projects impacting these routes. Improvements are anticipated along the Ferry route as a result of the Alaskan Way Viaduct Replacement Project. Figure 2–55 shows the First Hill Streetcar pedestrian travel route and Figure 2–52 illustrates the Ferry route. Key characteristics of these two routes are described below.

<u>Ferry (Colman Dock) Route</u>

As part of the Alaskan Way Viaduct project, Railroad Way S. is being planned as an improved direct pedestrian connection between the Waterfront and Stadium District. The City is leading the design of this element of the Alaskan Way Viaduct Replacement project. It will include a variety of treatments and lighting features to invite pedestrians along an enhanced connection. There could still be some lighting deficiencies along this route on the west side of 1st Avenue S. between S. Atlantic and S. Holgate Streets as noted under existing conditions; however,

redevelopment is occurring in this area and it likely that at least portions of this will be improved as part of development frontage improvements.

First Hill Streetcar

The nearest streetcar stop to and from the Stadium District site would be the Occidental Mall stop along S. Jackson Street east of 1st Avenue S. The two routes providing access between the site and the streetcar stop are both less than one mile long with facilities. In general, adequate pedestrian facilities exist to / from the north along Occidental Avenue S. transitioning to 1st Avenue S., south of S. Royal Brougham Way and the two routes are well connected. This route also has poor lighting as discussed above along 1st Avenue S.

Overall, with improvements along 1st Avenue S., Railroad Way S., and Alaskan Way a more pedestrian-friendly environment would be created and the routes would remain well connected. With No Action, there would continue to be a poor connection across S. Atlantic Street when coming to and from the northeast, missing and narrow sidewalks along 3rd and 4th Avenues S., south of S. Atlantic Street, and planned projects would result in additional at-grade train crossings on S. Holgate Street with no improvements to pedestrian facilities or provision of pedestrian crossing controls.

#### 2.3.3.2 Link Evaluation

Figure 2–56 shows the forecasted No Action total post-event hour pedestrian volumes along the segments for the event cases. The pedestrian demand shown in the figure was used as a basis of the 1st and 4th Avenues S. and S. Holgate Street link evaluations.

1st and 4th Avenues S.

Table 2-5 below summarizes the 1st and 4th Avenues S. No Action pedestrian flow analysis for Case S1, S2, and S3. Based on the pedestrian flow rate, it was determined whether sidewalk conditions would be free flow (>10 p/ft/min), restricted (11-23 p/ft/min), or severely restricted (>23 p/ft/min). As shown in the table, based on the No Action post-event pedestrian volumes along the 1st and 4th Avenues S. pedestrian flow rates are anticipated to be acceptable with rates less than 10 p/ft/min. This analysis indicates that the sidewalks on the east and west sides of 1st and 4th Avenues S. are adequate to accommodate the No Action pedestrian demand under all event cases.

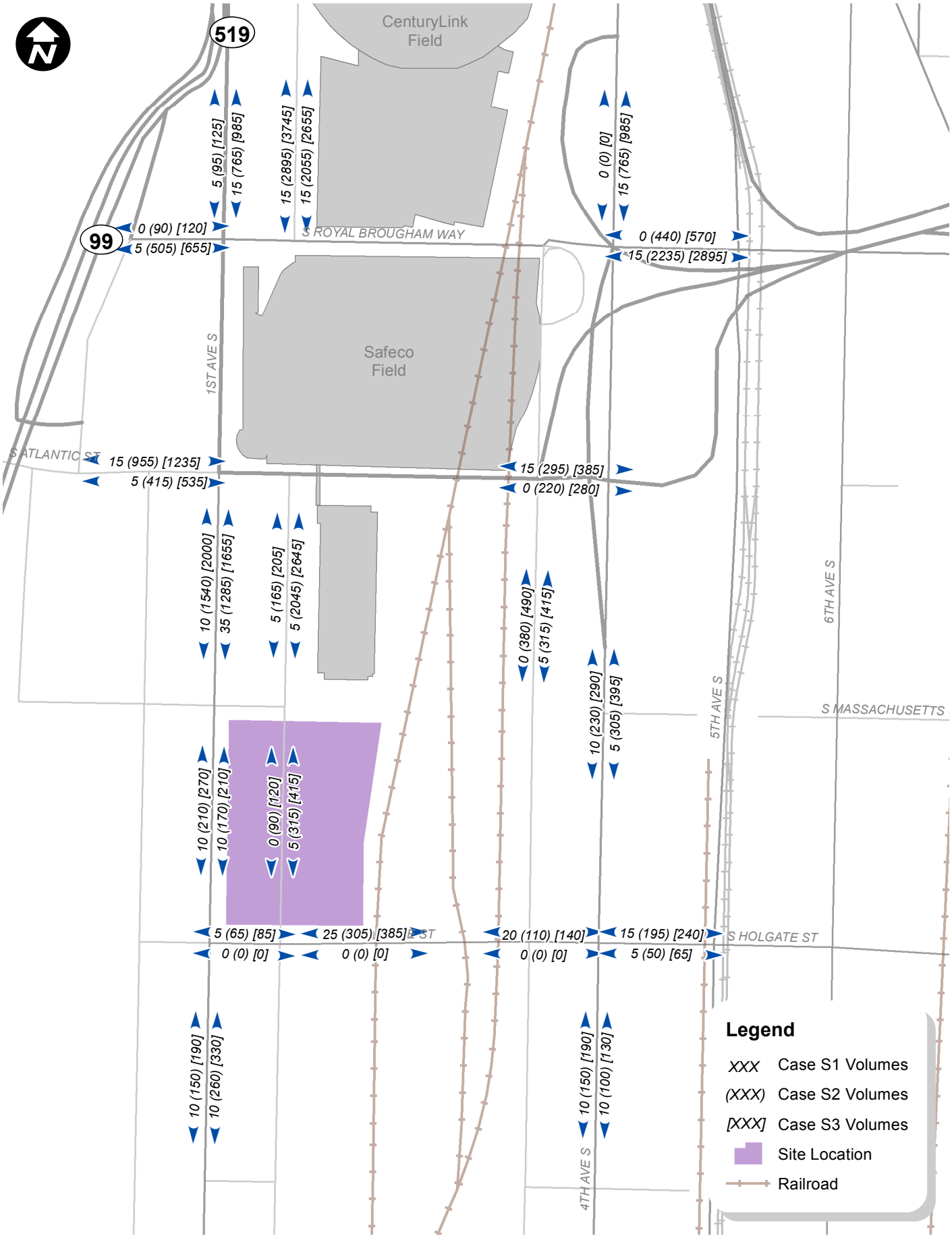



# Stadium District Pedestrian Route: First Hill Streetcar

*Seattle Arena*

FIGURE
**2-55**

transpoGROUP




# Stadium District No Action Post-Event Pedestrian Volumes

FIGURE **2-56**

*Seattle Arena*

transpoGROUP

**Table 2-5**
**Pedestrian Flow Assessment – No Action (Post-Event or 9:00 p.m.)**

| | Sidewalk Section | Case S1[1] | | Case S2 | | Case S3 | |
|---|---|---|---|---|---|---|---|
| | | Pedestrian Flow Rate (p/ft/min)[2] | Level of Crowding[3] | Pedestrian Flow Rate (p/ft/min)[2] | Level of Crowding[3] | Pedestrian Flow Rate (p/ft/min)[2] | Level of Crowding[3] |
| 1st Avenue S. | S. Atlantic St to S. Massachusetts St | | | | | | |
| | West Side (width[4] = 8.5-feet) | <1 | Free Flow | 6 | Free Flow | 8 | Free Flow |
| | East Side (width[4] = 5.5-feet) | <1 | Free Flow | 7 | Free Flow | 9 | Free Flow |
| | S. Massachusetts St. to S. Holgate St | | | | | | |
| | West Side (width[4] = 7-feet) | <1 | Free Flow | <1 | Free Flow | 1 | Free Flow |
| | East Side (width[4] = 7-feet) | <1 | Free Flow | <1 | Free Flow | <1 | Free Flow |
| | S. Holgate St to S. Walker St | | | | | | |
| | West Side (width[4] = 9-feet) | <1 | Free Flow | <1 | Free Flow | <1 | Free Flow |
| | East Side (width[4] = 6-feet) | <1 | Free Flow | 1 | Free Flow | 1 | Free Flow |
| 4th Avenue S. | S. Atlantic St to S. Holgate St | | | | | | |
| | West Side (width[4] = 3.5-feet) | <1 | Free Flow | 4 | Free Flow | 5 | Free Flow |
| | East Side (width[4] = 3.5-feet) | <1 | Free Flow | 2 | Free Flow | 2 | Free Flow |
| | S. Holgate St to S. Walker St | | | | | | |
| | West Side (width[4] = 1-feet) | <1 | Free Flow | 3 | Free Flow | 4 | Free Flow |
| | East Side (width[4] = 3.5-feet) | <1 | Free Flow | 1 | Free Flow | 1 | Free Flow |

1. No Action Case S1 pedestrian flow is consistent with existing non-event conditions since the pedestrian demand in the study area is low during the post-event time period when there is no event at the existing venues.
2. Pedestrian flow calculation based on the 2010 *Highway Capacity Manual* (HCM) method using the peak 15-minute pedestrian demand rounded to the nearest 20 pedestrians to determine peak hourly flows. The calculated flow reflects the most constrained portion of the evaluated sidewalk section and is expressed in pedestrian per feet per minute (p/ft/min)
3. Based on HCM, free flow is >10 p/ft/min, restricted is 11-23 p/ft/min, and severely restricted is >23 p/ft/min.
4. The analysis assumes the smallest effective walkway width measured along the segment; therefore, widths may be greater in some areas.

S. Holgate Street

As noted in the Affected Environment, pedestrians routinely get stopped during the traverse of tracks along S. Holgate Street and event pedestrian demands are particularly prone to this as the groups of pedestrians occurring after an event have limited refuge in the event they are stopped by a closing crossing gate. This dynamic results in an potential for conflict between pedestrians and train crossing, and would increase in the future under No Action due to increased pedestrian levels as well as increased train activity.

Table 2-6 illustrates the existing (95th-percentile) pedestrian accumulations and associated queuing requirements expressed in linear feet for train crossing interruptions between 5 and 45 minutes. The scenarios in the table are provided as an illustrative sensitivity analysis. The analysis is conservative in that they reflect all pedestrians associated with post-event egress on a single side of the street.

**Table 2-6**
**No Action Eastbound Pedestrian Accumulation**
**at Holgate Train Crossing (Post-Event or 9:00 p.m.)**

| Train Crossing (minutes)[1] | No Action Case S1 Pedestrian Demand = 20 pedestrians / hour[2] | | No Action Case S2 Pedestrian Demand = 420 pedestrians / hour[2] | | No Action Case S3 Pedestrian Demand = 550 pedestrians / hour[2] | |
|---|---|---|---|---|---|---|
| | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (ft)[4] | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (ft)[4] | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (feet)[4] |
| 5 | 5 | 10 | 46 | 55 | 58 | 65 |
| 10 | 8 | 20 | 85 | 95 | 109 | 125 |
| 15 | 10 | 25 | 123 | 140 | 158 | 180 |
| 20 | 12 | 25 | 161 | 180 | 207 | 235 |
| 25 | 14 | 30 | 198 | 225 | 255 | 290 |
| 30 | 16 | 35 | 235 | 265 | 304 | 345 |
| 35 | 19 | 45 | 272 | 305 | 352 | 395 |
| 40 | 21 | 45 | 309 | 350 | 390 | 450 |
| 45 | 23 | 50 | 345 | 390 | 447 | 505 |

1. December 2013 observations showed an average of 9-minutes of gate closures over an one-hour period.
2. Volumes reflect a peak 15-minute rate multiplied by four, and are rounded to the nearest 10.
3. 95th percentile volumes indicate either that volume or less would occur 95 percent of the time.
4. Assumed 2.25 feet per pedestrian for the linear queuing model. With an event, it is assumed on average people are walking or standing two-by-two.

As illustrated by the sensitivity analysis for No Action pedestrian demands:

- No Action Case S1 conditions are consistent with existing non-event conditions since demands late in the evening in the study area are generally driven by event travel.

- The higher level of event attendance assumed for the No Action Case S2 and S3 conditions results in higher pedestrian demands and more storage needed as compared to the existing event conditions.

- Pedestrian queues range from approximately 5 to 450 pedestrians, depending on the duration of the blockage.

- Sidewalk storage to accommodate queues based on current blockage levels of around 10 minutes range from 20 feet without an event to 125 feet.

- Blockages up to 45-minutes (representing increased activity) would result in the need for approximately 505 feet of storage to accommodate the Case S3 representing 52,500 attendees. This pedestrian queue would be greater than could be accommodated between the railroad tracks and 1st Avenue S along S. Holgate Street; therefore, pedestrians would likely stand closer together and/or extend back along the sidewalk along 1st Avenue S.

As noted in the Affected Environment, the pedestrian environment along S. Holgate Street, with related lack of storage and proliferation of rail crossings, creates an environment with opportunity for conflicts between pedestrians and rail activity. With increases in pedestrians associated with the No Action and planned increases in train activity, these issues would likely increase in the future along S. Holgate Street.

## 2.3.4 Impacts of Alternative 2

Alternative 2 construction would result in intermittent sidewalk closures along the frontage of the site (i.e., 1st Avenue S. and S. Massachusetts and Holgate Streets). A construction management plan would be developed and alternate pedestrian circulation would be provided adjacent to the construction site through the use of temporary walkways, detours and signs.

The following describes the Alternative 2 pedestrian context in terms of the broad study area and proximate links.

### 2.3.4.1 Broad Study Area Evaluation

Alternative 2 is not anticipated to change the wider study area or the pedestrian environment along the key travel routes to and from the Stadium District site described in the Affected Environment and No Action.

This alternative would result in the vacation of Occidental Avenue S. between S. Massachusetts Street and S. Holgate Street; therefore, travel patterns for pedestrians using this connection would change. Pedestrian activity occurring along this portion of Occidental Avenue S. (see existing pedestrian volumes on Figure 2–56 on page 2-81) is generally minimal during non-event conditions. As event attendance increases, use by pedestrians walking to and from parking located to the south increases. There are no sidewalk facilities along this segment of Occidental Avenue S., and the environment is poor given the undefined pedestrian area and the level of business activity occurring. Pedestrians currently using Occidental Avenue S. would

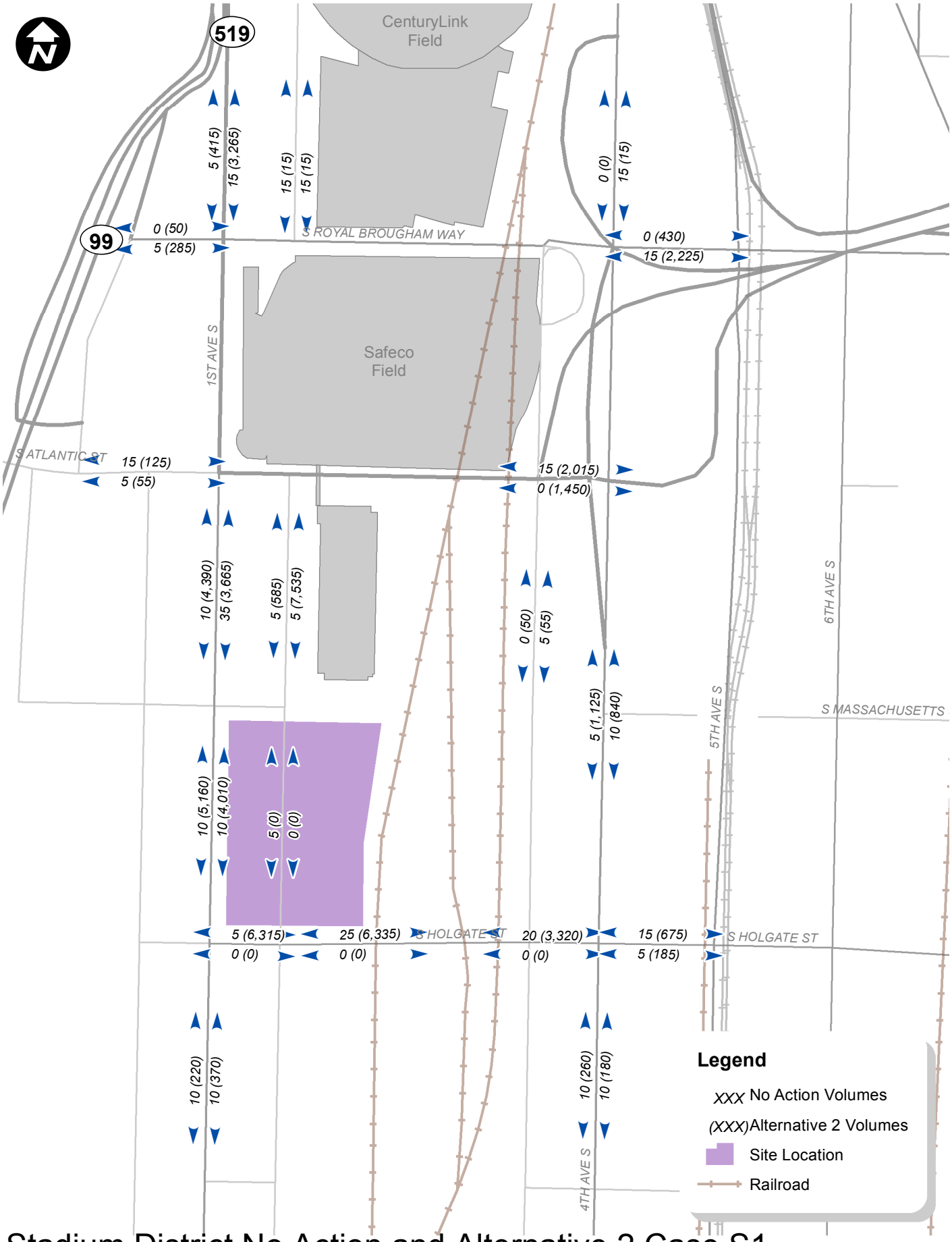
likely shift to 1st Avenue S., which has an improved pedestrian environment with a connected sidewalk system. The 1st Avenue S. sidewalk frontage between S. Massachusetts and S. Holgate Streets is proposed at 15 feet, which is adequate to accommodate expected levels of pedestrians for Alternative 2.

#### 2.3.4.2 Link Evaluation

Figure 2–57 through Figure 2–59 show a comparison of No Action and Alternative 2 total post-event hour pedestrian volumes along the segments for the event cases. The pedestrian demand shown in the figure was used as a basis of the 1st and 4th Avenues S. and S. Holgate Street link evaluations summarized below.

1st and 4th Avenues S.

Table 2-7 below shows the 1st and 4th Avenues S. Alternative 2 pedestrian flow analysis as compared to the No Action conditions for each event case. Based on the pedestrian flow rate, it was determined whether sidewalk conditions would be free flow (>10 p/ft/min), restricted (11-23 p/ft/min), or severely restricted (>23 p/ft/min). For the segments considered severely restricted consideration was given as to whether the conditions were temporary, alternative routes exist, and / or mitigation may be needed to improve conditions. Consideration is given to sidewalk improvements with the Arena along the 1st Avenue S. frontage.

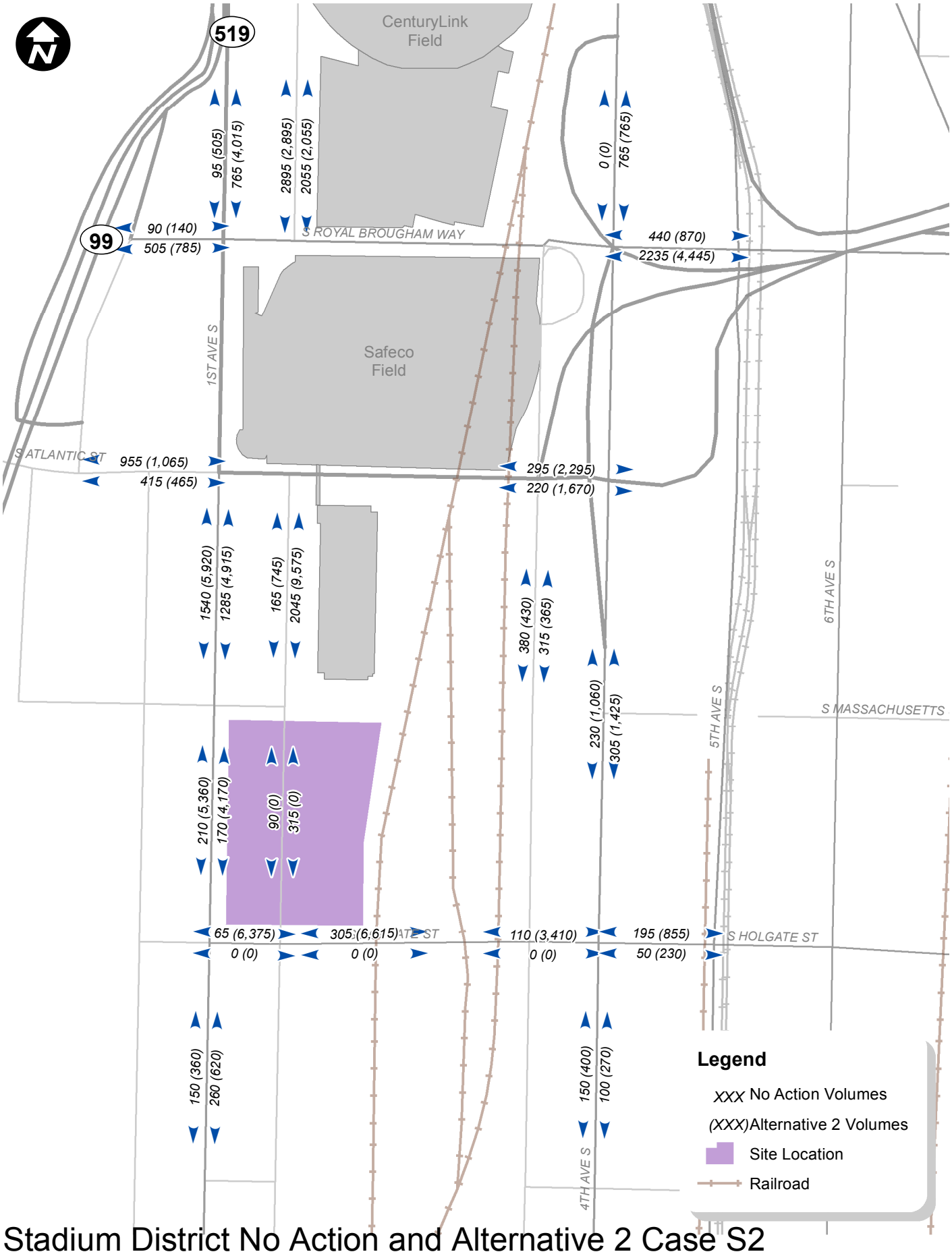



# Stadium District No Action and Alternative 2 Case S1 Post-Event Pedestrian Volumes

*Seattle Arena*

FIGURE **2-57**

transpoGROUP

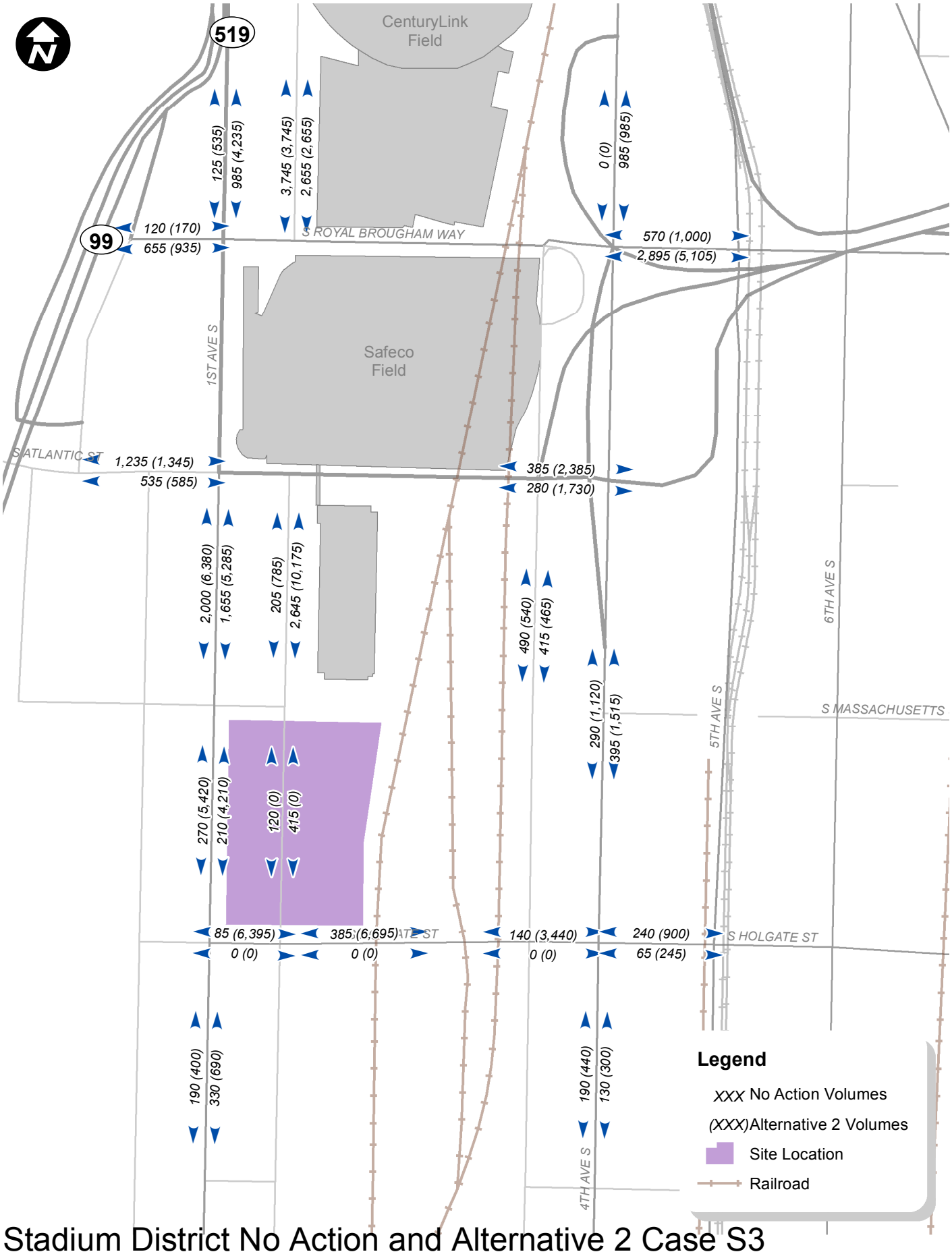



# Stadium District No Action and Alternative 2 Case S2 Post-Event Pedestrian Volumes

*Seattle Arena*

FIGURE
**2-58**

transpoGROUP




# Stadium District No Action and Alternative 2 Case S3 Post-Event Pedestrian Volumes

*Seattle Arena*

FIGURE **2-59**

transpoGROUP

## Table 2-7
## Pedestrian Flow Assessment – Comparison of No Action and Alternative 2
## (Post-Event or 9:00 p.m.)

| | Sidewalk Section | Case S1 | | Case S2 | | Case S3 | |
|---|---|---|---|---|---|---|---|
| | | Pedestrian Flow Rate[1] (p/ft/min) / Level of Crowding[2] | | Pedestrian Flow Rate[1] (p/ft/min) / Level of Crowding[2] | | Pedestrian Flow Rate[1] (p/ft/min) / Level of Crowding[2] | |
| | | No Action[3] | Alt 2[4] | No Action | Alt 2[4] | No Action | Alt 2[4] |
| 1st Avenue S. | S. Atlantic St to S. Massachusetts St | | | | | | |
| | West Side (width[5] = 8.5-feet) | <1 / Free Flow | 8 / Free Flow | 6 / Free Flow | 13 / Restricted | 8 / Restricted | 15 / Restricted |
| | East Side (width[5] = 5.5-feet) | <1 / Free Flow | 35 / Severely Restricted | 7 / Free Flow | 41 / Severely Restricted | 9 / Free Flow | 44 / Severely Restricted |
| | S. Massachusetts St. to S. Holgate St | | | | | | |
| | West Side (width[5] = 7-feet) | <1 / Free Flow | 2 / Free Flow | <1 / Free Flow | 2 / Free Flow | 1 / Free Flow | 3 / Free Flow |
| | East Side (width[5] = 7-feet [No Action] width[5] = 16-feet [Alt 2]) | <1 / Free Flow | 13 / Restricted | <1 / Free Flow | 13 / Restricted | <1 / Free Flow | 13 / Restricted |
| | S. Holgate St to S. Walker St | | | | | | |
| | West Side (width[5] = 9-feet) | <1 / Free Flow | <1 / Free Flow | <1 / Free Flow | 1 / Free Flow | <1 / Free Flow | 1 / Free Flow |
| | East Side (width[5] = 6-feet) | <1 / Free Flow | 1 / Free Flow | 1 / Free Flow | 2 / Free Flow | 1 / Free Flow | 3 / Free Flow |
| 4th Avenue S. | S. Atlantic St to S. Holgate St | | | | | | |
| | West Side (width[5] = 3.5-feet) | <1 / Free Flow | 11 / Restricted | 4 / Free Flow | 15 / Restricted | 5 / Free Flow | 16 / Restricted |
| | East Side (width[5] = 3.5-feet) | <1 / Free Flow | 5 / Free Flow | 2 / Free Flow | 7 / Free Flow | 2 / Free Flow | 7 / Free Flow |
| | S. Holgate St to S. Walker St | | | | | | |
| | West Side (width[5] = 1-feet) | <1 / Free Flow | 4 / Free Flow | 3 / Free Flow | 6 / Free Flow | 4 / Free Flow | 7 / Free Flow |
| | East Side (width[5] = 3.5-feet) | <1 / Free Flow | 2 / Free Flow | 1 / Free Flow | 3 / Free Flow | 1 / Free Flow | 3 / Free Flow |

Notes: Shading indicates locations with severely restricted flow rates.

1. Pedestrian flow calculation based on the 2010 *Highway Capacity Manual* (HCM) method using the peak 15-minute pedestrian demand rounded to the nearest 20 pedestrians to determine peak hourly flows. The calculated flow reflects the most constrained portion of the evaluated sidewalk section and is expressed in pedestrian per feet per minute (p/ft/min)
2. Based on HCM, free flow is >10 p/ft/min, restricted is 11-23 p/ft/min, and severely restricted is >23 p/ft/min.
3. No Action Case S1 pedestrian flow is consistent with existing non-event conditions since the pedestrian demand in the study area is low during the post-event time period when there is no event at the existing venues.
4. Assessment assumes pedestrian improvements along site frontage including 1st Avenue S. between S. Massachusetts Street and S. Holgate Street where a 15-foot pedestrian zone is assumed on the east side of the street. This results in an improved pedestrian flow rate relative to No Action.
5. The analysis assumes the smallest effective walkway width measured along the segment; therefore, widths may be greater in some areas. An effective walkway width of 16-feet is assumed along the 1st Avenue S. Arena frontage.

Table 2-7 shows:

- Alternative 2 Case S1 pedestrian flows on the east side of 1st Avenue S. between S. Atlantic and S. Massachusetts Streets would be severely restricted and pedestrians would experience crowded conditions, assuming the identified peaking characteristics.

- The multi-event cases (Case S2 and S3) would cause further restricted flows on the east side as well as degrade conditions on the west side of 1st Avenue S. between S. Atlantic and S. Massachusetts Streets.

- Given the location of the doors to the Arena along 1st Avenue S. at the northwest (at 1st Avenue S./S. Massachusetts Street) and southwest (1st Avenue S./S. Holgate Street) corners of the building and the approximately 24-foot wide[18] sidewalk with a 16-foot pedestrian zone proposed along the frontage, flows along 1st Avenue S. between S. Massachusetts and S. Holgate Streets would be slightly restricted.

- Pedestrian flows along 4th Avenue S. between S. Atlantic and S. Walker Streets would generally experience free flow except on the west side of 4th Avenue S. between S. Atlantic and S. Holgate Streets where the addition of the Arena would result in some crowding due to a constrained sidewalk section. There is capacity on the east side, so pedestrians wanting to avoid crowds could use these facilities. It is noted that along 4th Avenue S. the sidewalk conditions (including width and lack of maintenance) and poor lighting make this route less accessible for pedestrians.

The calculation of pedestrian flow rates suggests that during the peak 15 minutes associated with a capacity event egress sidewalk on the east side of 1st Avenue S., north of Massachusetts Street would be crowded as a result of the Arena. This could be mitigated by rerouting more pedestrians to Occidental Avenue S. immediately north of the site and / or providing more onsite attractions and amenities to reduce peaking characteristics of post-event egress.

S. Holgate Street

Alternative 2 would result in substantially more pedestrians along S. Holgate Street than characterized for the No Action conditions during both event ingress and egress. It is likely that conflicts between pedestrians and trains would increase with Alternative 2, exacerbating an issue that exists under current event and non-event conditions. The introduction of an Arena at this location would substantially increase and concentrate demands over currently observed levels.

Table 2-8 illustrates the existing (95th-percentile) pedestrian accumulations and associated queuing requirements expressed in linear feet for train crossing interruptions between 5 and 45 minutes. The scenarios in the table are provided as an illustrative sensitivity analysis. The analysis is conservative in that they reflect all pedestrians associated with post-event egress on a single side of the street. The evaluation considers sidewalk widening and improvements that

[18] Sidewalks would be widened to 24-feet and the evaluation assumes an effective walkway width of 16-feet.

would be made along S. Holgate Street with the Arena. It is assumed that the sidewalk along the S. Holgate Street Arena frontage would be widened to 24-foot and that given the crowding during post event conditions up to 8 pedestrians would walk side-by-side. By comparison, the No Action assumes up to 2 pedestrians would walk side-by-side.

**Table 2-8**
**Action Eastbound Pedestrian Accumulation**
**at Holgate Train Crossing (Post-Event or 9:00 p.m.)**

| Train Crossing (minutes)[1] | Alt 2 Case S1 Pedestrian Demand = 9,860 pedestrians / hour[2] | | Alt 2 Case S2 Pedestrian Demand = 10,280 pedestrians / hour[2] | | Alt 2 Case S3 Pedestrian Demand = 10,410 pedestrians / hour[2] | |
|---|---|---|---|---|---|---|
| | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (ft)[4] | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (ft)[4] | 95th% Peak Pedestrian Accumulation[3] | Approx. Storage Needed (feet)[4] |
| 5 | 870 | 245 | 906 | 255 | 917 | 260 |
| 10 | 1,711 | 485 | 1,783 | 505 | 1,805 | 510 |
| 15 | 2,548 | 720 | 2,655 | 750 | 2,688 | 760 |
| 20 | 3,382 | 955 | 3,524 | 995 | 3,568 | 1,005 |
| 25 | 4,215 | 1,190 | 4,392 | 1,235 | 4,447 | 1,255 |
| 30 | 5,047 | 1,420 | 5,259 | 1,480 | 5,325 | 1,500 |
| 35 | 5,878 | 1,655 | 6,125 | 1,725 | 6,202 | 1,745 |
| 40 | 6,708 | 1,890 | 6,991 | 1,970 | 7,078 | 1,995 |
| 45 | 7,538 | 2,120 | 7,856 | 2,210 | 7,954 | 2,240 |

1. December 2013 observations showed an average of 9-minutes of gate closures over an one-hour period.
2. Volumes reflect a peak 15-minute rate multiplied by four, and are rounded to the nearest 10.
3. 95th percentile volumes indicate either that volume or less would occur 95 percent of the time.
4. Assumed 2.25 feet per pedestrian for the linear queuing model. Sidewalk along S. Holgate Street would be widened to 24-feet and due to crowding assumed with post event conditions it is assumed that on average there would be 8 people across.
5. Directional pedestrian volumes not available for non-event conditions; crosswalk counts on a non-event day indicate little to no pedestrians use the roadway without an event during the hour evaluated.

As illustrated by the sensitivity analysis for Alternative 2 pedestrian demands:

- Pedestrian queues and storage needs would range from approximately 15 to 330 times greater than characterized for the No Action conditions.
- Pedestrian queues attributable to waiting for passing trains would range from approximately 900 to 8,000 pedestrians, depending on the duration of the blockage.
- Sidewalk storage to accommodate queues based on current blockage levels of around 10 minutes would be over 500 feet.

- Blockages up to 45 minutes (representing increased activity) would result in the need for approximately 2,120 square-feet of storage to accommodate just an Arena event. This would mean that pedestrian queues would extend to 1st Avenue S.

As noted in the Affected Environment, there is an existing pedestrian access issue along S. Holgate Street related to the lack of storage. With significant increases in event-related pedestrian volumes associated with Alternative 2 and planned increases in train activity, pedestrian access issues would increase in the future along S. Holgate Street. Accommodating the large storage needs for pedestrians, particularly during post-event egress, would be difficult even with enhanced at-grade crossings and pedestrian treatments.

### 2.3.5 Impacts of Alternative 3

Alternative 3 construction would result in intermittent sidewalk closures along the frontage of the site (i.e., 1st Avenue S. and S. Massachusetts and Holgate Streets). A construction management plan would be developed and alternate pedestrian circulation would be provided adjacent to the construction site through the use of temporary walkways, detours and signs.

With 10 percent less seats, this would result in a 10 percent reduction in the overall pedestrian demand as compared to the Alternative 2. Overall transportation impacts for Alternative 3 would be slightly less than those described for Alternative 2 and the analysis of Alternative 2 fully encompasses any transportation impacts that would occur as a result of developing Alternative 3.

### 2.3.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- Pedestrian Improvements (i.e. pedestrian scale lighting, S. Atlantic / 3rd Avenue south side stairs)
- Way-finding system
- Pedestrian scale lighting improvements
- Realignment of S. Massachusetts Street between 1st Avenue S. and Occidental Avenue
- Closure of S. Holgate Street to pedestrians coupled with either a pedestrian bridge from the Arena to approximately 3rd Avenue S. or shuttles running to and from King Street Station and pedestrian improvements south along 1st Avenue S. and east along S. Lander Street from 1st to 4th Avenue S.

### 2.3.6.1 Holgate Street Mitigation Evaluation

S. Holgate Street is an important east-west connecting street in the SODO neighborhood, and is used for local transportation of freight traffic as well as general traffic. However, it also crosses a significant number of rail lines with through trains as well as local switching operations, which cause substantial blockages for vehicles and pedestrians. With forecast increases in rail traffic, the vehicular blockages, as well as potential for conflicts with vehicles and pedestrians will increase, with or without the proposed Arena. However, the significant pedestrian volumes that would exist prior to, and especially after a large Arena event would increase the potential for conflicts. In addition, these conflicts, in the event of a train blockage, would have an impact on pedestrian connectivity to parking along the 4th Avenue S. corridor, as well as connections to bus service on 4th Avenue S.

After evaluating options to maintain at-grade pedestrian access across Holgate pre- and post-event, it was determined that prohibiting at-grade pedestrian crossing of the tracks along S. Holgate Street would provide the highest level of safety for pedestrians in light of the expected increases in rail traffic. This would be managed through the implementation of manual traffic control and barricades to enforce the closure, during appropriate pre-, during- and post- event periods. Specific timing of such restrictions will be determined through working with the City on the final traffic control plans and protocols depending on the size of events. Although this would mitigate the impacts of the conflicts, it would create a barrier between the Arena site and the transit service on 4th Avenue as well as the potential parking areas east of the site. As such the following two potential mitigation packages were identified.

**Option 1 – Closure of Holgate Street to pedestrians under arena event conditions with construction of a pedestrian bridge across the tracks**

Option 1 includes the closure of Holgate Street to pedestrians under event conditions as well as the completion of a pedestrian bridge that extends from the Arena site, spans all train tracks, and touches down between 3rd Avenue and 4th Avenue. The bridge would also have a direct connection to the Arena to promote the use of the facility by patrons of the arena. Initial analyses provided by the applicant indicates that such an improvement could be feasible, but further coordination with BNSF and AMTRAK is required as design details such as track clearances and location of support columns need to be identified such that it does not impact rail operations. Holgate Street would remain open to automobile traffic under pre- and post-event conditions through the use of traffic control personnel.

The Holgate Street pedestrian bridge width would be determined in the design phase. Using the link evaluation method described previously, an analysis was conducted to understand the potential pedestrian bridge width relative to pedestrian flow rates. The results show the following widths:

- Free Flow (< 10 p/ft/min): > 18-feet
- Restricted Flow (11 to 23 p/ft/min): 9 to 18-feet

- Severely Restricted Flow (>23 p/ft/min): 8-feet or less

By comparison, the West Thomas Street Pedestrian/Bicyclist Overpass is 12-feet wide and the Weller Street Pedestrian Bridge is 18 feet wide.

**Option 2 - Closure of Holgate Street to pedestrians under event conditions, with shuttles between the Arena and King Street Station under pre and post event conditions, and improve the pedestrian pathway from the Arena, south on 1st Avenue to Lander and east to 4th Avenue.**

Option 2 also includes closure of Holgate Street to pedestrians under event conditions; however, instead of a pedestrian bridge, shuttles would be provided from King Street Station and improvements would be made along pedestrian routes. These improvements are anticipated to include wayfinding, improved lighting to meet City standards, and/or wider sidewalks approaching the Lander rail crossing to provide additional capacity for pedestrians. In addition, the pedestrian connection via 1st Avenue S. and S. Lander Street would require pedestrian safety enhancements at the Lander rail crossing.

With the closure of Holgate Street to pedestrians and no construction of the pedestrian bridge, the direct connections to the primary transit corridors east of the arena site as well as the parking fields would be lost. To mitigate the impacts of this, two additional elements are included in this option. First, to provide accessibility to transit, shuttles would operate between the arena and King Street Station. The shuttles would likely utilize Occidental and 1st Avenue to circulate between the two sites. To maintain access to the parking areas east of 4th Avenue, improvements to the pedestrian network south on 1st Avenue and then across Lander Street would be implemented. These improvements could include installation of pedestrian scale lighting, spot improvements to address deficient areas of sidewalk, and increased sidewalk width to accommodate the queuing of pedestrians during train crossing events. Operational details of this operation would be identified in the Transportation Management Plan to be developed.

### 2.3.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts to pedestrian facilities have been identified.

### 2.3.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected.

## 2.4 Bicycle

### 2.4.1 Methodology

The general approach to the evaluation of bicycle impacts included:

- Inventory of existing bicycle facilities

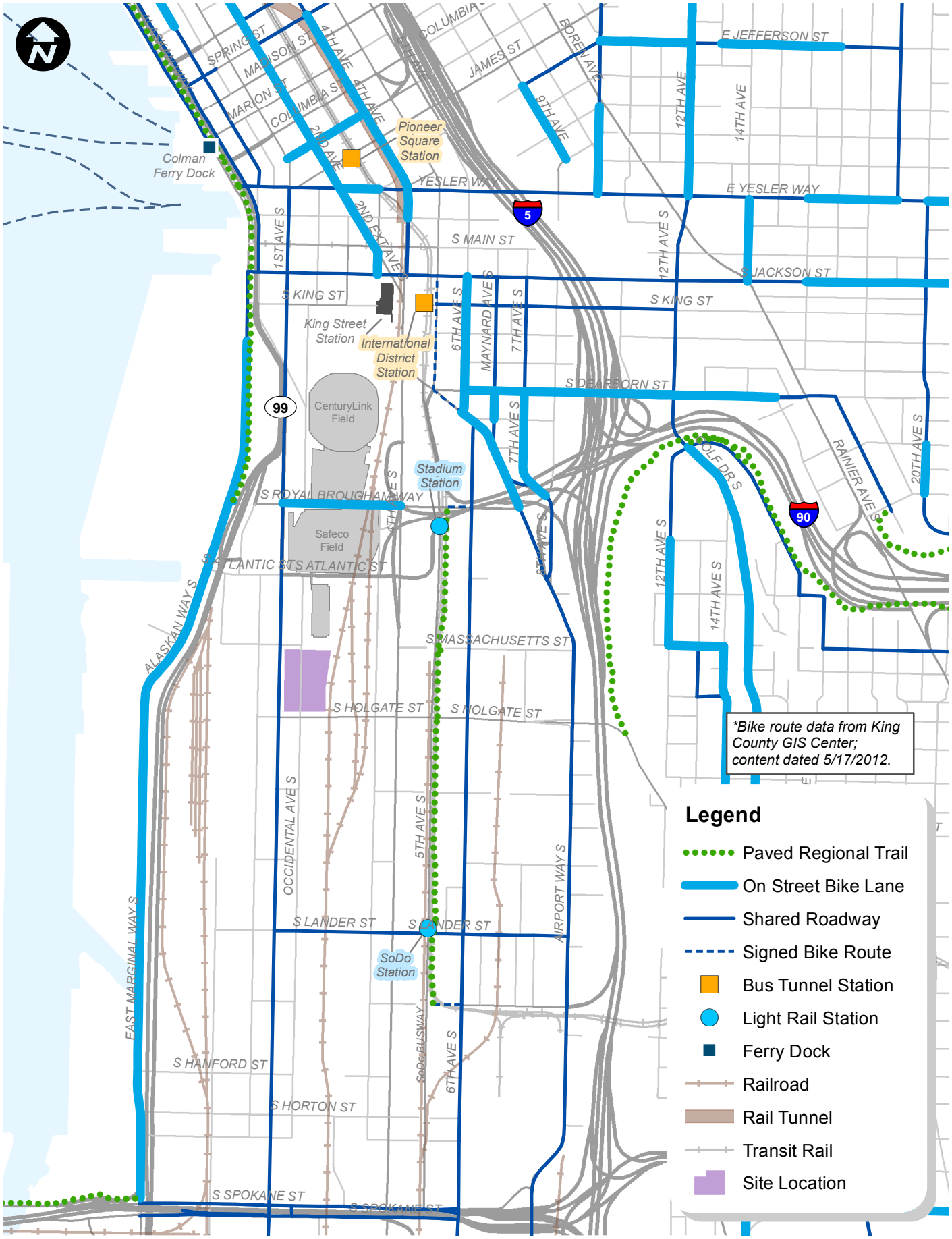
- Identification of future plans related to bicycle facilities
- Collection of non-event and event bicycle data in the study area
- Evaluation of bicycle impacts considering change in volumes

### 2.4.2 Affected Environment

Figure 2–60 illustrates the bicycle network within the study area. The primary north-south bike corridors include 1st Avenue S. and 6th Avenue S. that include sharrows and shared lanes as well as the bike lane that is provided along E. Marginal Way. The E. Marginal Way bike lane connects to the trail from West Seattle, providing a direct bike connection to downtown.

East-west bicycle connections in the study area are provided by bicycle lanes along S. Royal Brougham Way and shared lane facilities along E. Yesler Way, S. Jackson Street, S. Lander Street and S. Spokane Street.

The Elliott Bay Trail and the SoDo Trail are off-street multi-use trails in the study area. The Elliott Bay Trail runs along Alaskan Way S. in the northwestern part of the study area. It starts at S. Royal Brougham Way and travels north toward the Queen Anne neighborhood. The SoDo Trail is a shorter trail located east of the site between 4th Avenue S. and 6th Avenue S. adjacent to the SoDo Busway. It begins at S. Royal Brougham Way and ends approximately one block south of S. Lander Street. The SoDo Trail can be accessed at S. Royal Brougham Way, S. Holgate Street and S. Lander Street.




# Stadium District Bicycle Facilities

*Seattle Arena*

FIGURE
**2-60**

transpoGROUP

Weekday event and non-event bicycle volumes were collected in May 2013 along key roadways in the vicinity of the Stadium District site including 1st Avenue S., Occidental Avenue S., 3rd Avenue S., 4th Avenue S., S. Holgate Street, and S. Royal Brougham Way. The volumes were reviewed during pre-event (6:00 to 7:00 PM) and post-event conditions. Event conditions represent a Mariners game with approximately 13,000 attendees. A review of the bicycle volumes shows:

- There is little to no post-event bicycle traffic in the vicinity of the site under both non-event and event conditions. The locations with more than a few bicyclists were closer to Safeco Field. 1st and Occidental Avenues S., north of S. Royal Brougham Way had approximately 20 to 35 bicyclists post-game, and 1st Avenue S., south of S. Holgate Street had approximately 15 bicyclists. Given the travel patterns, there is a potential that some of this bicycle traffic was related to the Mariners game.

- Pre-event bicycle volumes were generally higher than post-event for both non-event and event conditions.

- A majority of the bicycle traffic was concentrated along 1st Avenue S. where there are sharrows or shared lanes.

- In general, event bicycle volumes were slightly higher than non-event demands along the north-south corridors (i.e., 1st Avenue S. and 4th Avenue S.). For the east-west corridors (S. Royal Brougham Way, S. Atlantic Street and S. Holgate Street) the comparison of bicycle volumes was inconsistent; however, in general, the volumes were lower with the event as compared to non-event.

It is difficult to know with certainty if increased bicycle volumes with events are a result of the event attendees, bicyclists displaced from other routes, or non-event bicyclists who have chosen to ride specifically on days when events are to occur. Overall, the observed proportional change in bicycle traffic is minimal and the actual change in the number of bicycles on the road is unlikely to create a noticeable impact between event and non-event conditions.

## 2.4.3 Impacts of No Action Alternative

Bicycle conditions for 2018 and 2030 No Action cases are described below.

#### 2.4.3.1 2018 Conditions

Bicycle improvements planned and funded in the SoDo study area were reviewed. The most significant projects within the study area are the two multi-use paths being constructed as part of the Alaskan Way Viaduct Replacement Project to be completed by 2018.

Bicycle use is anticipated to continue to grow in Seattle as transportation congestion and cost of parking increases. Bicycle traffic levels were identified in Affected Environment and were not identified as a significant portion of the traffic stream during pre- and post-event in the Stadium District study area. No significant change in bicycle traffic is forecasted; however, there is a likelihood that the new multiuse paths will see significant use, especially during summer

months. It is possible that these facilities could attract riders from other, less comfortable street routes, thus decreasing relative bicycle volumes on other street grid routes.

#### 2.4.3.2 2030 Conditions

There are no additional funded improvements for 2030 at this time; however, the City has adopted the Bicycle Master Plan and developed an Implementation Plan.

Bicycle transportation demands in 2030 are expected to be similar to those described for the 2018 condition, which were similar to existing conditions. No new adverse impacts to bicycle travel would occur, with the exception of increased rail crossing activity (frequency and duration) at S. Holgate Street. This would continue to result in the increased potential for conflicts between bicyclists and train crossings.

In general, as traffic volumes increase in the study area due to future 2018 and 2030 growth, there is a potential for increased conflict between vehicles and bicyclists.

### 2.4.4 Impacts of Alternative 2

Construction of Alternative 2 may result in intermittent bicycle facility closures and re-routing along 1st Avenue S. A construction management plan could be developed to mitigate impacts. Protocol could be included in the plan related to alternate bicycle circulation adjacent to the construction site through the use of temporary facilities, detours, and signs.

Alternative 2 is not anticipated to impact bicycle facilities within the study area. As described in the Affected Environment, bicycle volumes within the study area are generally low in the vicinity of the Stadium District site, and minimal increase is anticipated with the development. Development of the Seattle Arena would result in increased vehicular demands on event days within the study area, which would increase the potential conflicts between bicyclists and vehicles. Bicycle impacts in 2018 and 2030 are anticipated to be similar.

### 2.4.5 Impacts of Alternative 3

Construction of Alternative 3 may result in intermittent bicycle facility closures and re-routing along 1st Avenue S. A construction management plan could be developed to mitigate impacts. Protocol could be included in the plan related to alternate bicycle circulation would be provided adjacent to the construction site through the use of temporary facilities, detours, and signs.

With 10 percent less seats, this would result in a 10 percent reduction in the overall vehicular demand as compared to Alternative 2. Given the lesser demand, bicycle impacts with development of Alternative 3 may be slightly less than with Alternative 2.

### 2.4.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high

influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- Bicycle racks
- Bicycle route improvements

### 2.4.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts to bicyclists or bicycle facilities have been identified.

### 2.4.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected.

## 2.5 Traffic Volumes

This section provides a summary of the existing and forecast traffic volumes at the study area intersections and presents the methodology used in developing traffic forecasts for the No Action, Alternative 2, and Alternative 3 analyses.

### 2.5.1 Methodology

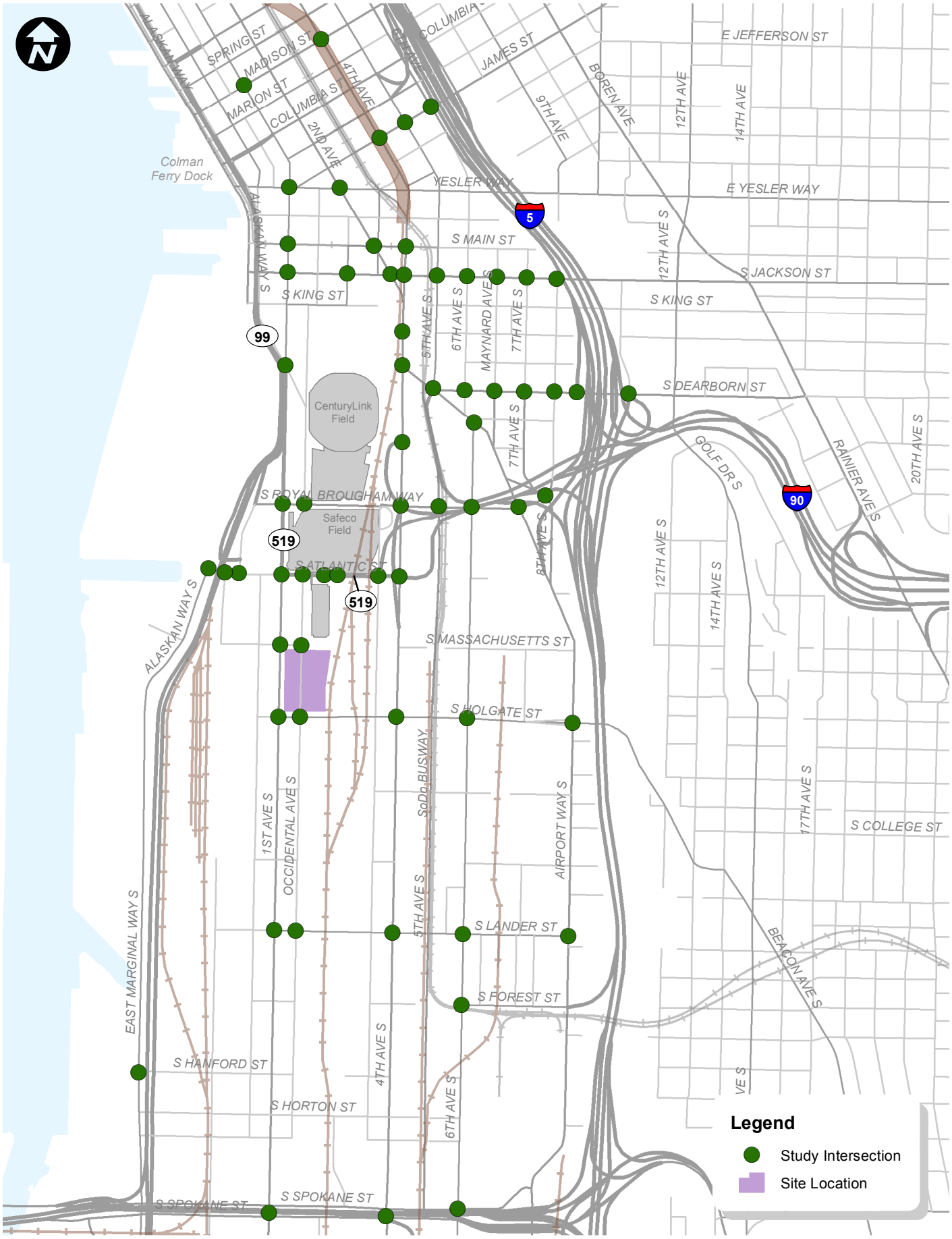
#### 2.5.1.1 Study Area

A total of 64 intersections were included in the Stadium District alternatives study area. The study area intersections are shown on Figure 2–61. Study area intersections were defined considering existing conditions, impacts of future road improvements, and potential impacts of the Proposed Arena project.

#### 2.5.1.2 Analysis Time Periods

To determine the appropriate analysis period (weekday versus weekend), 24-hour count data from the City of Seattle was obtained and reviewed for several key locations in the vicinity of the site. Weekly data used in this comparison included counts completed in 2009, 2010, and 2011. Although newer turning movement counts have been conducted for a variety of event conditions, the use of this historical daily data provides a valid comparison of the weekly volume profile and is appropriate for determination of the "peak" day. Table 2-9 summarizes the peak hour count information for the key locations within the study area. The data presented in the table represents the peak of the daily volumes and may not necessarily correspond to the same hour at each location.

As shown in Table 2-9, traffic volumes observed during the Saturday and Sunday peak hours range from 38 percent to 76 percent of the weekday PM peak hour. Based on this information, the analysis of event traffic occurring during the weekday period represents the most appropriate basis for detailed traffic analysis through the SoDo area.




# Stadium District Study Intersections

*Seattle Arena*

FIGURE
**2-61**

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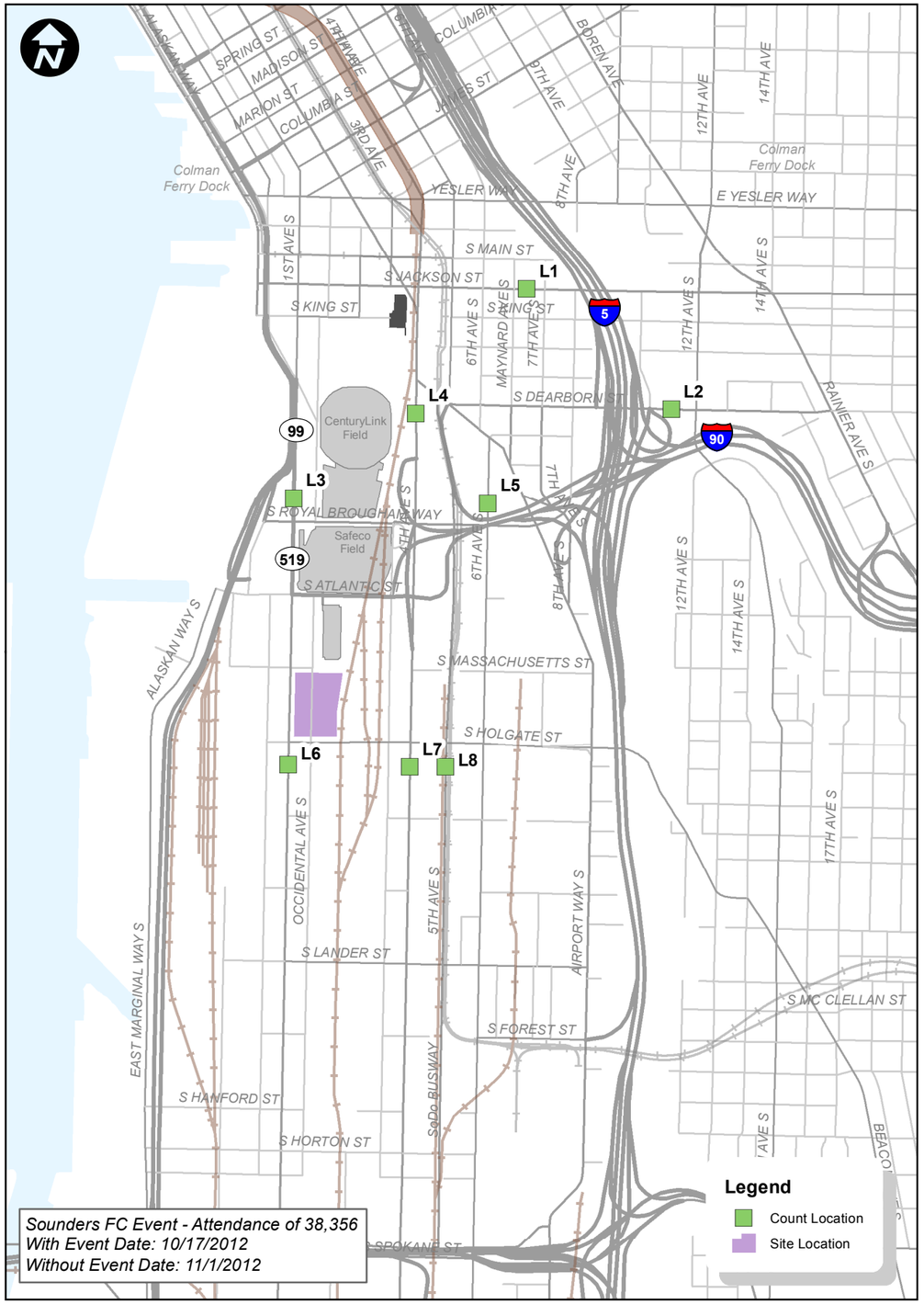
Within the weekday period, additional consideration was given to the appropriate hour for which to conduct the traffic analysis. Weekday PM peak period traffic volumes (4:00 to 7:00 PM) under event and non-event conditions were compared along key corridors in the study area and are presented on Figure 2–62.[19] The analysis shows that for the three-hour count period the system wide peak for the weekday PM peak hour under non-event and event generally occurs at the same time (i.e., 4:30 to 5:30 PM). As such, the traffic analysis results presented in this document focus on the weekday PM peak hour (4:30 to 5:30 PM) representing the highest overall traffic volumes for the system. While the event related traffic may represent a lower percentage of the overall traffic, the combined volumes represent the highest volumes within the 4:00 to 7:00 PM time period.

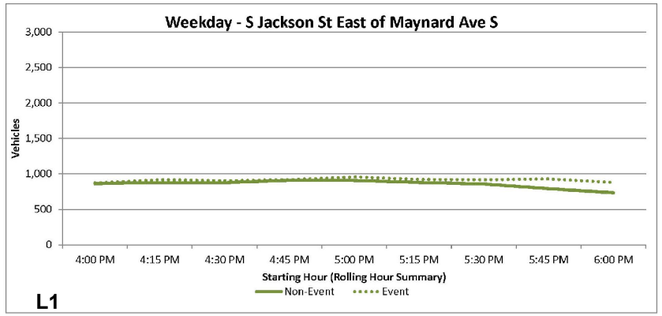
**Table 2-9**
**24-Hour Count Comparison (Weekday vs. Weekend)**

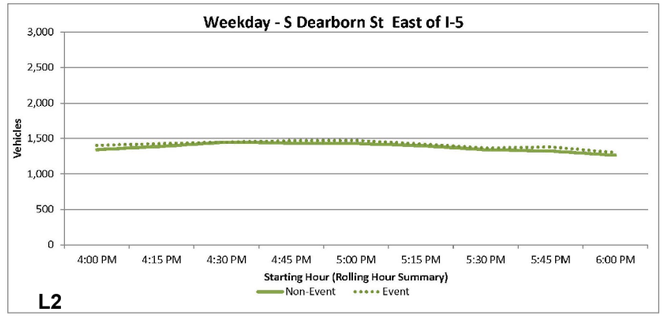
| | Peak Hour Volume of the Roadway | | | | | |
|---|---|---|---|---|---|---|
| | Weekday (Tues-Thurs)[1] | | Saturday (Percent of Weekday) | | Sunday (Percent of Weekday) | |
| Location | Volume | Peak Hour | Volume | Peak Hour | Volume | Peak Hour |
| S. Holgate Street, west of 4th Avenue S.[2] | 850 | 5:00 - 6:00 PM | 600 (71%) | 2:00– 3:00 PM | 450 (53%) | 2:00– 3:00 PM |
| 1st Avenue S., south of S. Holgate Street[3] | 1,630 | 5:00 - 6:00 PM | 1,240 (76%) | 2:00– 3:00 PM | 880 (54%) | 2:00– 3:00 PM |
| S. Royal Brougham Way, east of 4th Avenue S.[4] | 680 | 5:00 - 6:00 PM | 435 (64%) | 12:00 – 1:00 PM | 270 (40%) | 2:00– 3:00 PM |
| 4th Avenue S., south of S. Holgate Street[5] | 1,940 | 5:00 - 6:00 PM | 1,130 (58%) | 2:00– 3:00 PM | 1,110 (57%) | 4:00– 5:00 PM |

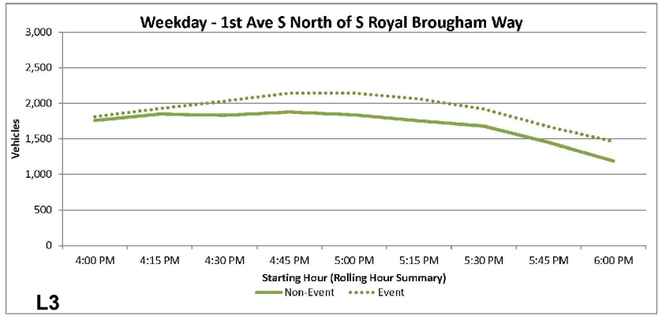
1. Peak hour between 4:00 PM -7:00 PM
2. October 2009, SDOT traffic count data
3. March 2010, SDOT count data
4. February 2011. SDOT count data
5. March 2010 traffic data.

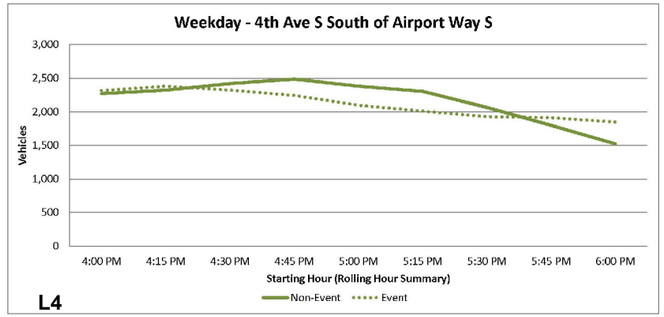
[19] Weekday PM Peak hour with event traffic volumes were collected on Wednesday, October 17, 2012 during a Sounders FC game with a scheduled start of 7:00 PM

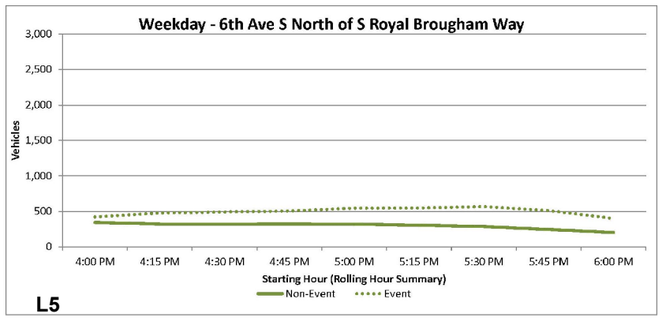


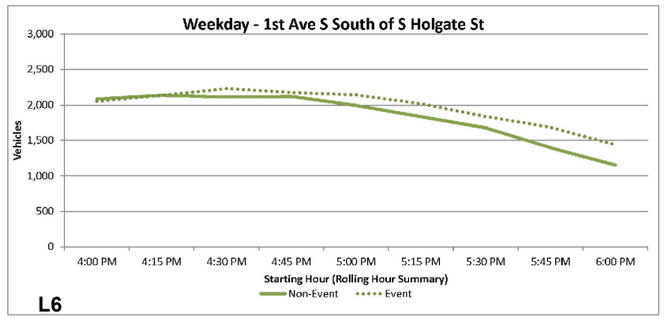



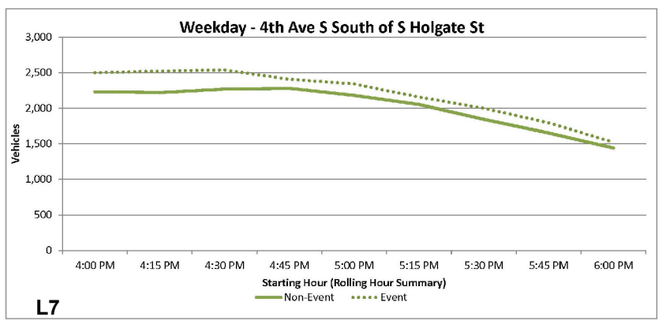



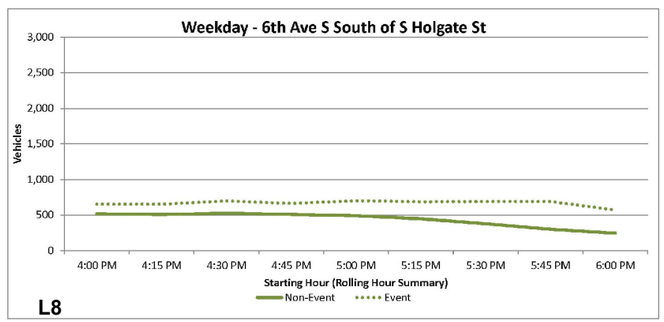




# Stadium District With Non-Event and Event Weekday Traffic Volume Comparison

*Seattle Arena*

FIGURE
**2-62**

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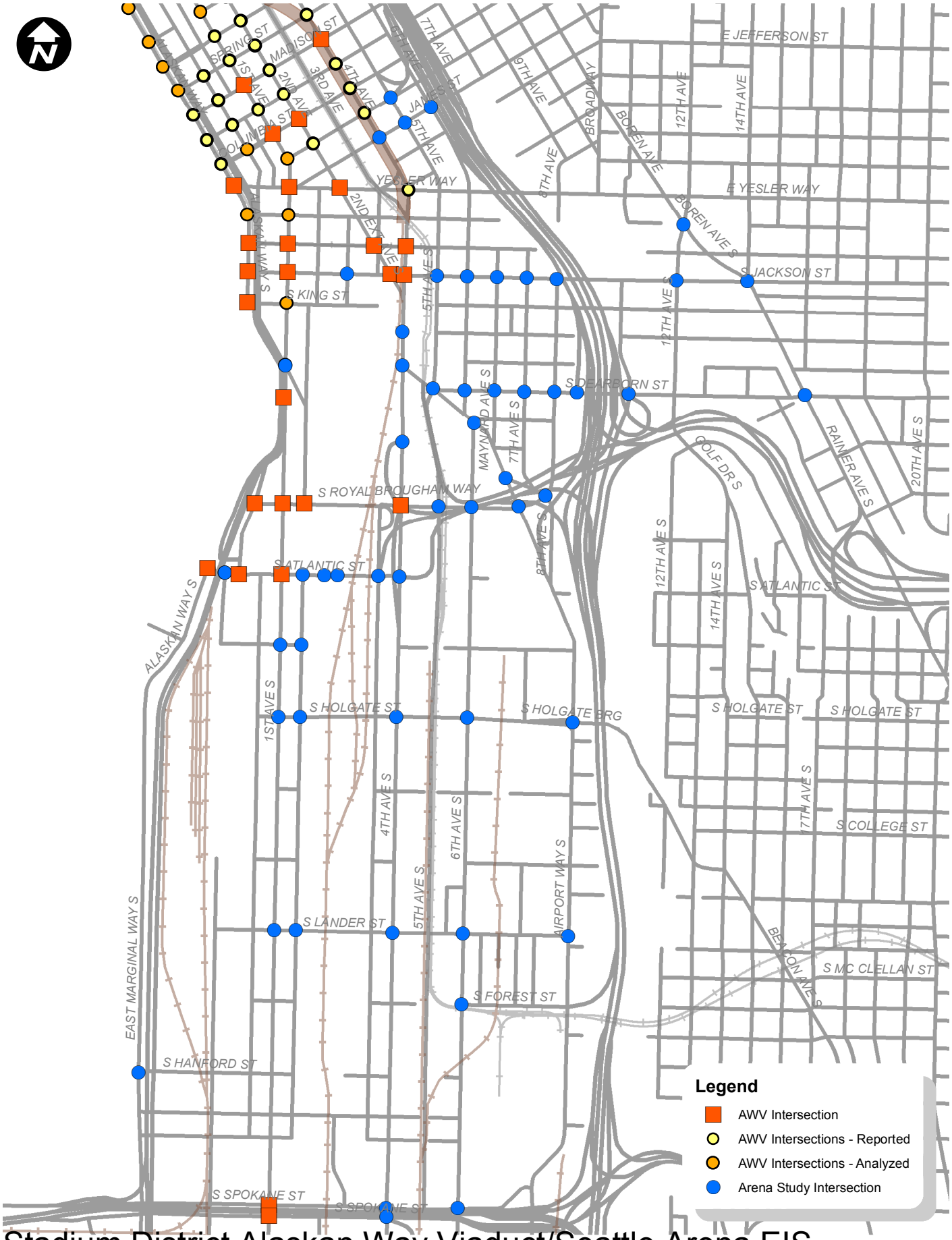
#### 2.5.1.3 Traffic Forecast Methodology – No Action Non-Event Analyses

Future weekday PM peak hour vehicular traffic volumes were developed based on the following general approach:

- Traffic volume forecasts from the Final EIS's for the Alaskan Way Viaduct Replacement Project (July 2011) were summarized for the overlapping study area intersections.
- Traffic forecasts at intersections not included in the Final EIS's for the Alaskan Way Viaduct Replacement Project were estimated based on existing travel patterns and approach volumes for intersections previously reported in the EIS.
- Port of Seattle truck activity for the 2018 and 2030 horizon years was based on data provided by the Port of Seattle, consistent with achieving 3.5 M TEU by 2030.
- Traffic forecasts for the No Action event cases were developed considering a no background event scenario (Case S1) and by adding traffic from either a Mariners game (Case S2) or both a Mariners game and an event at the CenturyLink Field Event Center (Case S3) to the No Action background forecasts.
- Diversion of traffic from S. Holgate Street and S. Lander Street rail crossings to S. Atlantic Street to reflect increased rail crossing closures from increased mainline and non-revenue train activity. Traffic volumes were proportionally diverted consistent with proportional increases to rail crossing closure times.

Weekday PM peak hour without event traffic volumes for the 2018 and 2030 horizon years were estimated based on 2015 and 2030 traffic volume forecasts from the Final EIS for the Alaskan Way Viaduct Replacement Project (July 2011). Traffic volumes developed for the non-tolled bored tunnel alternative were used and account for anticipated changes in traffic volumes and travel patterns.

Forecast traffic volumes from the Alaskan Way Viaduct analysis were not available at all study intersections identified for this EIS. Figure 2–63 identifies the current study area intersections for the Stadium District, included in the Alaskan Way Viaduct replacement Project analysis and those that were not. Forecast traffic volumes at study intersections not included in the Alaskan Way Viaduct analysis were estimated based on traffic forecasts and entering / exiting volumes at adjacent intersections that were included in the Alaskan Way Viaduct analysis, as well as anticipated changes in general travel patterns.




# Stadium District Alaskan Way Viaduct/Seattle Arena EIS Study Area Comparison

*Seattle Arena*

FIGURE
**2-63**

transpoGROUP

The Alaskan Way Viaduct Replacement Project analysis for 2030 accounted for increased Port of Seattle truck activity during the weekday PM peak commute period based on the Port of Seattle's previously forecast increased operations to process 4.5 million 20-foot equivalent units (TEUs) per year. Additionally, most of this increase was previously assumed to occur by 2015. Because of economic conditions over the past several years, the Port of Seattle has indicated that only 3.5 million TEUs are likely to be processed each year by 2030. Forecast truck trips assigned to the roadway in the network included in the previous Alaskan Way Viaduct Replacement Project analysis were scaled to reflect the Port of Seattle's current estimate for 2018 and 2030 horizon years.

Traffic volumes developed for 2018 conditions were estimated by interpolating between 2015 and 2030 traffic volumes from the Alaskan Way Viaduct Replacement Project analysis after adjustments were made to account for the revised Port of Seattle cargo estimates. Port of Seattle truck volumes were also scaled to 2018 conditions by interpolating between the 1.87 million TEUs processed by the Port of Seattle in 2012 and the 3.5 million TEUs anticipated by 2030.

#### 2.5.1.4 Traffic Forecast Methodology – No Action With Event Analyses

Traffic forecasts for the three No Action event cases were developed for the 2018 and 2030 horizon years. These cases included Case S1 which has no background event, Case S2 which includes a Mariners game with 40,500 people in attendance, and Case S3 that includes a Mariners game with 47,500 people in attendance and 5,000 person event at the CenturyLink Field Event Center. Traffic associated with these event cases are outlined in the Event Transportation Demand section of this report. Based on this methodology, under 2018 conditions the Case S2 Mariners game (40,500 attendees) is estimated to generate approximately 3,300 vehicular trips during the weekday PM peak hour, the Case S3 Mariners game (47,500 attendees) would generate 4,000 trips, and the event at the CenturyLink Field Event Center would generate approximately 425 trips. As traffic congestion throughout the Puget Sound region increases, attendees of events in the Stadium District would be increasingly likely to use transportation modes other than passenger cars. For the 2030 conditions, the transit mode split was increased. This increase in transit usage results in a forecast of approximately 3,100 vehicular trips associated with the Case S2 Mariners event in 2030, 3,700 trips for a Case S3 Mariners event, and 425 trips forecast for an event at the CenturyLink Field Event Center.

Traffic from these events was distributed to the study area roadways following the distribution shown on Figure 2–64. This distribution is based on a historical travel survey for the Washington State Public Facilities District and review of trip distributions for other Stadium District studies. These trips were then assigned throughout the study area, based on the No Action parking supply. As shown, 41 percent of vehicular trips to a Mariners game or event at CenturyLink Field Event Center were assumed to travel to the study from the north, 27 percent from the east, 27 percent from the south, and 5 percent from the west.

#### 2.5.1.5 Traffic Forecast Methodology – Arena Event Traffic

This section presents the traffic forecasts for the 2018 and 2030 horizon years for Alternative 2. Future weekday PM peak hour vehicular traffic volumes for the Alternative were developed by adding traffic from the Seattle Arena to the No Action event cases. Similar to the No Action discussion, traffic forecasts for multiple event cases are presented in this section. As described in the Event Transportation Demand section, traffic associated with the Arena attendees was forecast based on a 20,000 person attendance level, mode splits, average vehicle occupancies, and arrival patterns.

Based on the methodology previously described, under 2018 conditions an NBA event at the Arena is estimated to generate approximately 2,190 vehicular trips during the weekday PM peak period. In 2030 as transit ridership is forecast to increase, approximately 2,100 weekday PM peak period vehicle trips would be generated by the forecast NBA event in 2030.

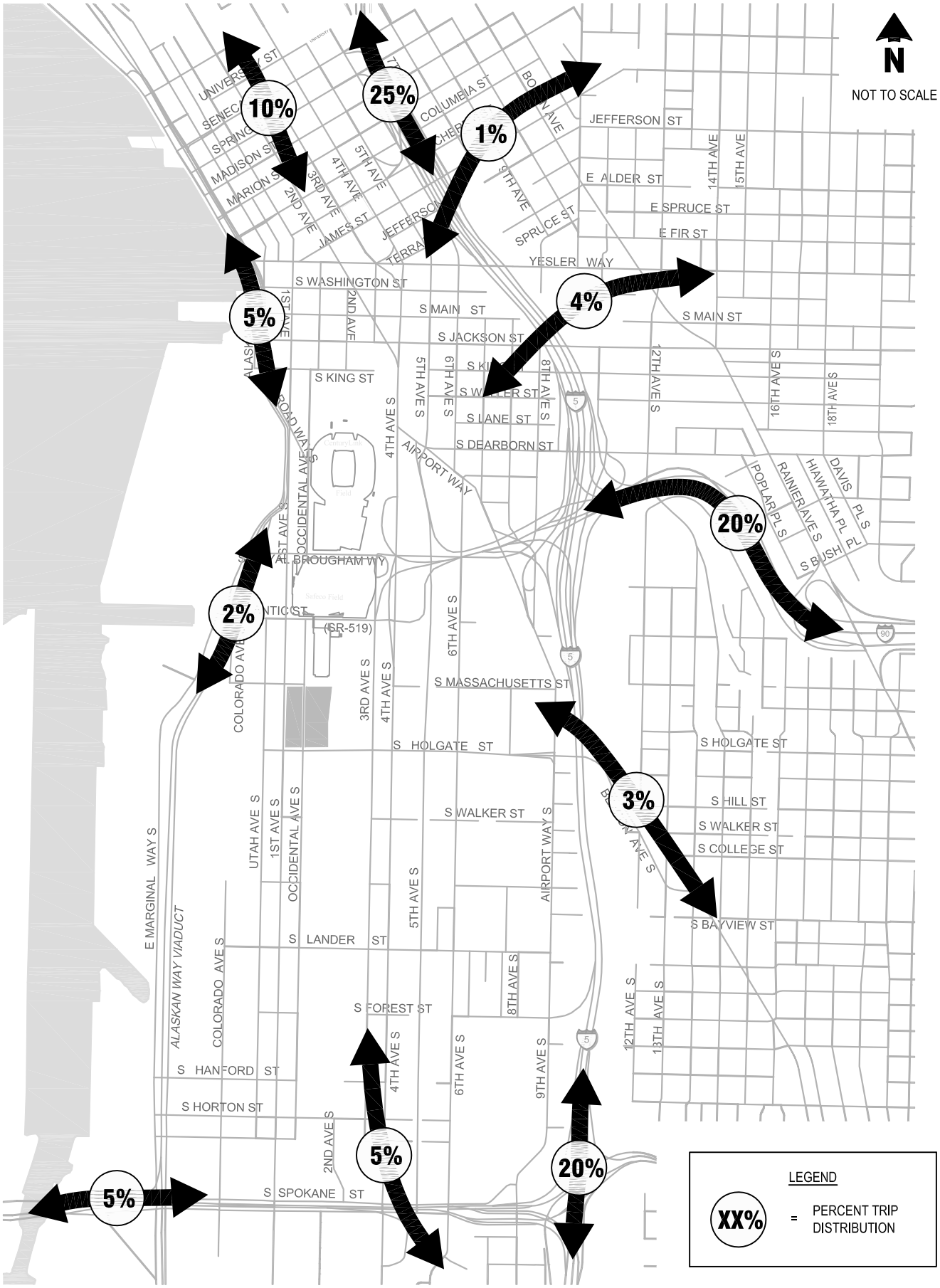
Traffic associated with an event in the Proposed Arena was distributed to the study area roadways following the distribution shown on Figure 2–64. This trip distribution pattern is based on historical travel survey data provided for the Washington State Public Facilities District and review of trip distributions for other Stadium District studies. These trips external to the study area were then distributed throughout the study and are consistent with the No Action parking supply. Since the vacation of Occidental Avenue S. is an element of the Alternative 2 and Alternative 3 development plans, No Action traffic volumes on Occidental Avenue S. between S. Massachusetts and S. Holgate Streets were redirected to 1st Avenue S. In addition, with increased rail crossing closure times and anticipated increasing vehicle diversion to avoid anticipated congestion, no event traffic was assigned across the S. Holgate Street rail crossing; some event traffic was assumed to travel on S. Holgate Street from 1st Avenue S. to Occidental Avenue S. to the south.

### 2.5.2 Affected Environment

Existing traffic volumes at the study area intersections were collected during without and with event conditions. The following provides an overview of the traffic volumes for both conditions.

#### 2.5.2.1 Existing Weekday PM Peak Hour Non-Event

Weekday without event traffic counts were collected in early November 2012 from 4:00 to 7:00 PM. The system-wide peak (i.e., one-hour period with the highest volume) occurred between 4:30 and 5:30 PM. Weekday PM peak hour without event traffic volumes along key corridors within the study area are summarized on Figure 2–65 and detailed intersection turning movement volumes are provided in Attachment E-1, which is available from the Seattle Department of Planning and Development (DPD) upon request.

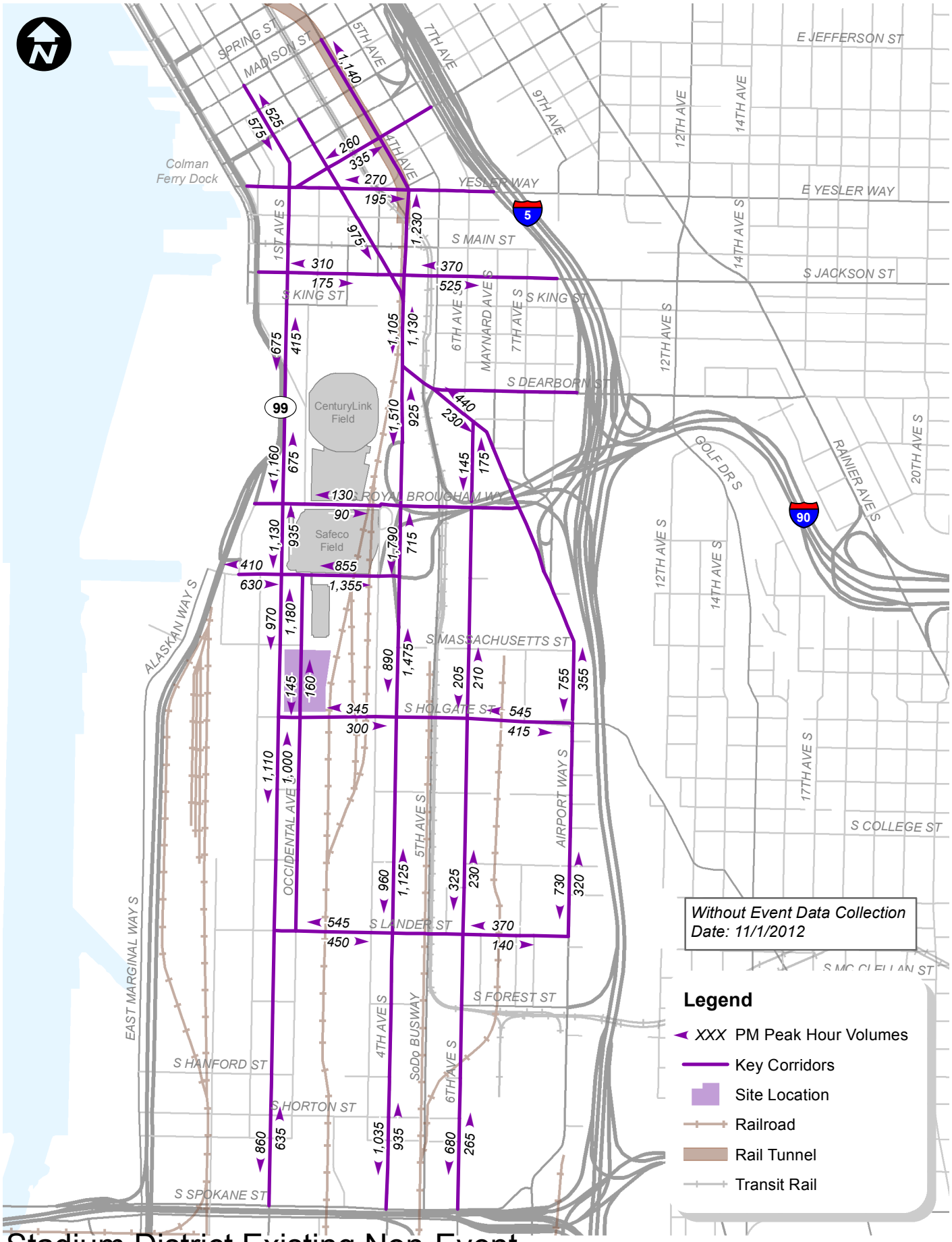



# Stadium District Event Trip Distribution Map

*Seattle Arena*

FIGURE
**2-64**

transpoGROUP




# Stadium District Existing Non-Event Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-65**

transpoGROUP

Weekday PM peak hour without event travel is primarily commuter-based with some freight transport and transit activity. Data summarized for the Port of Seattle shows that gate activity begins to decrease during the afternoon period with little-to-no activity typically occurring after 5:00 PM. However peak hour truck traffic is dependent on the arrival and departure patterns of the shipping vessels and fluctuates throughout the year, and can extend into the weekday PM peak hour period. This condition occurs on a more infrequent basis and is dependent on ship activities. A more detailed discussion of freight activity in the Stadium District area is included in the Freight and Goods Movement section of this document.

In the vicinity of the Seattle Arena site, weekday PM peak hour non-event traffic volumes are highest along the principal arterials of 1st Avenue S., 4th Avenue S., and Edgar Martinez Drive S. Along 1st Avenue S., adjacent to the site, weekday PM peak hour volumes of approximately 2,100 vehicles per hour (vph) were observed. Traffic volumes along 4th Avenue S., parallel to 1st Avenue S. were approximately 10 percent higher at 2,350 vph. Peak hour volumes of approximately 250 vph were observed along Occidental Avenue S. Along the east / west corridors including Edgar Martinez Drive S. and S. Holgate Street, weekday PM peak hour traffic volumes observed were approximately 2,200 vph and 650 vph, respectively.

Traffic volumes along Occidental Avenue S. were reviewed to identify approximate numbers of vehicles that use Occidental Avenue S. as an alternative travel route to 1st Avenue S. Weekday peak hour turning movement volumes collected in December 2013 demonstrate that this diversion is greatest during the weekday AM peak hour when approximately 200 westbound vehicles on S. Atlantic Street divert southbound onto Occidental Avenue S. to primarily turn right onto S. Holgate Street (150 vehicles). Hourly traffic volumes collected along 1st Avenue S. over a seven-day period in December 2013 demonstrated that additional capacity appears available on 1st Avenue S., suggesting that the observed diversion may not be due to congestion on 1st Avenue S. Field observations indicated that westbound traffic on S. Atlantic Street can include substantial truck traffic destined for Terminal 46 at the Port of Seattle. When this happens, queuing on S. Atlantic Street occurs, which appears to induce some traffic destined for 1st Avenue S. to turn left onto Occidental Avenue S., then right onto S. Holgate Street, before turning south onto 1st Avenue S.

Traffic volumes observed crossing S. Holgate Street during the weekday PM peak hour were approximately 130 vehicles per hour during the weekday AM peak and 60 vehicles per hour during the weekday PM peak. These volumes are substantially less than the traffic turning to/from the west onto S. Holgate Street from Occidental Avenue S. with a majority likely using this as an alternate route avoiding the 1st Avenue S./S. Atlantic Street intersection.

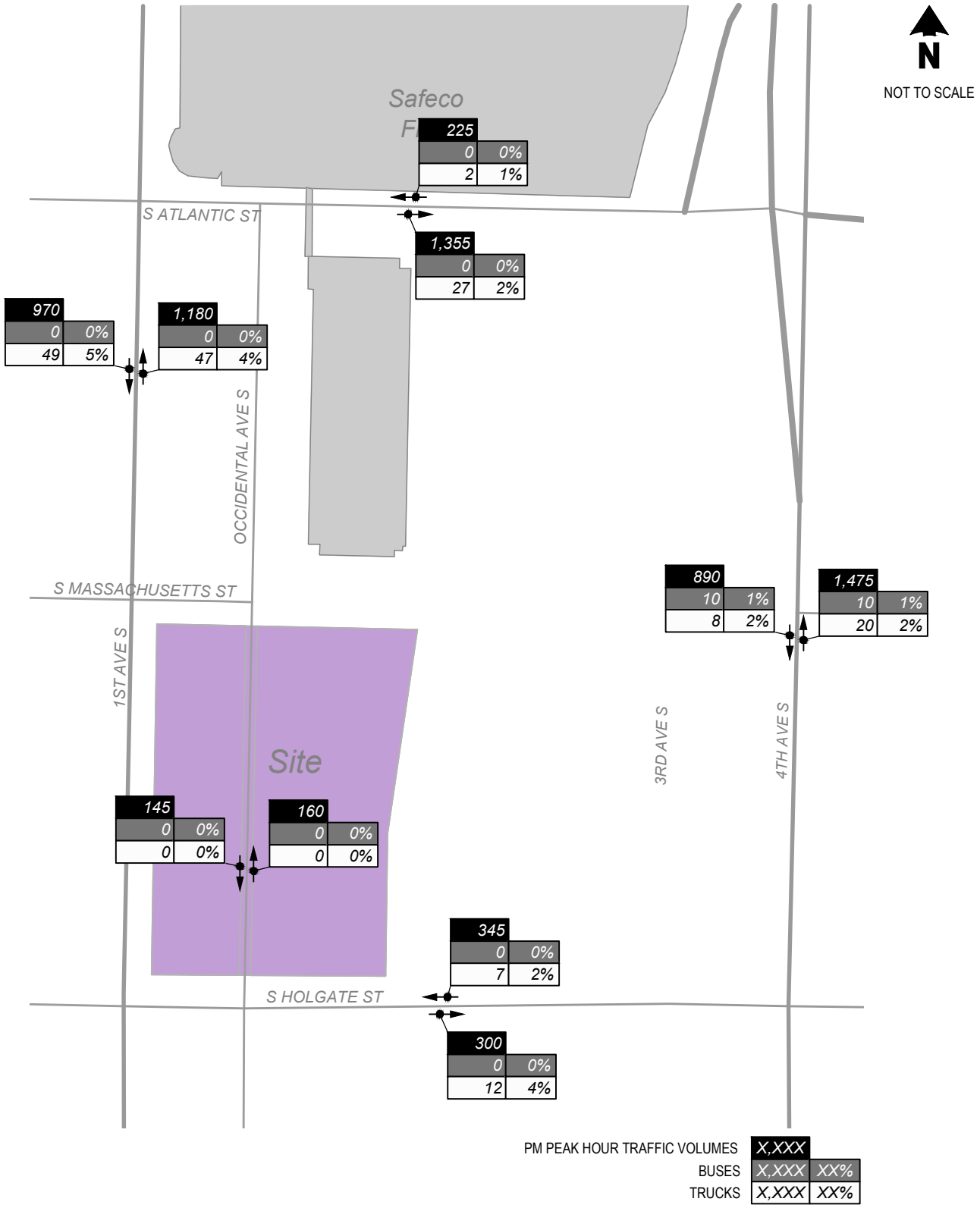
Figure 2–66 summarizes the traffic volumes within the immediate vicinity of the Proposed Site location, including the total number of vehicles, proportion of all heavy vehicles (panel vans to semi tractor-trailers), and the number of buses. Truck volumes on the four primary streets that border the site, including 1st Avenue S., 4th Avenue S., S. Holgate Street, and Edgar Martinez Drive S. are generally less than five percent during the weekday PM peak hour. Within the immediate study area, bus traffic is primarily limited to 4th Avenue. King County Metro Transit operates three different bus bases in the area and utilizes 4th Avenue S. as a major transit

corridor. Bus volumes during the weekday PM peak hour between Edgar Martinez Drive S. and S. Holgate Street total 20 buses based on scheduling information and data provided by King County Metro Transit. This represents about two percent of the total traffic volumes.

#### 2.5.2.2 Existing Weekday PM Peak Hour With Event

Weekday PM Peak hour with event traffic volumes were collected on Wednesday, October 17, 2012 during a Sounders FC soccer game with a scheduled start of 7:00 PM. Traffic volumes were collected between 4:00 and 8:00 PM to capture the traffic flows of both commuters and event attendees. The peak one-hour period of combined commute and event traffic occurred between 4:30 and 5:30 PM as summarized on Figure 2–62. Event-related traffic volumes on key arterial segments are shown on Figure 2–67. When comparing the non-event and event traffic volumes, the largest percentage increase is shown along 6th Avenue S. and Edgar Martinez Drive S. This is due primarily to the location of the venue and overall lower background volumes along 6th Avenue S. as compared to 1st Avenue S. and 4th Avenue S. Increases along Edgar Martinez Drive S. are due primarily to connections to the interstate system and access to the Safeco Field parking garage. With an event, traffic volumes along Occidental Avenue S. were observed to decrease slightly. This difference is likely due to a shift in the background traffic volumes and diversion due to congestion around the Safeco Field parking garage. Existing with-event intersection turning movement volumes are provided in Attachment E-1, which is available upon request from DPD.

Similar to the discussion of the non-event conditions, further analysis of the existing volumes within the core area around the Arena site was conducted and is summarized on Figure 2–68. The traffic counts conducted under event conditions showed varying truck percentages along 1st Avenue S., 4th Avenue S., Edgar Martinez Drive S., and S. Holgate Street as compared to without-event conditions. The largest difference noted is the increase in truck volumes along S. Holgate Street and 4th Avenue S. and decrease in truck volumes along Edgar Martinez Drive S. and 1st Avenue. Shifts in the observed truck volumes could be attributed to a variety of factors including general fluctuations in truck activity on a daily basis or a change in travel patterns due to the Sounders game.




# Stadium District Existing Non-Event Site Vicinity Weekday PM Peak HourTraffic Volumes

FIGURE **2-66**

*Seattle Arena*

transpoGROUP

### 2.5.3 Impacts of No Action Alternative

Forecast traffic volumes for the No Action event cases were developed for the 2018 and 2030 horizon years. These event cases were defined as follows:

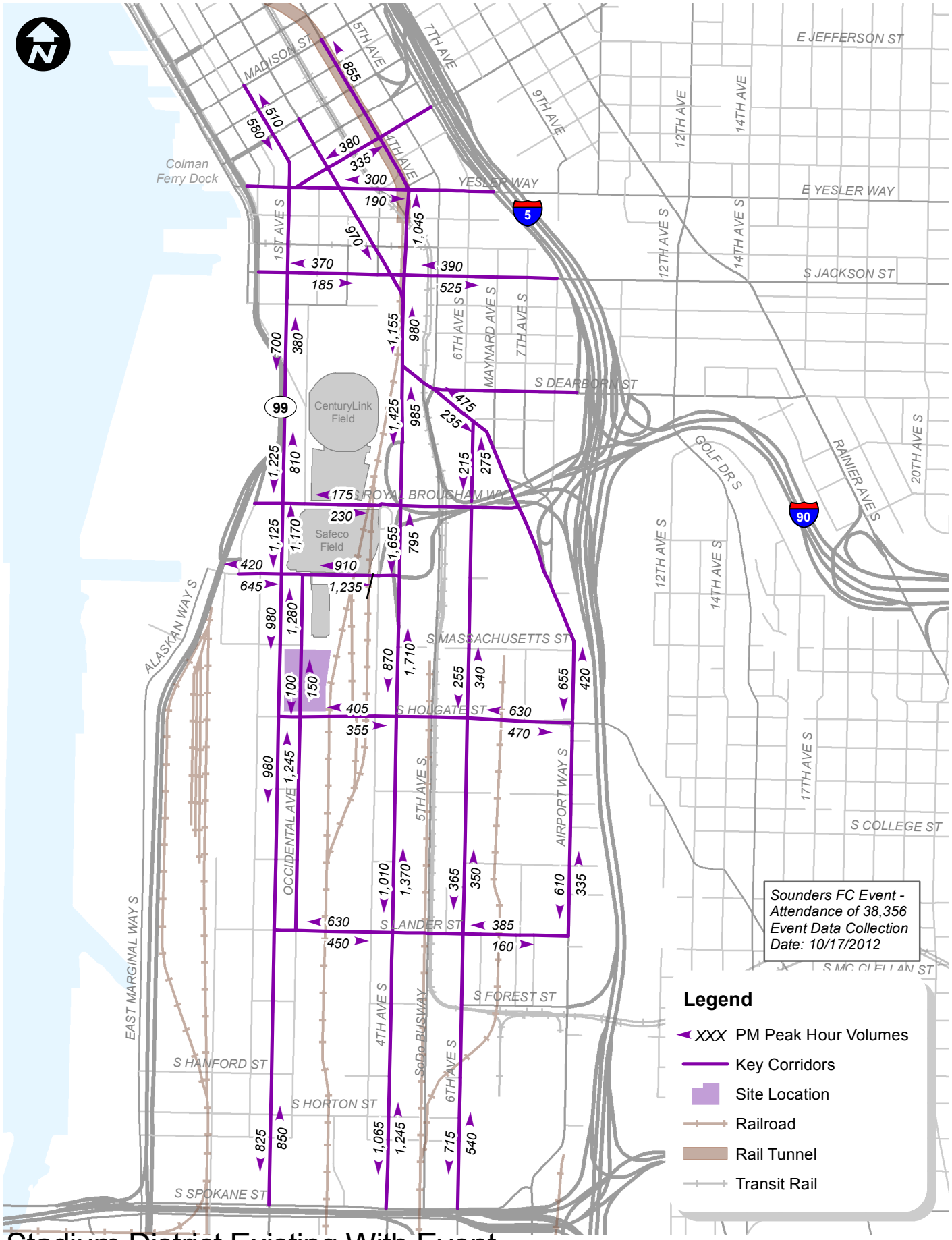
- Case S1 - No events
- Case S2 - An event with 40,500 attendance at Safeco Field
- Case S3 - An event with 47,500 attendance at Safeco Field plus 5,000 attendance at CenturyLink Field Event Center

#### 2.5.3.1 2018 Traffic Volumes

Traffic volumes along key corridors for all three event cases under 2018 conditions are summarized on Figure 2–69 through Figure 2–71. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request. Note that southbound left-turns from 4th Avenue S. onto eastbound S. Spokane Street were previously prohibited but are now allowed.

**Case S1:** No Action weekday PM peak hour traffic volumes for Case S1 are shown on Figure 2–69. By 2018, with the completion of the SR 99 bored tunnel project and completion of the Waterfront project, traffic volumes on the surface arterials are expected to increase significantly within the study area relative to existing conditions. Given historical growth (approximately one to two percent annually) in background traffic, the primary contributing factor to the increase in traffic is the shifts due to the configuration of the bored tunnel and the lack of access to the CBD within the tunnel. The regional connections to the Stadium District area along 1st Avenue S., 4th Avenue S., and Edgar Martinez Drive S. show:

- An increase of approximately 100 percent on 1st Avenue S., north of Railroad Way S.
- Volumes on 4th Avenue S., north of the S. King Street pedestrian crossing are anticipated to increase on the order of 50 percent
- South of the site, along both 1st Avenue S. and 4th Avenue S., traffic volumes are anticipated to increase on the order of 35 percent and 30 percent, respectively

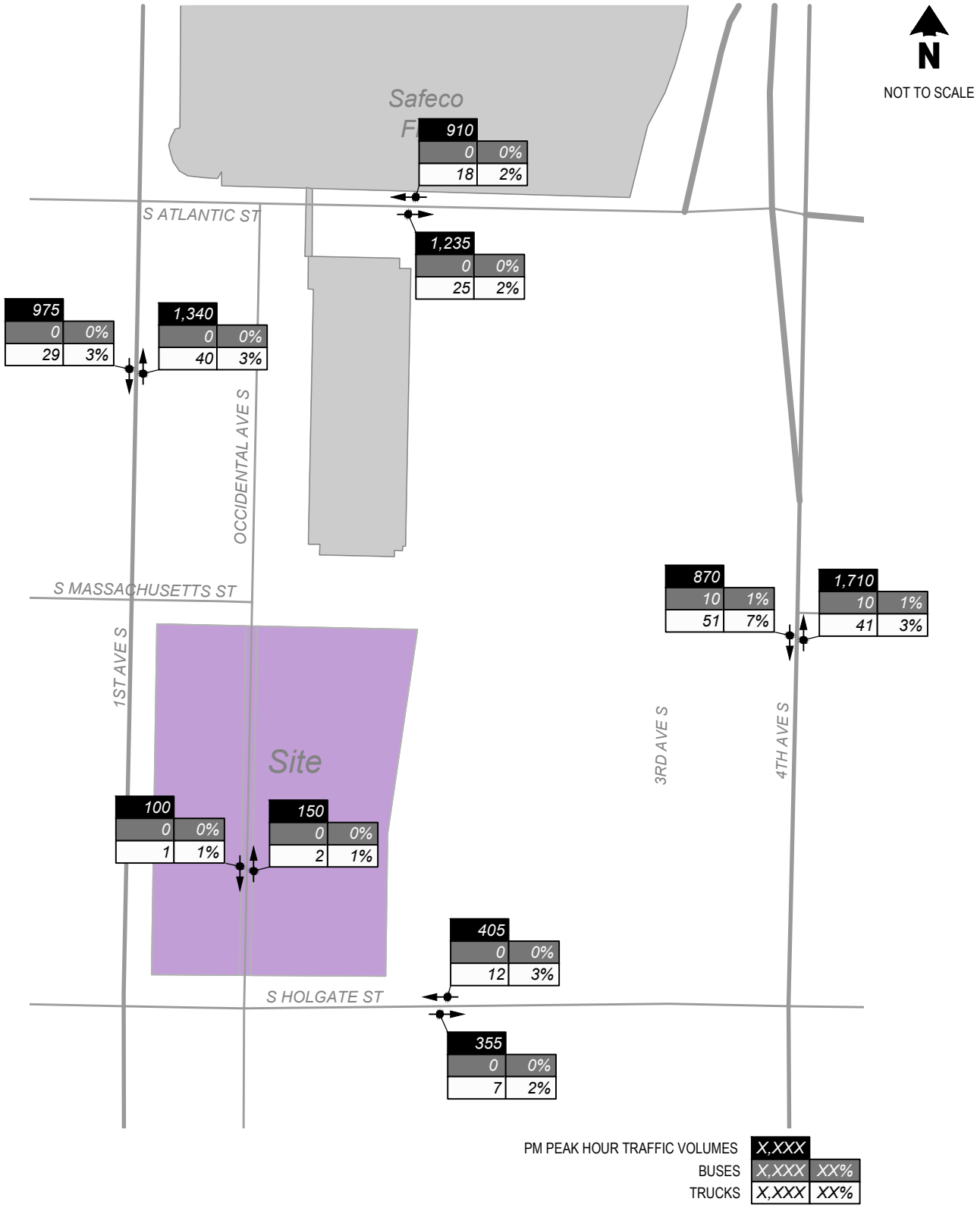



# Stadium District Existing With Event Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-67**

transpoGROUP

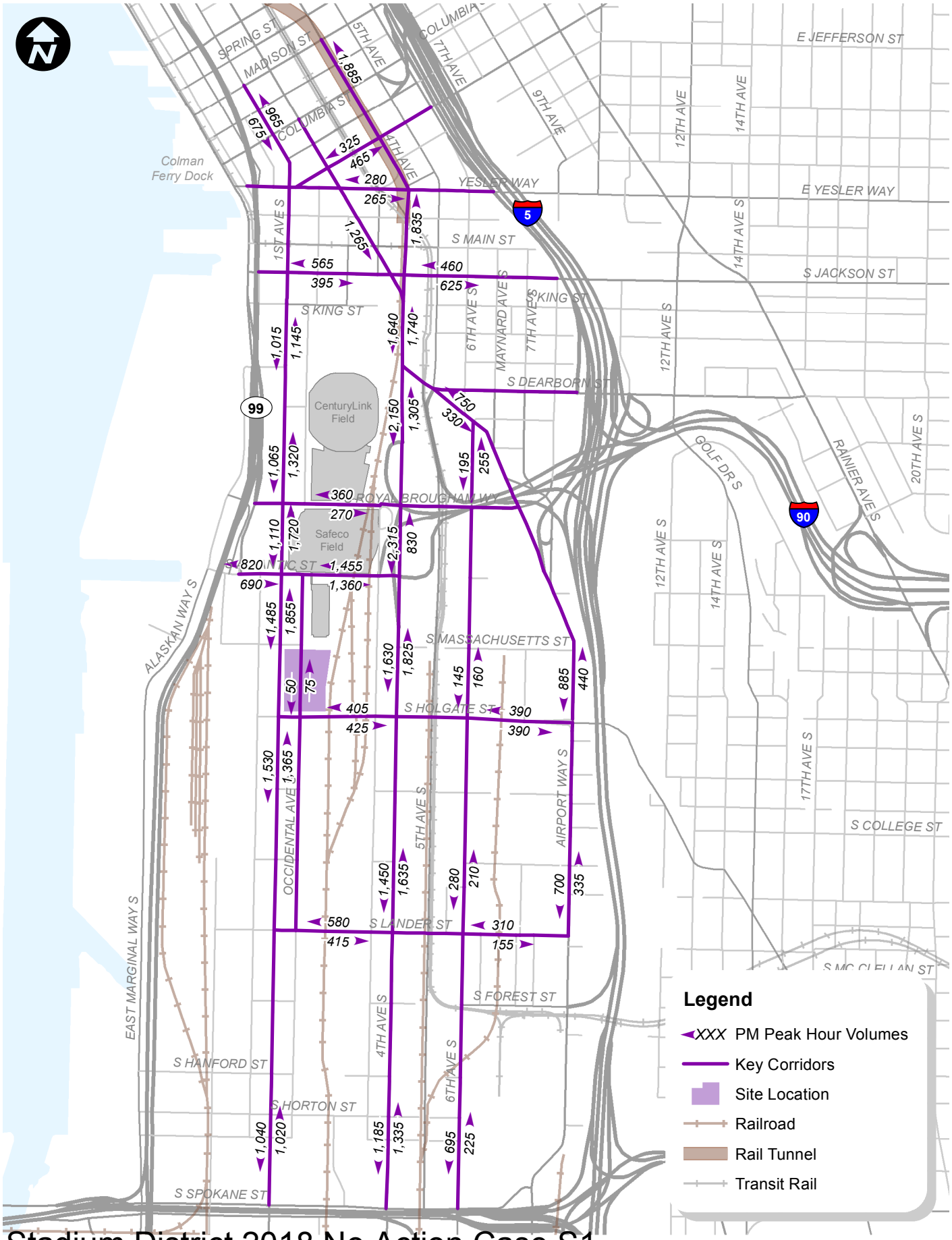



# Stadium District Existing With Event Weekday PM Peak Hour Site Vicinity Traffic Volumes

FIGURE **2-68**

*Seattle Arena*

transpoGROUP

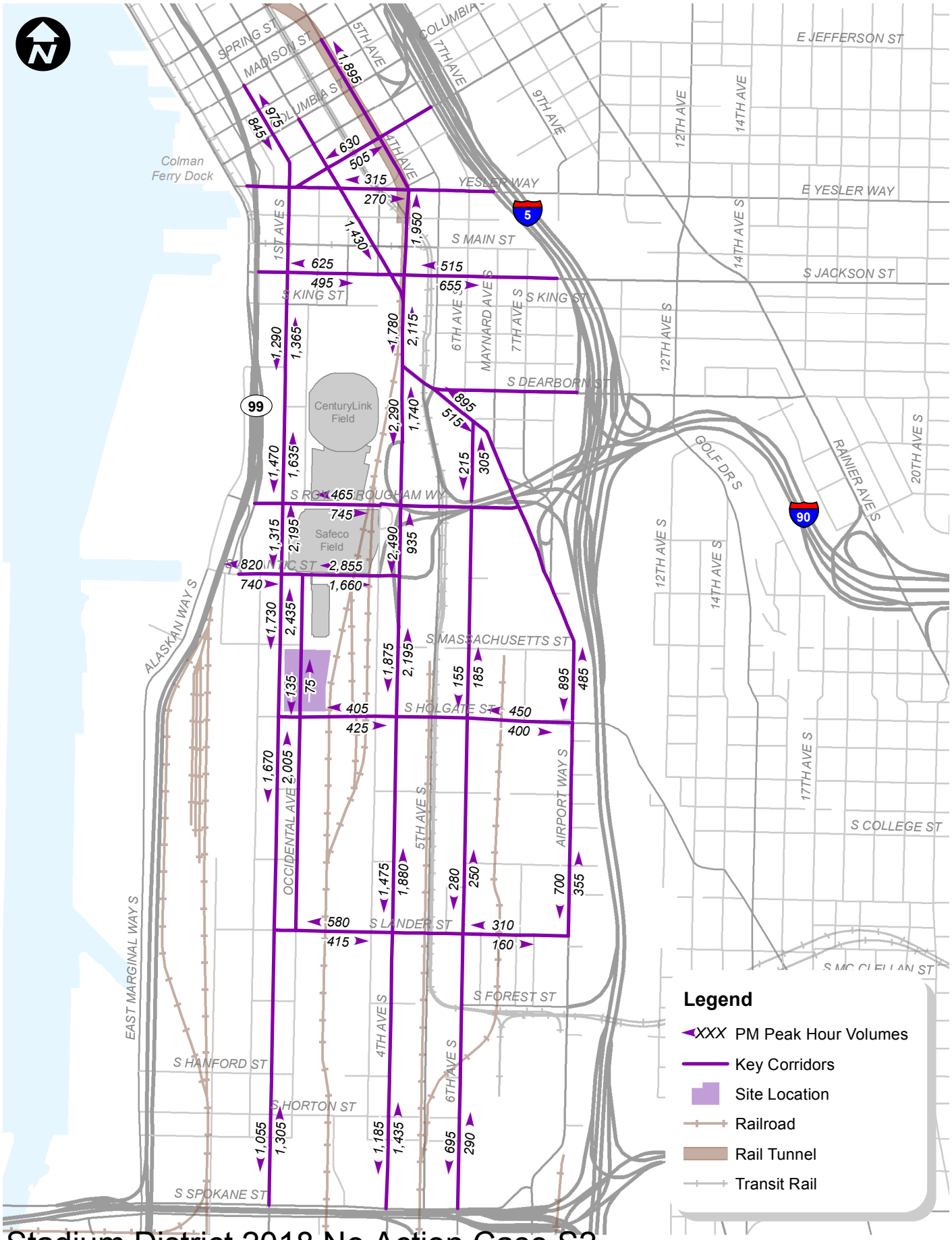



# Stadium District 2018 No Action Case S1
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-69**

transpoGROUP

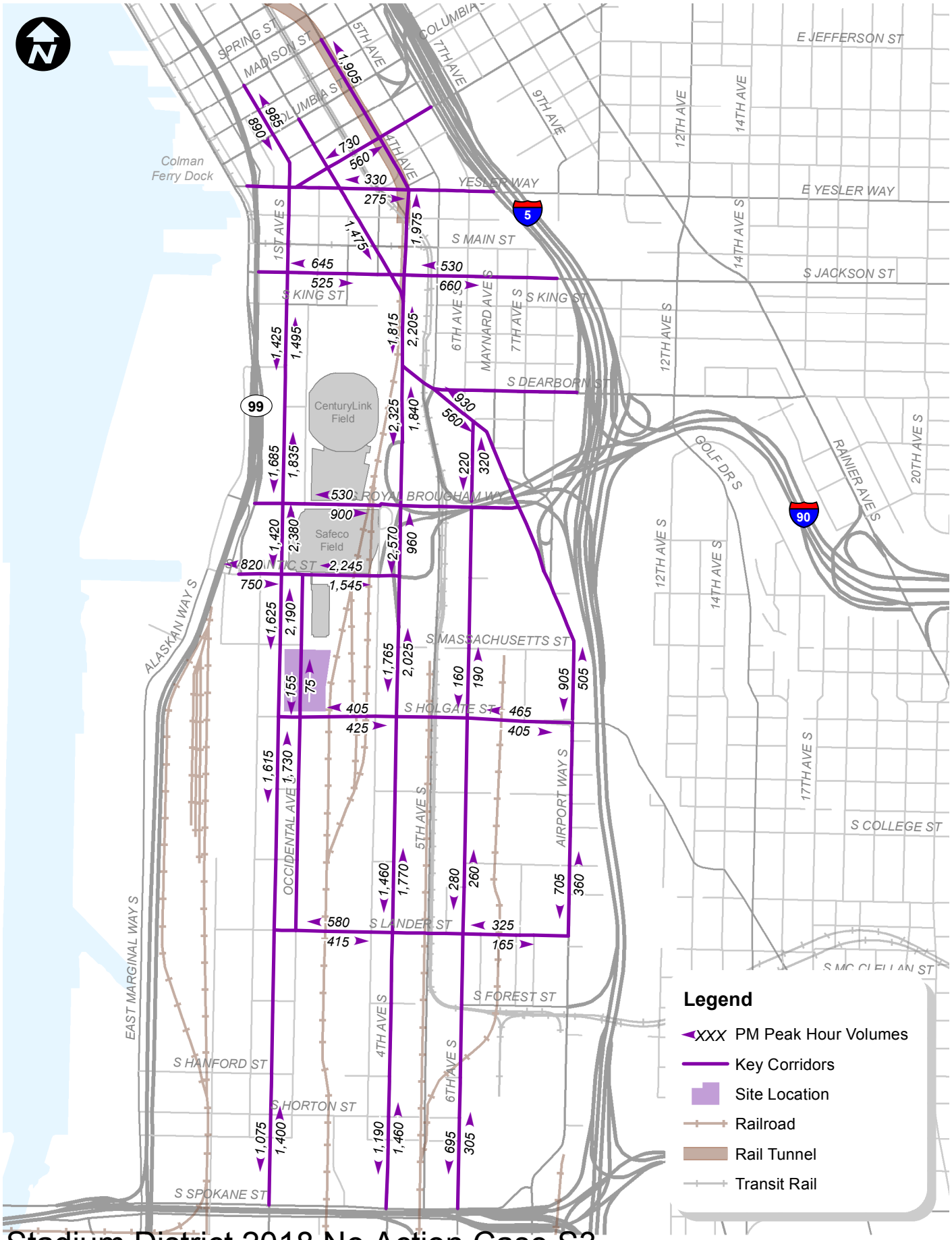



# Stadium District 2018 No Action Case S2
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-70**

transpoGROUP




# Stadium District 2018 No Action Case S3
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-71**

transpoGROUP

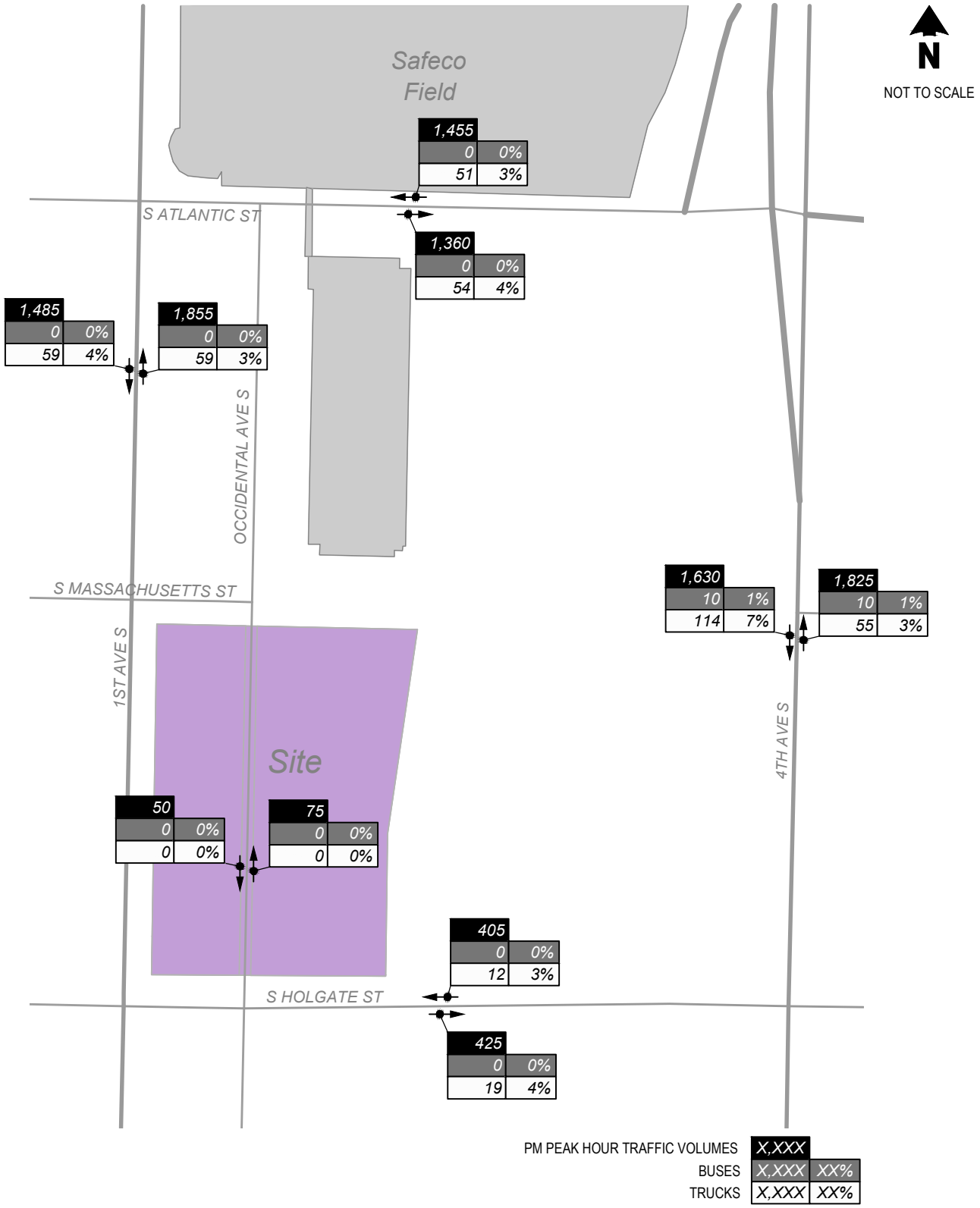
Future truck volumes assumed in the analysis and projected for the roadways are based on the highest truck percentages observed for the existing non-event and event conditions. This provides a conservative estimate of future truck volumes and related impacts on the level of service (LOS) analysis calculations are not underestimated. In addition to the truck percentages and volumes noted in the existing conditions, additional adjustments were applied to account for the growth in Port [20] traffic as well as other trucks as noted in the *Seattle Industrial Areas Freight Access Project*. The information utilized for Port of Seattle adjustments were provided by Heffron Transportation Inc.

Figure 2–72 focuses on the traffic volumes within the vicinity of the Proposed Arena site including total volumes as well as general heavy vehicles, Port of Seattle trucks, and transit buses. Truck traffic in the core area is generally anticipated to increase in number and percentage of overall traffic. The largest increases are noted along the east / west arterials of Edgar Martinez Drive S. and S. Holgate Street access. For Port-related traffic, these roads are used to access the regional facilities or access customers in the Stadium District area, east of the railroad tracks. Figure 2–72 shows that along the primary freight routes such as 1st Avenue S., 4th Avenue S., S. Holgate Street, and Edgar Martinez Drive S., truck volumes are expected to range between one and seven percent.

**Case S2:** Traffic volumes under 2018 conditions are forecast to increase approximately 14 percent over without-event conditions throughout the study area with a 40,500 attendee Mariners game. Truck volumes or percent heavy vehicles defined in the No Action without event case were held constant and no increase in trucks was assumed as a result of the Case S2 event. The following bullets provide an overview of the increased volumes approaching the Stadium District during the weekday PM peak hour based on the assumptions previously outlined for Mariners event arrivals:

- 1st Avenue S., between S. Royal Brougham Way and S. King Street – 30 percent increase
- 1st Avenue S., south leg of 1st Avenue S. / S. Atlantic Street intersection – 10 percent increase
- 4th Avenue S., north of Airport Way S. intersection – 15 percent increase
- 4th Avenue S., south of S. Atlantic Street ramps – 8 percent increase
- Edgar Martinez Drive S. between Occidental Avenue S. and the Westbound I-90 Off-Ramp – 19 percent increase

[20] Pro-rated growth in TEU's from existing levels to 3.5 million by 2030




# Stadium District 2018 No Action S1 Site Vicinity Weekday PM Peak Hour Traffic Volumes

FIGURE **2-72**

*Seattle Arena*

transpoGROUP

**Case S3:** Increases in traffic volumes under this multiple event scenario are 16 percent greater than existing conditions, or only 2 percent greater than the Case S2. Truck volumes defined in the No Action without-event cases were also held constant with this analysis. The following bullets provide an overview of the increase in volumes approaching the Stadium District during the weekday PM peak hour between non-event (Case S1) and the multi-event (Case S3) traffic volumes:

- 1st Avenue S., between S. Royal Brougham Way and S. King Street – 48 percent increase
- 1st Avenue S., south leg of 1st Avenue S. / S. Atlantic Street intersection – 14 percent increase
- 4th Avenue S., north of Airport Way S. intersection – 18 percent increase
- 4th Avenue S., south of S. Atlantic Street ramps – 10 percent increase
- Edgar Martinez Drive S. between Occidental Avenue S. and the Westbound I-90 Off-Ramp – 27 percent increase

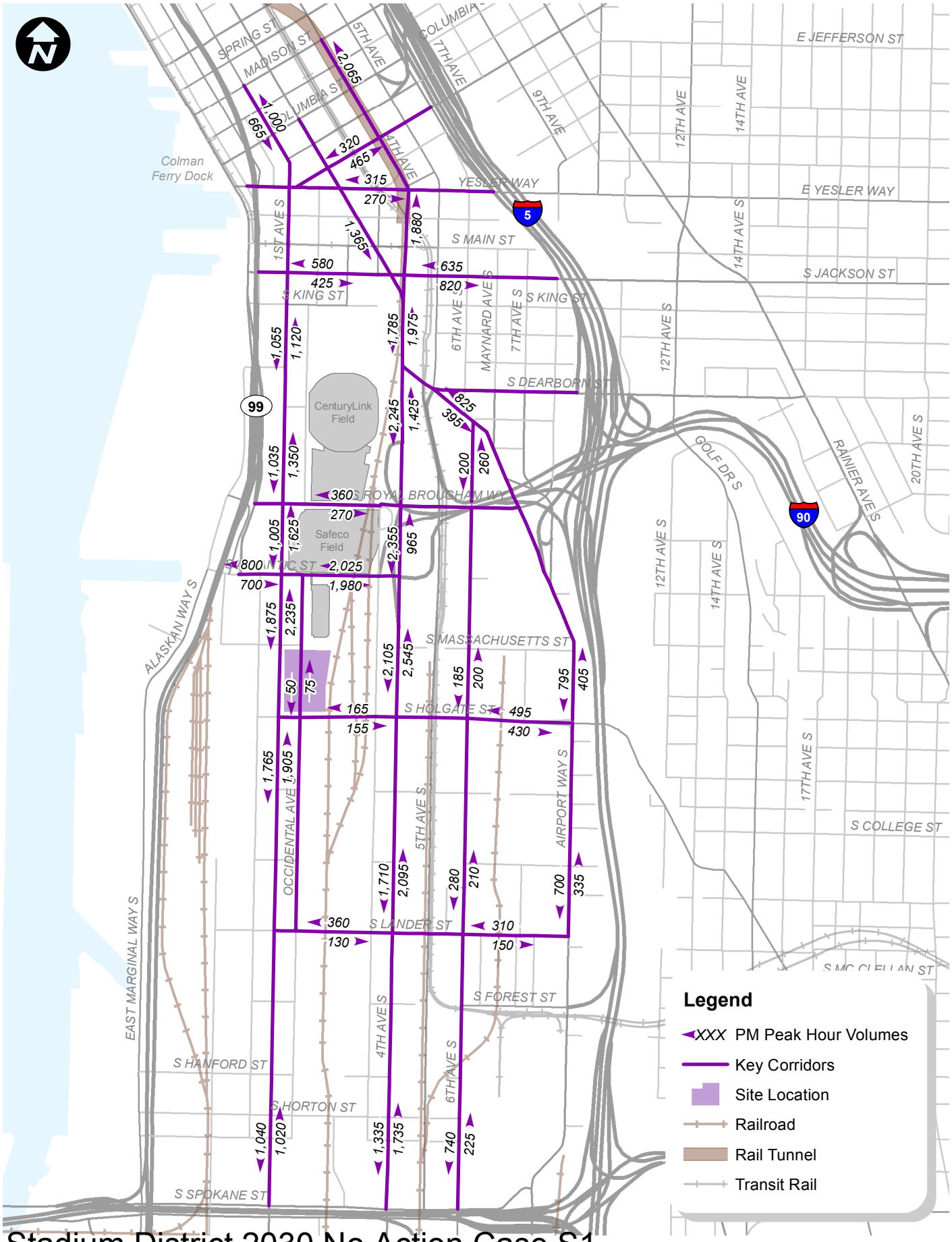
Traffic volumes can fluctuate by 5 to 10 percent day-to-day. Increases in traffic in the study area would generally remain below a 10 percent increase with the 12,000 person attendance increase (the difference between Case S2 and Case S3) with the exception of 1st Avenue S. between S. Royal Brougham Way and S. King Street.

#### 2.5.3.2 2030 Traffic Volumes

Weekday PM peak hour 2030 No Action traffic volumes are shown on Figure 2-73 through Figure 2–75. Similar to the 2018 No Action forecasts, truck volumes were based on a review of existing conditions as well as consideration of growth in Port activity.

**Case S1:** Forecast 2030 conditions along Stadium District regional connections, 1st Avenue S., 4th Avenue S., and Edgar Martinez Drive S., show the following when compared to 2013 conditions:

- An increase of approximately 100 percent on 1st Avenue S., north of Railroad Way S.
- Volumes on 4th Avenue S., north of the S. King Street pedestrian crossing are anticipated to increase 70 percent
- South of the site, along both 1st and 4th Avenues S., traffic volumes are anticipated to increase 75 percent and 60 percent, respectively
- Traffic volumes along 1st Avenue S., north of S. Atlantic Street are shown to decrease slightly from 2018 to 2030 based on modeling done for the Viaduct project

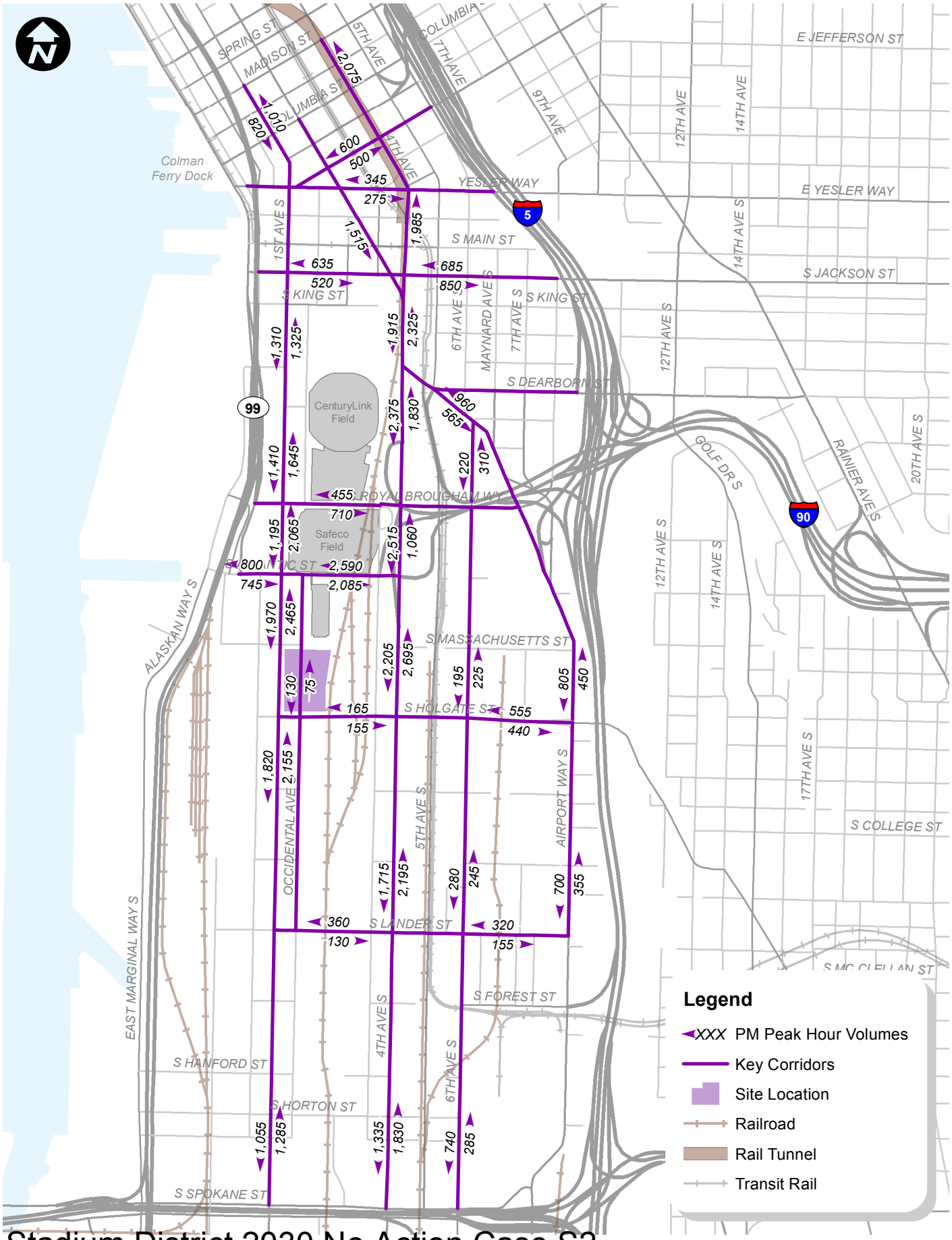



# Stadium District 2030 No Action Case S1
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-73**

transpoGROUP

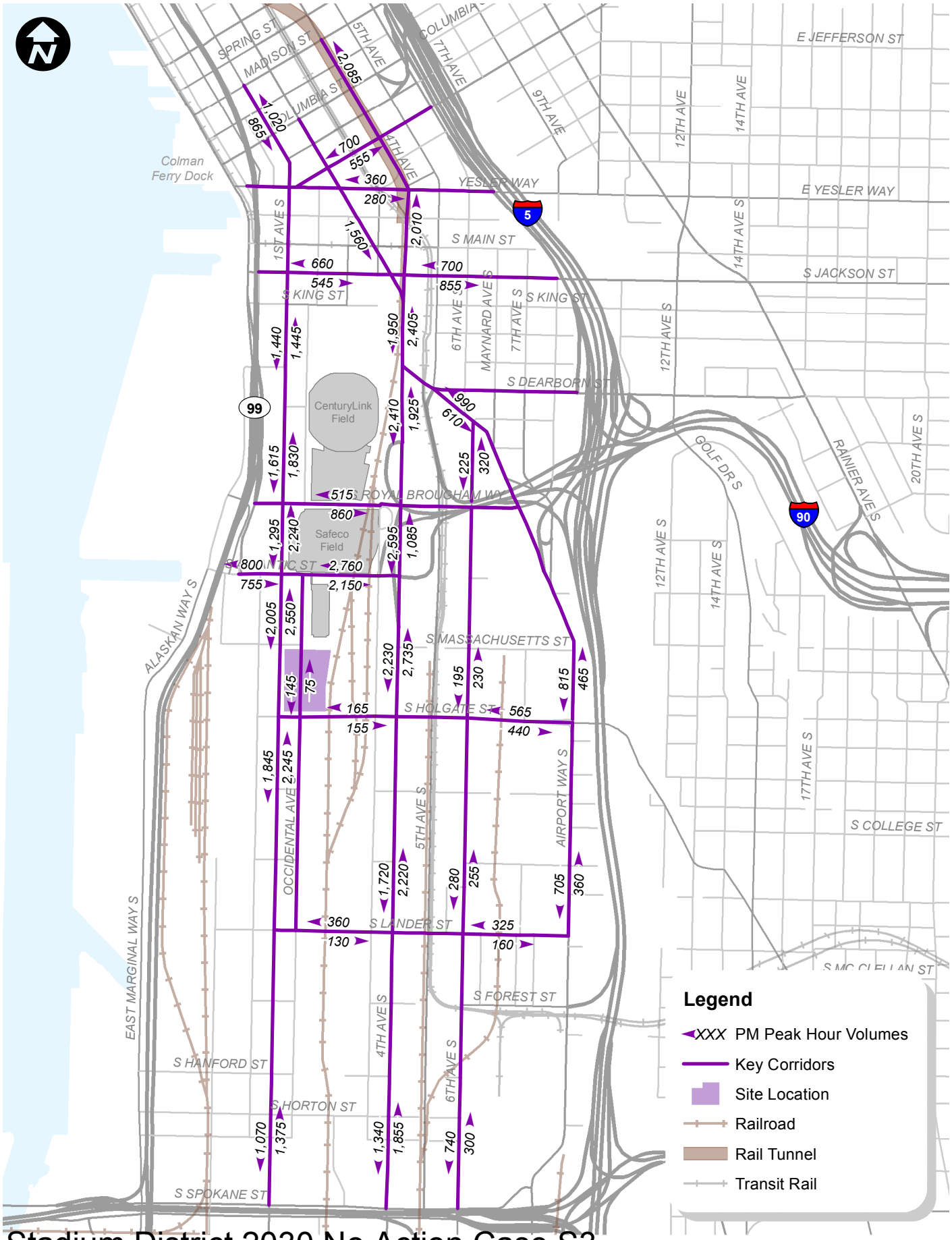



# Stadium District 2030 No Action Case S2
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-74**

transpoGROUP




# Stadium District 2030 No Action Case S3
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-75**

transpoGROUP

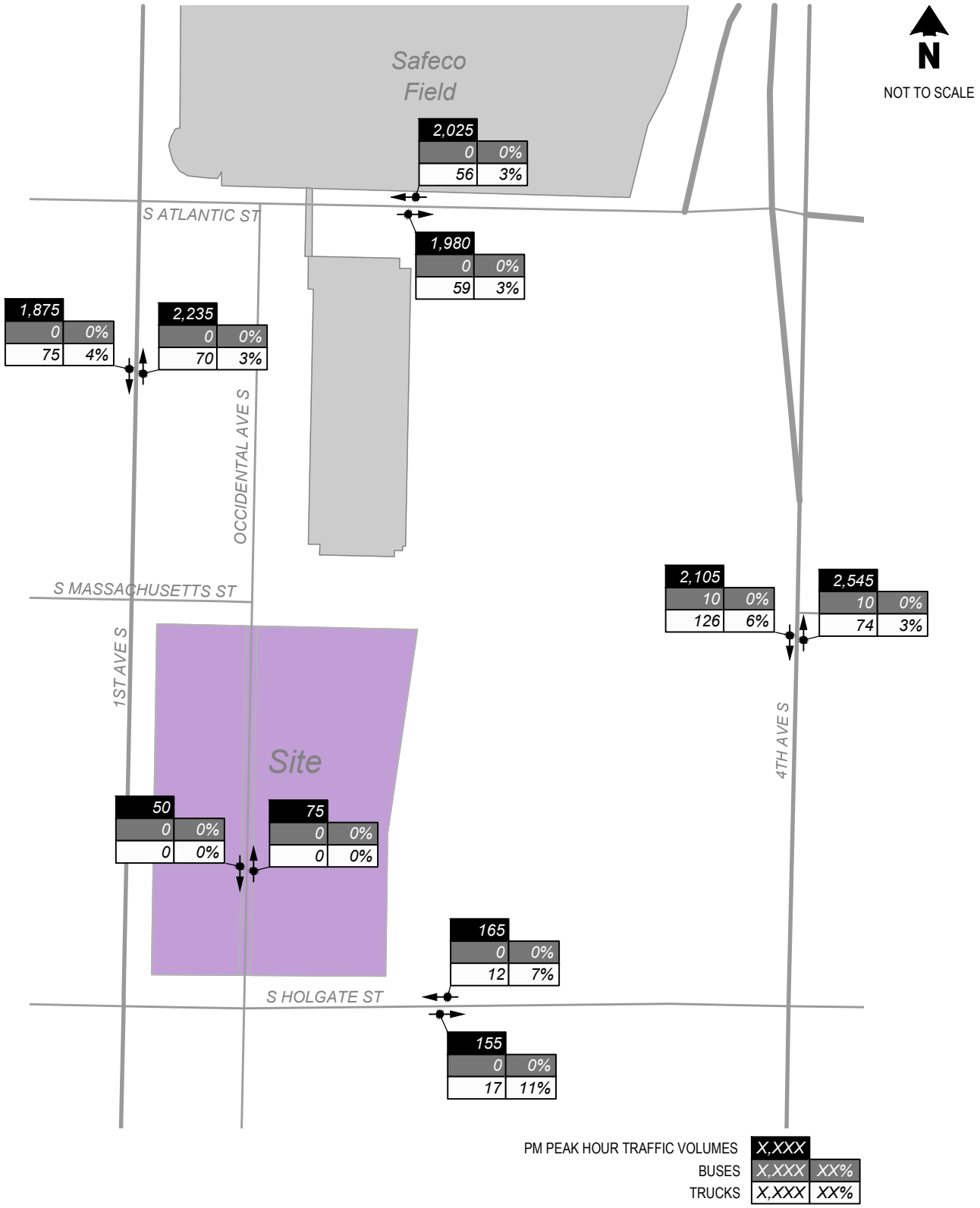
Figure 2–76 summarizes the percentage of bus and heavy vehicles relative to the total forecast volumes within the vicinity of the Proposed Arena site. This figure shows that along the primary freight routes such as 1st Avenue S., 4th Avenue S., S. Holgate Street, and Edgar Martinez Drive S., truck volumes are expected to range between one and seven percent. These heavy vehicle proportions are similar to those under 2018 conditions and with the additional increase in traffic from 2018 to 2030 conditions, provide a conservative analysis by resulting in an increase in heavy vehicle traffic similar to forecast traffic volumes.

**Case S2:** When compared to growth from existing conditions to 2018 conditions, growth between 2018 and 2030 would occur at a slower rate based on the forecast increases in background traffic volumes and the small decrease in the proportion of Mariners attendees choosing to travel via passenger car. The following bullets provide an overview of the increased volumes approaching the Stadium District during the weekday PM peak hour based on the assumptions previously outlined for Mariners event arrivals and CenturyLink Field Event Center arrivals:

- 1st Avenue S., between S. Royal Brougham Way and S. King Street – 28 percent increase
- 1st Avenue S., south leg of 1st Avenue S. / S. Atlantic Street intersection – 7 percent increase
- 4th Avenue S., north of Airport Way S. intersection – 12 percent increase
- 4th Avenue S., south of S. Atlantic Street ramps – 6 percent increase
- Edgar Martinez Drive S. between Occidental Avenue S. and the Westbound I-90 Off-Ramp – 13 percent increase

**Case S3:** As with the No Action Case S2, this lesser growth due to the combined events is due increases in background traffic and the increasing likelihood of event attendees to choose travel by modes other than passenger car. The following bullets provide an overview of the increases in volumes approaching the Stadium District during the weekday PM peak hour given the assumptions outlined above for Mariners event arrivals between non-event (Case S1) and the multi-event (Case S3) traffic volumes:

- 1st Avenue S., between S. Royal Brougham Way and S. King Street – 44 percent increase
- 1st Avenue S., south leg of 1st Avenue S. / S. Atlantic Street intersection – 10 percent increase
- 4th Avenue S., north of Airport Way S. intersection – 15 percent increase
- 4th Avenue S., south of S. Atlantic Street ramps – 7 percent increase
- Edgar Martinez Drive S. between Occidental Avenue S. and the Westbound I-90 Off-Ramp – 18 percent increase




# Stadium District 2030 No Action S1 Site Vicinity Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **2-76**

transpoGROUP

## 2.5.4 Impacts of Alternative 2

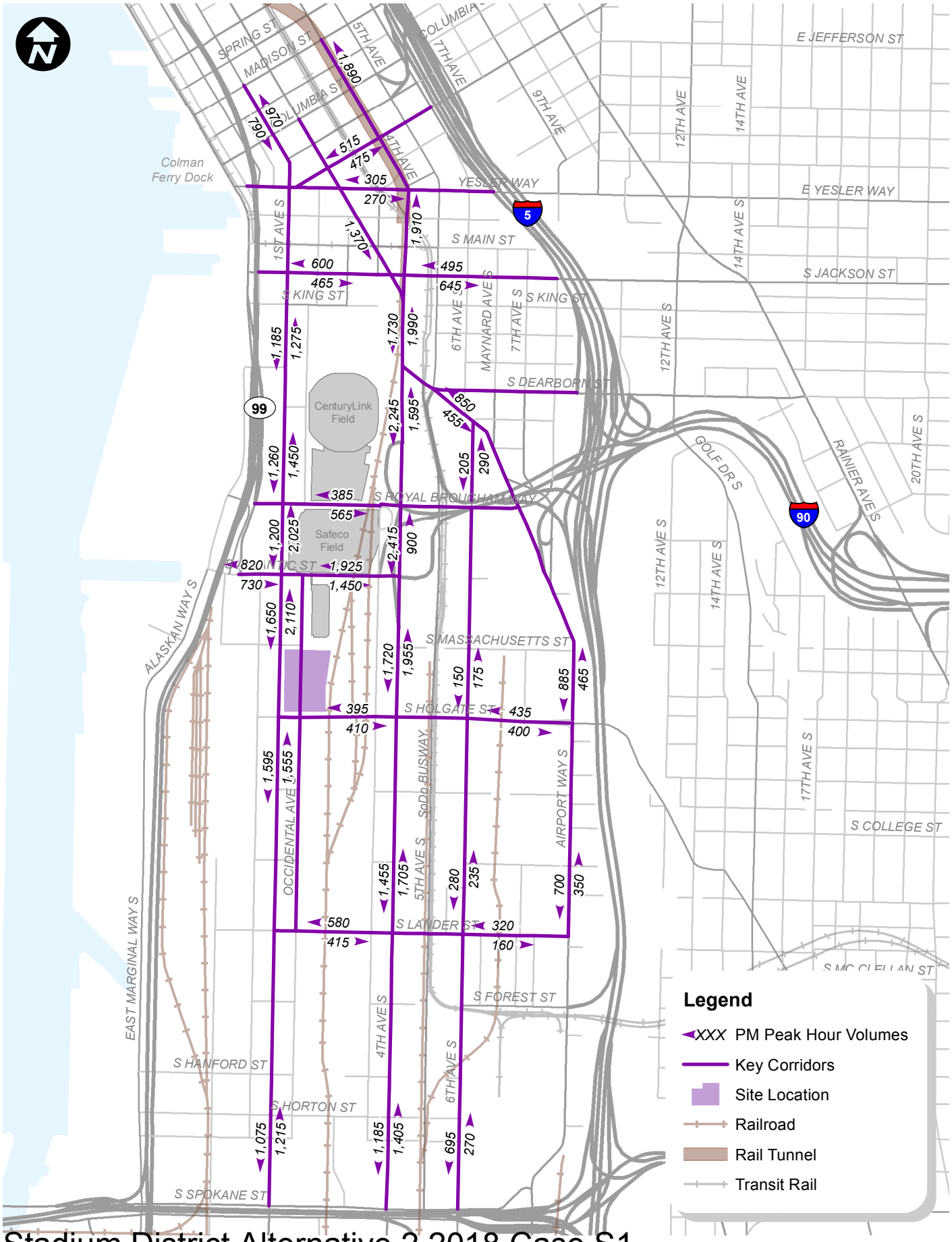
Alternative 2 would result in an increase in traffic volumes due to workers traveling to and from the site, delivery of material, and truck hauling. It is anticipated that the increase in traffic volumes would be less than generated by a 20,000-seat event at the Seattle Arena.

### 2.5.4.1 2018 Traffic Volumes

Traffic volumes along key corridors under 2018 conditions for the multiple event cases are summarized on Figure 2–77 through Figure 2–79. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available upon request from DPD.

As a result of the addition of trips from an event at the Proposed Arena, 2018 traffic volumes along the regional connections to the Stadium District area increase as follows depending on whether no other Stadium District events occurs, a Mariners game also occurs, or both a Mariners game and CenturyLink Field Event Center event occur:

- An increase of between 9 and 14 percent on 1st Avenue S. between S. Royal Brougham Way and S. King Street
- Volumes on 4th Avenue S., north of the S. King Street pedestrian crossing are anticipated to increase on the order of 9 to 10 percent
- South of the site, traffic volumes are anticipated to increase between 8 and 9 percent along 1st Avenue S., and between 2 and 3 percent on 4th Avenue S.

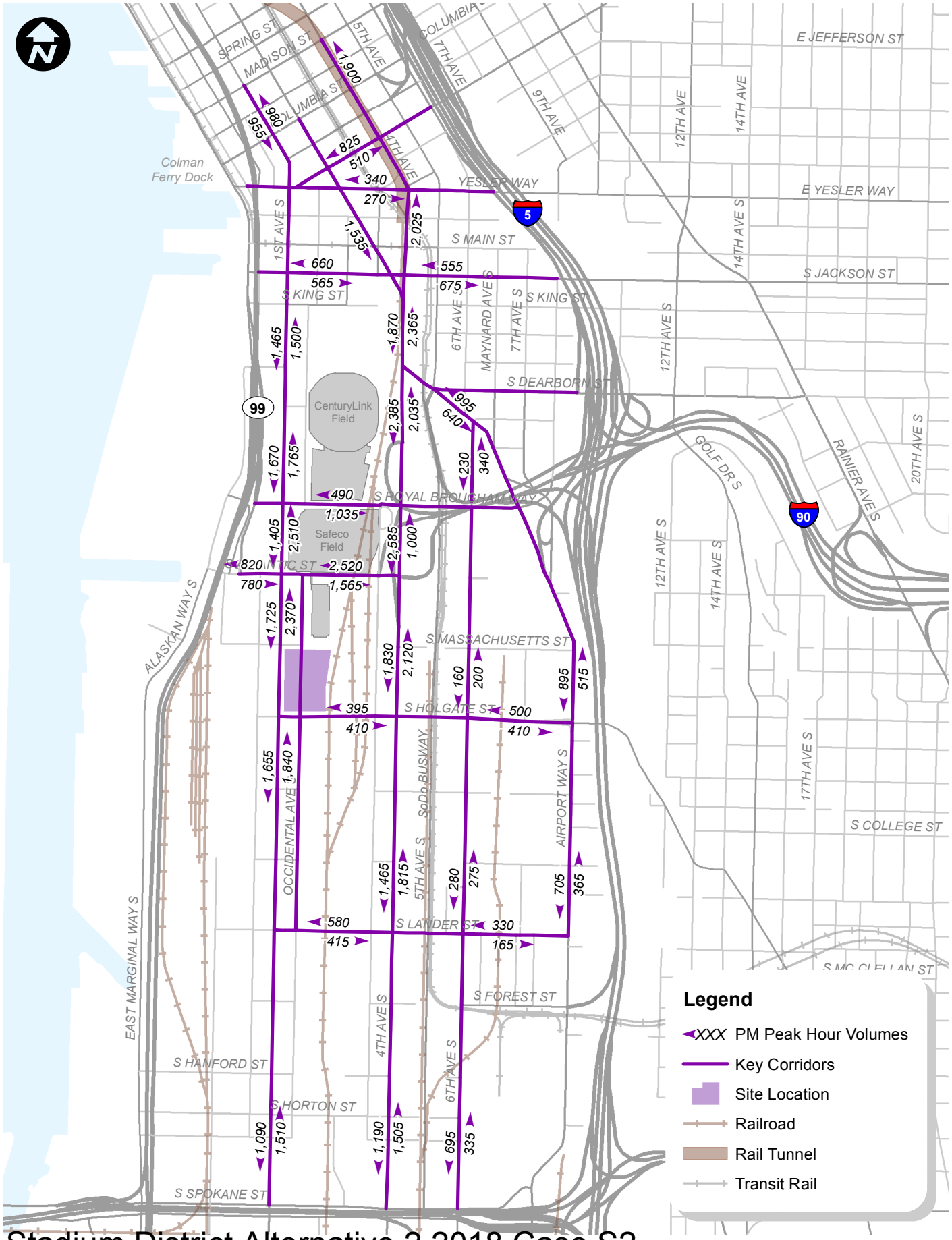



# Stadium District Alternative 2 2018 Case S1
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-77**

transpoGROUP

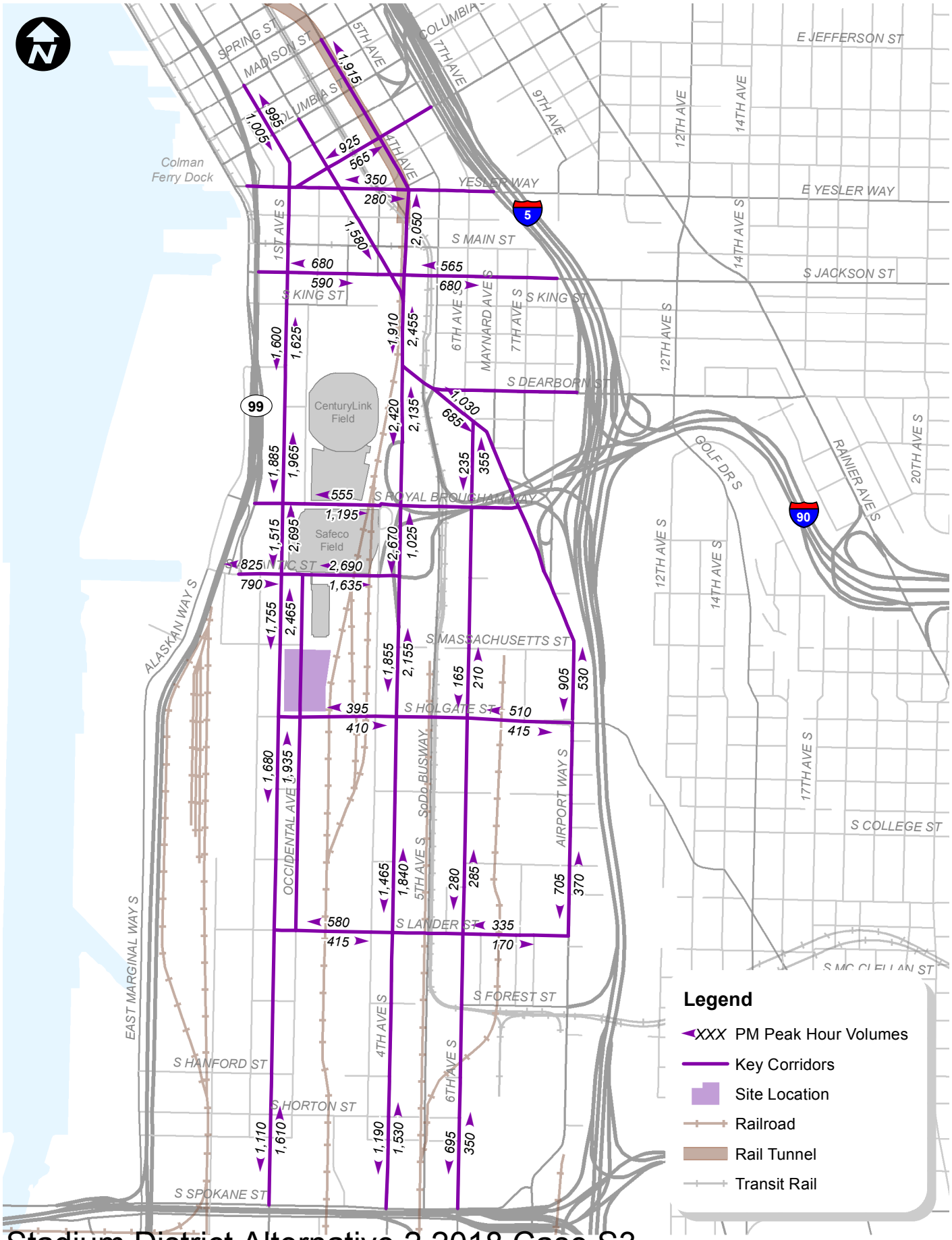



# Stadium District Alternative 2 2018 Case S2
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-78**

transpoGROUP




# Stadium District Alternative 2 2018 Case S3
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-79**

transpoGROUP

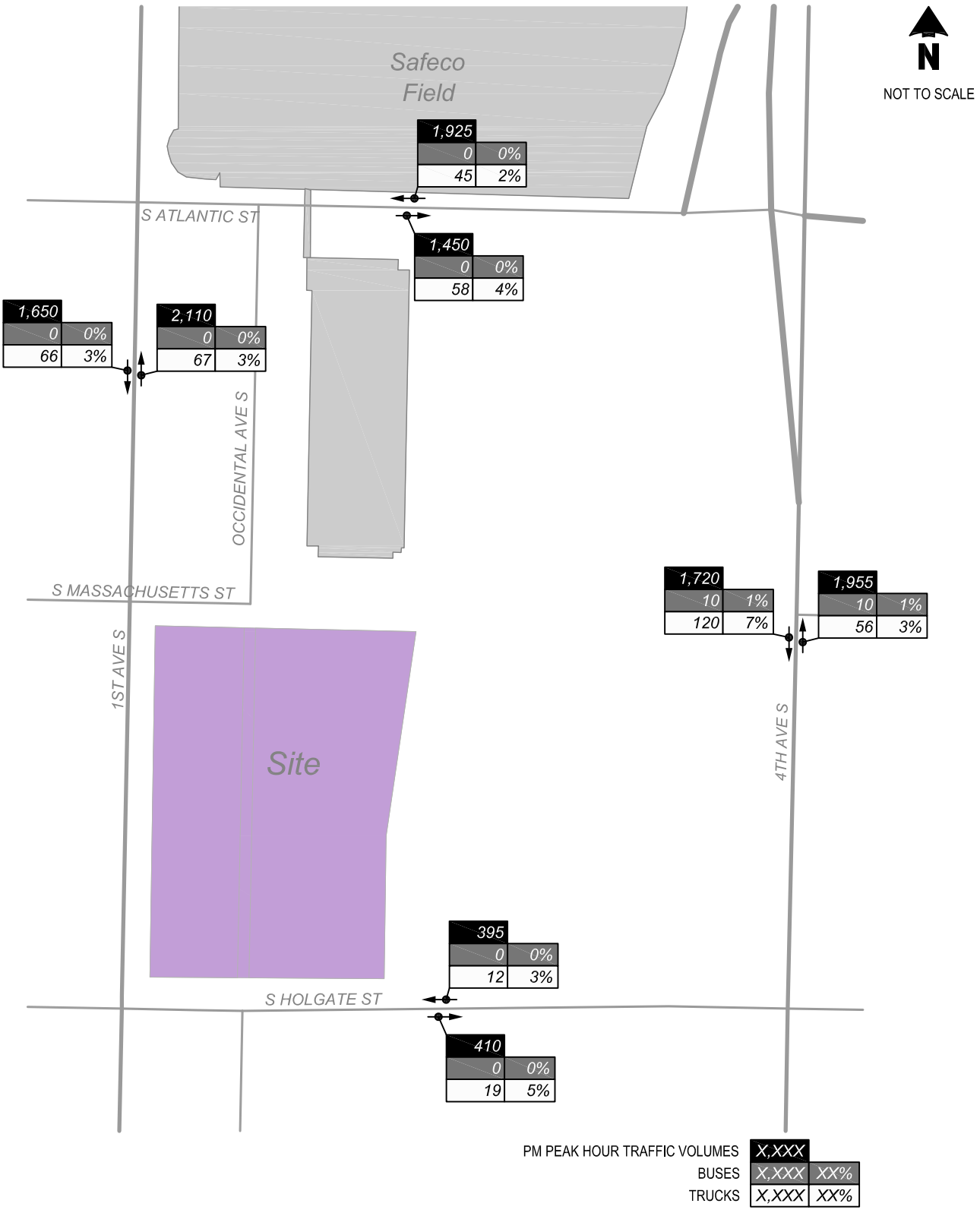
Figure 2–80 focuses on the traffic volumes within the vicinity of the Arena site including total volumes as well as general heavy vehicles and transit buses. Table 2-10 summarizes the total traffic volumes within the Arena vicinity and shows the percent increase in traffic volumes compared to No Action conditions.

**Table 2-10**
**2018 Alternative 2 Arena Site Vicinity Weekday PM Peak Hour Traffic Volumes**

| | Case S1 | | Case S2 | | Case S3 | |
|---|---|---|---|---|---|---|
| **Location** | **No Action** | **Alt. 2** | **No Action** | **Alt. 2** | **No Action** | **Alt. 2** |
| 1st Avenue S. north of S. Massachusetts Street | 3,340 | 3,760 (+13%)[1] | 3,685 | 4,095 (+11%) | 3,815 | 4,215 (+10%) |
| Edgar Martinez Drive S. west of Westbound I-90 Off-Ramps | 2,815 | 3,375 (+20%) | 3,545 | 4,080 (+15%) | 3,790 | 4,325 (+14%) |
| S. Holgate Street east of Occidental Avenue S. | 830 | 805 (-3%) | 830 | 805 (-3%) | 830 | 805 (-3%) |
| 4th Avenue S. north of S. Holgate Street | 3,455 | 3,675 (+6%) | 3,735 | 3,945 (+6%) | 3,795 | 4,015 (+6%) |

1. Percent increase from No Action conditions.

The assignment of Arena event related traffic reflects the overall distribution of parking in the area as well as the travel patterns accessing the Stadium District area. Considering a scenario with no additional events in background traffic (Case S1), roadway volumes increase up to 20 percent within the Proposed Arena vicinity. The percent increase is influenced by the level of background traffic, as well as the level of event traffic. Percentage increases associated with the addition of Arena related traffic for subsequent event scenarios decrease although overall traffic volumes increase between 16 and 54 percent with all three events relative to No Action Case S1 condition. The largest increase due to Arena event traffic is forecast along Edgar Martinez Drive S. due primarily to the roadway's connection to and from the regional freeway network and the nearby Safeco Field parking garage. S. Holgate Street volumes remain relatively unchanged with a minor decrease anticipated. This decrease is anticipated due to the shift in traffic associated with the vacation of Occidental Avenue S. and no assignment of event related traffic to the roadway. Event traffic was not assigned to the roadway based on the available parking in the area, capacity constraints on S. Holgate Street due to future rail activity, and anticipated event-related traffic control.




# Stadium District 2018 Alternative 2 S1 Arena Site Vicinity WeekdayPM Peak Hour Traffic Volumes

FIGURE **2-80**

*Seattle Arena*

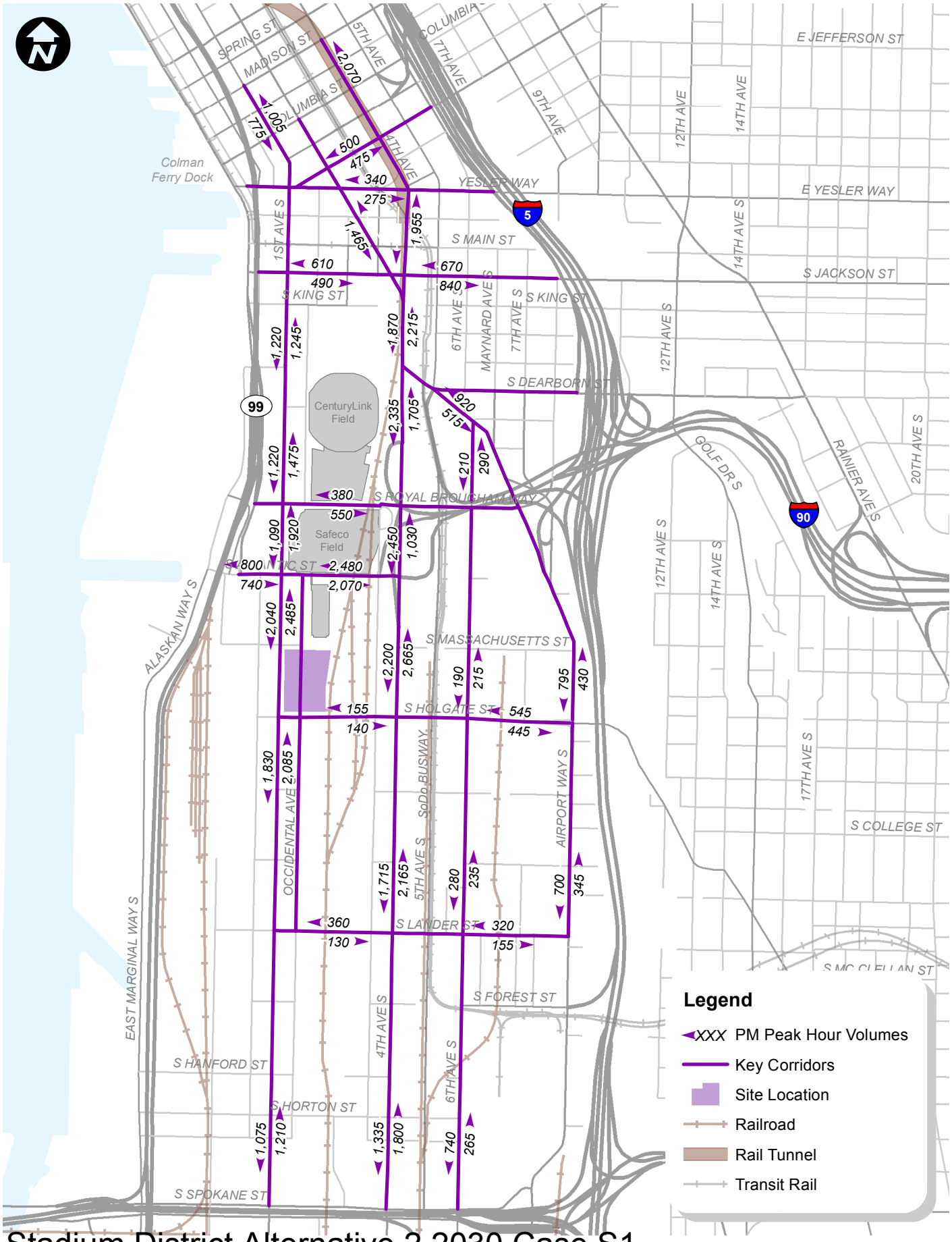
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#### 2.5.4.2 2030 Traffic Volumes

Weekday PM peak hour 2030 Proposed Action traffic volumes are shown on Figure 2–81 through Figure 2–83 for all three event cases. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available upon request.

As a result of the addition of trips from an event at the Proposed Arena under 2030 conditions, traffic volumes along the regional connections to the Stadium District area increase as follows depending on whether no other Stadium District events occurs, a Mariners game also occurs, or both a Mariners game and CenturyLink Field Event Center event occur:

- An increase of between 9 and 13 percent on 1st Avenue S. between S. Royal Brougham Way and S. King Street
- Volumes on 4th Avenue S., north of the S. King Street pedestrian crossing are anticipated to increase on the order of 8 and 9 percent
- South of the site, traffic volumes are anticipated to increase between 6 and 7 percent along 1st Avenue S., and 2 percent on 4th Avenue S. regardless of other events.

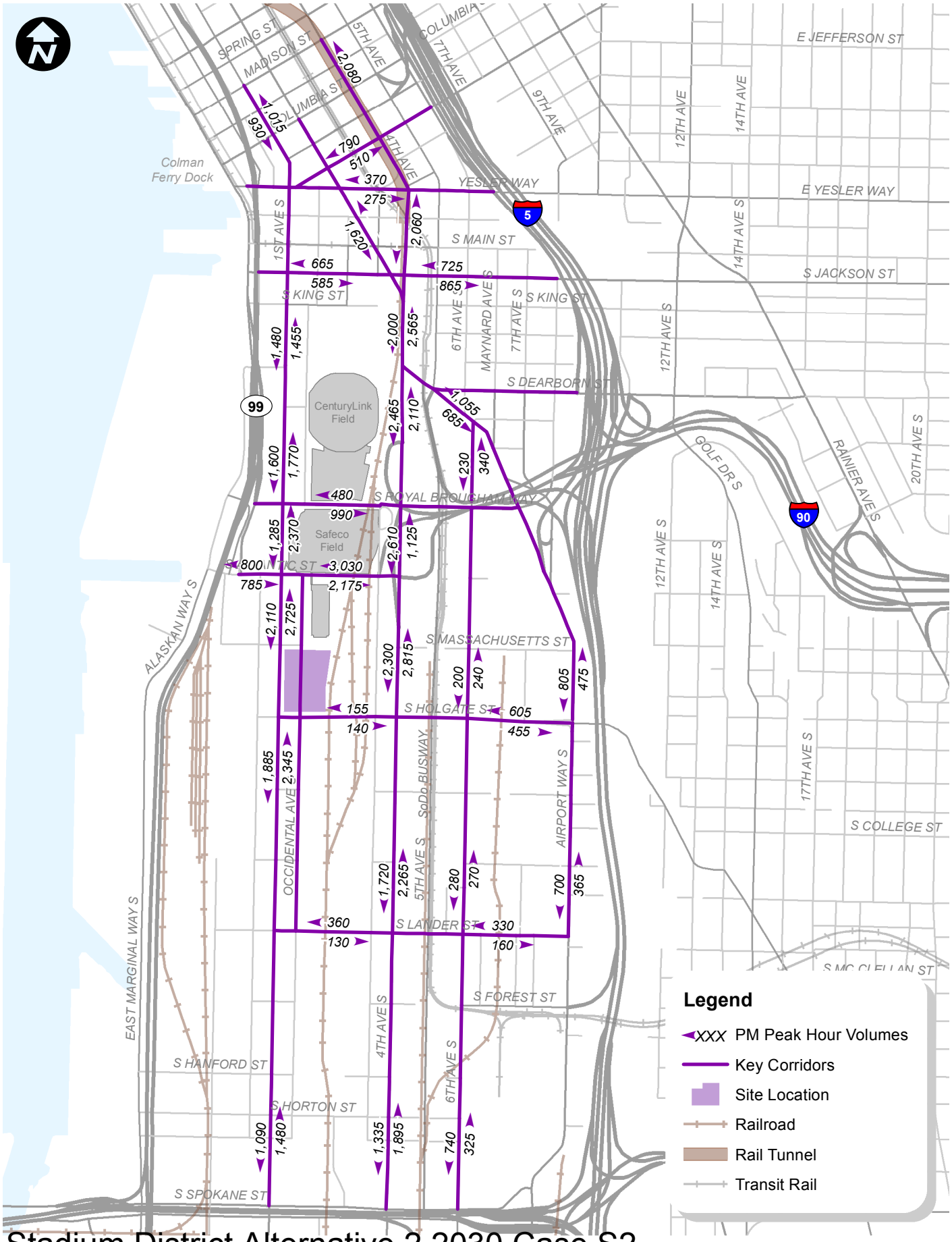



# Stadium District Alternative 2 2030 Case S1
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-81**

transpoGROUP

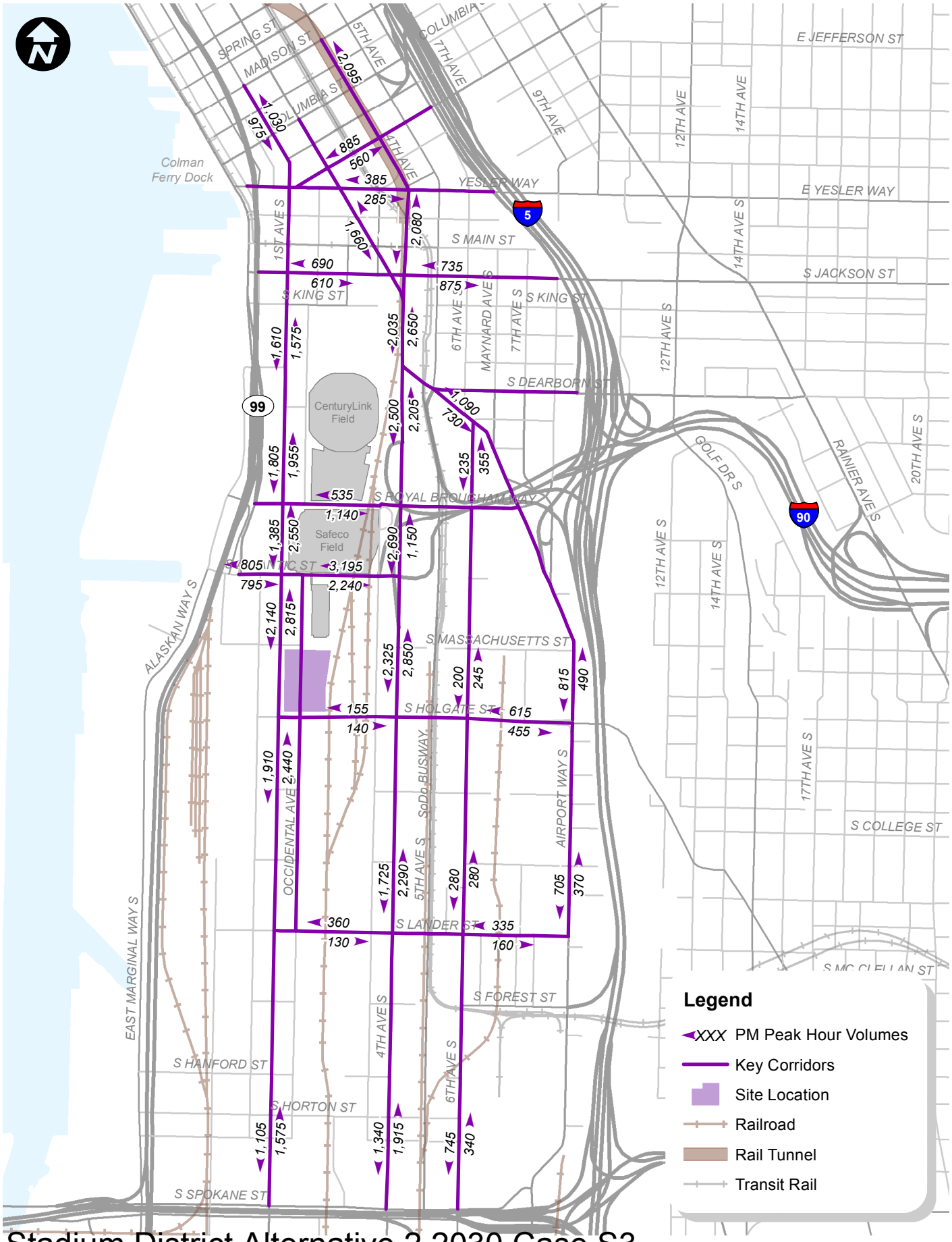



# Stadium District Alternative 2 2030 Case S2
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-82**

transpoGROUP




# Stadium District Alternative 2 2030 Case S3
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**2-83**

transpoGROUP

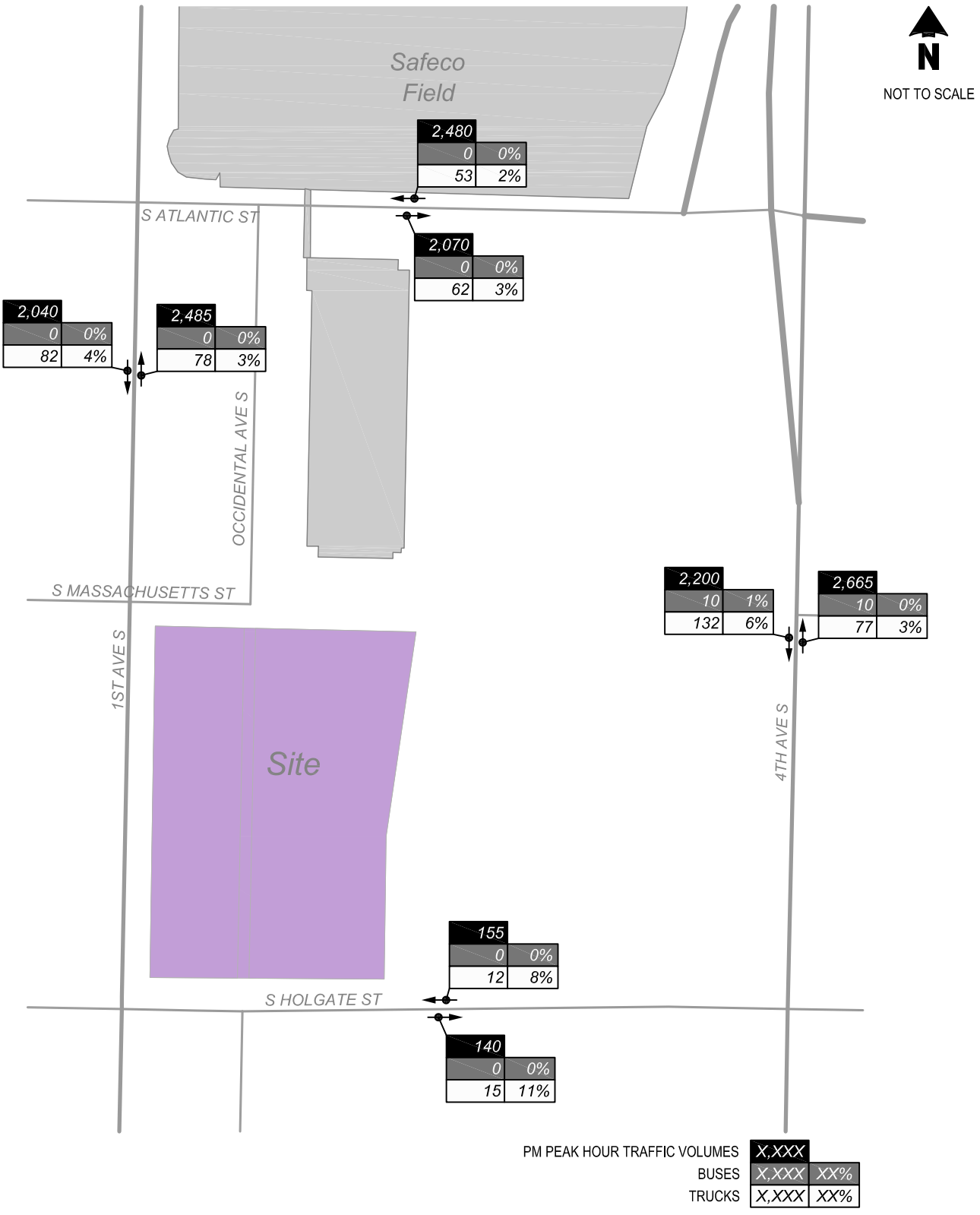
Figure 2–84 focuses on the traffic volumes within the vicinity of the Arena site and Table 2-11 summarizes the total traffic volumes within the Arena vicinity compared to 2030 No Action conditions.

**Table 2-11**
**2030 Alternative 2 Arena Site Vicinity Weekday PM Peak Hour Traffic Volumes**

| Location | Case S1 | | Case S2 | | Case S3 | |
|---|---|---|---|---|---|---|
| | No Action | Alt. 2 | No Action | Alt. 2 | No Action | Alt. 2 |
| 1st Avenue S. north of S. Massachusetts Street | 4,110 | 4,525 (+10%)[1] | 4,440 | 4,830 (+9%) | 4,555 | 4,950 (+9%) |
| Edgar Martinez Drive S. west of Westbound I-90 Off-Ramps | 4,005 | 4,550 (+14%) | 4,680 | 5,205 (+11%) | 4,910 | 5,435 (+11%) |
| S. Holgate Street east of Occidental Avenue S. | 320 | 295 (-8%) | 320 | 295 (-8%) | 320 | 295 (-8%) |
| 4th Avenue S. north of S. Holgate Street | 4,650 | 4,865 (+5%) | 4,910 | 5,115 (+4%) | 4,970 | 5,175 (+4%) |

1. Percent increase from No Action conditions.

As shown on Figure 2–84 and in Table 2-11, roadway volumes increase up to 14 percent within the Arena vicinity as a result of Arena traffic. The percent increase is influenced by the level of background traffic, as well as the level of event traffic. The percentage increase in traffic associated with the addition of Arena related traffic for subsequent event scenarios decrease, although overall traffic volumes increase up to 36 percent with all three events relative to No Action Case S1 forecasts. Consistent with the 2018 conditions, the largest increase due to Arena event traffic is forecast along Edgar Martinez Drive S. due primarily to the roadway's connection to and from the regional freeway network and the nearby Safeco Field parking garage. Similar to 2018 conditions, S. Holgate Street volumes remain relatively unchanged with a minor decrease anticipated. This decrease is anticipated due to the shift in traffic associated with the vacation of Occidental Avenue S. and no assignment of event related traffic to the roadway. Event traffic was not assigned to the roadway based on the available parking in the area, capacity constraints on S. Holgate Street due to future rail activity, and anticipated event-related traffic control.




# Stadium District 2030 Alternative 2 S1 Arena Site Vicinity Weekday PM Peak Hour Traffic Volumes

FIGURE **2-84**

*Seattle Arena*

transpoGROUP

### 2.5.4.3 Transportation Concurrency

The City of Seattle has implemented a Transportation Concurrency system to comply with one of the requirements of the Washington State Growth Management Act (GMA). The system, described in the DPD Director's Rule5-2009 and the City's Land Use and Zoning Code, is designed to provide a mechanism that determines whether adequate transportation facilities would be available "concurrent" with proposed development projects.

The screenlines closest to the project site were chosen for review. The screenlines that were analyzed are shown in Table 2-12 and include:

- The Duwamish River (Screenline 3.11),
- South of Spokane Street (Screenline 9.13), and
- South of S. Jackson Street (Screenline 10.11).

As a conservative estimate, it was assumed that all project-generated traffic traveling in the direction of the screenlines would extend across the screenlines included in this analysis.

**Table 2-12**
**Alternative 2 Transportation Concurrency Analysis**

| SL#[1] | Location | Direction[2] | Capacity | 2008 PM Peak Hour Volume | Alternative 2 PM Peak Hour Traffic[3] | V/C Ratio with Alt 2 | LOS Standard |
|---|---|---|---|---|---|---|---|
| 3.11 | Duwamish River(West Seattle Freeway and Spokane Street) | EB | 4,950 | 3,281 | 7 | 0.66 | 1.20 |
| | | WB | 4,950 | 5,712 | 103 | 1.17 | 1.20 |
| 9.13 | South of Spokane St ($15^{th}$ Ave S. to Rainier Ave S.) | NB | 6,340 | 3,464 | 72 | 0.56 | 1.00 |
| | | SB | 6,340 | 3,767 | 5 | 0.59 | 1.00 |
| 10.11 | South of S. Jackson Street (Alaskan Way S. to 4th Avenue S.) | NB | 12,900 | 7,586 | 392 | 0.62 | 1.00 |
| | | SB | 12,980 | 8,671 | 516 | 0.71 | 1.00 |

1. SL# = Screenline Number
2. Direction: NB = Northbound, SB = Southbound, EB = Eastbound, WB = Westbound
3. 2018 trip generation and assignment

The transportation concurrency analysis indicates that with traffic generated by the project, the screenlines would have v/c ratios that are less than the City level of service threshold and thus, the conditions would meet concurrency requirements.

## 2.5.5 Impacts of Alternative 3

Construction of Alternative 3 would result in an increase in traffic volumes due to workers traveling to and from the site, delivery of material, and truck hauling. It is anticipated that the increase in traffic volumes would be less than generated by an 18,000-person event at the arena.

Under this alternative, the arena would have a capacity of 18,000 attendees. Forecast trip generation and potential impacts of this alternative was based on an assumed attendance of 18,000 attendees consistent with Alternative 2. Traffic volume impacts of Alternative 3 are anticipated to be approximately 10 percent less than those identified for Alternative 2. While the 20,000-seat event is forecast to generate approximately 2,190 trips during the weekday PM peak hour of traffic under 2018 conditions, an 18,000 attendee event would generate approximately 1,970 trips. This is a difference of 220 vehicles. Under 2030 conditions these values are estimated to be 2,100 trips and 1,900 trips, respectively, for a difference of 200 trips during the weekday PM peak hour.

Table 2-13 and Table 2-14 summarize the total traffic volumes within the arena vicinity compared to the No Action alternative for 2018 and 2030 conditions, respectively.

**Table 2-13**
**2018 Alternative 3 Arena Site Vicinity**
**Weekday PM Peak Hour Traffic Volumes**

| | Case S1 | | | CaseS2 | | | Case S3 | | |
|---|---|---|---|---|---|---|---|---|---|
| **Location** | **No Act.** | **Alt. 2** | **Alt. 3** | **No Act.** | **Alt. 2** | **Alt. 3** | **No Act.** | **Alt. 2** | **Alt. 3** |
| 1st Avenue S. north of S. Massachusetts Street | 3,340 | 3,760 (+13%)[1] | 3,720 (+11%)[1] | 3,685 | 4,095 (+11%) | 4,055 (+10%) | 3,815 | 4,215 (+10%) | 4,175 (+9%) |
| Edgar Martinez Drive S. west of Westbound I-90 Off-Ramps | 2,815 | 3,375 (+20%) | 3,320 (+18%) | 3,545 | 4,080 (+15%) | 4,025 (+14%) | 3,790 | 4,325 (+14%) | 4,270 (+13%) |
| S. Holgate Street east of Occidental Avenue S. | 830 | 805 (-3%) | 805 (-3%) | 830 | 805 (-3%) | 805 (-3%) | 830 | 805 (-3%) | 805 (-3%) |
| 4th Avenue S. north of S. Holgate Street | 3,455 | 3,675 (+6%) | 3,655 (+6%) | 3,735 | 3,945 (+6%) | 3,925 (+5%) | 3,795 | 4,015 (+6%) | 3,995 (+5%) |

1. Percent increase from No Action conditions.

As shown in Table 2-13, traffic volumes in the vicinity of the arena site are anticipated to increase up to 20 percent with the addition of arena event traffic under 2018 conditions. Percentage increases in traffic volumes for Alternative 3 range from no change to two percent less than forecast under Alternative 2. As with Alternative 2, percentage increases resulting from the addition of arena related traffic for subsequent event scenarios decrease, although overall traffic volumes increase up to 18 percent with all three events relative to No Action Case S1 scenario. S. Holgate Street volumes remain relatively unchanged with a minor decrease anticipated. This decrease is anticipated due to the shift in traffic associated with the vacation

of Occidental Avenue S. and no assignment of event related traffic to the roadway. Event traffic was not assigned to the roadway based on the available parking in the area, capacity constraints on S. Holgate Street due to future rail activity, and anticipated event-related traffic control.

**Table 2-14**
**2030 Alternative 3 Arena Site Vicinity**
**Weekday PM Peak Hour Traffic Volumes**

| | Case S1 | | | CaseS2 | | | Case S3 | | |
|---|---|---|---|---|---|---|---|---|---|
| **Location** | **No Act.** | **Alt. 2** | **Alt. 3** | **No Act.** | **Alt. 2** | **Alt. 3** | **No Act.** | **Alt. 2** | **Alt. 3** |
| 1st Avenue S. north of S. Massachusetts Street | 4,110 | 4,525 (+10%)[1] | 4,485 (+9%)[1] | 4,440 | 4,830 (+9%) | 4,790 (+8%) | 4,555 | 4,950 (+9%) | 4,910 (+8%) |
| Edgar Martinez Drive S. west of Westbound I-90 Off-Ramps | 3,99 | 4,550 (+14%) | 4,495 (+13%) | 4,495 | 5,205 (+16%) | 5,135 (+14%) | 4,695 | 5,435 (+16%) | 5,360 (+14%) |
| S. Holgate Street east of Occidental Avenue S. | 320 | 295 (-8%) | 295 (-8%) | 320 | 295 (-8%) | 295 (-8%) | 320 | 295 (-8%) | 295 (-8%) |
| 4th Avenue S. north of S. Holgate Street | 4,650 | 4,865 (+5%) | 4,845 (+4%) | 4,910 | 5,115 (+4%) | 5,095 (+4%) | 4,970 | 5,175 (+4%) | 5,155 (+4%) |

1. Percent increase from No Action conditions.

Similar to 2018 conditions, traffic volumes in the vicinity of the arena site are anticipated to increase up to 13 percent with the addition of an 18,000 attendee arena event as shown in Table 2-14. Traffic volumes under Alternative 3 range from between zero and two percent less than Alternative 2 volumes. Although overall traffic volumes increase up to 13 percent with all three events relative to No Action Case S1, percent increases associated with the addition of arena related traffic for subsequent event scenarios decrease, but the overall traffic volumes increase. Similar to 2018 conditions, S. Holgate Street volumes remain relatively unchanged with a minor decrease anticipated. This decrease is anticipated due to the shift in traffic associated with the vacation of Occidental Avenue S. and no assignment of event related traffic to the roadway. Event traffic was not assigned to the roadway based on the available parking in the area and the capacity constraints on S. Holgate Street due to future rail activity.

### 2.5.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- Event schedule protocol and management
- Port of Seattle protocols
- Public information coordinator
- Directional event signage
- Variable message and parking guidance signage
- North-South private connection located on the east side of the project site, connecting S. Holgate Street to the Safeco Field property
- Construction management plan
- Proportionate share contribution towards S. Lander Street Grade Separation
- Transportation Management Plan
- Pedestrian access improvements

### 2.5.7 Secondary & Cumulative Impacts

The effective implementation of transportation demand reduction strategies through a Transportation Management Program would result in increases in demands on other transportation modes and systems, including pedestrians, transit, and bicycles.

### 2.5.8 Significant Unavoidable Adverse Impacts

Peak hour traffic volumes would increase substantially over current levels under No Action conditions and the order of magnitude of change in traffic volumes associated with the Arena for any event case falls within the range of current event experience. There would be an increase in traffic volumes during peak conditions on event days, which would occur more frequently with the Arena. A number of measures have been identified to reduce the level of increase in traffic volumes, including demand reduction, and management of vehicles to orient them to the most appropriate route.

## 2.6 Traffic Operations

This section evaluates the magnitude of traffic impacts of the project for each of the defined event cases. The traffic operations analysis included a review of four primary areas: intersection levels of service; corridor performance measured through an assessment of travel times; effects of rail traffic on key corridors, and regional impacts as identified through a review of mainline I-5 and I-90 travel speeds; and ramp terminal LOS. The following section provides further detail regarding the methodology applied to each of the four analyses. In reviewing this analysis, it is important to remember that each event cases illustrated would occur with differing frequencies. Case S1 would occur most frequent while Cases S2 and S3 would be relatively rare, or never, depending on mitigation relative to event scheduling.

### 2.6.1 Methodology

**Intersection Level of Service:** The operational performance of an intersection was determined by calculating the intersection LOS based on the procedures presented in HCM 2000 rather than the most recent HCM 2010. The use of HCM 2000 is due to limitations related to the HCM 2010 methodology for some conditions, analysis software coding bugs, a desire to apply a consistent methodology throughout the study area, and long-term acceptance of the previous HCM results. Specific limitations of the HCM 2010 methodology include the inability to model five-legged intersections as well as restrictions related to signal phasing that result in the inability to model some of the study area signalized locations. As a consistent approach to measuring intersection and corridor performance, the LOS analysis was completed using the HCM 2000 methodologies as implemented in the Synchro version 8 software program.

At signalized and all-way stop-controlled intersections, LOS is measured in average delay per vehicle for all vehicles at the intersection. At two-way stop-sign-controlled intersections, LOS is reported for the worst operating approach of the intersection. Traffic operations for an intersection can be described alphabetically with a range of LOS values (LOS A through F), with LOS A indicating free-flowing traffic and LOS F indicating extreme congestion and long vehicle delays. Intersection levels of service incorporate several intersection characteristics including signal timing, signal phasing, intersection channelization, traffic volumes, and pedestrian volumes. Table 2-15 summarizes the LOS criteria for signalized and unsignalized intersections.

The City of Seattle's Comprehensive Plan does not define a LOS standard for individual intersections; however, the City generally recognizes LOS E and F as poor operations for signalized locations and LOS F for unsignalized locations. Given the event-related nature of this analysis, and variant frequencies and intensities, traditional intersection LOS standards would not be appropriate as the sole measure of impact on traffic operations.

**Table 2-15**
**Level of Service Criteria**

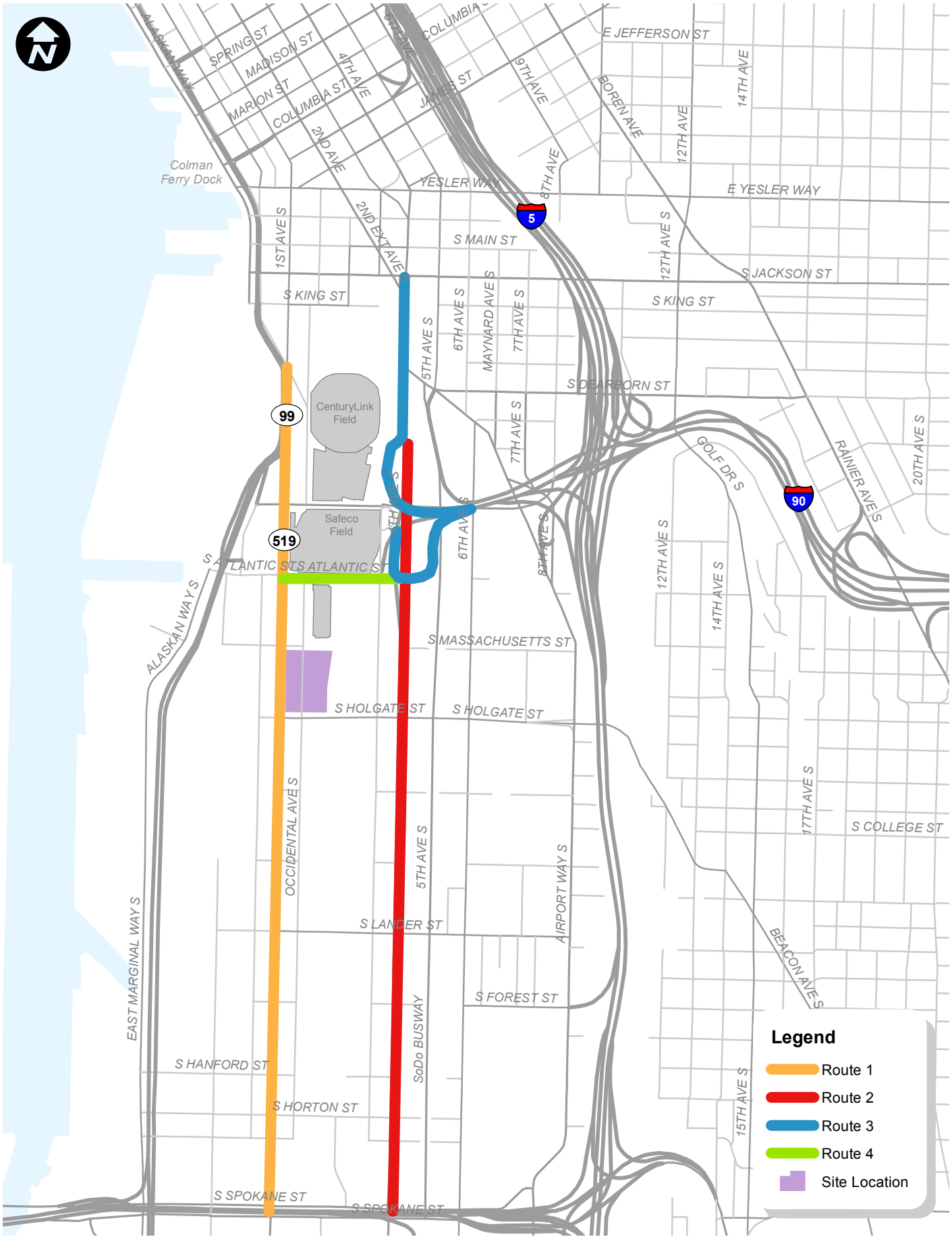
| LOS[1] | Average Signalized Delay[2] | Average Unsignalized Delay[2] | General Description[2] |
|---|---|---|---|
| A | < 10 seconds | < 10 seconds | Free Flow |
| B | 10 - 20 seconds | 10 - 15 seconds | Stable Flow (slight delays) |
| C | 20 - 35 seconds | 15 - 25 seconds | Stable flow (acceptable delays) |
| D | 35 - 55 seconds | 25 - 35 seconds | Approaching unstable flow (tolerable delay, occasionally wait through more than one signal cycle before proceeding) |
| E | 55 - 80 seconds | 35 - 50 seconds | Unstable flow (intolerable delay) |
| F | > 80 seconds | > 50 seconds | Forced flow (jammed) |

1. LOS = level of service
2. *Highway Capacity Manual*, Transportation Research Board, Special Report 209, 2000.

**Corridor Performance:** Route performance along key corridors was calculated within the study area to provide an additional level of analysis regarding the overall operations of the roadway system. This type of analysis adds context to the results of the intersection LOS described earlier, because it takes into account general travel times between intersections as well as additional delay anticipated at intersections for the specific movements relevant to the identified route.

Travel times were evaluated for four routes and were chosen based on a review of existing travel patterns in the area including key travel routes for commuters and the movement of freight and goods. These routes are generally representative of local circulation or regional travel. Figure 2-85 highlights the travel routes identified for this analysis. The four routes are described as follows:

- **Route 1** focuses on a north-south route along 1st Avenue S. between Railroad Way S. and S. Spokane Street.
- **Route 2** focuses on a north-south route along 4th Avenue S. between S. Spokane Street and the I-90 off-ramp.
- **Route 3** includes north-south travel between I-90 and the CBD along 4th Avenue S. This route represents travel to / from the regional freeway System and the CBD towards the Pioneer Square and International Districts.
- **Route 4** focuses on east-west travel between Port of Seattle facilities west of 1st Avenue S. and the I-5 / I-90 interchange. This route includes S. Atlantic Street from 1st Avenue S. to the freeway ramps on S. Atlantic Street in the vicinity of 4th Avenue S.




# Stadium District Corridor Travel Time Routes

FIGURE
**2-85**

*Seattle Arena*

transpoGROUP

Travel times were calculated consistent with HCM methodologies defined for the analysis of arterial systems. This analysis utilized the approach delay for each study intersection along these four routes and a free-flow mid-block travel speed applied to the distance between each study intersection. The mid-block speed is estimated following the Bureau of Public Roads methodology.[21]

**Effects of Rail Crossings:** Key corridors impacted by rail activity within the study area were analyzed using VISSIM, a microsimulation model.[22] The simulation model of the rail crossings at S. Holgate Street and S. Lander Street was utilized to conduct the assessment due to its ability to model train operations including the arrival and departure patterns associated with delays caused by the gate down times. This analysis focuses on the BNSF mainline tracks that are located immediately west of 4th Avenue S. Several other non-mainline track crossings exist along S. Holgate Street, which accommodate and facilitate the movement of trains within the rail yard, but have not been included in the model since crossing activity is infrequent during the weekday PM peak period.

**Freeway / Regional Access Analysis.** The analysis of regional access to the SoDo area focused on both mainline performance considering corridor travel speeds as well as the LOS at the ramp intersections with the surface arterials. The analysis included a review of southbound I-5 between NE 145th and I-90 and westbound I-90 between Rainier Avenue and I-5. Information prepared by the King County expert review panel in 2012 for the potential Arena was included in this analysis. This information highlights historical congestion patterns along the I-5 and I-90 corridors under event conditions. Ramp intersections also evaluated as part of the intersection LOS are highlighted in this section. The analysis of the ramp intersections is consistent with the LOS methodology previously described.

[21] NCHRP Report 387

[22] Traffic operations results are presented for the system peak hour. A 20-minute seeding period was used to load traffic onto the roadway network. Vehicular traffic volumes and rail operations during this seeding period replicate traffic volumes and rail operations observed during field data collection.

## 2.6.2 Affected Environment

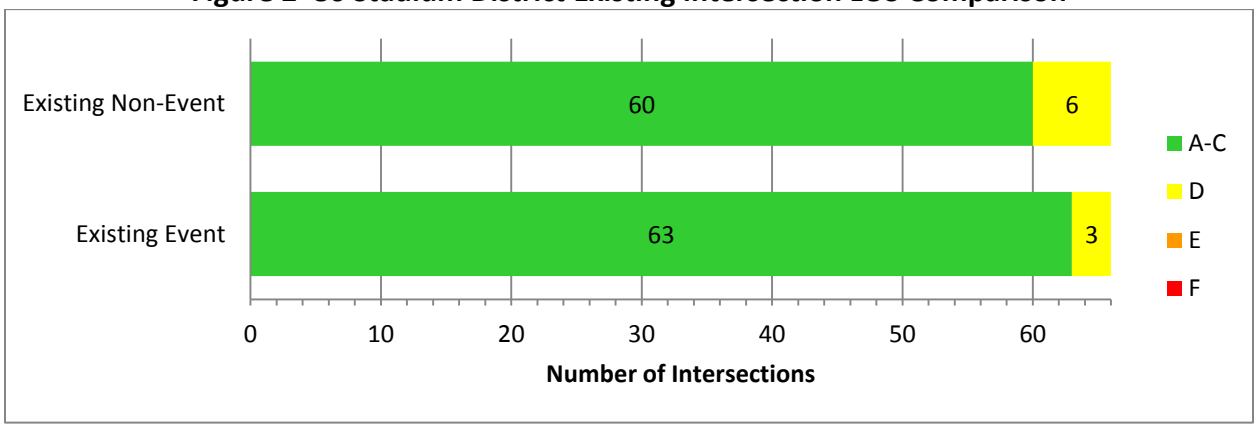
The following sections summarize existing traffic operations within the Stadium District study area.

### 2.6.2.1 Intersection Operations

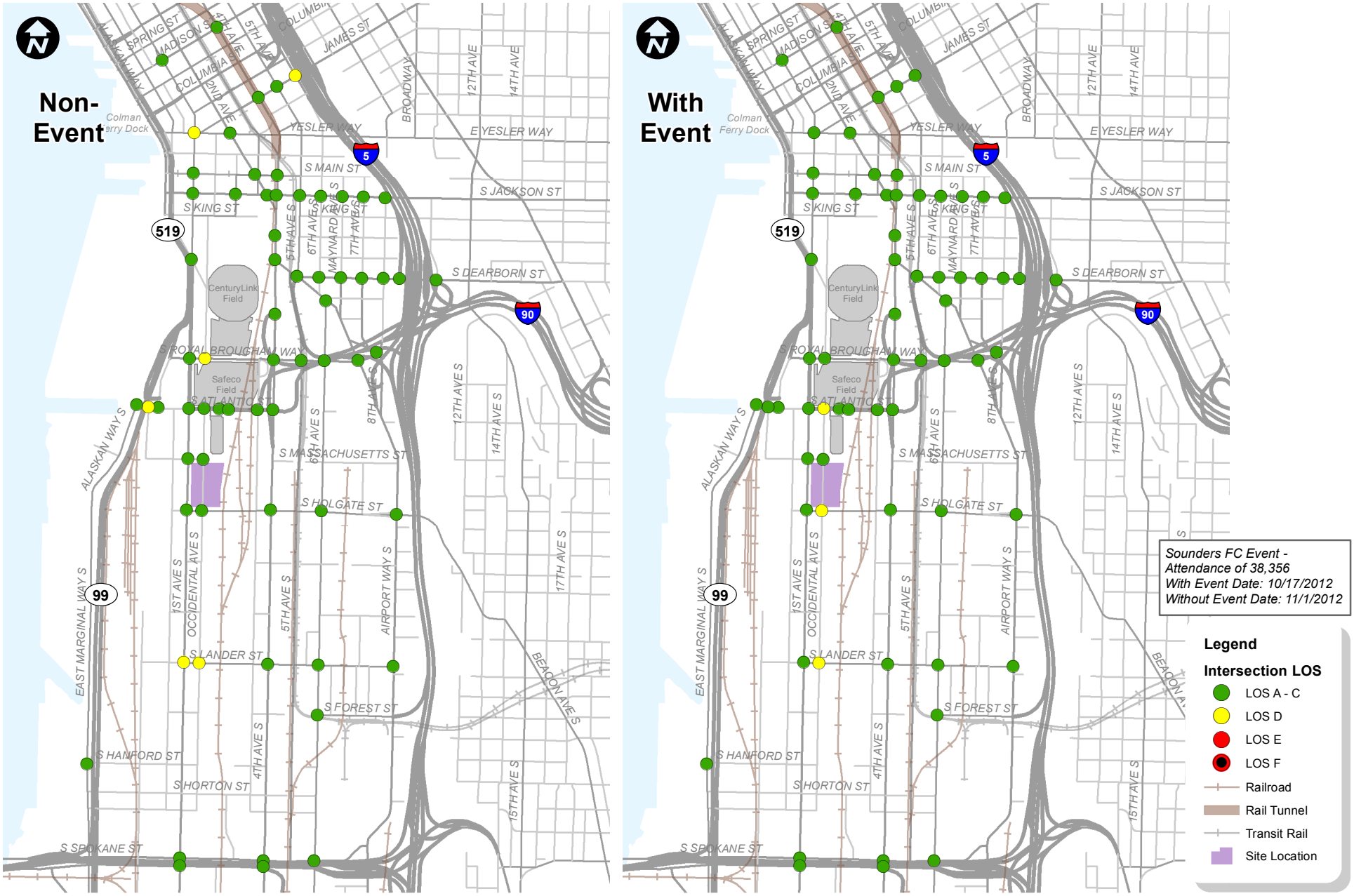
As part of the intersection operations analysis, signal timing and phasing information was obtained from either the Seattle Department of Transportation (SDOT) or collected in the field. Lane geometrics and traffic control were confirmed in the field and are summarized for each study area intersection in Attachment E-2, which is available from DPD upon request. LOS results for existing weekday PM peak hour without and with event[23] conditions are summarized on Figure 2–87. The number of intersections operating at LOS C or better, LOS D, LOS E, or LOS F is summarized on Figure 2–86. Detailed LOS summary tables and worksheets for each scenario are included in Attachment E-3, which is available from DPD upon request.

As shown on the figures, all study intersections operate at LOS D or better under with event and non-event and without event scenarios with the exception of the six intersections in the non-event and three intersections under the event scenarios.

**Figure 2–86 Stadium District Existing Intersection LOS Comparison**




[23] Existing with-event conditions were observed during the Thursday October 7, 2012 Sounders game. Without-event conditions were observed on Thursday November 1, 2012.




# Stadium District Existing Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**2-87**

transpoGROUP

It is noted that actual driver experience may suggest worse LOS than summarized herein. As the LOS reported represents an average delay for the intersection, some movements will operate at a lower level than reported for the overall average. Also, with the high concentrations of pedestrians during events, the analytical tools employed may not fully reflect the level of pedestrian impacts to intersection performance. Intersections that would be subject to these high pedestrian concentrations during observed events include:

- 1st Avenue S. / S. Royal Brougham Way
- 1st Avenue S. / S. Atlantic Street
- 4th Avenue S. / S. Royal Brougham Way

Several locations along S. Jackson Street may be operating better than historical condition due to diversion of traffic caused by existing construction activity. In addition, previous studies and field observations of the 6th Avenue / James Street intersection suggest this intersection has operated worse than currently shown under these existing conditions.

#### 2.6.2.2 Corridor / Route Performance

Table 2-16 summarizes the estimated existing travel times on the various routes for weekday PM peak hour non-event and with-event conditions.

**Table 2-16**
**Existing Weekday PM Peak Hour Travel Times Non-Event & With-Event Conditions**

| Route | Extents | Direction | Non-Event (m:ss[1]) | With-Event[2] (m:ss) |
|---|---|---|---|---|
| 1 | 1st Avenue S. from Railroad Way S. to S. Horton Street | NB | 6:16 | 6:31 |
| | 1st Avenue S. from S. Horton Street to Railroad Way S. | SB | 6:49 | 6:50 |
| 2 | 4th Avenue S. from S. King Street to S. Horton Street | NB | 6:20 | 6:54 |
| | 4th Avenue S. from S. Horton Street to S. King Street | SB | 6:54 | 6:57 |
| 3 | 4th Avenue S. from S. King Street to I-90 | NB | 1:43 | 1:33 |
| | 4th Avenue S. from I-90 to S. King Street | SB | 3:01 | 2:53 |
| 4 | S. Atlantic Street from 1st Avenue S. to I-90 | EB | 1:39 | 1:24 |
| | S. Atlantic Street from I-90 to 1st Avenue S. | WB | 1:23 | 1:18 |

1. m:ss = minutes:seconds
2. Reflects counts taken for a Sounders FC game with attendance = 38,500

As shown in Table 2-16, travel times generally increase along the four routes with the addition of traffic from an event. It is noted that the level of change in travel time may not be intuitive as it relates to any event with over 38,000 attendees. A number of factors appear to contribute to this condition:

- The observed event was a Seattle Sounders FC soccer game at CenturyLink Field. While no hard data relative to mode split or net vehicle demands is available, anecdotal

evidence suggests a higher reliance on non-auto travel than occurs in relation to other Stadium District events of similar attendance.

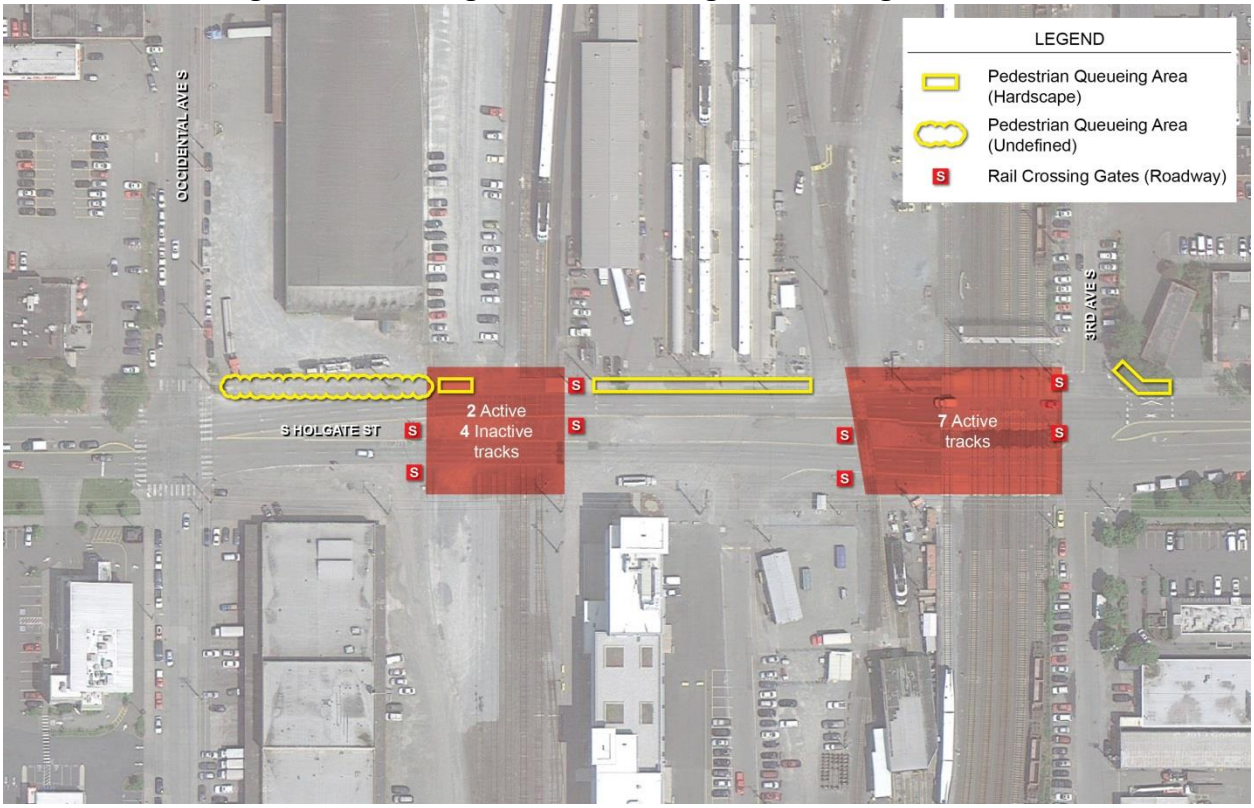
- Repeated traffic counts for other events in the area also suggest minimal local street system impacts during the weekday PM peak hour conditions.
- Local businesses and downtown motorists who are aware of a pending event adjust their travel behavior, either by time or by mode to avoid being caught in event-related congestions. Depending on the size of the event, the adjusted background traffic appears to partially, if not substantially offset the added weekday PM peak hour traffic due to an event.

The slight decreases in travel time along some of the routes for an event condition can be attributed to minor changes in signal timing based on traffic volumes. These can be interpreted to experience little overall added delay during observed event conditions. Several intersections along the travel time routes are shown to have left-turn queue lengths that exceed allowable storage, but occur along arterials that have multiple through lanes. As a result, vehicles potentially blocked by these queues are anticipated to utilize the second through lane, minimizing the impact on the overall intersection capacity.

#### 2.6.2.3 Effects of Rail Crossings

There are at-grade rail crossings throughout SoDo and the greater Duwamish impacting arterial operations. The grade-crossings that have the highest volume of train activity are located along the BNSF Railway's mainline tracks (between 1st Avenue S. and 4th Avenue S.) and also lead and tail tracks associated with the intermodal rail yards. Crossings of the mainline are located at S. Holgate Street, S. Lander Street, S. Horton Street and surface S. Spokane Streets. These mainline tracks, and adjacent spur lines, serve regional activity, trains at the intermodal yards, Sounder commuter rail trains, interstate commerce, international transportation and Amtrak trains. Figure 2–88 shows the current rail lines and vehicle and pedestrian queuing areas at these crossings.

**Figure 2–88 S. Holgate Street Existing Rail Crossing Locations**




Existing Rail activity was simulated based on field observations at S. Holgate Street conducted in December 2013. Based on these observations, trains were assumed to travel at approximately 10 to 15 mph through the study area and gate down times were noted at approximately 8:45 minutes on average. Consistent with the observations, existing rail activity assumed in the model included four passenger trains with eight cars per train and one freight train of 73 cars.

Effects of the rail crossings on S. Holgate Street and S. Lander Street between 1st Avenue S. and 4th Avenues S. on the arterial operations were assessed using the VISSIM model. Rather than reporting the queue lengths on S. Holgate Street and S. Lander Street, queue lengths on adjacent arterials (1st Avenue S. and 4th Avenue S.) are considered since existing queues have been observed to extend into the adjacent arterials as documented in the *Coal Train Traffic Impact Study* (p 16, October 2012, Parametrix). Queue lengths reported for these locations reflect a combination of effects of signal operations as well as impacts of queuing from the at-grade crossings.

Queue lengths for existing simulated conditions along 1st Avenue S. and 4th Avenues S. are summarized in Table 2-17. Maximum queue lengths are reported along 1st and 4th Avenues S. because rail crossing impacts along S. Holgate and S. Lander Streets cause queues to extend into the 1st and 4th Avenues S. intersections.

**Table 2-17**
**S. Holgate Street and S. Lander Street Rail Crossing Summary – Existing Weekday PM Peak Hour**

| | Scenario | Arterial Direction[1] | Maximum Arterial Queue Length[2] |
|---|---|---|---|
| S. Holgate Street Crossing | Weekday PM Peak Hour Non-Event | NB[3] 1st Ave S. | 420 ft |
| | | SB 1st Ave S. | 350 ft |
| | | NB 4th Ave S. | 310 ft |
| | | SB 4th Ave S. | 390 ft |
| | Weekday PM Peak Hour With-Event[4] | NB 1st Ave S. | 270 ft |
| | | SB 1st Ave S. | 330 ft |
| | | NB 4th Ave S. | 380 ft |
| | | SB 4th Ave S. | 890 ft |
| S. Lander Street Crossing | Weekday PM Peak Hour Non-Event | NB 1st Ave S. | 310 ft |
| | | SB 1st Ave S. | 430 ft |
| | | NB 4th Ave S. | 300 ft |
| | | SB 4th Ave S. | 400 ft |
| | Weekday PM Peak Hour With-Event | NB 1st Ave S. | 620 ft |
| | | SB 1st Ave S. | 510 ft |
| | | NB 4th Ave S. | 300 ft |
| | | SB 4th Ave S. | 690 ft |

1. Queue lengths reported relative to 1st Avenue S. and 4th Avenue S. as S. Lander and S. Holgate storage was noted at capacity.
2. The reported maximum queue length is an average of the maximum queue lengths recorded across 10 simulation runs and represents the greater of a turning movement towards the rail crossing or the throughout movement along the corridor. Queue lengths are rounded up to the nearest 10 feet.
3. NB = northbound, SB = southbound
4. Sounders FC soccer game with attendance of 38,500

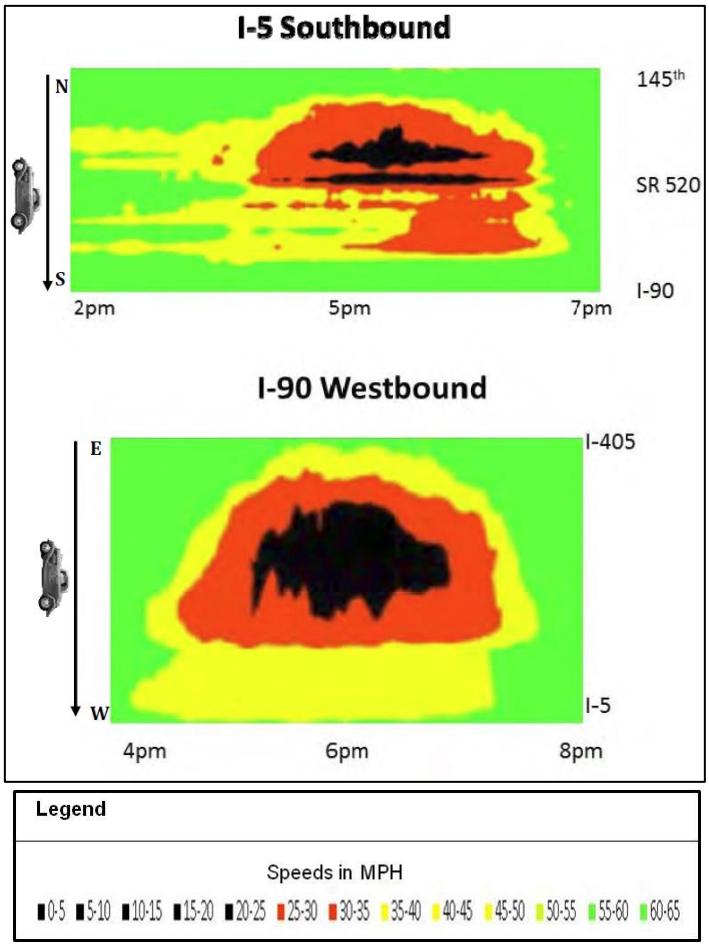
Rail crossing gates are activated a total of approximately 8.5 minutes during the weekday PM peak hour with individual closures averaging approximately 2.5 minutes each. As shown in Table 2-17:

- Maximum queues along 1st Avenue S. and 4th Avenues S. show that maximum queue lengths along the arterial typically increase with the occurrence of the Sounders game.
- The northbound 1st Avenue S. queue at S. Holgate Street is shown to decrease and occurs as a result of increased upstream northbound congestion at 1st Avenue S. / S. Lander Street.

Model results were compared to the values reported in the coal train study for calibration purposes. The queue lengths summarized in the coal train study are generally consistent with previous analyses.

### 2.6.2.4 Regional Access Analysis

**Figure 2–89 I-5 and I-90 Existing Weekday Congestion**




Primary freeway corridors that provide regional access to the SoDo site include I-5, I-90, SR 520, and SR 99. The weekday PM peak commute period for these corridors occurs between 3:00 and 7:00 PM.

The I-5 and I-90 corridors experience congestion presently during the PM peak commute (4:00 to 7:00 PM). I-5 southbound is congested with speeds less than 30 mph from 145th Street NE through downtown Seattle (north of I-90). These lower speeds are estimated to occur from 4:30 PM to approximately 7:00 PM. I-90 westbound operates with speeds less than 30 mph from I-405 to the approach to I-5 during the 4:00 to 7:00 PM window. Figure 2–89 depicts typical daily congestion that occurs today on I-5 southbound and I-90 westbound. Travel speeds are shown relative to the time of day (x-axis) and the relative location along the corridor (Y-axis). The color green represents free flow, while black is representative of speeds less than 25 mph.

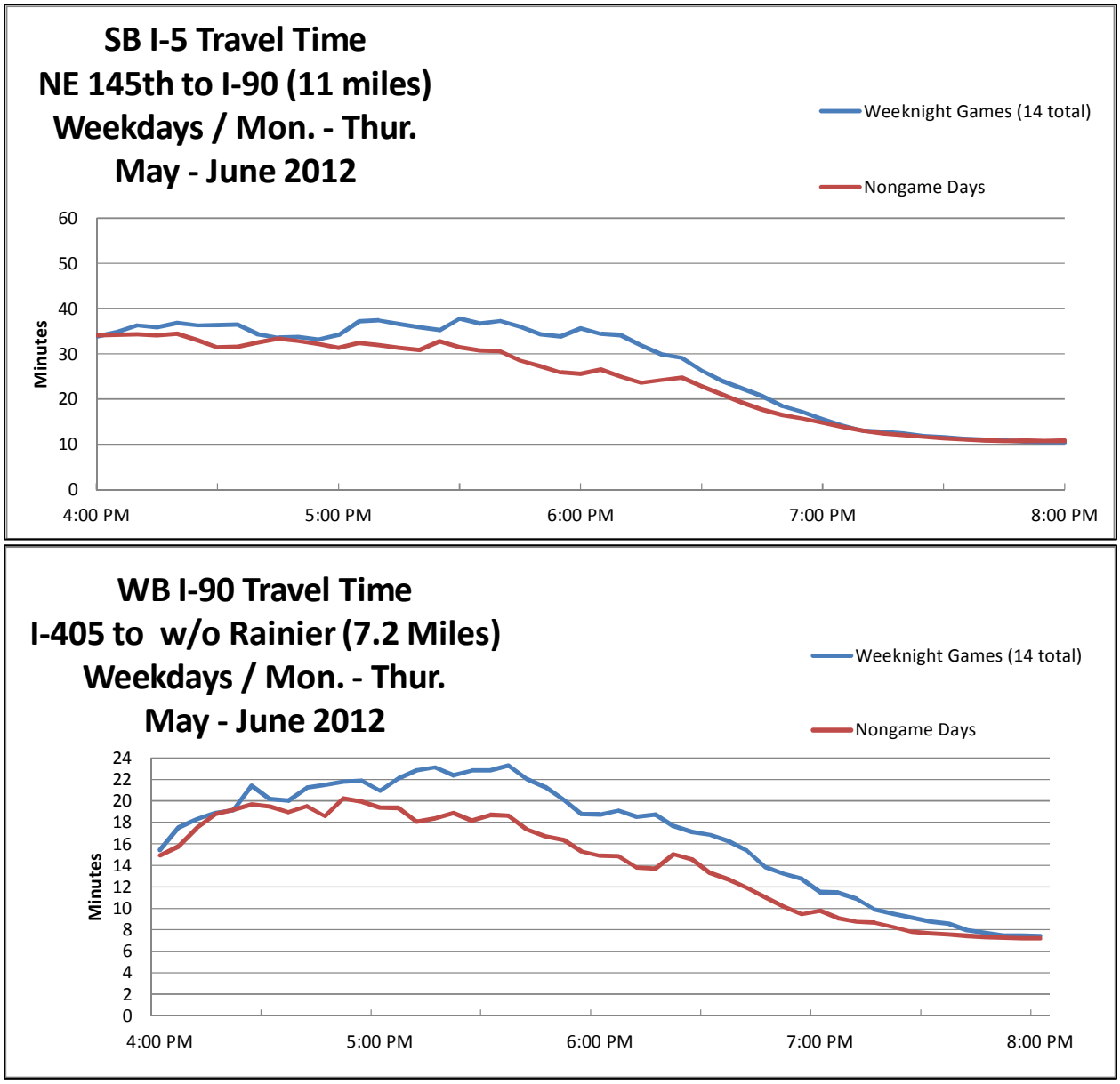
I-5 is a north-south corridor with 8 to 10 lanes of capacity through the downtown Seattle area. The corridor serves 7,000 to 7,500 vph in each direction through downtown during the evening commute. The I-5 corridor also includes a set of reversible lanes between Downtown Seattle and Northgate. This four lane facility operates in the northbound direction during the PM peak period with a volume of 4,500 vph.

I-90 is an east-west corridor connecting cities east of the Lake Washington (such as Bellevue, Issaquah, Redmond, Mercer Island) and terminates in the SoDo area of Seattle. Approaching I-5 from the east, I-90 serves up to 9,300 vph during the PM peak period, with higher eastbound volumes leaving Seattle.

When events occur at existing SoDo venues peak travel times through the city increase (see Figure 2–90). The PM peak travel times (on days with events in 2012) increased by up to eight

minutes on southbound I-5 between NE 145th and I-90 and up to four minutes on westbound I-90 between I-405 and Rainer Avenue S.

**Figure 2–90 I-5 and I-90 Existing Weekday Travel Times Non-Event and With Event**




SR 520 is a second east-west cross-lake corridor operating between Redmond and Seattle. SR 520 is currently a four lane tolled corridor and serves up to 4,800 vph during the PM peak period. Ultimately, the corridor will be six lanes (two general purpose lanes and an HOV lane in each direction). Portions of the project are funded and under construction.

SR 99 is a north-south corridor along the Seattle waterfront through. SR 99 is also currently under construction. Today, the corridor provides six lanes through the downtown Seattle area and will be replaced by a four-lane tunnel and expanded Alaskan Way surface street when the

project is complete. The tunnel is scheduled to open in 2017, and the new surface street will follow in 2018.

The traffic signals or intersections at the ramp termini operate as a constraint as traffic exits the freeway to access the SoDo area. The overall capacity of the intersection and off-ramp approach of nine arterial intersections at the I-5, I-90, and West Seattle Bridge ramp termini were reviewed to determine existing off ramp constraints. This analysis focuses on the off-ramps only as it is most impacted by the inbound regional flows to the Arena. On-ramp capacity is discussed in the intersection operations section. The analysis was completed for event[24] and non-event conditions. The study intersections include the following:

- S. Spokane Street / 1st Avenue S.
- S Spokane Street / 6th Avenue S.
- S Forest Street / 6th Avenue S.
- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- S. Dearborn Street / I-90 Off-Ramp
- S. Dearborn Street / I-5 SB Off-Ramp
- S. Dearborn Street / I-5 NB Off-Ramp
- James Street / 6th Avenue

Of the nine study intersections, all the intersections operate with an overall and off-ramp approach of LOS D or better during the normal weekday peak hour and with an event. LOS and delay per vehicle is shown in Table 2-18.

[24] Event was a Seattle Sounders soccer game with an attendance of 38,500.

**Table 2-18**
**Stadium District Existing Ramp Terminal Weekday PM Peak Hour LOS Summary**

| Ramp Termini Intersection | Scenario | Overall LOS / Delay | Off-Ramp LOS / Delay |
|---|---|---|---|
| Spokane St Viaduct / 1st Ave S. | Non-Event | B / 18 | D / 43 |
| | Event[1] | C / 20 | D / 42 |
| Spokane St / 6th Ave S. | Non-Event | B / 18 | B / 16 |
| | Event | C / 31 | C / 26 |
| Forest St / 6th Ave S. | Non-Event | B / 11 | B / 14 |
| | Event | B / 11 | B / 17 |
| E. Martinez Dr S. / I-90 Off | Non-Event | A / 6 | B / 18 |
| | Event | A / 6 | B / 16 |
| 4th Ave S. / I-90 Off | Non-Event | A / 8 | D / 46 |
| | Event | B / 11 | D / 38 |
| Dearborn St / I-90 Off | Non-Event | C / 32 | D / 52 |
| | Event | C / 26 | D / 47 |
| Dearborn St / I-5 SB Off | Non-Event | A / 8 | D / 42 |
| | Event | A / 7 | C / 22 |
| Dearborn St / I-5 NB Off | Non-Event | B / 19 | D / 43 |
| | Event | B / 16 | B / 18 |
| James St / 6th Ave | Non-Event | D / 37 | D / 46 |
| | Event | C / 24 | C / 31 |

1. Sounders FC soccer game at 38,500 attendance

### 2.6.3 Impacts of No Action Alternative

The following sections summarize the results of the traffic operations analysis conducted for the No Action alternative. This analysis reflects the forecast traffic volumes and roadway improvements anticipated to be completed by the 2018 and 2030 horizon years. Consistent with the analysis of the Affected Environment, this section presents the results of the intersection LOS analysis, corridor performance, effects of rail crossings, and regional access to the SoDo area.

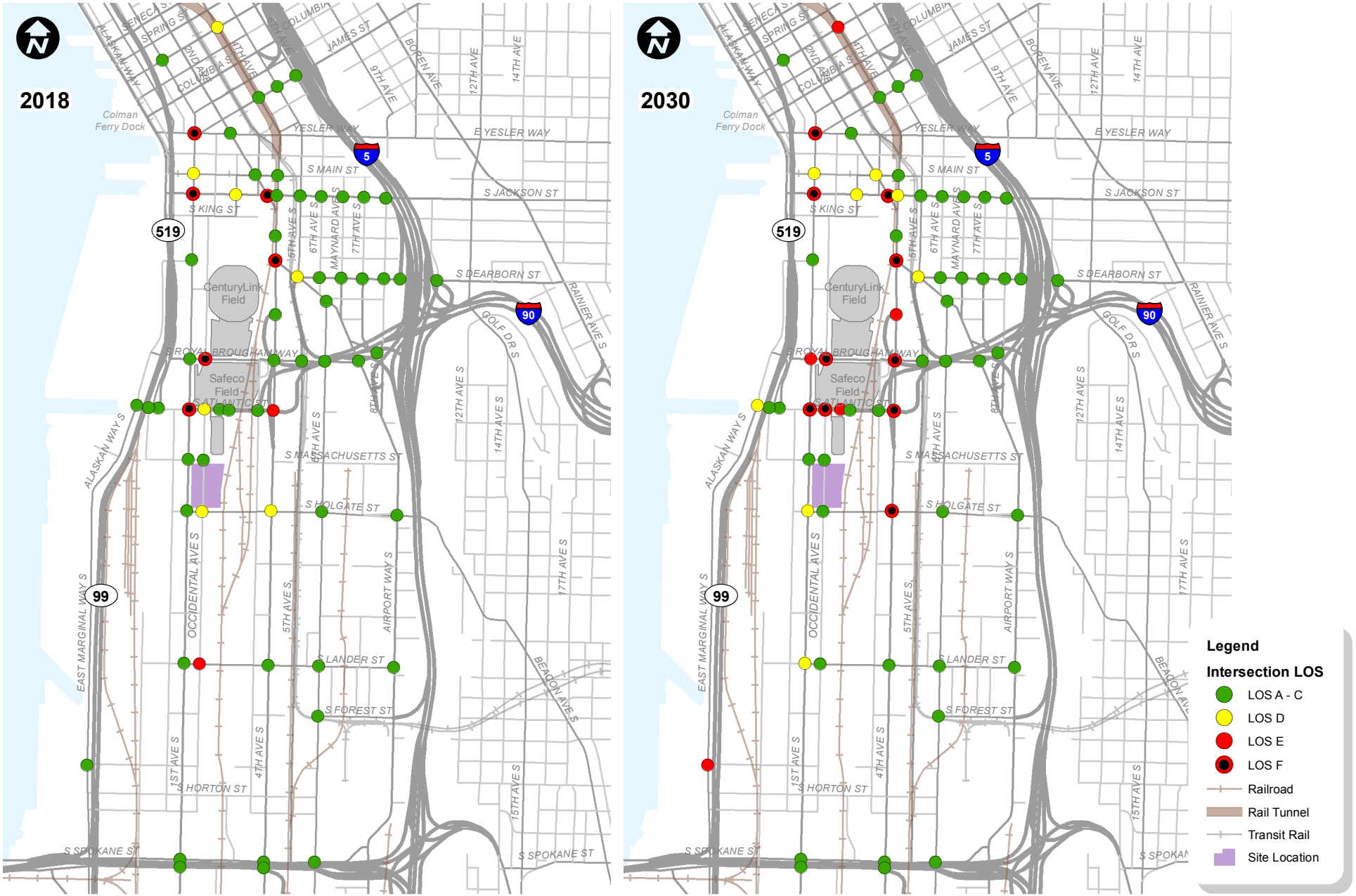
The event cases are included as part of baseline conditions for No Action as follows:

- Case S1 - No events
- Case S2 - An event with 40,500 attendance at Safeco Field
- Case S3 - An event with 47,500 attendance at Safeco Field plus 5,000 attendance at CenturyLink Field Event Center

#### 2.6.3.1 Intersection Operations

LOS results for 2018 and 2030 non-event peak hour conditions, with the addition of the assumed Mariners event, and with the Mariners event and event at the CenturyLink Field Event Center are summarized on Figure 2–91 through Figure 2–93. Detailed LOS summary tables and worksheets for each of these scenarios are included in Attachment E-3, which is available upon request.

A summary of the No Action LOS for all study area intersections was prepared and compared to existing conditions as summarized on Figure 2–94 for 2018 conditions, and Figure 2–95 for 2030 conditions.

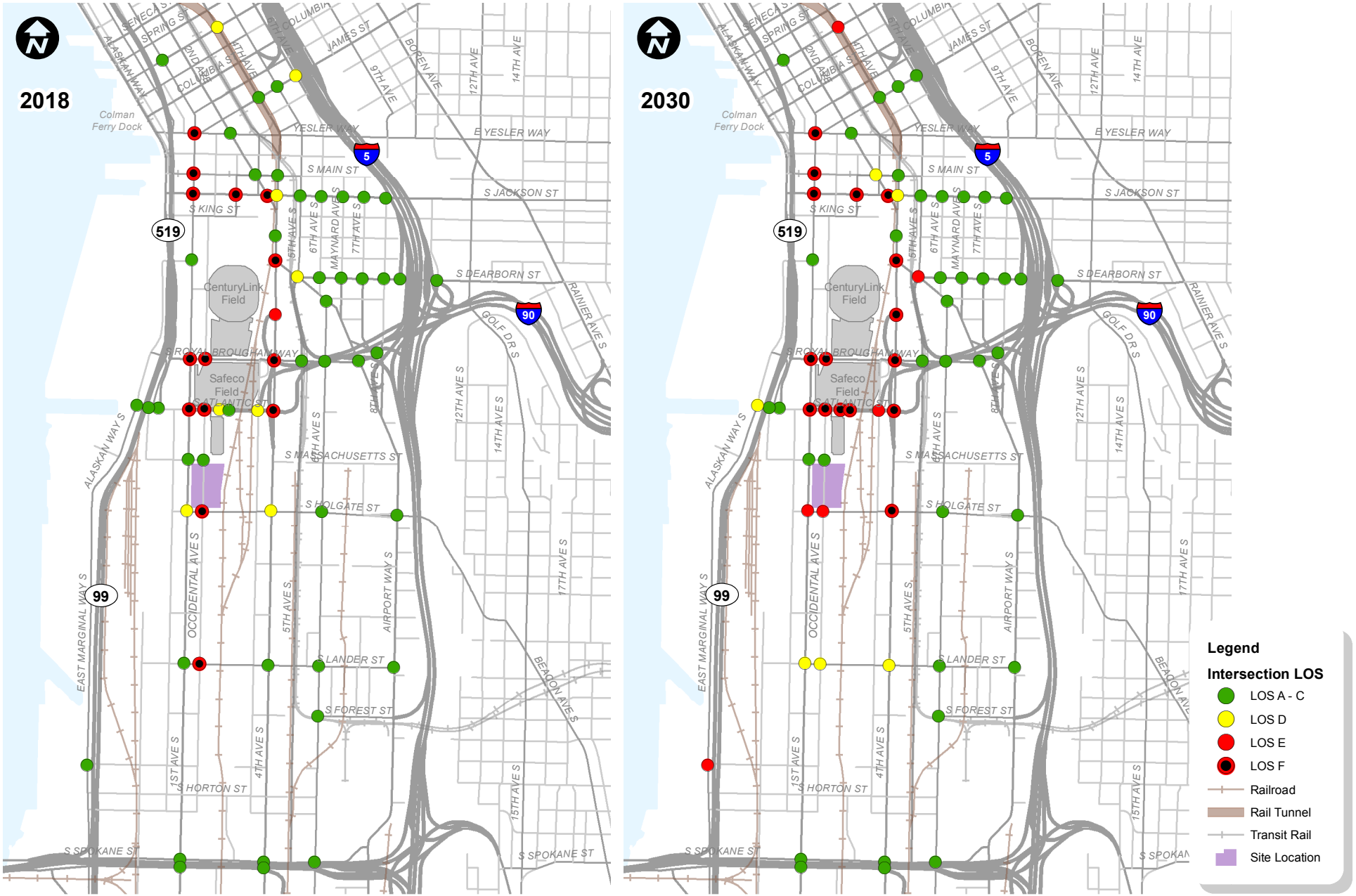



# Stadium District No Action Case S1 Weekday PM Peak Hour Level of Service

FIGURE **2-91**

*Seattle Arena*

transpoGROUP

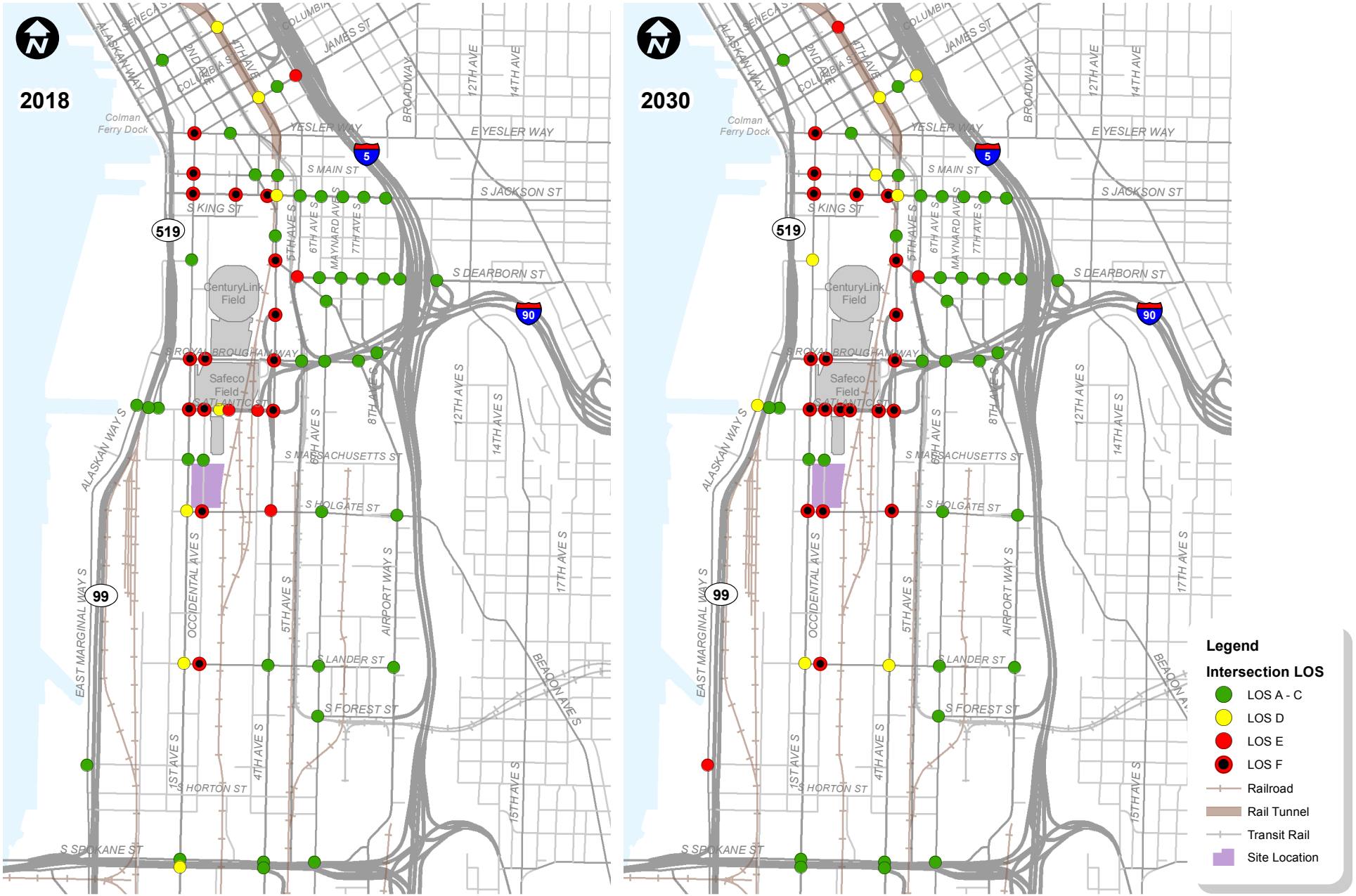



# Stadium District No Action Case S2 Weekday PM Peak Hour Level of Service

FIGURE **2-92**

*Seattle Arena*

transpoGROUP



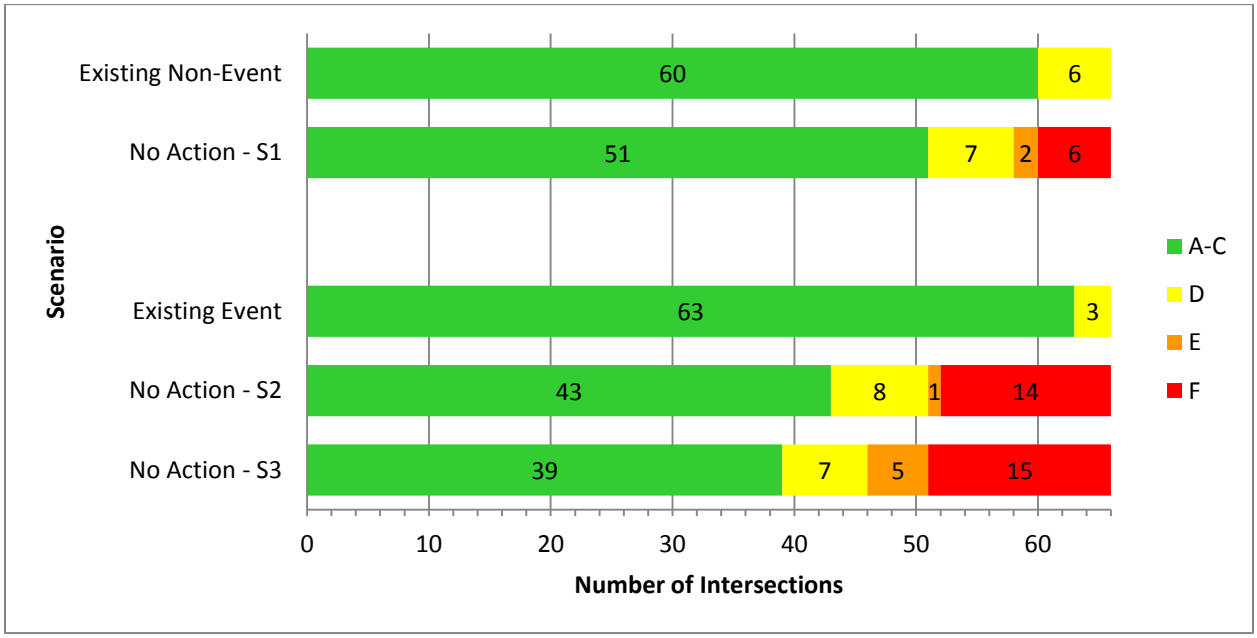

# Stadium District No Action Case S3 Weekday PM Peak Hour Level of Service

FIGURE **2-93**

*Seattle Arena*

transpoGROUP

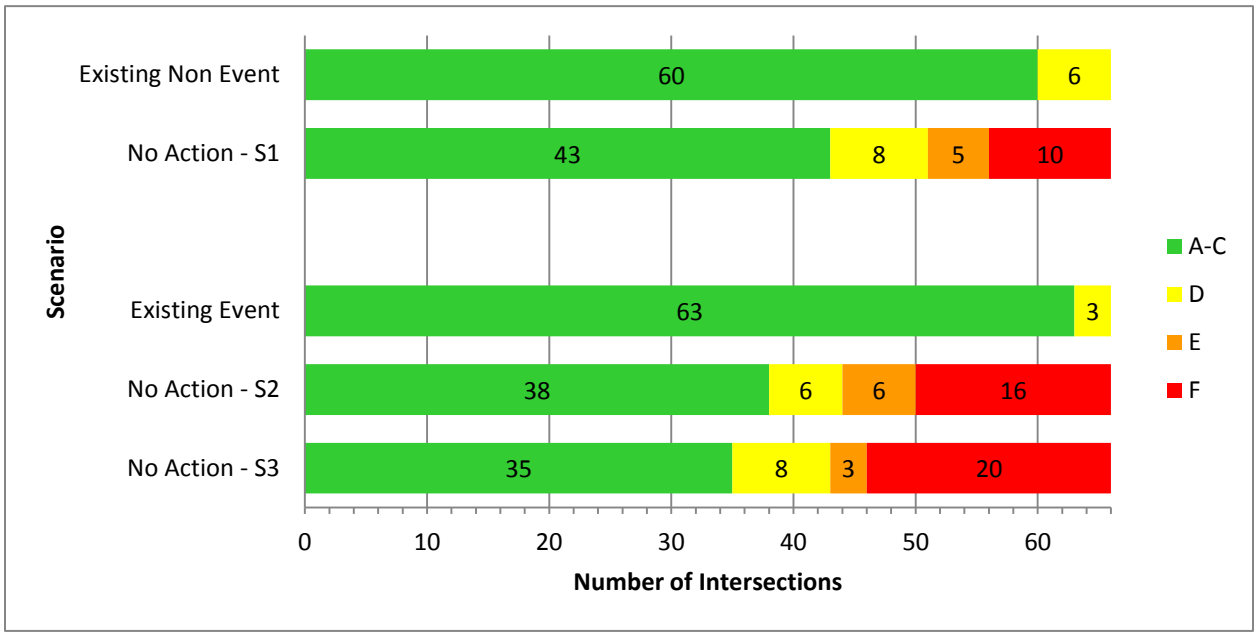
**Figure 2–94 Stadium District 2018 No Action Intersection LOS Comparison**




As summarized in these figures:

- Increased traffic volumes and changes in travel patterns result in a greater number of intersections operating at LOS E/F under both 2018 and 2030 No Action conditions.
- The occurrence of Mariners and CenturyLink Field Event Center events also result in worse operations than non-event conditions throughout the study area. Seven to twelve additional intersections operate at LOS E/F under 2018 conditions with one or both events (Cases S2 and S3) and seven to eight more intersections under 2030 conditions compared to No Action Case S1 conditions for 2018 and 2030 conditions.

**Figure 2–95 Stadium District 2030 No Action Intersection LOS Comparison**




Of the intersections shown to operate at LOS E or LOS F under 2018 No Action conditions (Cases S1, S2, and S3), seven are located within the vicinity of the Proposed Arena site:

- 1st Avenue S. / S. Atlantic Street
- The northbound Occidental Avenue S. approach to Edgar Martinez Drive S.
- Edgar Martinez Drive / East Parking Garage
- The westbound I-90 off-ramp onto Edgar Martinez Drive S.
- The eastbound I-90 on-ramp from Edgar Martinez Drive S.
- The southbound Occidental Avenue S. approach to S. Holgate Street
- 4th Avenue S. / S. Holgate Street

Under 2018 non-event conditions, 1st Avenue S. / S. Atlantic Street operates at LOS F under all event cases. The northbound and southbound Occidental Avenue S. approaches to Edgar Martinez Drive S. and S. Holgate Street operate at LOS D without an event but LOS F with either one or two events. The Edgar Martinez Drive / East Parking Garage, westbound I-90 off-ramp onto Edgar Martinez Drive S., and 4th Avenue S. / S. Holgate Street operate at LOS D for either one or no events, but LOS E under dual events. The eastbound I-90 on-ramp from Edgar Martinez Drive S. operates at LOS E with one event but worsens to LOS F with one or more events.

Under 2030 No Action conditions (non-event, single event, or dual event), all nine study intersections within the project vicinity would operate at LOS F within the vicinity of the Proposed Arena site:

- 1st Avenue S. / S. Atlantic Street
- The northbound Occidental Avenue S. approach to Edgar Martinez Drive S.
- Edgar Martinez Drive / West Parking Garage
- Edgar Martinez Drive / East Parking Garage
- The westbound I-90 off-ramp onto Edgar Martinez Drive S.
- The eastbound I-90 on-ramp from Edgar Martinez Drive S.
- 1st Avenue S. / S. Holgate Street
- The southbound Occidental Avenue S. approach to S. Holgate Street
- 4th Avenue S. / S. Holgate Street

Under 2030 conditions 1st Avenue S. / S. Atlantic Street, the northbound Occidental Avenue S. approach to Edgar Martinez Drive S, the eastbound I-90 on-ramp from Edgar Martinez Drive S., and 4th Avenue S. / S. Holgate Street would all operate at LOS F regardless of event case. The Edgar Martinez Drive / West Parking Garage intersection would operate at LOS E without an event but worsens to LOS F with one or two events. The Edgar Martinez Drive / East Parking Garage also operates at LOS F with either single or dual events but at LOS D with no event. The remaining three intersections, the westbound I-90 off-ramp onto Edgar Martinez Drive S., 1st Avenue S. / S. Holgate Street, and the southbound Occidental Avenue S. approach to S. Holgate Street, operate at LOS C or better with no event, LOS E with one event, and LOS F with two events.

#### 2.6.3.2 Corridor Travel Times

Table 2-19 summarizes the calculated travel times under 2018 conditions on the various routes for weekday PM peak hour for all No Action cases. Table 2-20 summarizes the estimated travel times under 2030 conditions. Existing conditions are also provided for comparison purposes.

**Table 2-19**
**Stadium District 2018 No Action Weekday PM Peak Hour**
**Corridor Travel Times**

| Route | Extents | Direction | Case S1 (m:ss)[1] | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|---|
| 1 | 1st Avenue S from Horton Street to Railroad Way | NB | 8:50 (6:16)[2] | 14:44 | 17:46 |
| | 1st Avenue S from Railroad Way to Horton Street | SB | 8:04 (6:49) | 8:52 | 9:30 |
| 2 | 4th Avenue S from Horton Street to King Street | NB | 8:29 (6:20) | 10:48 | 11:42 |
| | 4th Avenue S from King Street to Horton Street | SB | 12:19 (6:54) | 17:18 | 18:37 |
| 3 | 4th Avenue S from I-90 to King Street | NB | 2:16 (1:43) | 3:53 | 4:57 |
| | 4th Avenue S from King Street to I-90 | SB | 8:24 (3:01) | 12:41 | 14:12 |
| 4 | S Atlantic Street from 1st Avenue S to I-90 | EB | 2:02 (1:39) | 2:40 | 3:03 |
| | S Atlantic Street from I-90 to 1st Avenue S | WB | 2:22 (1:23) | 7:54 | 10:39 |

1. m:ss = minutes:seconds
2. (x) = Existing non-event travel times provided for comparison.

As shown in Table 2-19:

- Travel times under 2018 conditions noticeably increase from existing conditions and further increase with the addition of event traffic, compared to existing conditions.
- Travel times under 2018 conditions along route #2 southbound are forecast to exceed 10 minutes under Case S1. Under Cases S2 and S3, route #1 northbound, #2 northbound and #3 southbound are forecasted to exceed 10 minutes and 15 minutes for northbound route #1 Case S3 and southbound route #2 for Cases S2 and S3.
- Eastbound travel times along route #4 are expected to increase but at a lower percentage than other routes. This direction of travel is opposite the inbound event flows, minimizing the increase in travel times. Route #4 is also subject to TCPs at Occidental Avenue S. and the Safeco Field parking garage. Traffic control at the Safeco Field garage could increase route #4 travel times beyond what is reported. However, the increase is anticipated to be approximately the same under all three No Action cases.

**Table 2-20**
**Stadium District 2030 No Action Weekday PM Peak Hour**
**Corridor Travel Times**

| Route | Extents | Direction | Case S1 (m:ss)[1] | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|---|
| 1 | 1st Avenue S from Horton Street to Railroad Way | NB | 9:56 (6:16)[2] | 17:10 | 20:15 |
| | 1st Avenue S from Railroad Way to Horton Street | SB | 9:01 (6:49) | 10:19 | 11:29 |
| 2 | 4th Avenue S from Horton Street to King Street | NB | 13:13 (6:20) | 18:07 | 19:28 |
| | 4th Avenue S from King Street to Horton Street | SB | 17:59 (6:54) | 23:18 | 24:44 |
| 3 | 4th Avenue S from I-90 to King Street | NB | 2:27 (1:43) | 5:27 | 6:51 |
| | 4th Avenue S from King Street to I-90 | SB | 15:11 (3:01) | 19:28 | 21:12 |
| 4 | S Atlantic Street from 1st Avenue S to I-90 | EB | 8:27 (1:39) | 9:35 | 10:15 |
| | S Atlantic Street from I-90 to 1st Avenue S | WB | 3:15 (1:23) | 11:37 | 14:36 |

1. m:ss = minutes:seconds
2. (x) = Existing non-event travel times provided for comparison.

As shown in Table 2-20:

- Under 2030 conditions travel times are generally higher in comparison to 2018 conditions. Most scenarios (especially case 3) show substantial increase in corridor travel times between 2018 and 2030 conditions.
- Route 4 eastbound in particular shows a sizeable increase in corridor travel time—nearly 4 times higher times for each individual case.
- Changes in forecast travel times result from small decreases in traffic volumes at some study intersections and additional diversion from congested freeways as forecast in the Alaskan Way Viaduct Replacement study.

Overall this suggests that the change in travel times compared to existing conditions is more directly impacted by the traffic shifts associated with the modified infrastructure than growth in general.

### 2.6.3.3 Effects of Rail Crossing

Rail activity assumed for future conditions was increased beyond existing conditions for both passenger and freight rail activity. For Amtrak and ST, future increases were identified based on their respective master planning documents for scheduled train crossing (revenue service):

- ST plans included six additional trains a day by 2018.[25] This is assumed to remain unchanged for long-range planning since no further information is available.
- Amtrak Cascades anticipates three additional daily round trips by 2014 and five further daily round trips under long-range planning.[26]
- Freight rail activity was increased by factoring the observed freight trains activity based on Port of Seattle growth forecasts. In addition, coal train activity is anticipated to increase to nine round trips per day under long-term (2023) conditions.[27]

**Figure 2–96 S. Holgate Street Existing and Future Rail Crossing Locations**

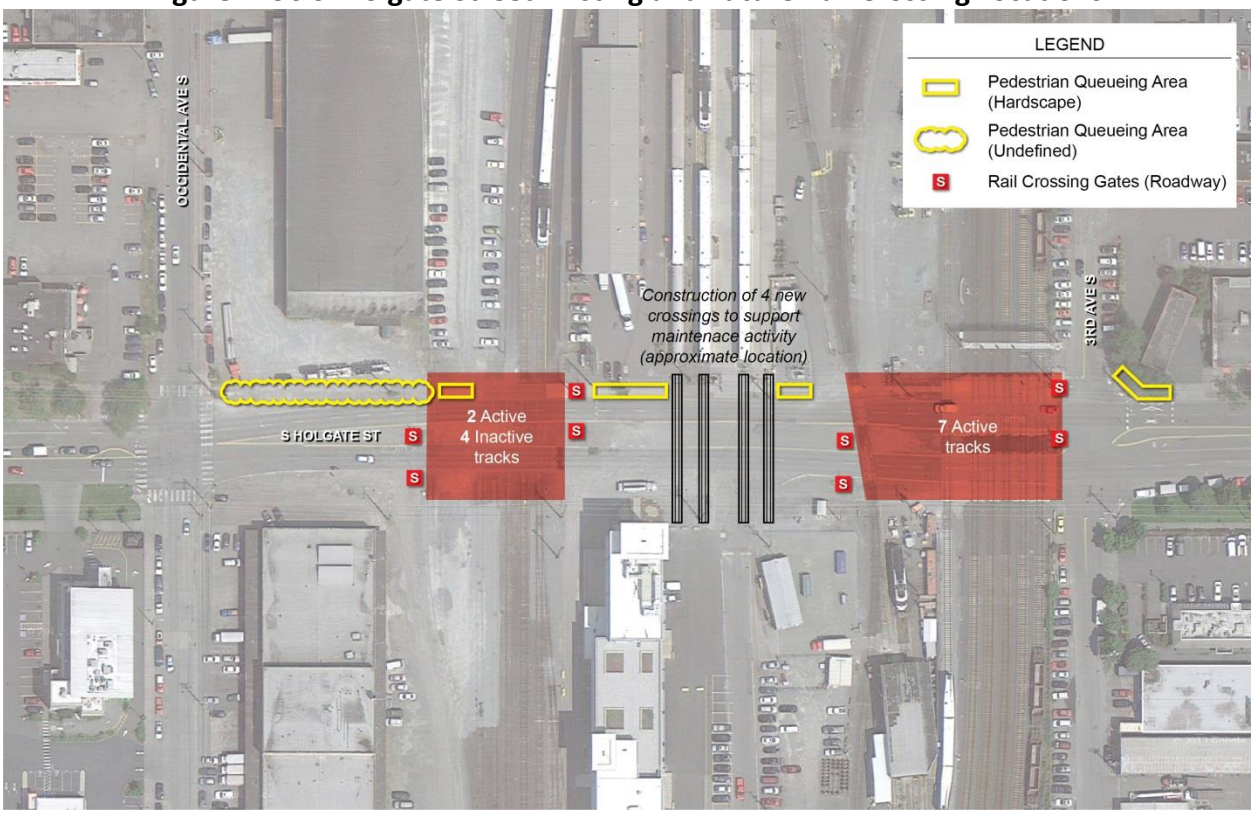



Figure 2–96 shows additional train crossings planned by Amtrak and located just south of the inspection pit tracks that currently terminate on the north side of S. Holgate Street. These tracks will provide access to a planned service building. These tracks are anticipated to service Amtrak trains during the late night hours and thus have not been assumed to add to the train crossing activity along S. Holgate Street during the evening commute peak hour.

[25] Sound Transit, 2013 Service Implementation Plan

[26] WSDOT, Amtrak Cascades Mid-Range and Long-Range Plans (2008 and 2006, respectively)

[27] Coal Train Traffic Impact Study, Parametrix (October 2012)

As noted in the existing conditions, based on anticipated queuing along S. Holgate Street and S. Lander Street and maximum storage being exceeded, queue lengths relative to 1st Avenue S. and 4th Avenue S. are reported. Total crossing gate arm down times and queue lengths along 1st Avenue S. and 4th Avenues S. are summarized in Table 2-21. Maximum queue lengths are reported along 1st and 4th Avenues S. because rail crossing impacts along S. Holgate and S. Lander Streets cause queues to extend into the 1st and 4th Avenues S. intersections.

**Table 2-21**
**Stadium District No Action S. Holgate Street and S. Lander Street Rail Crossing Impact Summary**

| | Scenario | Gate Down Time (m:ss)[1] | Arterial Direction | Maximum Arterial Queue Length[2] | | |
|---|---|---|---|---|---|---|
| | | | | Existing | 2018 | 2030 |
| S. Holgate Street Crossing | Weekday PM Peak Hour Case S1 | Existing = 8:30<br>2018 = 20:30<br>2030 = 41:45 | NB[3] 1st Ave S. | 420 | 640 | 960 |
| | | | SB 1st Ave S. | 350 | 380 | 1,280 |
| | | | NB 4th Ave S. | 310 | 550 | 370 |
| | | | SB 4th Ave S. | 390 | 1,520 | 3,400 |
| | Weekday PM Peak Hour Case S2 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 420 | 1,300 | 1,120 |
| | | | SB 1st Ave S. | 350 | 440 | 900 |
| | | | NB 4th Ave S. | 310 | 620 | 950 |
| | | | SB 4th Ave S. | 390 | 1,640 | 1,710 |
| | Weekday PM Peak Hour Case S3 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 420 | 1,450 | 1,320 |
| | | | SB 1st Ave S. | 350 | 450 | 1,120 |
| | | | NB 4th Ave S. | 310 | 630 | 1,070 |
| | | | SB 4th Ave S. | 390 | 1,620 | 1,100 |
| S. Lander Street Crossing | Weekday PM Peak Hour Case S1 | Existing = 8:30<br>2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 310 | 460 | 1,150 |
| | | | SB 1st Ave S. | 430 | 540 | 510 |
| | | | NB 4th Ave S. | 300 | 370 | 330 |
| | | | SB 4th Ave S. | 460 | 670 | 1,190 |
| | Weekday PM Peak Hour Case S2 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 310 | 870 | 550 |
| | | | SB 1st Ave S. | 430 | 580 | 700 |
| | | | NB 4th Ave S. | 300 | 420 | 470 |
| | | | SB 4th Ave S. | 460 | 740 | 490 |
| | Weekday PM Peak Hour Case S3 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 310 | 720 | 730 |
| | | | SB 1st Ave S. | 430 | 570 | 740 |
| | | | NB 4th Ave S. | 300 | 430 | 470 |
| | | | SB 4th Ave S. | 460 | 650 | 510 |

1. Gate down times reported are approximate and may range +/- 1 minute. Variance due to multiple seeds and VISSIM modeling methodology.
2. The reported maximum queue length is an average of the maximum queue lengths recorded across 10 simulation runs and represents the greater of a turning movement towards the rail crossing or the throughout movement along the corridor. Queue lengths are rounded up to the nearest 10 feet.
3. NB = northbound, SB = southbound

As shown in Table 2-21:

- Rail crossing gates are activated approximately 17 to 20 minutes during the weekday PM peak hour in 2018 and 41 to 44 minutes in 2030.
- Queues generally increase with traffic growth under future conditions and/or the addition of event generated traffic. However, some are shown to decrease. Note that where this occurs is due to upstream congestion in the simulation model that is caused by increased traffic volumes or rail crossing closure time.

Note that this analysis does not reflect potential effects of the S. Lander Street Grade Separation project. This improvement would eliminate the closure of S. Lander Street when trains are present, and greatly reduce delays and queues associated with rail activity in the study area.

#### 2.6.3.4 Regional Access Analysis

The primary corridors serving the downtown area are I-5 and I-90. Today during the late afternoon commute, these freeways are congested for approximately two to three hours. The corridors are "at capacity" during the peak period today; therefore the traffic volumes served would not significantly increase during the peak period of 4:00 to 6:00 PM for No Action 2018 and 2030 conditions. As traffic demand increases by 2018 and 2030, the hours of congestion or "peak spreading" would lengthen or transit ridership may increase.

Regional or freeway access to the Stadium District is constrained by signals at the terminal of the off ramps. Operations of nine arterial intersections at the I-5, I-90, and West Seattle Bridge ramp termini were reviewed for the No Action event cases. The analysis was conducted for the PM peak hour for 2018 and 2030. The expected operations of the study intersections are shown in Table 2-22.

**Table 2-22**
**Stadium District No Action Weekday PM Peak Hour**
**Ramp Terminal LOS Summary**

| Ramp Terminal Intersection | Scenario | 2018 | | 2030 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Spokane St / 1st Ave | Case S1 | B / 15 | C / 28 | C / 26 | C / 2 |
| | Case S2 | B / 15 | C / 33 | C / 28 | D / 40 |
| | Case S3 | B / 16 | C / 35 | C / 29 | D / 42 |
| Spokane St / 6th Ave | Case S1 | C / 20 | C / 32 | C / 25 | D / 35 |
| | Case S2 | C / 21 | C / 31 | C / 25 | D / 36 |
| | Case S3 | C / 21 | C / 31 | C / 26 | D / 38 |
| Forest St / 6th Ave | Case S1 | B / 13 | C / 22 | B / 15 | C / 24 |
| | Case S2 | B / 13 | C / 22 | B / 15 | C / 24 |
| | Case S3 | B / 13 | C / 22 | B / 14 | C / 24 |
| Edgar Martinez Dr / I-90 Off | Case S1 | B / 14 | C / 33 | B / 18 | D / 54 |
| | Case S2 | D / 52 | E / 120 | F / 76 | F / >180 |
| | Case S3 | E / 77 | F / 174 | F / 101 | F / >180 |
| 4th Ave / I-90 Off | Case S1 | C / 21 | E / 61 | E / 61 | F / 84 |
| | Case S2 | E / 75 | E / 79 | F / 122 | F / >180 |
| | Case S3 | F / 87 | F / 102 | F / 135 | F / >180 |
| Dearborn St / I-90 Off | Case S1 | D / 46 | F / 132 | D / 51 | F / >180 |
| | Case S2 | D / 51 | F / 147 | E / 72 | F / >180 |
| | Case S3 | E / 55 | F / 147 | E / 79 | F / >180 |
| Dearborn St / I-5 SB Off | Case S1 | B / 12 | E / 65 | A / 9 | D / 44 |
| | Case S2 | B / 13 | E / 64 | B / 10 | D / 44 |
| | Case S3 | B / 14 | E / 65 | B / 10 | D / 45 |
| Dearborn St / I-5 NB Off | Case S1 | C / 30 | E / 60 | C / 23 | D / 42 |
| | Case S2 | C / 34 | E / 62 | C / 27 | D / 48 |
| | Case S3 | C / 35 | E / 65 | C / 28 | D / 51 |
| James St / 6th Ave | Case S1 | C / 23 | B / 17 | C / 23 | B / 18 |
| | Case S2 | D / 38 | C / 32 | C / 34 | C / 27 |
| | Case S3 | E / 68 | E / 70 | D / 52 | D / 55 |

Under 2018 conditions during the PM peak hour with an event at the existing stadiums, the 4th Avenue S. / I-90 Off-Ramp would operate with an overall LOS F with a dual-event, but operates acceptably at LOS C under Case S1 conditions. In addition, the following off-ramp approach locations would operate at LOS E/F and include two to four intersections, depending on the number of events:

**Case S1**

- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- Dearborn Street / Southbound I-5 Off-Ramp
- Dearborn Street / Northbound I-5 Off-Ramp

**Case S2**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- Dearborn Street / I-5 SB Off
- Dearborn Street / I-5 NB Off

**Case S3**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- Dearborn Street / I-5 SB Off
- Dearborn Street / I-5 NB Off
- James Street / 6th Avenue

Under 2030 conditions during the PM peak hour, traffic operations near the freeway access to the Stadium District are generally similar to 2018. 4th Avenue S. / I-90 Off-Ramp in particular would operate with an overall LOS E for no event and LOS F for one event and dual event conditions. In addition, the off-ramps approaches located at the following intersections would operate at LOS E/F and include two to four of the nine intersections, depending on the number of events:

**Case S1**

- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp

**Case S2**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp

**Case S3**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp

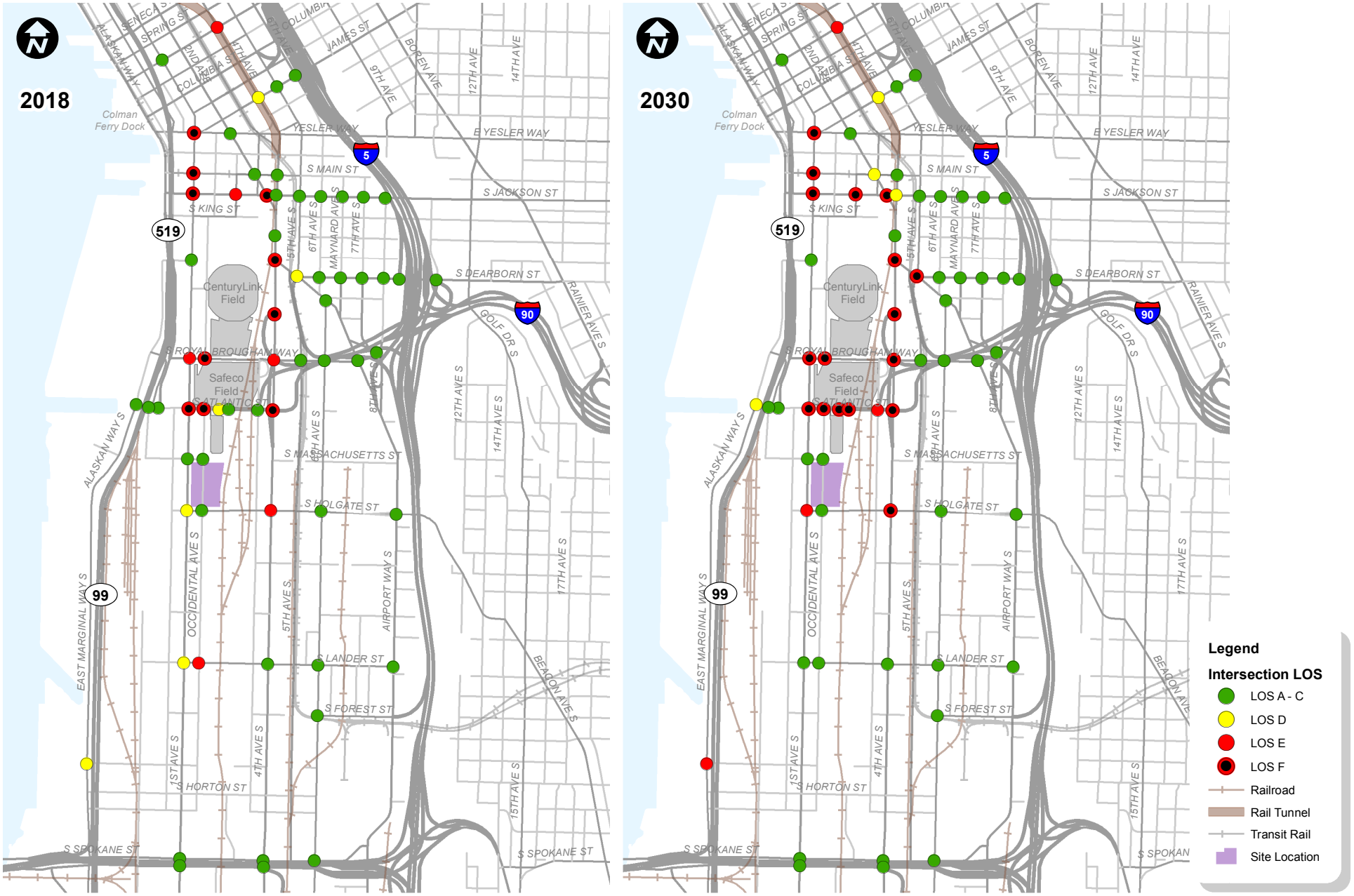
### 2.6.4 Impacts of Alternative 2

As described for traffic volumes, construction impacts related to traffic operations would occur as a result of increased traffic levels. To minimize impacts to operations, a construction management plan would be developed and could include scheduling the most intensive construction activities such that they are spread out over time and prohibiting material deliveries from leaving or entering the area during AM and PM peak hours when feasible.

The following sections summarize the results of the traffic operation analysis conducted for Alternative 2. This analysis reflects the addition of traffic from a 20,000 attendee event at the Proposed Arena site to study area roadways. The No Action traffic forecasts and operations analyses used in establishing the impacts of the project utilized a layering effect of event-related traffic volumes without applying any diversions in background traffic volumes. Based on a review of the non-event and event volume comparisons discussed previously in this report, this approach likely overstates the cumulative and incremental impact of the project.

#### 2.6.4.1 Intersection Operations

LOS results for 2018 and 2030 peak hour conditions Alternative 2 Case S1, S2, and S3, are summarized on Figure 2–97 through Figure 2–99. Detailed LOS summary tables and worksheets for each of these scenarios are included in Attachment E-3, which is available from DPD upon request.

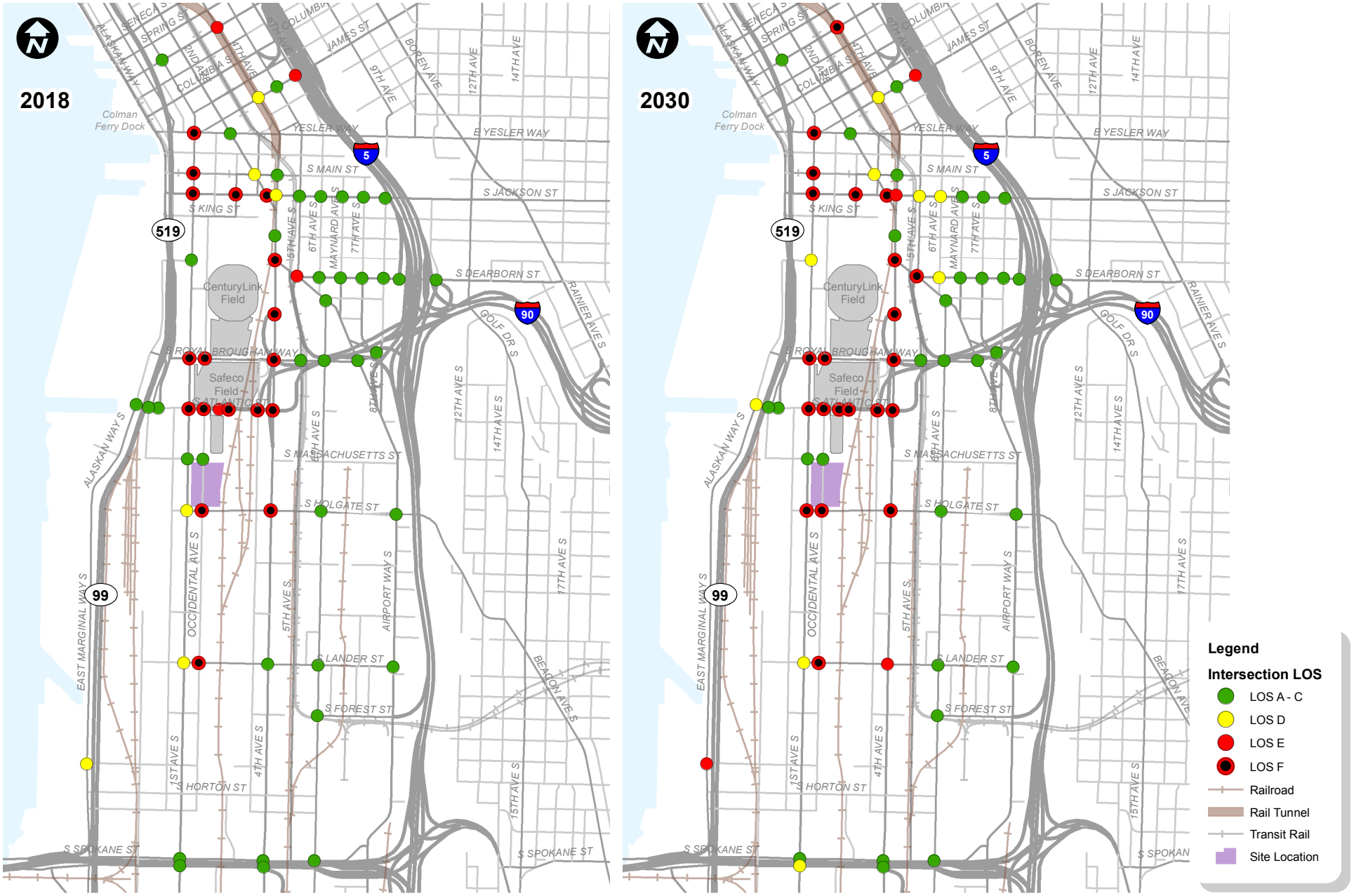



# Stadium District Alternative 2 Case S1 Weekday PM Peak Hour Level of Service

FIGURE **2-97**

*Seattle Arena*

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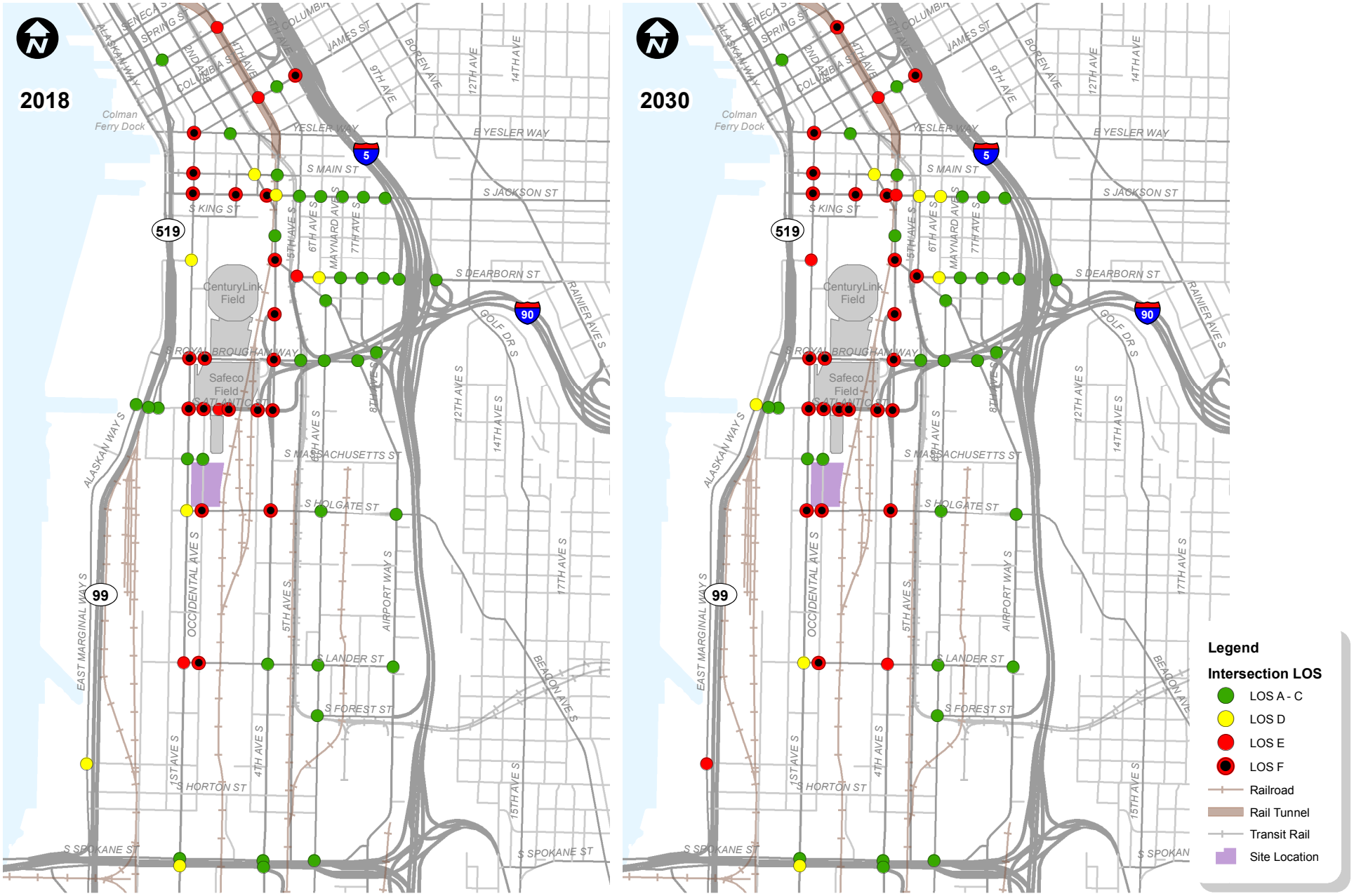



# Stadium District Alternative 2 Case S2 Weekday PM Peak Hour Level of Service

FIGURE **2-98**

*Seattle Arena*

transpoGROUP




# Stadium District Alternative 2 Case S3 Weekday PM Peak Hour Level of Service

FIGURE **2-99**

*Seattle Arena*

transpoGROUP

A summary of the Alternative 2 LOS for all study area intersections was prepared and compared to No Action conditions as summarized on Figure 2–100 for 2018 conditions, and Figure 2–101 for 2030 conditions.

**Figure 2–100 Stadium District 2018 Alternative 2 Intersection LOS Comparison**

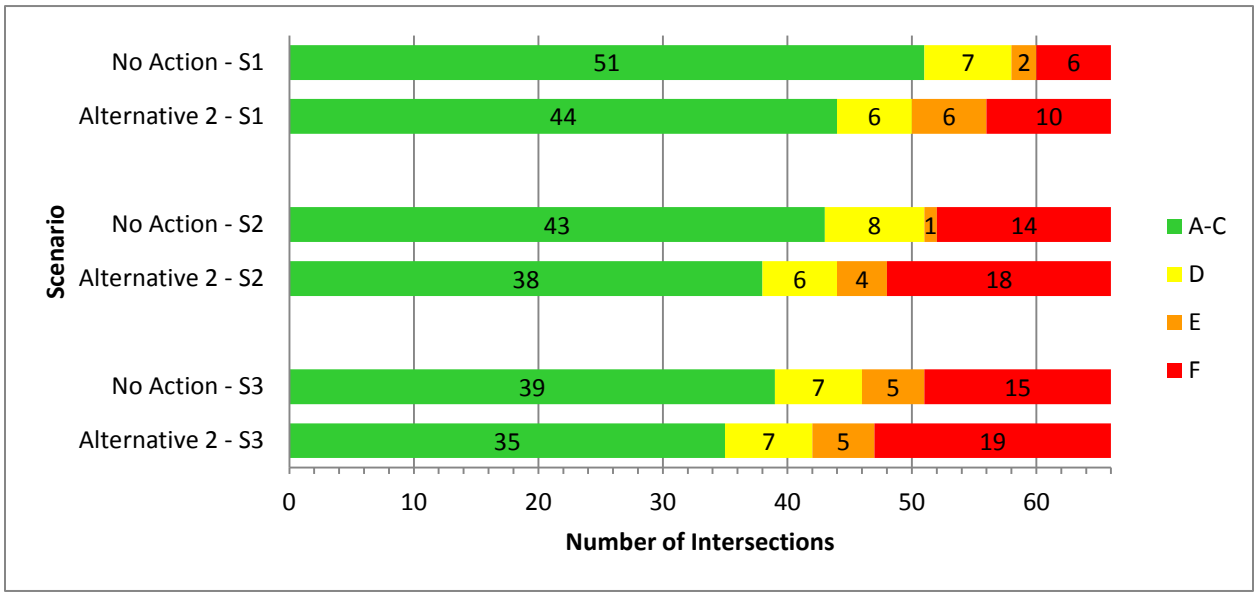
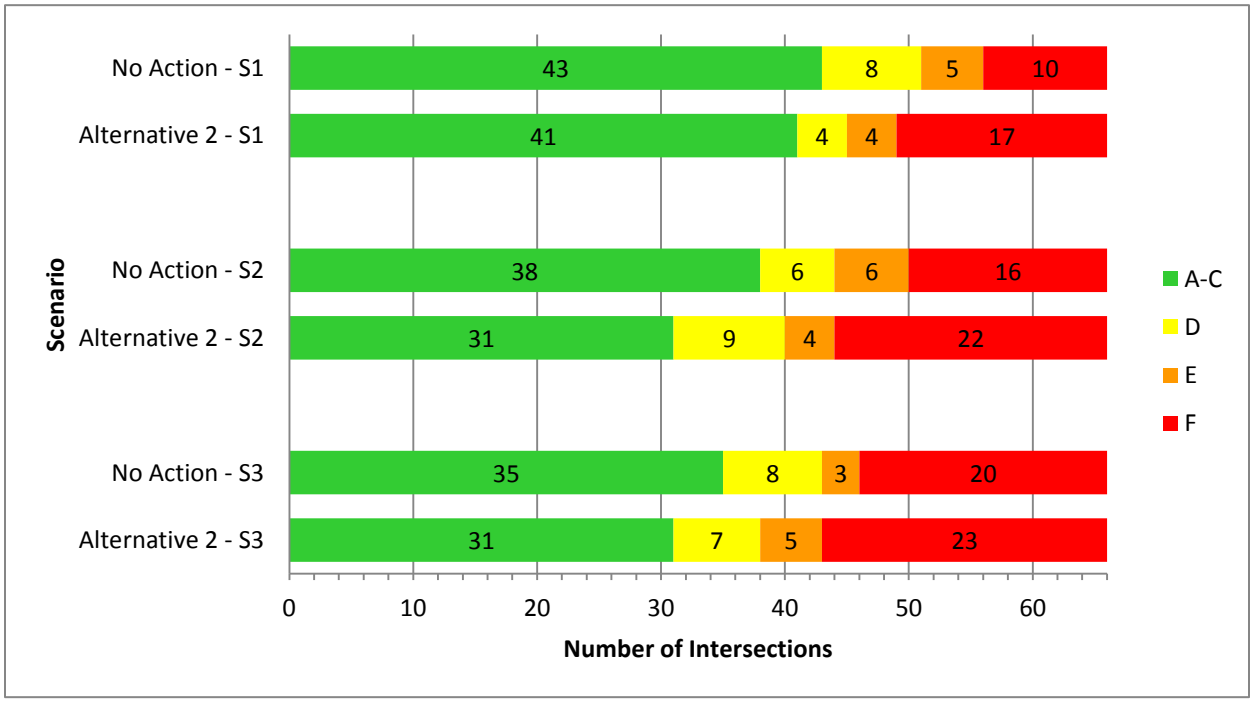



**Figure 2–101 Stadium District 2030 Alternative 2 Intersection LOS Comparison**



As shown:

- As illustrated by comparing, Figure Figure 2-100 and Figure 2–101, the addition of Arena event trips results in a greater number of LOS E/F values under 2018 and 2030 conditions.

- On a single event day, a total of 16 study intersections would operate at LOS E/F under 2018 conditions with an Arena event while a Mariners only event is forecast to have 15 intersections at LOS E/F. Under 2030 conditions with an Arena only event, a total of 21 intersections are forecast to operate at LOS E/F whereas with a Mariners only event, 22 intersections are forecast to operate at LOS E/F.

- With Case S2 (Arena and Mariners), in 2018, seven additional intersections would operate at LOS E/F for a total of 22 intersections with the addition of Arena traffic. By 2030, four additional intersections would operate at LOS E/F for a total of 26 intersections.

- With Case S3, in 2018, two additional intersections would operate at LOS E/F for a total of 24 intersections with Arena traffic. By 2030, two additional intersections would operate at LOS E/F for a total of 28 intersections.

Table 2-23 summarizes the intersections that operate at LOS E or LOS F under 2018 Alternative 2 conditions and forecast results for 2030 conditions are summarized in Table 2-24. Note that some intersections would only operate at LOS E or LOS F under the multiple event scenarios (Case S2 and S3).

## Table 2-23
## 2018 Alternative 2 Weekday PM Peak Hour Intersections at LOS E or LOS F

| Roadway | Case S1 | | Case S2 | | Case S3 | |
|---|---|---|---|---|---|---|
| | No Action | Alt 2 | No Action | Alt 2 | No Action | Alt 2 |
| 4th Avenue S. / Madison Street | D | E | D | E | D | E |
| 4th Avenue S. / James Street | C | D | C | D | D | E |
| 6th Avenue / James St | C | C | D | E | E | F |
| 1st Avenue S. / Yesler Way | F | F | F | F | F | F |
| 1st Avenue S. / Main Street | D | F | F | F | F | F |
| 1st Avenue S. / S. Jackson Street | F | F | F | F | F | F |
| 2nd Avenue S. / S. Jackson Street | D | E | F | F | F | F |
| 2nd Avenue S. Extension / S. Jackson Street | F | F | F | F | F | F |
| 4th Avenue S. / Seattle Boulevard S-Airport Way S. | F | F | F | F | F | F |
| 5th Avenue S. / Airport Way S. / S. Dearborn Street / I-90 WB Off-Ramp | D | D | D | E | E | E |
| 4th Avenue S. / I-90 WB Off-Ramp | C | F | E | F | F | F |
| 1st Avenue S. / S. Royal Brougham Way | C | E | F | F | F | F |
| Occidental Avenue S. / S. Royal Brougham Way | F | F | F | F | F | F |
| 4th Avenue S. / S. Royal Brougham Way | C | E | E | F | F | F |
| 1st Avenue S. / S. Atlantic Street | F | F | F | F | F | F |
| Occidental Avenue S. / Edgar Martinez Drive S. | D | F | F | F | F | F |
| West Parking Garage Access / Edgar Martinez Drive S | C | D | D | E | D | E |
| East Parking Garage Access / Edgar Martinez Drive S. | A | C | C | F | E | F |
| I-90 off-ramp / Edgar Martinez Drive S. | B | C | D | F | E | F |
| I-90 on-ramp / Edgar Martinez Drive S. / 4th Avenue S. | E | F | F | F | F | F |
| Occidental Avenue S. / S. Holgate Street | D | C[1] | F | F | F | F |
| 4th Ave S. / S. Holgate Street | D | E | D | F | E | F |
| 1st Ave S. / S. Lander Street | C | D | C | D | D | E |
| Occidental Avenue S. / S. Lander Street | E | E | F | F | F | F |

1. LOS and delay improve with Alternative 2 as a result of reduced conflicts at this intersection due to the vacation of Occidental Avenue S. between S. Holgate Street and S. Massachusetts Street.

**Table 2-24**
**2030 Alternative 2 Weekday PM Peak Hour Intersections at LOS E or LOS F**

| Roadway | Case S1 | | Case S2 | | Case S3 | |
|---|---|---|---|---|---|---|
| | No Action | Alt 2 | No Action | Alt 2 | No Action | Alt 2 |
| 4th Avenue / Madison Street | E | E | E | F | E | F |
| 4th Avenue / James St | C | D | C | D | D | E |
| 6th Avenue / James St | C | C | C | E | D | F |
| 1st Avenue S. / Yesler Way | F | F | F | F | F | F |
| 1st Avenue S. / Main Street | D | F | F | F | F | F |
| 1st Avenue S. / S. Jackson Street | F | F | F | F | F | F |
| 2nd Avenue S. / S. Jackson Street | D | F | F | F | F | F |
| 2nd Avenue S. Extension / S. Jackson Street | F | F | F | F | F | F |
| 4th Ave S/S Jackson St | D | D | D | E | D | E |
| 1st Avenue S. / Railroad N Way S | C | C | C | C | D | E |
| 4th Avenue S. / Seattle Boulevard S-Airport Way S. | F | F | F | F | F | F |
| 5th Avenue S. / Airport Way S. / S. Dearborn Street / I-90 WB Off-Ramp | D | F | E | F | E | F |
| 4th Avenue S. / I-90 WB Off-Ramp | E | F | F | F | F | F |
| 1st Avenue S. / S. Royal Brougham Way | E | F | F | F | F | F |
| Occidental Avenue S. / S. Royal Brougham Way | F | F | F | F | F | F |
| 4th Avenue S. / S. Royal Brougham Way | F | F | F | F | F | F |
| 1st Avenue S. / S. Atlantic Street | F | F | F | F | F | F |
| Occidental Avenue S. / Edgar Martinez Drive S. | F | F | F | F | F | F |
| West Parking Garage Access / Edgar Martinez Drive S. | E | F | F | F | F | F |
| East Parking Garage Access / Edgar Martinez Drive S. | A | F | F | F | F | F |
| I-90 off-ramp / Edgar Martinez Drive S. | B | E | E | F | F | F |
| I-90 on-ramp / Edgar Martinez Drive S. / 4th Avenue S. | F | F | F | F | F | F |
| 1st Ave S. / S. Holgate Street | D | E | E | F | F | F |
| Occidental Avenue S. / S. Holgate Street | C | B | E | F | F | F |
| 4th Ave S. / S. Holgate Street | F | F | F | F | F | F |
| Occidental Avenue S. / S. Lander Street | C | C | D | F | F | F |
| 4th Ave S. / S Lander Street | C | C | D | E | D | E |
| E. Marginal Way / S. Hanford Street | E | E | E | E | E | E |

### 2.6.4.2 Corridor Travel Times

Table 2-25 summarizes the calculated weekday PM peak hour travel times under 2018 conditions on the defined routes. Table 2-26 summarizes the calculated travel times under 2030 conditions. No Action results conditions are shown in parentheses and provided for comparison purposes.

**Table 2-25**
**2018 Alternative 2 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case S1 (m:ss)[1] | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|---|
| 1 | 1st Avenue S from Horton Street to Railroad Way | NB | 11:16 (8:50)[2] | 20:58 (14:44) | 24:53 (17:46) |
| | 1st Avenue S from Railroad Way to Horton Street | SB | 8:29 (8:04) | 9:37 (8:52) | 10:56 (9:30) |
| 2 | 4th Avenue S from Horton Street to King Street | NB | 10:06 (8:29) | 13:56 (10:48) | 14:59 (11:42) |
| | 4th Avenue S from King Street to Horton Street | SB | 17:22 (12:19) | 22:18 (17:18) | 23:53 (18:37) |
| 3 | 4th Avenue S from I-90 to King Street | NB | 3:02 (2:16) | 7:28 (3:53) | 8:52 (4:57) |
| | 4th Avenue S from King Street to I-90 | SB | 13:32 (8:24) | 17:42 (12:41) | 19:29 (14:12) |
| 4 | S Atlantic Street from 1st Avenue S to I-90 | EB | 2:08 (2:02) | 2:39 (2:40) | 3:01 (3:03) |
| | S Atlantic Street from I-90 to 1st Avenue S | WB | 4:36 (2:22) | 12:38 (7:54) | 15:48 (10:39) |

1. m:ss = minutes:seconds
2. (x) = No Action travel times provided for comparison.

As shown in Table 2-25 and Table 2-26:

- Travel times increase with the addition of Arena event traffic as compared to No Action conditions. In general, the direction of travel for each route that serves vehicle arrivals for the Arena event (e.g., northbound 1st Avenue S.) experiences the greatest travel time increase while the opposing direction experiences a lesser increase (e.g., southbound 1st Avenue S.).

- Travel times for all travel routes with only an Arena event are less than a No Action Case S2 (Mariners-only event condition) with the exception of 4th Avenue S. from S. King Street to S. Horton Street and S. King Street to I-90. Travel times in specific directions are calculated to see large increases with multiple concurrent events (e.g. northbound 1st Avenue S., and westbound S. Atlantic Street).

- The patterns of travel time changes resulting from an Arena event are similar between 2018 and 2030 conditions with 2030 travel times generally greater than 2018 conditions.

**Table 2-26**
**2030 Alternative 2 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case S1 (m:ss)[1] | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|---|
| 1 | 1st Avenue S from Horton Street to Railroad Way | NB | 15:00 (9:56)[2] | 24:37 (17:10) | 28:33 (20:15) |
| | 1st Avenue S from Railroad Way to Horton Street | SB | 9:17 (9:01) | 10:42 (10:19) | 12:04 (11:29) |
| 2 | 4th Avenue S from Horton Street to King Street | NB | 16:42 (13:13) | 22:51 (18:07) | 24:39 (19:28) |
| | 4th Avenue S from King Street to Horton Street | SB | 23:17 (17:59) | 28:40 (23:18) | 30:26 (24:44) |
| 3 | 4th Avenue S from I-90 to King Street | NB | 3:40 (2:27) | 8:15 (5:27) | 9:43 (6:51) |
| | 4th Avenue S from King Street to I-90 | SB | 19:06 (15:11) | 23:26 (19:28) | 25:21 (21:12) |
| 4 | S Atlantic Street from 1st Avenue S to I-90 | EB | 9:36 (8:27) | 11:18 (9:35) | 12:01 (10:15) |
| | S Atlantic Street from I-90 to 1st Avenue S | WB | 9:05 (3:15) | 18:30 (11:37) | 21:57 (14:36) |

1. m:ss = minutes:seconds
2. (x) = No Action travel times provided for comparison.

### 2.6.4.3 Effects of Rail Crossing

Rail activity assumed in the modeling is consistent with the level of rail activity identified for the No Action alternative. The traffic volumes in VISSIM were updated to reflect the forecast traffic volumes for the Alternative 2 analysis cases. Total crossing gate arm down times and queue lengths along 1st Avenue S. and 4th Avenue S. are summarized in Table 2-27. Maximum queue lengths are reported along 1st and 4th Avenues S. because rail crossing impacts along S. Holgate and S. Lander Streets cause queues to extend into the 1st and 4th Avenues S. intersections.

**Table 2-27**
**Alternative 2 S. Holgate Street and S. Lander Street Rail Crossing Impact Summary**

| | Scenario | Alt 2 Gate Down Time[1] (m:ss) | Arterial Direction | Maximum Arterial Queue Length[2] | | | |
|---|---|---|---|---|---|---|---|
| | | | | 2018 No Action | 2018 Alt 2 | 2030 No Action | 2030 Alt 2 |
| S. Holgate Street Crossing | Weekday PM Peak Hour Case S1 | 2018 = 20:30<br>2030 = 41:45 | NB[3] 1st Ave S. | 640 | 1,490 | 960 | **960** |
| | | | SB 1st Ave S. | 380 | 460 | 1,280 | 720 |
| | | | NB 4th Ave S. | 550 | 450 | 370 | 1,130 |
| | | | SB 4th Ave S. | 1,520 | 1,590 | 3,400 | 1,680 |
| | Weekday PM Peak Hour Case S2 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 1,300 | 1,870 | 1,120 | 1,340 |
| | | | SB 1st Ave S. | 440 | 470 | 900 | 920 |
| | | | NB 4th Ave S. | 620 | 500 | 950 | 1,760 |
| | | | SB 4th Ave S. | 1,640 | 1,570 | 1,710 | 800 |
| | Weekday PM Peak Hour Case S3 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 1,450 | 2,400 | 1,320 | 1,600 |
| | | | SB 1st Ave S. | 450 | 490 | 1,120 | 1,050 |
| | | | NB 4th Ave S. | 630 | 510 | 1,070 | 2,090 |
| | | | SB 4th Ave S. | 1,620 | 1,640 | 1,100 | 800 |
| S. Lander Street Crossing | Weekday PM Peak Hour Case S1 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 460 | 840 | 1,150 | 540 |
| | | | SB 1st Ave S. | 540 | 300 | 510 | 260 |
| | | | NB 4th Ave S. | 370 | 340 | 330 | 430 |
| | | | SB 4th Ave S. | 670 | 590 | 1,190 | 450 |
| | Weekday PM Peak Hour Case S2 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 870 | 1,770 | 550 | 790 |
| | | | SB 1st Ave S. | 580 | 290 | 700 | 290 |
| | | | NB 4th Ave S. | 420 | 380 | 470 | 500 |
| | | | SB 4th Ave S. | 740 | 550 | 490 | 380 |
| | Weekday PM Peak Hour Case S3 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 720 | 1,780 | 730 | 920 |
| | | | SB 1st Ave S. | 570 | 290 | 740 | 270 |
| | | | NB 4th Ave S. | 430 | 390 | 470 | 530 |
| | | | SB 4th Ave S. | 650 | 590 | 510 | 370 |

1. Gate down times reported are approximate and may range +/- 1 minute. Variance due to multiple seeds and VISSIM modeling methodology.
2. The reported maximum queue length is an average of the maximum queue lengths recorded across 10 simulation runs and represents the greater of a turning movement towards the rail crossing or the throughout movement along the corridor. Queue lengths are rounded up to the nearest 10 feet.
3. NB = northbound, SB = southbound

As shown in Table 2-27:

- Rail crossing gates are activated approximately 17 to 20 minutes during the weekday PM peak hour in 2018 and 41 to 44 minutes in 2030.

- Queues generally increase with traffic growth under future conditions and/or the addition of event generated traffic. However, some are shown to decrease. Note that where this occurs is due to upstream congestion in the simulation model that is caused by increased traffic volumes or rail crossing closure time.

#### 2.6.4.4 Regional Access Analysis

Traffic would access the new Arena in the Stadium District via I-5, I-90, SR 99, and local arterials. It is estimated up to 25 percent of the trips that would access the Arena would come from the north via I-5, 20 percent from the east via I-90, and 20 percent via I-5 from the south. The other 35 percent of the trips would access the area via local arterials and SR 99.

The following analysis was completed for conditions with 20,000 spectators under Case S1 through Case S3.

For an event at the new Arena, up to an additional 1,300 vph would enter the city via I-5 or I-90 to reach the Stadium District. This is a 6 to 11 percent increase in trips compared to a typical evening commute on any one of those corridors. Table 2-28 shows the typical traffic volumes for a weekday and the anticipated increase in traffic with the Arena, and also with the Arena combined with other events (single and dual event scenarios).

The typical weekday traffic flow values shown in Table 2-28 are existing volumes, but represent future 2018 conditions. Traffic demand (or volume of vehicles that want to use these corridors) increase as land use changes; however, because the corridors are at or near capacity, additional traffic is not served during the peak hour of congestion. Instead “peak separating” occurs and traffic demand is served over multiple hours. Therefore, existing traffic volumes served through these areas during the peak of congestion would be similar in future years unless capacity was increased for I-5 or I-90, but the duration of congestion would increase as traffic demands increase.

Table 2-28 also focuses on the travel directions of I-5 and I-90 that would experience the greatest increase in trips from an Arena event. During the weekday PM peak hour, the majority of the trips (about 94 percent) associated with the Arena are inbound trips (or trips heading to the Arena).

**Table 2-28**
**2018 Alternative 2 Increase in Weekday PM Peak Hour Traffic on Freeway Corridors**

| Location | Typical Weekday PM Peak Hour Traffic (vph) | Increase in traffic with SoDo Arena (vph / % compared to typical weekday traffic) | | |
|---|---|---|---|---|
| | | Case S1 | Case S2 | Case S3 |
| I-5 Southbound (through downtown CBD) | 7,500 vph | 550 vph / 7% | 1,300 vph / 17% | 1, 500 vph / 18% |
| I-5 Northbound (north of Spokane Street) | 7,200 vph | 450 vph / 6% | 1,000 vph / 14% | 1,150 vph / 15% |
| I-90 Westbound (Approaching I-5) | 3,800 vph | 450 vph / 11% | 1,000 vph 27% | 1,150 vph / 29% |

As previously described, the I-5 and I-90 corridors experience congestion presently during the PM peak commute, and events at the existing venues result in increased travel time approaching downtown. The PM peak travel times (on days with events in 2012) increased by up to eight minutes on southbound I-5 between NE 145th and I-90, and up to four minutes on I-90 between I-405 and Rainer Avenue S. It is anticipated with the Proposed Arena traffic, PM peak travel times would increase similar to today for a typical event day only at the new Arena (Case S1).

Traffic volumes and congestion levels on the freeway systems would increase on a game day compared to a typical commute day. About 208 annual events currently occur in the Stadium District, although not all "events" impact weekday PM peak hour commute times equally. The Proposed Arena is anticipated to host approximately 22 events per year with attendance in the 18,000 to 20,000 range. These events are assumed to typically be evening events. When considering all events currently occurring, and those additional events related to the Proposed Arena, approximately 40 additional days with events would occur (See Table 1-2).

Regional or freeway access to the Stadium District is constrained by signals at the terminal of the off ramps. Overall intersection and off-ramp approach operations of nine arterial intersections at the I-5, I-90, and West Seattle Bridge ramp termini were reviewed. The analysis was conducted for the weekday PM peak hour for 2018 and 2030 horizon years, under non-event and with event conditions and summarized in Table 2-29 and Table 2-30, respectively.

**Table 2-29**
**2018 Alternative 2 Weekday PM Peak Hour Ramp Terminal LOS Summary**

| Ramp Terminal Intersection | Scenario | 2018 No Action | | 2018 Alternative 2 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Spokane St / 1st Ave | Case S1 | C / 32 | C / 28 | C / 29 | C / 27 |
| | Case S2 | C / 34 | C / 25 | C / 33 | C / 21 |
| | Case S3 | D / 36 | C / 23 | D / 38 | B / 17 |
| Spokane St / 6th Ave | Case S1 | C / 20 | C / 32 | C / 22 | C / 35 |
| | Case S2 | C / 21 | C / 31 | C / 23 | C / 35 |
| | Case S3 | C / 21 | C / 31 | C / 24 | C / 35 |
| Forest St / 6th Ave | Case S1 | B / 13 | B / 22 | B / 15 | C / 24 |
| | Case S2 | B / 13 | C / 22 | B / 15 | C / 24 |
| | Case S3 | B / 13 | C / 22 | B / 15 | C / 24 |
| Edgar Martinez Dr S./ I-90 Off | Case S1 | B / 14 | C / 33 | C / 27 | E / 60 |
| | Case S2 | D / 52 | F / 120 | F / 99 | F / >180 |
| | Case S3 | E / 77 | F / 174 | F / 126 | F / >180 |
| 4th Ave / I-90 Off | Case S1 | C / 21 | E / 61 | F / 98 | D / 52 |
| | Case S2 | E / 75 | E / 79 | F / 160 | F / 126 |
| | Case S3 | F / 87 | F / 102 | F / 173 | F / 154 |
| Dearborn St / I-90 Off | Case S1 | D / 46 | F / 132 | D / 53 | F / >180 |
| | Case S2 | D / 51 | F / 147 | E / 69 | F / >180 |
| | Case S3 | E / 55 | F / 147 | E / 73 | F / >180 |
| Dearborn St / I-5 SB Off | Case S1 | B / 11 | E / 65 | A / 9 | D / 44 |
| | Case S2 | B / 13 | E / 64 | B / 11 | D / 46 |
| | Case S3 | B / 14 | E / 65 | B / 11 | D / 46 |
| Dearborn St / I-5 NB Off | Case S1 | C / 30 | E / 60 | C / 25 | D / 41 |
| | Case S2 | C / 34 | E / 62 | C / 30 | D / 48 |
| | Case S3 | C / 35 | E / 64 | C / 31 | B / 54 |
| James St / 6th Ave | Case S1 | C / 23 | B / 17 | C / 34 | B / 17 |
| | Case S2 | D / 38 | C / 32 | E / 78 | F / 80 |
| | Case S3 | E / 58 | E / 69 | F / 106 | F / 143 |

**Table 2-30**
**2030 Alternative 2 Weekday PM Peak Hour Ramp Terminal LOS Summary**

| Ramp Terminal Intersection | Scenario | 2030 No Action | | 2030 Alternative 2 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Spokane St / 1st Ave | Case S1 | C / 26 | C / 25 | C / 35 | C / 27 |
| | Case S2 | C / 28 | C / 22 | C / 38 | C / 21 |
| | Case S3 | C / 29 | C / 21 | D / 41 | B / 18 |
| Spokane St / 6th Ave | Case S1 | C / 25 | D / 35 | C / 24 | C / 31 |
| | Case S2 | C / 25 | D / 36 | C / 26 | C / 32 |
| | Case S3 | C / 26 | D / 38 | C / 27 | C / 34 |
| Forest St / 6th Ave | Case S1 | B / 15 | C / 24 | B / 14 | C / 24 |
| | Case S2 | B / 15 | C / 24 | B / 14 | C / 24 |
| | Case S3 | B / 14 | C / 24 | B / 14 | C / 24 |
| Edgar Martinez Dr S. / I-90 Off | Case S1 | B / 18 | D / 54 | E / 60 | F / >180 |
| | Case S2 | E / 76 | F / >180 | F / 141 | F / >180 |
| | Case S3 | F / 101 | F / >180 | F / 170 | F / >180 |
| 4th Ave / I-90 Off | Case S1 | E / 61 | E / 51 | F / 139 | D / 50 |
| | Case S2 | F / 122 | F / 92 | F />180 | F / 133 |
| | Case S3 | F / 135 | F / 123 | F / >180 | F / >180 |
| Dearborn St / I-90 Off | Case S1 | D / 52 | F / >180 | F / 84 | F / >180 |
| | Case S2 | E / 72 | F / >180 | F / 114 | F / >180 |
| | Case S3 | E / 79 | F / >180 | F / 123 | F / >180 |
| Dearborn St / I-5 SB Off | Case S1 | A / 9 | D / 44 | B / 10 | D / 39 |
| | Case S2 | B / 10 | D / 44 | B / 13 | D / 41 |
| | Case S3 | B / 10 | D / 45 | B / 13 | D / 41 |
| Dearborn St / I-5 NB Off | Case S1 | C / 23 | D / 42 | C / 27 | D / 27 |
| | Case S2 | C / 27 | D / 48 | C / 31 | D / 48 |
| | Case S3 | C / 28 | D / 51 | D / 32 | D / 53 |
| James St / 6th Ave | Case S1 | C / 23 | B / 18 | C / 31 | B / 17 |
| | Case S2 | C / 34 | C / 27 | E / 69 | E / 72 |
| | Case S3 | D / 52 | D / 55 | F / 94 | F / 116 |

By 2018, during the PM peak hour, three of the freeway terminus study intersections in the Stadium District operate at LOS F (see Table 2-29), with these representing two additional locations beyond No Action conditions. These include:

- Edgar Martinez Drive S. / I-90 Off-Ramp (Cases S2 and S3)
- 4th Avenue / I-90 Off-Ramp (Cases S1, S2, and S3)
- James Street / 6th Avenue (Case S3)

In addition, the following off-ramps would operate at LOS E or LOS F:

**Case S1**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp

**Case S2**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- James Street / 6th Avenue

**Case S3**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- James Street / 6th Avenue

LOS F conditions means the more trips are approaching the intersection than can be served. Queues would build on some approaches through the peak commute and as traffic enters the city to the Stadium District. Advance signing such as the variable message signs on the freeway and cell phone applications with information on parking availability and congestion are types of measures that could help better direct traffic to underutilized ramps.

In 2030 during the PM peak hour, one additional freeway terminus intersection near the Stadium District would operate at LOS F (see Table 2-29) as compared to 2018 conditions. These include:

- Edgar Martinez Drive S. / I-90 Off-Ramp (Case S2and S3)
- 4th Avenue / I-90 Off-Ramp (Cases S1, S2 and S3)
- Dearborn Street / I-90 Off-Ramp (Cases S1, S2 and S3)
- James Street / 6th Avenue (Case S3)

In addition, the following off-ramps would operate at LOS E or LOS F under 2030 conditions:

**Case S1**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- Dearborn Street / I-90 off-ramp

**Case S2**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- James Street / 6th Avenue

**Case S3**

- Edgar Martinez Drive S. / I-90 Off-Ramp
- 4th Avenue S. / I-90 Off-Ramp
- Dearborn Street / I-90 Off-Ramp
- James Street / 6th Avenue

### 2.6.4.5 Post-Event Traffic Operations

Post-event traffic volumes associated with the event attendees are typically more concentrated (with respect to duration) than is observed under pre-event conditions. To better understand the relationship between weekday PM peak hour commute patterns and post-event related traffic volumes, traffic counts were conducted at intersections along S. Atlantic Street and S. Holgate Street on Monday December 2, 2013 before and after a Monday Night Football game. While actual volumes varied depending on the location, all observed peak 15-minute post-event traffic volumes were less than traffic volumes observed during 15-minute PM commute peak period intervals, and at most observed locations approximately one-half of the PM commute peak period. Post-event traffic counts for a Mariners game[28] indicate that the peak 15 minutes near the end of an event can range between 30 to 40 percent of the total hourly flow that includes this peak with traffic volumes greatest travelling away from the venue.

The evaluation of event attendees departing the Arena site was consistent with the methodologies previously discussed (i.e. travel mode choice, increased rail crossing activity, etc.) but with additional assumptions. Non-event traffic volumes for the weekday post-event time period (approximately 9:15-10:15 p.m.) within the vicinity of the project site were forecast by growing existing (2013) non-event traffic volumes consistent with forecast weekday PM commute hour traffic volumes and adding anticipated late evening Port of Seattle truck traffic. Event traffic was then generated assuming that all but 5 percent of vehicles parked by event attendees would attempt to depart within a one hour period near the end of an event.[29] A Traffic Control Plan (TCP) was also assumed to be in place to divert event traffic away from the event site, consistent with the 2013 Safeco Field TCP.

[28] April 11, 2013

[29] Existing peak hour factors (PHFs) were applied in the analysis of Alternative 1 2030 conditions with Case S1 PHFs based on traffic counts in December 2013 without an event and non-event PHFs based on the December 2, 1013 Monday Night Football game.

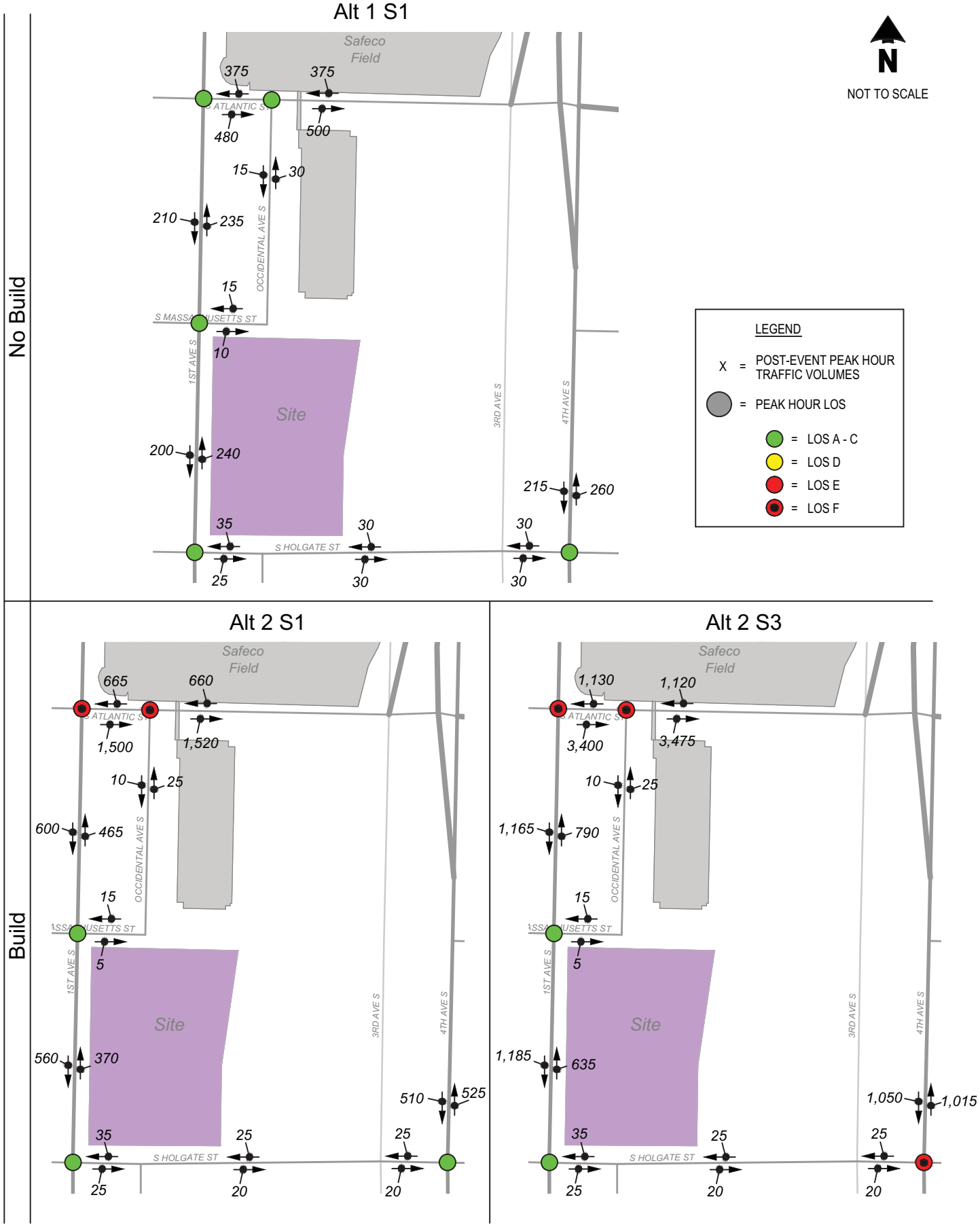
Traffic operations were evaluated for 2030 Alternative 1 Case 1 (No Action, No Event), Alternative 2 Case S1 (with Arena event only), and Alternative 2 Case S3 (triple event). Forecast (2030) traffic volumes and resulting intersection LOS values are summarized on Figure 2–102

As shown on Figure 2–102, arena site vicinity intersections are forecast to operate at LOS C or better without an event under 2030 post-event period conditions. Intersections along S Atlantic Street are anticipated to operate at LOS F under post-event conditions with either one or more events. The 4th Avenue S./S. Holgate Street intersection would also operate at LOS F under post-event conditions under the triple event scenario (Alternative 2 Case S3). The remaining intersections within the arena vicinity are anticipated to operate at LOS C or better during post-event conditions; however, calculated delays at S. Holgate Street intersections are likely underestimated since LOS methodologies do not directly reflect the impacts of the S. Holgate rail crossing closure during post-event conditions and since traffic volumes were assumed to divert from S. Holgate Street to alternative travel routes due to rail crossing activity.

As a result of this surge, all Stadium District professional sporting events implement a Traffic Control Plan (TCP) to aid in the dispersion of event attendees to the transportation network. A TCP helps to manage traffic associated with outbound event attendees.

Because of forecast increases to rail crossing activity and related increased time that S. Holgate Street is blocked, a sensitivity analysis was completed assuming that S. Holgate Street was blocked for an entire one-hour period under weekday post-event conditions. Forecast traffic volumes and intersection operations are summarized on Figure 2–103. As shown, traffic volumes increase greatest along S. Atlantic Street where the nearest grade separated rail crossing is provided. It was assumed that traffic would divert from S. Holgate Street similar to current TCP strategies. As a result, delays increase at these intersections already operating at LOS F without full-closure of S. Holgate Street under post-event conditions. In contrast, operations at the 4th Avenue S./S. Holgate Street intersection improves to LOS C due to the decreased traffic volumes travelling on S. Holgate Street through this intersection.

In addition to the traffic operations impacts outlined above, the increase in the number of event days in the Stadium District and the resulting increases in event traffic volumes related to the Arena would have an impact on emergency vehicle access and circulation to the Stadium District site as well as through the area.




# Weekday Post Event 2030 LOS & Volumes

*Seattle Arena*

FIGURE
**2-102**

transpoGROUP




# Holgate Closure Weekday Post-Event 2030 LOS & Volumes

*Seattle Arena*

FIGURE
**2-103**

transpoGROUP

### 2.6.5 Impacts of Alternative 3

As described for traffic volumes, construction impacts related to traffic operations would occur as a result of increased traffic levels. To minimize impacts to operations, a construction management plan would be developed and could include scheduling the most intensive construction activities such that they are spread out over time and prohibiting material deliveries from leaving or entering the area during AM and PM peak hours when feasible.

Alternative 3 includes the development of an 18,000-person capacity arena on the same site evaluated for Alternative 2. As noted in the traffic volumes section, when considering the mode splits associated with event attendees, the difference between an event with 20,000 and 18,000 attendees equates to approximately 200 vph during the weekday PM peak hour. Given the distribution of traffic to the area, this difference in overall activity would not likely be discernible by the average motorist and would be within the daily fluctuations in the background traffic. Traffic operations measures reported for Alternative 2 are expected to be slightly worse than would occur under Alternative 3, but identified impacts are anticipated to be similar.

### 2.6.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- Event schedule protocol and management
- Port of Seattle protocols
- Public information coordinator
- Directional event signage
- Variable message and parking guidance signage
- SDOT traffic control center improvements
- Traffic signal control / improvements
- North-South private connection located on the east side of the project site, connecting S. Holgate Street to the Safeco Field property
- Event ingress / egress plan
- Traffic operations group

- Construction management plan
- Proportionate share contribution towards S. Lander Street Grade Separation
- Transportation Management Plan
- Pedestrian access improvements

### 2.6.7 Secondary and Cumulative Impacts

As described previously, there would be direct impacts to vehicular operations caused by an increase in traffic volumes and congestion for the No Action Alternative by 2018 and 2030. These impacts would be increased on game days. Secondary and cumulative impacts to traffic operations along other routes could occur if motorist choose to reroute to avoid congestion at specific intersections.

### 2.6.8 Significant Unavoidable Adverse Impacts

Several additional intersections are forecasted to operate at LOS E or LOS F under the No Action alternative and with additional traffic due to events at the Arena. On event days, delays would be expected to increase as a result of Arena event traffic and some of these increases may be significant.

## 2.7 Freight and Goods Movement

This section describes the existing, No Action, and future impacts associated with the development alternatives on the movement of freight and goods within the SoDo area.

### 2.7.1 Methodology

The impacts of the alternatives on freight and goods movements are evaluated based on the overall truck volumes, existing and future transportation facilities, and future increases and changes in traffic volumes. This analysis examines the impacts the additional traffic associated with the alternatives have on intersection and arterial performance. Technical data presented in this section is consistent with data presented in the traffic operations section of this report.

### 2.7.2 Affected Environment

#### 2.7.2.1 Transportation Network

The transportation network includes designated truck routes, and Port of Seattle terminal facilities, and rail yards and lines.

Truck Routes

The Major Truck Route designation guides the roadway design as well as traffic management. Local and federal agencies have identified several roadway routes as Seaport Highway Connectors and Intermodal Connectors that provide access between Port facilities and the regional highway system. As shown on

Figure 2–104, several study area roadways are designated as both a Major Truck Route and a Seaport Highway Connector including E. Marginal Way S., SR 99, the West Seattle Bridge, S. Atlantic Street, and S. Royal Brougham Way. In addition, 1st Avenue S., 4th Avenue S., 6th Avenue S., Airport Way S., S. Dearborn Street, S. Holgate Street, and S. Spokane Street including the Viaduct and Swing Bridge are designated as Major Truck Routes.

Port of Seattle Terminals

The Port of Seattle operates four major container terminals (see Figure 2-103) located just south of downtown Seattle: Terminal 5 in West Seattle, Terminal 18 on Harbor Island, and Terminals 25/30 and 46 along East Marginal Way S. These terminals facilitate the transfer of import and export cargo containers between ships and land transportation modes such as railcars or trucks. Terminals 5 and 18 support drayage and intermodal transfers as well as have on-dock rail capability, where containers to a common destination can be loaded directly onto a train at the terminal.

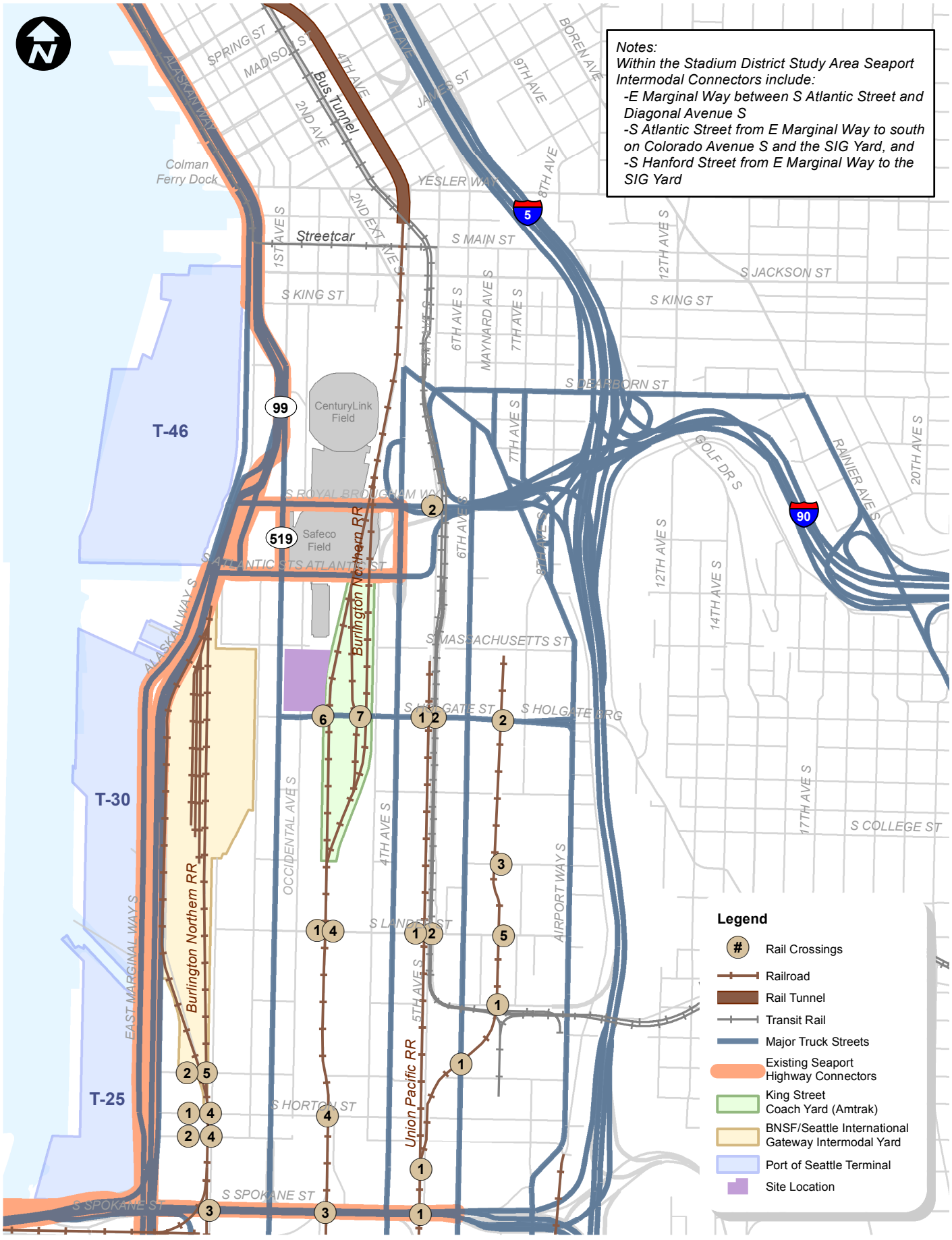
Rail Facilities

Within the study area there are three primary freight rail facilities:

- The BNSF mainline railroad tracks
- The BNSF Seattle International Gateway (SIG Yard)
- The Amtrak Pacific Northwest Headquarters and King Street Coach Yard maintenance facility

These facilities and the existing at-grade crossings are shown on Figure 2-103. In addition to these facilities, the Union Pacific's (UP) Argo Yard located south of S. Spokane Street provides intermodal service to Port of Seattle terminals, but is located outside of the immediate study area.

**BNSF Tracks:** The BNSF mainline runs north-south through the SoDo neighborhood providing rail service between Portland, Seattle, and Vancouver B.C. Within the study area, the mainline runs between 1st Avenue S. and 4th Avenue S. from the Great Northern Tunnel near the 4th Avenue S. / S. Washington Street intersection to south of Spokane Street. Several small spur tracks along the mainline serve adjacent businesses. UP operates a spur track that runs along the west side of 5th Avenue S. / SoDo Busway beginning near S. Massachusetts Street and extending south of the West Seattle Bridge. Smaller spur tracks extend further east across 6th Avenue S. and north along 5th Avenue S. to S. Massachusetts Street. These spur lines allow freight train access to the intermodal facilities, industrial uses in the area, and the Port of Seattle facilities.




# Stadium District Rail and Freight Facilities

*Seattle Arena*

FIGURE
**2-104**

transpoGROUP

**SIG Yard:** The SIG Yard is divided into two facilities, the North SIG Yard, which is accessed by trucks from S. Massachusetts Street at Colorado Avenue, and Main SIG, which is accessed by trucks from S. Hanford Street east of E. Marginal Way. There is no internal truck connection between these two yards. Containers destined to or originating from locations beyond the Pacific Northwest generally make their overland trip by train. This cargo, known as "intermodal," is either loaded on a train on T-5 or T-18 or is trucked between the marine terminal and the near-dock rail yards. All intermodal cargo on the east waterway Terminals 30 and 46, travels by truck.

The lead and tail tracks that connect to the SIG Yard extend along the east side of SR 99 from south of S. Spokane Street through the yard and north, crossing over Alaskan Way to the west side of Alaskan Way, adjacent to Terminal 46. These tracks support both arriving and departing trains as well as train building, in which segments of a train are put together (or taken apart). This activity can block street crossings of the lead or tail tracks for long periods of time. A new Atlantic Street Overcrossing was opened in January 2014 that provides a grade-separated overpass for vehicles to bypass blockages of surface Atlantic Street. Existing conditions were evaluated for 2013 conditions and do not reflect this recent improvement; it is included in the evaluation of future conditions. Train arrivals, departures, and train building activities will continue to block the at-grade crossings located south of the SIG Yard at S. Hanford, Horton, Hinds and Spokane Streets.

**Amtrak Maintenance Facility:** Amtrak's King Street Coach Yard including the Pacific Northwest headquarters and maintenance facility is located adjacent to the proposed Seattle Arena site. The rail yard extends south from Edgar Martinez Drive S. to south of S. Walker Street, east to 3rd Avenue S., and across the rail spur line that serves the King Street Coach Yard. The site currently includes as many as 14 sets of active rail lines. The rail yard serves many functions including locomotive and passenger car maintenance, train washing, and staging / parking as well as significant employee and equipment movement across Holgate Street to the north and south portions of the yard. Along S. Holgate Street a total of 13 rail crossing exist with 9 being active crossings.

#### 2.7.2.2 Traffic Volumes

Traffic counts throughout the SoDo study area generally show trucks dispersed among multiple streets during the weekday PM peak hour. Truck volumes on major arterial truck routes (i.e. S. Atlantic Street, 4th Avenue S., S. Spokane Street) tend to be greater than on local streets as many trucks access the regional freeway via their arterial connections. Roadways in the immediate vicinity of the project site that accommodate local and regional trucks include S. Atlantic Street, S. Holgate Street, 1st Avenue S., and S. Holgate Street. Truck percentages along these routes range from two to seven percent with the highest percentage of traffic along southbound 4th Avenue S. and the highest PM peak hour truck volumes along 1st Avenue S. based on existing traffic counts. As discussed later in this section, truck volumes can vary day-to-day and month-to-month based on activity at the Port of Seattle terminals.

A detailed summary of BNSF mainline rail traffic, including existing rail traffic observations, within the SoDo neighborhood was completed in October 2012 and was presented within the *Coal Traffic Impact Study* (Parametrix). Additional information was collected over a seven-day period in December 2013. Within SoDo, an average of 88 rail movements were observed per day at the BNSF mainline and train maintenance spur track at-grade rail crossings with trains travelling at average speeds of approximately six to eight mph. On average, the rail activity at the BNSF mainline rail crossings at S. Holgate Street, S. Lander Street, and S. Horton Street blocked each roadway an average of 2.5 minutes per closure. This equates to a total daily closure of 3.8 hours over a 24-hour period.

Truck and rail traffic generated by the Port varies by season and day-to-day. The peak season for import cargo usually occurs beginning in September and peaking in October. During these periods, the potential for having multiple ships in port simultaneously exists. Export cargo peaks are typically associated with agricultural exports from Eastern Washington with a peak season that lasts from mid-summer through late fall. Truck volumes fluctuate on a daily basis according to ship arrivals at the terminals and the sizes of those ships, or as a result of multiple ships in port.

Export cargo to be loaded must arrive at the terminal one to three days before the ship arrives in port. Once the ship arrives, the import cargo is unloaded as quickly as possible and intermodal containers (those destined inland via rail) are trucked to the nearby rail terminals for loading onto train cars. Export containers stored in the terminal yard are then loaded onto the ship. The unloading and loading operation is managed to minimize the amount of time the ship spends at the Port. After the ship is unloaded, trucks are dispatched by freight hauling firms to pick up import containers with local or regional destinations. Under normal operations, most of the truck trip activity occurs during the daytime operating hours between 7:30 AM and 5:00 PM. However, extended gate operations, either nighttime or early morning operations, can occur for larger ships if a ship is late in arriving due to inclement weather, or for large volumes of cargo dedicated to a few customers.

Truck traffic to and from Port of Seattle facilities within the SoDo study area is driven by the number of container units handled by the local terminals. A total of 7,230 one-way daily truck trips were generated on average per day by the Port of Seattle terminals based on available data from 2010 when 2.1 million TEUs were processed. In 2012, total tonnage was a little over 10 percent less than processed in 2010, to 1.87 million TEUs in 2012 and data provided by the Port of Seattle suggest a total of 7,300 daily truck trips were generated.

#### 2.7.2.3 Traffic Operations

Potential traffic operations impacts to the movement of freight and goods within the SoDo study area were evaluated based on intersection and corridor operations, and potential rail crossing impacts in the vicinity of the proposed site.

Near the Proposed Arena site, operations at the four intersections shown in Table 2-31 are highly utilized by truck traffic and are shown along with their overall intersection LOS and

average delay for all vehicle types. Specific details regarding the LOS methodology are summarized in the Traffic Operations section.

**Table 2-31**
**Stadium District Existing Weekday PM Peak Hour Intersection Operations at Key Freight Intersections**

| Intersection | Non-Event LOS / delay | With-Event[1] LOS / delay |
|---|---|---|
| 1st Avenue S. / S. Atlantic Street | D / 34 | C / 26 |
| 4th Avenue S. / Edgar Martinez Drive S. | C / 26 | B / 18 |
| 1st Avenue S. / S. Holgate Street | B / 17 | B / 15 |
| 4th Avenue S. / S. Holgate Street / S. Holgate Street | C / 26 | C / 24 |

1. Reflects counts taken for a Sounders FC game with attendance = 38,500

As shown in Table 2-31, all intersections are calculated to operate at LOS D or better under existing non-event and with-event conditions. The LOS reported represents an average delay for the intersection; some movements will operate at a lower level than reported for the overall average. Also, with the high concentrations of pedestrians during events, the analytical tools employed may not fully reflect the level of pedestrian impacts to intersection performance and additional delay may be incurred for right-turning vehicles. Depending on the specific event and attendance, 1st Avenue S. / S. Atlantic Street and 4th Avenue S. / Edgar Martinez Drive S. would experience high levels of pedestrian demands that could contribute to delays in excess of those reported. In addition, general reductions in traffic volumes in the area associated with pre-event conditions may relate to non-event traffic avoiding travel during known event days.

Three corridors within the SoDo study area are heavily utilized by freight truck traffic: S. Atlantic Street – Edgar Martinez Drive S., 1st Avenue S., and 4th Avenue S. Existing travel times along these corridors are summarized in Table 2-32 and specific details regarding the corridor performance methodology are summarized in the Traffic Operations section 2.6.

**Table 2-32**
**Existing Weekday PM Peak Hour Travel Times Non-Event & With-Event Conditions on Key Freight Corridors**

| Extents | Direction | Non-Event (m:ss[1]) | With-Event[2] (m:ss) |
|---|---|---|---|
| 1st Avenue S. from Railroad Way S. to S. Horton Street | NB | 6:16 | 6:31 |
| 1st Avenue S. from S. Horton Street to Railroad Way S. | SB | 6:49 | 6:50 |
| 4th Avenue S. from S. King Street to S. Horton Street | NB | 6:20 | 6:54 |
| 4th Avenue S. from S. Horton Street to S. King Street | SB | 6:54 | 6:57 |
| S. Atlantic Street from 1st Avenue S. to I-90 | EB | 1:39 | 1:24 |
| S. Atlantic Street from I-90 to 1st Avenue S. | WB | 1:23 | 1:18 |

1. m:ss = minutes:seconds
2. Reflects counts taken for a Sounders FC game with attendance = 38,500

As shown in Table 2-32, travel times generally increase along the four routes with the addition of traffic from an event. It is noted that the level of change in travel time may not be intuitive as it related to an event with an approximate attendance of 38,500 people. A number of factors appear to contribute to these conditions:

- The observed event was Sounders FC soccer game and while no specific data relative to mode split or net vehicle demands is available, anecdotal evidence suggests a higher reliance on non-auto travel than occurs in relation to other Stadium District events of similar attendance.
- Repeated traffic counts for other events in the area also suggest minimal local street system impacts during weekday PM peak hour conditions.
- Local businesses and downtown motorists who are aware of a pending event adjust their travel behavior, either by time or mode, to avoid being caught in event-related congestion. Depending on the size of event, the adjusted background traffic appears to partially, if not substantially offset the added weekday PM peak hour traffic due to the event.

There are at-grade rail crossings throughout SoDo and the Duwamish area impacting arterial operations along S. Holgate Street and S. Lander Street with related secondary impacts to the 1st Avenue S. and 4th Avenue S. corridors. Vehicular queues from rail crossings along S. Holgate and S. Lander Streets between 1st and 4th Avenues S. often extend into 1st and 4th Avenues S. This issue along 1st and 4th Avenues S. is further compounded with through traffic being obstructed (or blocked) by the rail crossing queues resulting in even longer queues and more congestion. Because of this, the effects of the rail crossings on S. Holgate Street and S. Lander Street on 1st Avenue S. and 4th Avenue S. were assessed using the VISSIM model. Existing rail crossing impacts using queue lengths on the adjacent arterials are summarized in Table 2-33 and described in further detail in the Traffic Operations section 1-28.

**Table 2-33**
**S. Holgate Street and S. Lander Street Rail Crossing Summary – Existing PM Peak Hour**

| | Scenario | Arterial Direction | Maximum Arterial Queue Length[1] |
|---|---|---|---|
| S. Holgate Street Crossing | Weekday PM Peak Hour Non-Event | NB[2] 1st Ave S. | 420 ft |
| | | SB 1st Ave S. | 350 ft |
| | | NB 4th Ave S. | 310 ft |
| | | SB 4th Ave S. | 390 ft |
| | Weekday PM Peak Hour With-Event[3] | NB 1st Ave S. | 270 ft |
| | | SB 1st Ave S. | 330 ft |
| | | NB 4th Ave S. | 380 ft |
| | | SB 4th Ave S. | 890 ft |
| S. Lander Street Crossing | Weekday PM Peak Hour Non-Event | NB 1st Ave S. | 310 ft |
| | | SB 1st Ave S. | 430 ft |
| | | NB 4th Ave S. | 300 ft |
| | | SB 4th Ave S. | 400 ft |
| | Weekday PM Peak Hour With-Event | NB 1st Ave S. | 620 ft |
| | | SB 1st Ave S. | 510 ft |
| | | NB 4th Ave S. | 300 ft |
| | | SB 4th Ave S. | 690 ft |

1. The reported maximum queue length is an average of the maximum queue lengths recorded across 10 simulation runs and represents the greater of a turning movement towards the rail crossing or the throughout movement along the corridor. Queue lengths are rounded up to the nearest 10 feet and reflect an average gate down time of approximately 8.5 minutes.
2. NB = northbound, SB = southbound
3. Sounders FC game with attendance = 38,500

Rail crossing gates are activated approximately 8.5 minutes during the weekday PM peak hour. As shown in Table 2-33, queue lengths along 1st Avenue S. and 4th Avenue S. typically increase with the occurrence of the Sounders FC game.

The northbound 1st Avenue S. queue at S. Holgate Street is shown to decrease and occurs as a result of increased upstream northbound congestion at 1st Avenue S. / S. Lander Street. When considered in the context of modest changes in LOS and travel times due to the same event, it illustrates the significance of gate closure on traffic operations.

### 2.7.3 Impacts of No Action Alternative

Forecast conditions under the No Action alternative for freight and goods movement within the SoDo study are described in the following sections.

#### 2.7.3.1 Transportation Network

Several planned projects were identified that may alter truck travel routes within the study area as summarized in the Street System section 2-1.

- Alaskan Way Viaduct Replacement
    - In addition to the circulation changes associated with the South Portal, a secondary project that includes the grade separation from E. Marginal Way and Alaskan Way S. to S. Atlantic Street when trains block S. Atlantic Street between Alaskan Way S. and Colorado Avenue S. is underway. This project is referred to as the little 'h.' This project is included in analysis of 2018 and 2030 conditions.
- S. Lander Street Grade Separation
    - This project would grade separate vehicular, pedestrian, bike, and truck traffic from rail traffic on S. Lander Street at the existing BNSF mainline rail crossing between 1st Avenue S. and 4th Avenue S. Improved delays and reliably reduced congestion from this rail crossing could result in increased truck traffic along this roadway. This project is not included in 2018 or 2030 analyses since it is currently unfunded.
- Waterfront Seattle
    - This project would create a continuous public waterfront between S. King Street and Bell Street, and may attract some increase in truck traffic. This project is included in analysis of 2018 and 2030 conditions.

#### 2.7.3.2 Traffic Volumes

Within the SoDo study area general freight movement volumes are anticipated to increase similarly to background conditions with the exception of Port of Seattle traffic that is directly linked to the number of container units processed. In general, the proportion of truck traffic along study area roadways were assumed equal to existing conditions with adjustments made to reflect forecast increases in Port of Seattle handling and the addition of event related vehicular trips that primarily consist of passenger car travel.

Under future conditions Port of Seattle terminals within the SoDo neighborhood will operate similarly to existing conditions but with an increased amount of processed cargo. The Port of Seattle anticipates increasing the number of shipping containers it processes to 3.5 million TEUs by 2030, which exceeds recent growth trends. The Port of Seattle has indicated that this increase will result in the need to expand the Port's operating hours beyond the typical operating hours of 7:30 AM and 5:00 PM currently in place today such that approximately

20 percent of the container volume is processed between 6:00 and 11:00 PM. For analyses of 2018 conditions, 2.41 million TEUs were forecast for Port of Seattle activity by interpolating between 2012 and 2030 processing rates. Overall growth in container processing is estimated at 29 percent by 2018 and 87 percent by 2030 based on Port of Seattle estimates, when compared with 2012 levels.

As a result of this increased activity, truck trips to and from Port of Seattle facilities would also increase. As previously described, a total of 7,300 one-way daily truck trips were generated on average per day by the Port of Seattle terminals in 2012. Information provided by the Port of Seattle indicates that Port facilities could generate up to 13,700 one-way daily truck trips by 2030.

Anticipated changes to both freight and passenger rail activity within the study area are summarized in Table 2-34. Note that the changes shown for passenger rail activity do not reflect the total number of rail crossings under existing and future conditions. The forecast passenger rail crossings reflect increases in scheduled train activity for which fares are paid. The proportionate increases in scheduled activity were also applied to passenger train switching activity. Freight rail crossings are forecast to increase consistent with increases in forecast Port of Seattle activity with forecast increases in coal train activity added. Analysis of rail activity is based on observed scheduled and unscheduled activity and was proportionally increased based on forecast increase in activity.

**Table 2-34**
**Anticipated Future Changes to Daily Rail Activity**

| Operator | 2013 | 2018 | 2030 |
|---|---|---|---|
| SoundTransit[1] | 20 scheduled train crossings | 26 scheduled train crossings (+30 percent from 2013) | 26 scheduled train crossings *estimated[2] (+30 percent from 2013) |
| Amtrak Cascades[3] | 10 scheduled crossings | 16 scheduled train crossings (+60 percent from 2013) | 26 scheduled train crossings (+160 percent from 2013) |
| Freight Rail[4] | 70 train crossings[5] | 100 train crossings *estimated[6] (+43 percent from 2013) | 149 train crossings *estimated[6] (+113 percent from 2013) |

1. Current Sound Transit schedule (April 2013) and *2013 Service Implementation Plan* (Sound Transit, December 2012).
2. 2030 Sound Transit train crossings were assumed to increase similarly from 2018 to 2030 as from 2013 to 2018, resulting in two addition crossings.
3. Current Amtrak schedule, *Amtrak Cascades Mid-Range Plan* (WSDOT, December 2008), and *Long Range Plan for Amtrak Cascades* (WSDOT, February 2006).
4. Includes coal train activity.
5. Existing freight rail includes all observed freight rail activity including existing coal train activity.
6. Future freight rail accounts for general freight rail activity increases consistent with forecast Port of Seattle container processing and forecast increases in coal train activity.

### 2.7.3.3 Traffic Operations

Intersection operations at the four intersections highly utilized by truck traffic near the Proposed Arena site are shown in Table 2-35 for 2018 and 2030 conditions. Results shown are consistent with the analysis presented in the Traffic Operations. Existing operations are also included for comparison.

**Table 2-35**
**Stadium District No Action Weekday PM Peak Hour Intersection Operations at Key Freight Intersections**

| | Intersection | Case S1 LOS / delay | Case S2 LOS / delay | Case S3 LOS / delay |
|---|---|---|---|---|
| 2018 | 1st Avenue S. / S. Atlantic Street | F / 89 (D / 34)[1] | F / >180 | F / >180 |
| | 4th Avenue S. / Edgar Martinez Drive S. | E / 73 (C / 26) | F / 89 | F / 105 |
| | 1st Avenue S. / S. Holgate Street | C / 30 (B / 17) | D / 38 | D / 42 |
| | 4th Avenue S. / S. Holgate Street | D / 42 (C / 26) | D / 55 | E / 59 |
| 2030 | 1st Avenue S. / S. Atlantic Street | F / >180 | F / >180 | F / >180 |
| | 4th Avenue S. / Edgar Martinez Drive S. | F / >180 | F / >180 | F / >180 |
| | 1st Avenue S. / S. Holgate Street | D / 52 | E / 78 | F / 91 |
| | 4th Avenue S. / S. Holgate Street | F / 104 | F / 162 | F / 170 |

1. (x) - Existing condition non-event operations provided for comparison.

As shown in Table 2-35, the 1st Avenue S. / S. Atlantic Street intersection is anticipated to operate at LOS F under 2018 non-event conditions. This doubling of delay is a result of general growth, the effects of shifted traffic due to the completion of the Alaskan Way Viaduct South Portal improvements and diversion of traffic from S. Holgate Street and S. Lander Street due to increased rail closure activity. Under Case S2 or S3, overall intersection operations are calculated to further worsen and remain at LOS F with the addition of event traffic. In addition, the 4th Avenue S. / Edgar Martinez Drive S. intersection is forecast to operate at LOS E under Case S1 and LOS F under both Case S2 and Case S3. The 4th Avenue S. / S. Holgate Street intersection is anticipated to worsen to LOS E under Case S3. 1st Avenue S. / S. Holgate Street is anticipated to remain at LOS D or better under all 2018 No Action conditions.

Under 2030 conditions, all four intersections would operate at LOS E or LOS F for all event scenarios with the exception of 1st Avenue S. / S. Holgate Street which would operate at LOS D under no event (Case S1) conditions.

It is noted that all future estimates of event traffic volumes are simply additive to No Action conditions. While existing counts and analysis show modest impacts to traffic volumes and operations on event days, this additive approach likely overestimates future traffic and congestion related to events. However, it does provide a consistent basis for comparing

alternatives. There is no reliable way to assess the amount of diverted non-event traffic likely to occur for any given event.

Table 2-36 summarizes the calculated weekday PM peak hour travel times along the key corridors utilized for freight and goods movement under 2018 conditions on the defined routes. Table 2-37 summarizes the calculated travel times under 2030 conditions. No Action results conditions are shown in parentheses and provided for comparison purposes.

**Table 2-36**
**Stadium District 2018 No Action Weekday PM Peak Hour**
**Freight Corridor Travel Times**

| Extents | Direction | Case S1 (m:ss[1]) | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|
| 1st Avenue S from Horton Street to Railroad Way | NB | 8:50 (6:16)[2] | 14:44 | 17:46 |
| 1st Avenue S from Railroad Way to Horton Street | SB | 8:04 (6:49) | 8:52 | 9:30 |
| 4th Avenue S from Horton Street to King Street | NB | 8:29 (6:20) | 10:48 | 11:42 |
| 4th Avenue S from King Street to Horton Street | SB | 12:19 (6:54) | 17:18 | 18:37 |
| S Atlantic Street from 1st Avenue S to I-90 | EB | 2:02 (1:39) | 2:40 | 3:03 |
| S Atlantic Street from I-90 to 1st Avenue S | WB | 2:22 (1:23) | 7:54 | 10:39 |

1. m:ss = minutes:seconds
2. (x) - Existing travel times provided for comparison.

As shown in Table 2-36:

- Travel times for freight corridors under 2018 conditions would increase by as much as approximately 11 to 12 minutes, depending on route, travel direction, and event case.
- Freight corridor travel times along 4th Avenue S. under 2018 conditions are forecasted to exceed 10 minutes with Case S1 and S2 traffic, and exceed 15 minutes for northbound 1st Avenue S. and southbound 4th Avenue S. with Case S3 traffic.
- Eastbound freight corridor travel times along S. Atlantic Street are expected to increase but less so than other routes. This direction of travel is opposite the inbound event flows, minimizing the increase in travel times. S. Atlantic Street is also subject to TCPs at Occidental Avenue S. and the Safeco Field parking garage. Event traffic control could increase S. Atlantic Street travel times beyond what is reported.

As described earlier, the actual impact due to event traffic is likely to be less than reflected herein since no assumed diversion or reduction in non-event traffic is assumed.

**Table 2-37**
**Stadium District 2030 No Action Weekday PM Peak Hour**
**Freight Corridor Travel Times**

| Extents | Direction | Case S1 (m:ss[1]) | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|
| 1st Avenue S from Horton Street to Railroad Way | NB | 9:56 (6:16)[2] | 17:10 | 20:15 |
| 1st Avenue S from Railroad Way to Horton Street | SB | 9:01 (6:49) | 10:19 | 11:29 |
| 4th Avenue S from Horton Street to King Street | NB | 13:13 (6:20) | 18:07 | 19:28 |
| 4th Avenue S from King Street to Horton Street | SB | 17:59 (6:54) | 23:18 | 24:44 |
| S Atlantic Street from 1st Avenue S to I-90 | EB | 8:27 (1:39) | 9:35 | 10:15 |
| S Atlantic Street from I-90 to 1st Avenue S | WB | 3:15 (1:23) | 11:37 | 14:36 |

1. m:ss = minutes:seconds
2. (x) - Existing non-event travel times provided for comparison.

As shown in Table 2-37:

- Under 2030 conditions freight corridor travel times are generally similar but worse than 2018 conditions. Increases range from approximately 2 minutes to 18 minutes when compared to existing conditions.
- Travel time changes result from small changes in forecast volumes at some study intersections and additional diversion from congested freeways as forecast in the Alaskan Way Viaduct Replacement study.

As described earlier, the actual impact due to event traffic is likely to be less than reflected herein since no assumed diversion or reduction in non-event traffic is assumed.

Rail activity assumed for future conditions was increased beyond existing conditions for both passenger and freight rail activity. Additional details are provided in the Traffic Operations section 2.6. Total crossing gate arm down times and queue lengths along 1st Avenue S. and 4th Avenues S. are summarized in Table 2-38. Maximum queue lengths are reported along 1st and 4th Avenues S. because rail crossing impacts along S. Holgate and S. Lander Streets cause queues to extend into the 1st and 4th Avenues S. intersections.

**Table 2-38**
**No Action S. Holgate Street and S. Lander Street Rail Crossing Impact Summary**

| | Scenario | Gate Down Time (m:ss)[1] | Arterial Direction | Maximum Arterial Queue Length[2] | | |
|---|---|---|---|---|---|---|
| | | | | Existing[3] | 2018 | 2030 |
| S. Holgate Street Crossing | Weekday PM Peak Hour Case S1 | Existing = 8:30<br>2018 = 20:30<br>2030 = 41:45 | NB[4] 1st Ave S. | 420 | 640 | 960 |
| | | | SB 1st Ave S. | 350 | 380 | 1,280 |
| | | | NB 4th Ave S. | 310 | 550 | 370 |
| | | | SB 4th Ave S. | 390 | 1,520 | 3,400 |
| | Weekday PM Peak Hour Case S2 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 420 | 1,300 | 1,120 |
| | | | SB 1st Ave S. | 350 | 440 | 900 |
| | | | NB 4th Ave S. | 310 | 620 | 950 |
| | | | SB 4th Ave S. | 390 | 1,640 | 1,710 |
| | Weekday PM Peak Hour Case S3 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 420 | 1,450 | 1,320 |
| | | | SB 1st Ave S. | 350 | 450 | 1,120 |
| | | | NB 4th Ave S. | 310 | 630 | 1,070 |
| | | | SB 4th Ave S. | 390 | 1,620 | 1,100 |
| S. Lander Street Crossing | Weekday PM Peak Hour Case S1 | Existing = 8:30<br>2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 310 | 460 | 1,150 |
| | | | SB 1st Ave S. | 430 | 540 | 510 |
| | | | NB 4th Ave S. | 300 | 370 | 330 |
| | | | SB 4th Ave S. | 460 | 670 | 1,190 |
| | Weekday PM Peak Hour Case S2 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 310 | 870 | 550 |
| | | | SB 1st Ave S. | 430 | 580 | 700 |
| | | | NB 4th Ave S. | 300 | 420 | 470 |
| | | | SB 4th Ave S. | 460 | 740 | 490 |
| | Weekday PM Peak Hour Case S3 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 310 | 720 | 730 |
| | | | SB 1st Ave S. | 430 | 570 | 740 |
| | | | NB 4th Ave S. | 300 | 430 | 470 |
| | | | SB 4th Ave S. | 460 | 650 | 510 |

1. Gate down times reported are approximate and may range +/- 1 minutes. Variance due to multiple seeds and VISSIM modeling methodology.
2. The reported maximum queue length is an average of the maximum queue lengths recorded across 10 simulation runs and represents the greater of a turning movement towards the rail crossing or the throughout movement along the corridor. Queue lengths are rounded up to the nearest 10 feet.
3. Representative of non-event case.
4. NB = northbound, SB = southbound

As shown in Table 2-38:

- Rail crossing gates are activated approximately 17 to 20 minutes during the weekday PM peak hour in 2018 and 41 to 44 minutes in 2030.
- Queues generally increase with traffic growth under future conditions and/or the addition of event generated traffic. However, some are shown to decrease. Note that where this occurs is due to upstream congestion in the simulation model that is caused by increased traffic volumes or rail crossing closure time.

## 2.7.4 Impacts of Alternative 2

Major truck routes surrounding the site could be intermittently impacted by construction. A construction management plan would be developed to minimize any street closures or other impacts as a result of the Seattle Arena construction. This management plan would include use of manual flaggers and signs to help vehicle circulation. In addition, key stakeholders would be notified of any major roadway closures.

Forecast conditions for freight and goods movement within the SoDo study with a 20,000 attendee event at the proposed Stadium District site are described in the following sections.

### 2.7.4.1 Transportation Network

With the construction of the Proposed Arena, the only change to the existing freight system assumed in the analysis is the vacation of Occidental Avenue S. between S. Massachusetts Street and S. Holgate Street. This change does not impact any of the major freight routes within the study area but would divert local truck deliveries for businesses along Occidental Avenue S., north of S. Massachusetts Street and along S. Massachusetts Street east of 1st Avenue S.

### 2.7.4.2 Traffic Volumes

With the addition of event traffic to SoDo study area roadways, truck and rail traffic volumes would not be directly impacted except for local truck patterns impacted by the vacation of Occidental Avenue S. Truck and rail volumes would generally remain the same as No Action conditions for purposes of assessing the alternative generated impacts. Some degree of "event traffic avoidance" may occur similar to existing conditions.

### 2.7.4.3 Traffic Operations

Intersection operations at the four intersections highly utilized by truck traffic near the Proposed Arena site are shown in Table 2-39 for 2018 and 2030 conditions.

**Table 2-39**
**Stadium District Alternative 2 Weekday PM Peak Hour Intersection Operations at Key Freight Intersections**

| | Intersection | Case S1 LOS / delay | Case S2 LOS / delay | Case S3 LOS / delay |
|---|---|---|---|---|
| 2018 | 1st Avenue S. / S. Atlantic Street | F / 164 (F / 89)[1] | F / >180 (F / >180) | F / >180 (F / >180) |
| | 4th Avenue S. / Edgar Martinez Drive S. | F/ 95 (E / 73) | F / 115 (F / 89) | F / 132 (F / 105) |
| | 1st Avenue S. / S. Holgate Street | D / 35 (C / 30) | D / 46 (D / 38) | D / 55 (D / 42) |
| | 4th Avenue S. / S. Holgate Street | E / 57 (D / 42) | F / 84 (D / 55) | F / 93 (E / 59) |
| 2030 | 1st Avenue S. / S. Atlantic Street | F / >180 (F / >180) | F / >180 (F / >180) | F / >180 (F / >180) |
| | 4th Avenue S. / Edgar Martinez Drive S. | F / >180 (F / >180) | F / >180 (F / >180) | F / >180 (F / >180) |
| | 1st Avenue S. / S. Holgate Street | E / 68 (D / 52) | F / 101 (E / 78) | F / 112 (F / 91) |
| | 4th Avenue S. / S. Holgate Street | F / 164 (F / 104) | F / >180 (F / 162) | F / >180 (F / 170) |

1. (x) - No Action operations provided for comparison.

As shown in Table 2-39, all intersections are anticipated to operate at LOS E or LOS F with the addition of Arena traffic to 2018 conditions under any analysis case with the exception of 1st Avenue S. / S. Holgate Street.

Under 2030 conditions, all four intersections are estimated to operate at LOS E or LOS F with the addition of event traffic and are all worse than No Action conditions. With additional event traffic LOS values would remain the same as 2030 Arena-only conditions but delays would further increase when multiple events occur.

These increases in LOS / delay at key intersections under both 2018 and 2030 conditions would similarly increase delays for freight trucks travelling through these intersections. As shown, the results for both 2018 and 2030 conditions with only Arena event traffic are similar to and slightly better than No Action conditions with only a Mariners event.

As described earlier, all future event cases (Cases S1 to S3) likely overestimate actual demands and thus congestion during these periods since no reduction in non-event traffic was assumed.

Table 2-40 summarizes the calculated weekday PM peak hour travel times along the key corridors for freight movement under 2018 conditions on the defined routes. Table 2-40 summarizes the calculated travel times under 2030 conditions. No Action results conditions are shown in parentheses and provided for comparison purposes.

**Table 2-40**
**Stadium District 2018 Alternative 2 Weekday PM Peak Hour Freight Corridor Travel Times**

| Extents | Direction | Case S1 (m:ss)[1] | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|
| 1st Avenue S from Horton Street to Railroad Way | NB | 11:16 (8:50)[2] | 20:58 (14:44) | 24:53 (17:46) |
| 1st Avenue S from Railroad Way to Horton Street | SB | 8:29 (8:04) | 9:37 (8:52) | 10:56 (9:30) |
| 4th Avenue S from Horton Street to King Street | NB | 10:06 (8:29) | 13:56 (10:48) | 14:59 (11:42) |
| 4th Avenue S from King Street to Horton Street | SB | 17:22 (12:19) | 22:18 (17:18) | 23:53 (18:37) |
| S Atlantic Street from 1st Avenue S to I-90 | EB | 2:08 (2:02) | 2:39 (2:40) | 3:01 (3:03) |
| S Atlantic Street from I-90 to 1st Avenue S | WB | 4:36 (2:22) | 12:38 (7:54) | 15:48 (10:39) |

1. m:ss = minutes:seconds
2. (x) - No Action travel times provided for comparison.

As shown in Table 2-40 and Table 2-41:

- Freight corridor travel times increase with the addition of Arena event traffic with the exception of eastbound S. Atlantic Street. Changes in 2018 range from approximately 0.25 minutes to 5 minutes under Case S1, to 1.25 minutes to 7 minutes under Case S3. Under 2030 the range of increases is similar to 2018 conditions.

- In general, the direction of travel for each freight corridor travel time route that serves vehicles arriving for the Arena event (i.e. northbound 1st Avenue S.) experiences the greatest travel time increase while the opposing direction experiences a lesser increase (i.e. southbound vs. northbound 1st Avenue S.).

- Some routes show a small improvement in freight corridor travel time as a result the signal timing optimization procedures, but in general travel time routes will increase as a result of Arena traffic.

- Travel times for freight corridor routes with only an Arena event are generally less than the No Action Case S2 (Mariners only) conditions. Travel times for specific routes and directions are calculated to see large increases with multiple concurrent events (i.e. northbound 1st Avenue S., eastbound S. Atlantic Street).

- The patterns of travel time changes resulting from an Arena event are similar between 2018 and 2030 conditions with 2030 travel times generally greater than 2018 conditions.

As described earlier, all future event cases (Cases S1 to S3) likely overestimate actual demands and thus congestion during these periods since no reduction in non-event traffic was assumed.

**Table 2-41**
**Stadium District 2030 Alternative 2 Weekday PM Peak Hour Freight Corridor Travel Times**

| Extents | Direction | Case S1 (m:ss)[1] | Case S2 (m:ss) | Case S3 (m:ss) |
|---|---|---|---|---|
| 1st Avenue S from Horton Street to Railroad Way | NB | 15:00 (9:56)[2] | 24:37 (17:10) | 28:33 (20:15) |
| 1st Avenue S from Railroad Way to Horton Street | SB | 9:17 (9:01) | 10:42 (10:19) | 12:04 (11:29) |
| 4th Avenue S from Horton Street to King Street | NB | 16:42 (13:13) | 22:51 (18:07) | 24:39 (19:28) |
| 4th Avenue S from King Street to Horton Street | SB | 23:17 (17:59) | 28:40 (23:18) | 30:26 (24:44) |
| S Atlantic Street from 1st Avenue S to I-90 | EB | 9:36 (8:27) | 11:18 (9:35) | 12:01 (10:15) |
| S Atlantic Street from I-90 to 1st Avenue S | WB | 9:05 (3:15) | 18:30 (11:37) | 21:57 (14:36) |

1. m:ss = minutes:seconds
2. (x) - No Action travel times provided for comparison.

Rail activity assumed in the modeling is consistent with the level of rail activity identified for the No Action alternative. The traffic volumes in VISSIM were updated to reflect the forecast traffic volumes for the Alternative 2 event analysis cases. Total crossing gate arm down times and queue lengths along 1st and 4th Avenues S. are summarized in Table 2-42, and are the same as assumed for the No Action conditions.

**Table 2-42**
**Alternative 2 S. Holgate Street and S. Lander Street Rail Crossing Impacts Summary**

| | Scenario | Alt 2 Gate Down Time (m:ss) | Arterial Direction | Maximum Arterial Queue Length[1] | | | |
|---|---|---|---|---|---|---|---|
| | | | | 2018 No Action | 2018 Alt 2 | 2030 No Action | 2030 Alt 2 |
| S. Holgate Street Crossing | Weekday PM Peak Hour Case S1 | 2018 = 20:30<br>2030 = 41:45 | NB[2] 1st Ave S. | 640 | 1,490 | 960 | 960 |
| | | | SB 1st Ave S. | 380 | 460 | 1,280 | 720 |
| | | | NB 4th Ave S. | 550 | 450 | 370 | 1,130 |
| | | | SB 4th Ave S. | 1,520 | 1,590 | 3,400 | 1,680 |
| | Weekday PM Peak Hour Case S2 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 1,300 | 1,870 | 1,120 | 1,340 |
| | | | SB 1st Ave S. | 440 | 470 | 900 | 920 |
| | | | NB 4th Ave S. | 620 | 500 | 950 | 1,760 |
| | | | SB 4th Ave S. | 1,640 | 1,570 | 1,710 | 800 |
| | Weekday PM Peak Hour Case S3 | 2018 = 20:30<br>2030 = 41:45 | NB 1st Ave S. | 1,450 | 2,400 | 1,320 | 1,600 |
| | | | SB 1st Ave S. | 450 | 490 | 1,120 | 1,050 |
| | | | NB 4th Ave S. | 630 | 510 | 1,070 | 2,090 |
| | | | SB 4th Ave S. | 1,620 | 1,640 | 1,100 | 800 |
| S. Lander Street Crossing | Weekday PM Peak Hour Case S1 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 460 | 840 | 1,150 | 540 |
| | | | SB 1st Ave S. | 540 | 300 | 510 | 260 |
| | | | NB 4th Ave S. | 370 | 340 | 330 | 430 |
| | | | SB 4th Ave S. | 670 | 590 | 1,190 | 450 |
| | Weekday PM Peak Hour Case S2 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 870 | 1,770 | 550 | 790 |
| | | | SB 1st Ave S. | 580 | 290 | 700 | 290 |
| | | | NB 4th Ave S. | 420 | 380 | 470 | 500 |
| | | | SB 4th Ave S. | 740 | 550 | 490 | 380 |
| | Weekday PM Peak Hour Case S3 | 2018 = 17:30<br>2030 = 44:00 | NB 1st Ave S. | 720 | 1,780 | 730 | 920 |
| | | | SB 1st Ave S. | 570 | 290 | 740 | 270 |
| | | | NB 4th Ave S. | 430 | 390 | 470 | 530 |
| | | | SB 4th Ave S. | 650 | 590 | 510 | 370 |

1. The reported maximum queue length is an average of the maximum queue lengths recorded across 10 simulation runs and represents the greater of a turning movement towards the rail crossing or the throughout movement along the corridor. Queue lengths are rounded up to the nearest 10 feet.
2. NB = northbound, SB = southbound

As shown in Table 2-42:

- Rail crossing gates are activated approximately 17 to 20 minutes during the weekday PM peak hour in 2018 and 41 to 44 minutes in 2030.
- Queues generally increase with traffic growth under future conditions and/or the addition of event generated traffic. However, some are shown to decrease. Note that

where this occurs is due to upstream congestion in the simulation model that is caused by increase traffic volumes or rail crossing closure time.

### 2.7.5 Impacts of Alternative 3

Major truck routes surrounding the site could be intermittently impacted by construction. A construction management plan would be developed to minimize any street closures or other impacts as a result of the arena construction. This management plan would include the use of manual flaggers and signs to help vehicle circulation. In addition, key stakeholders would be notified of any major roadway closures.

Alternative 3 includes the development of an 18,000-person capacity arena on the same site evaluated for Alternative 2. In general, impacts to freight and goods anticipated under Alternative 3 would be slightly less than reported for Alternative 2. Overall traffic volumes for Alternative 3 are approximately one percent less during the weekday PM peak hour under both 2018 and 2030 conditions.

### 2.7.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3.

- Port of Seattle protocols
- Public information coordinator
- Construction management plan
- Proportionate share contribution towards S. Lander Street Grade Separation
- Transportation Management Plan
- Pedestrian access improvements

### 2.7.7 Secondary and Cumulative Impacts

As described previously, there would be direct impacts to the movement of freight and goods caused by an increase in traffic volumes and congestion for the No Action Alternative by 2018 and 2030. These impacts would be increased on game days. Secondary and cumulative impacts to other motorists could occur by truck drivers choosing to reroute to avoid congestion at specific intersections.

Changes in Port of Seattle operations could change the amount of heavy trucks on some routes through the Stadium District, especially if service hours are extended later in the day and into

the evening. This could add delay and congestion on arterial streets and intersections in the project vicinity, and add delay to some surface transit routes in SoDo.

### 2.7.8 Significant Unavoidable Adverse Impacts

Several additional intersections are forecast to operate at LOS E or LOS F under No Action conditions, and with additional traffic due to events at the Arena. On event days, delays would be expected to increase as a result of Arena event traffic. These conditions would impact freight activity to the extent identified in the impact analysis.

## 2.8 Parking

SMC parking requirements would be reviewed as part of the Master Use Permit application. The proposal includes approximately 100 parking spaces on-site for players, couches, and staff. The remainder of the parking for attendees would be provided through shared parking agreements with existing parking facilities not associated with the Arena and/or through an Arena parking garage located south of Occidental on the South Warehouse site. This initial evaluation assumes parking would be provided through shared parking agreements. An evaluation of the potential South Warehouse parking is described in Section 2.12 and in Section 2.8.4.4. The remainder of this discussion focuses on the impact of the Arena's parking demand on the existing and future parking supply in the study area.

### 2.8.1 Methodology

The following describes the general approach to the parking analysis:

- Establish the study area and appropriate time period for the evaluation
- Document existing parking for non-event conditions to provide an understanding of the underlying parking without an event
- Document existing parking with an event to provide an illustration of actual parking demand associated with observations during a Mariners game with over 20,000 attendees
- Examine effect of future "pipeline" development on parking supply and demand under the No Action Alternative
- Evaluate No Action conditions associated with the existing event venues (Safeco Field and the CenturyLink Field Event Center) to provide a basis for understanding the impact of the Proposed Arena on multiple event conditions
- Add parking demand for the Arena to each of the defined No Action baseline event cases as well as account for displaced parking due to the Arena and compare with Arena parking demand to the No Action condition to identify impacts of Alternatives 2 and 3

- Identify mitigation strategies, where appropriate, to reduce the effect of the identified Alternative 2 and 3 impacts

The balance of this methodology section describes the study area for the parking analysis, how the Stadium District parking patterns were used to determine the analysis time periods, and parking supply assumptions. Parking demand assumptions specific to existing and future conditions are described in the individual Affected Environment, No Action, and Alternative 2 sections.

#### 2.8.1.1 Study Area

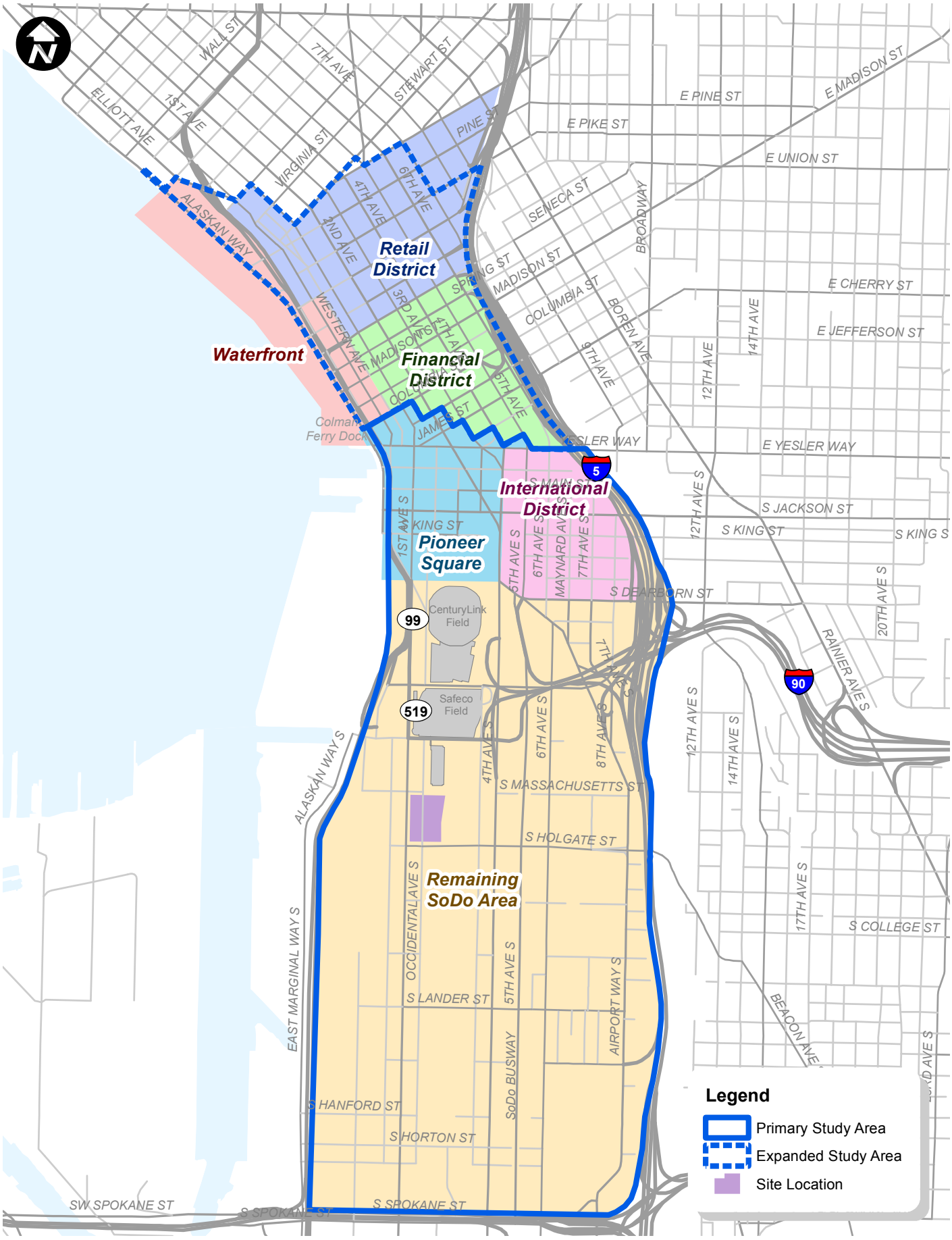
The study area evaluated for parking is shown on Figure 2–105. Because of the size of the nearby event venues, the study area for parking is larger than would otherwise be needed if the Arena were located independent of other large event sites.

I-5 creates a physical barrier in the study area with little to no pedestrian connections from parking areas between the Stadium District site and parking areas east of I-5; therefore, the study area includes only the areas west of I-5 where there are viable pedestrian connections to the Arena site. The study area was further subdivided into primary and expanded study areas. The primary study area is considered within an approximate one-mile radius of the Stadium District site. It includes the neighborhoods of Pioneer Square, International District and SoDo, and extends from just north of Yesler Street to Spokane Street on the south. This area represents an approximate 5- to 20-minute walking distance for Seattle Arena event attendees.

An expanded study area was also evaluated considering the CBD. The evaluation of the expanded study area helps accommodate parking associated with larger multi-event cases at either CenturyLink Field or Safeco Field. The CBD is divided into three subareas – waterfront, financial, and retail to provide an understanding of the Arena impacts within the larger CBD.

#### 2.8.1.2 Analysis Time Periods

Event arrival patterns shown on Figure 1–4 (on page 1-17) suggest Arena arrivals would generally begin between two-and three-hours prior to the start. The 2012-2013 NBA, 2011-2013 NHL, and 2012 WNBA schedules indicate the typical start time for Arena sporting events is around 7:00 PM. To determine the parking analysis period, existing non-event and Arena hourly parking demands for weekday and weekend conditions between 4:00 and 8:00 PM were examined assuming a 7:00 PM game start.




# Stadium District Parking Study Area

*Seattle Arena*

FIGURE
**2-105**

transpoGROUP

Weekday

The following figures illustrate the hourly parking demand for the existing weekday non-event, Arena only, and combine non-event and Arena conditions. Figure 2–106 illustrates the weekday hourly demand in the study area and shows that parking demand decreases sharply until about 6:00 PM. Between 6:00 and 7:00 PM a slight increase in parking was observed, coinciding with arrivals for evening activities in some neighborhoods. Figure 2–107 shows Arena-only hourly parking demand for a 7:00 PM start time. A majority of vehicles associated with the Arena would be parked by 7:00 PM with approximately five percent of the vehicles arriving after the game starts. Figure 2–108 illustrates the total (non-event plus Arena) hourly parking demand, and shows that on weekdays the peak occurs at 7:00 PM (start time).

**Figure 2–106 Stadium District Hourly Parking Demand – Weekday: Non-Event**

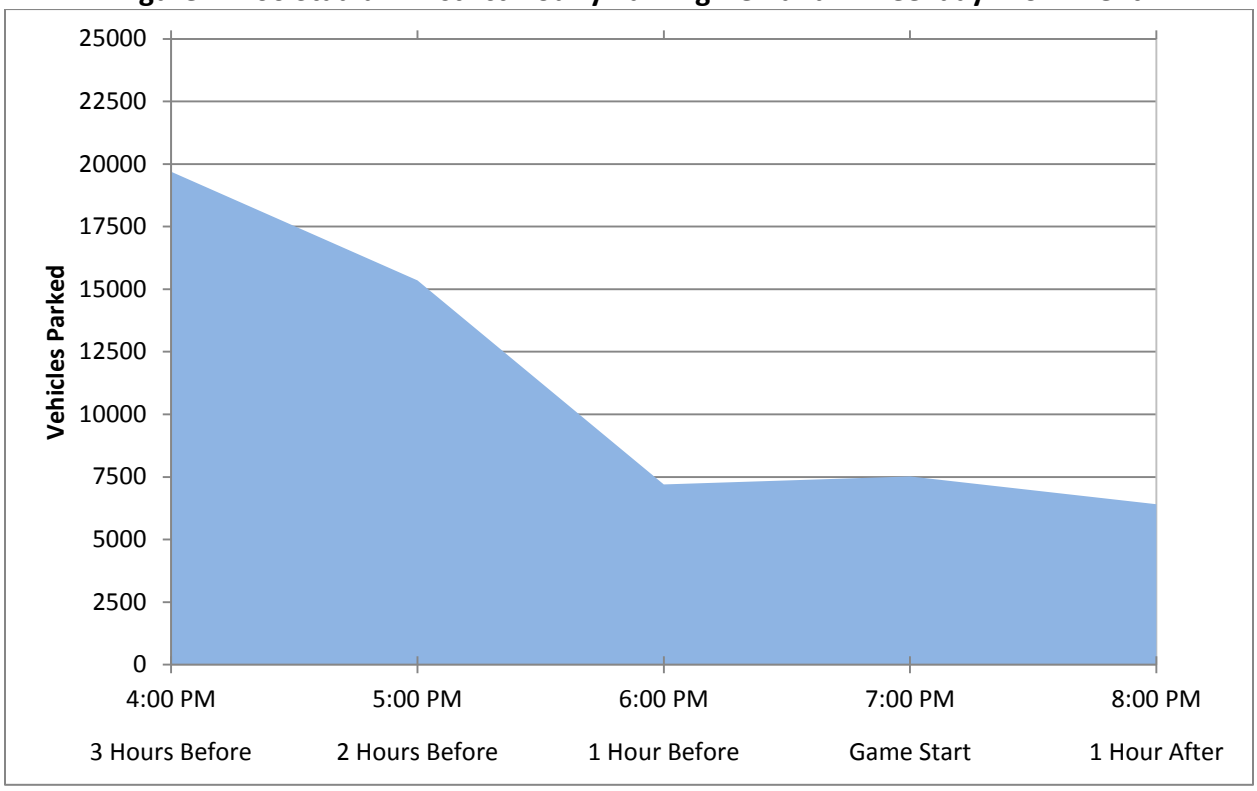


**Figure 2–107 Stadium District Hourly Parking Demand – Weekday: Arena Only**

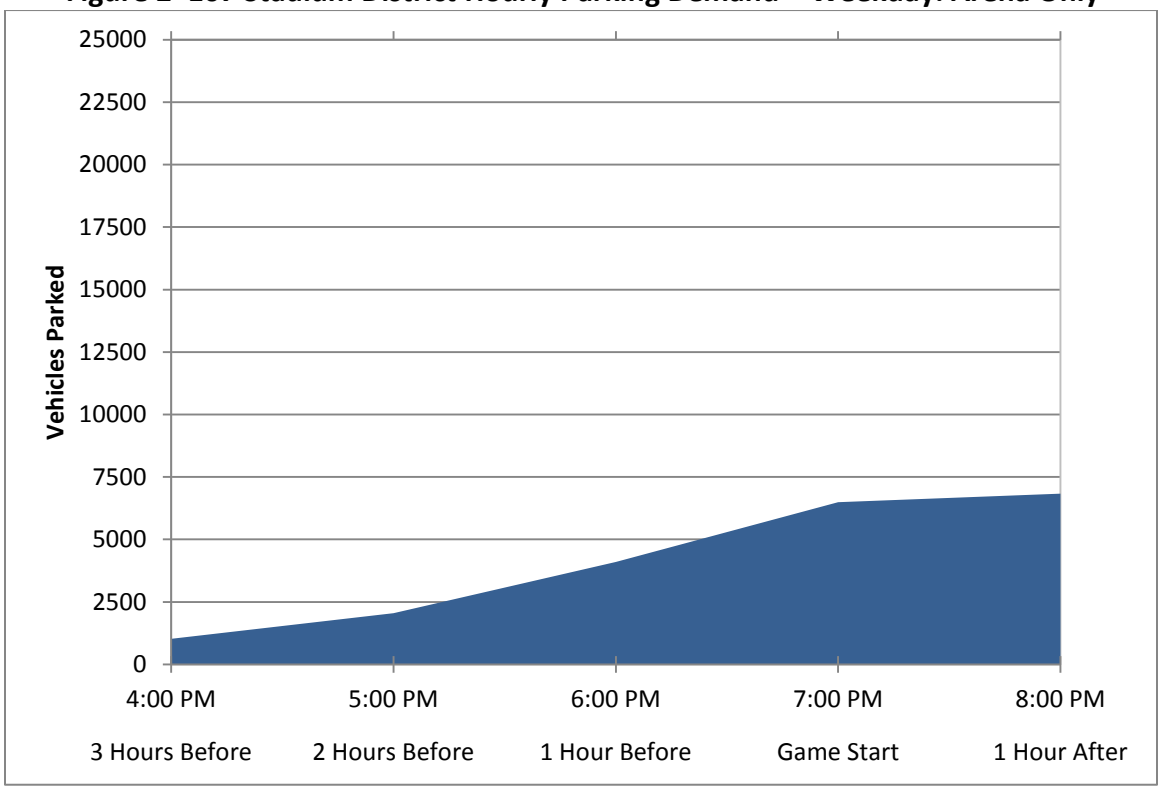
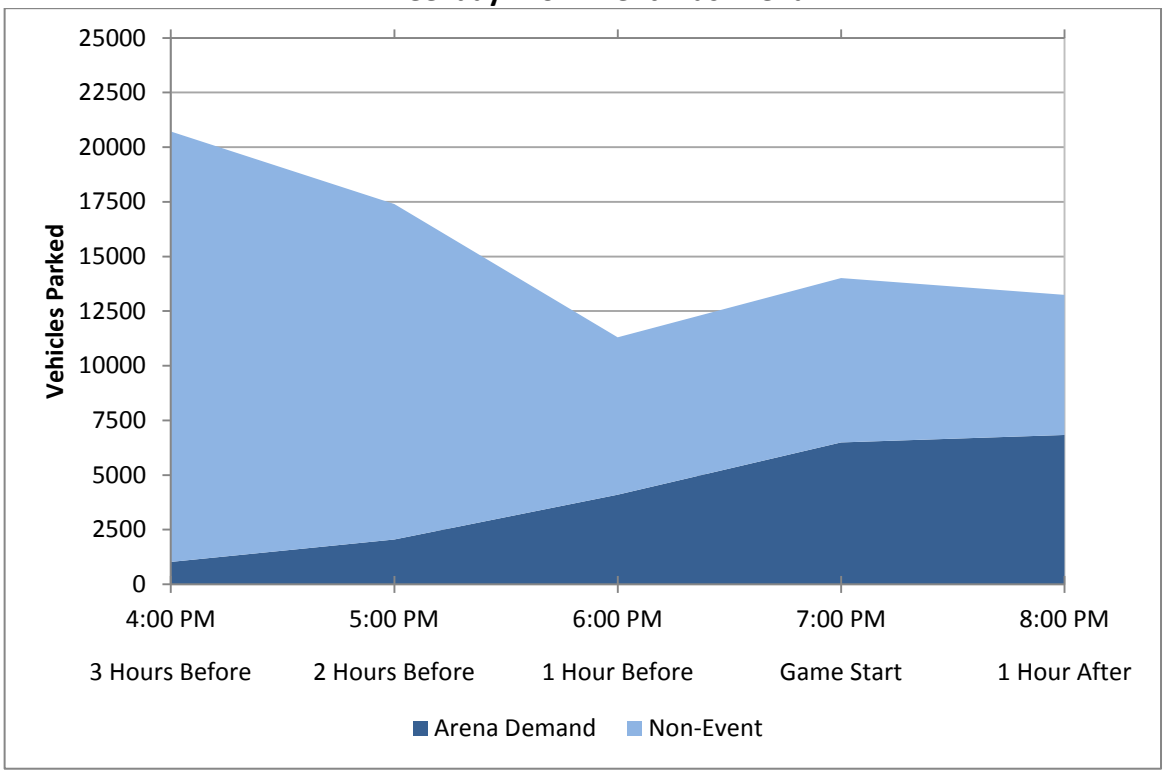



**Figure 2–108 Stadium District Hourly Parking Demand – Weekday: Non-Event Plus Arena**



Weekend

This same approach was taken for the weekend conditions. Conditions are documented for a Saturday evening, which typically has higher non-event parking demand than occurs on a Sunday. Figure 2–109 illustrates the existing non-event Saturday hourly demand in the study area and shows that parking demand is generally stable with a slight increase between 7:00 and 8:00 PM. Figure 2–110 shows the Arena hourly parking demand for a 7:00 PM event start time. As discussed for the weekday, a majority of vehicles associated with the Arena would be parked by 7:00 PM (start time) with approximately five percent of the vehicles arriving after the game starts. Figure 2–111 illustrates the total (non-event plus Arena) hourly parking demand and shows that on weekends the peak occurs at 8:00 PM for a 7:00 PM game.

**Figure 2–109 Stadium District Hourly Parking Demand – Existing Weekend: Non-Event**

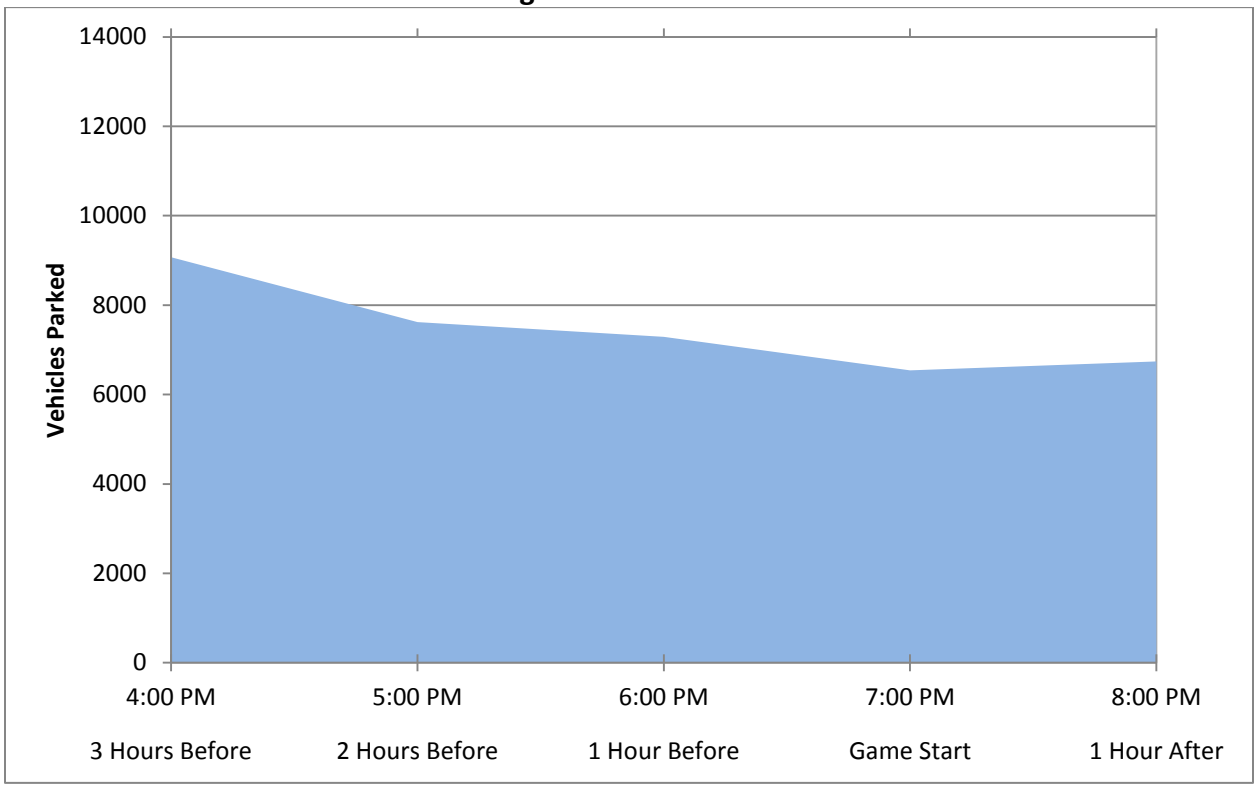


**Figure 2–110 Stadium District Hourly Parking Demand - Weekend: Arena Only**

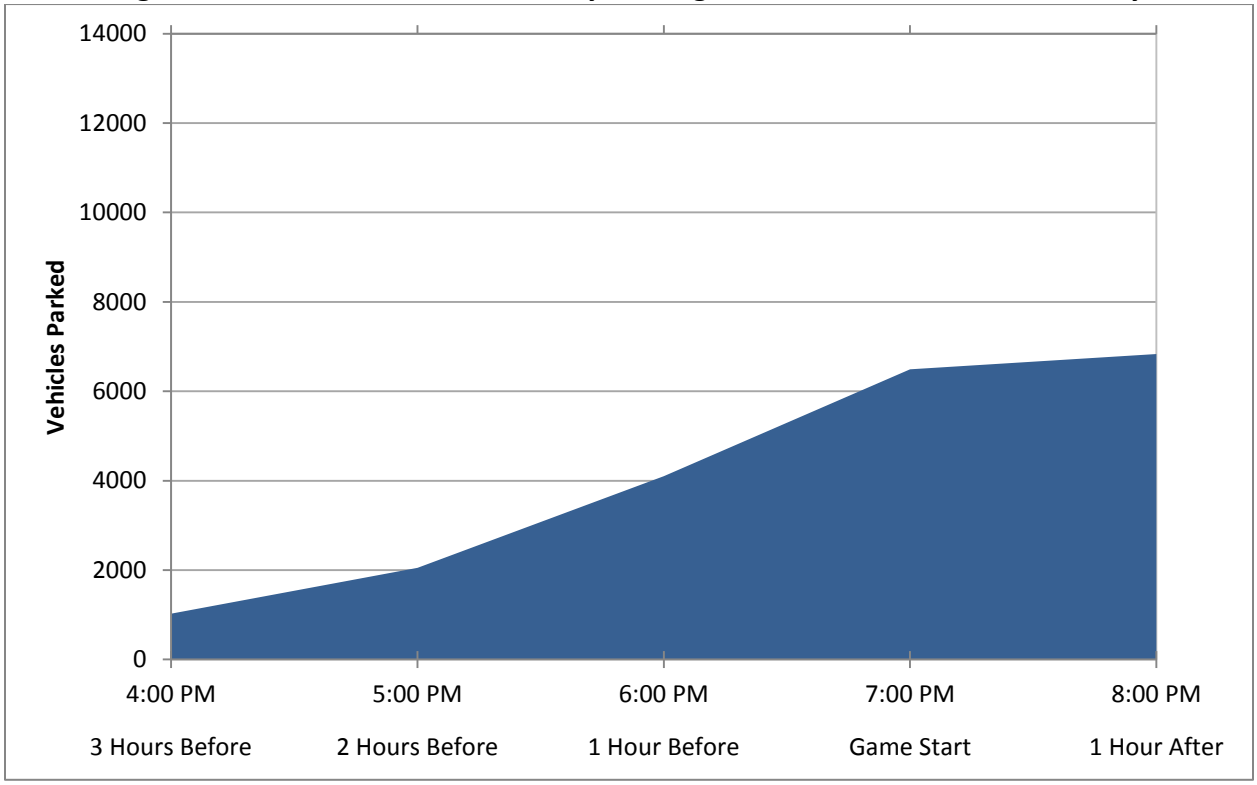
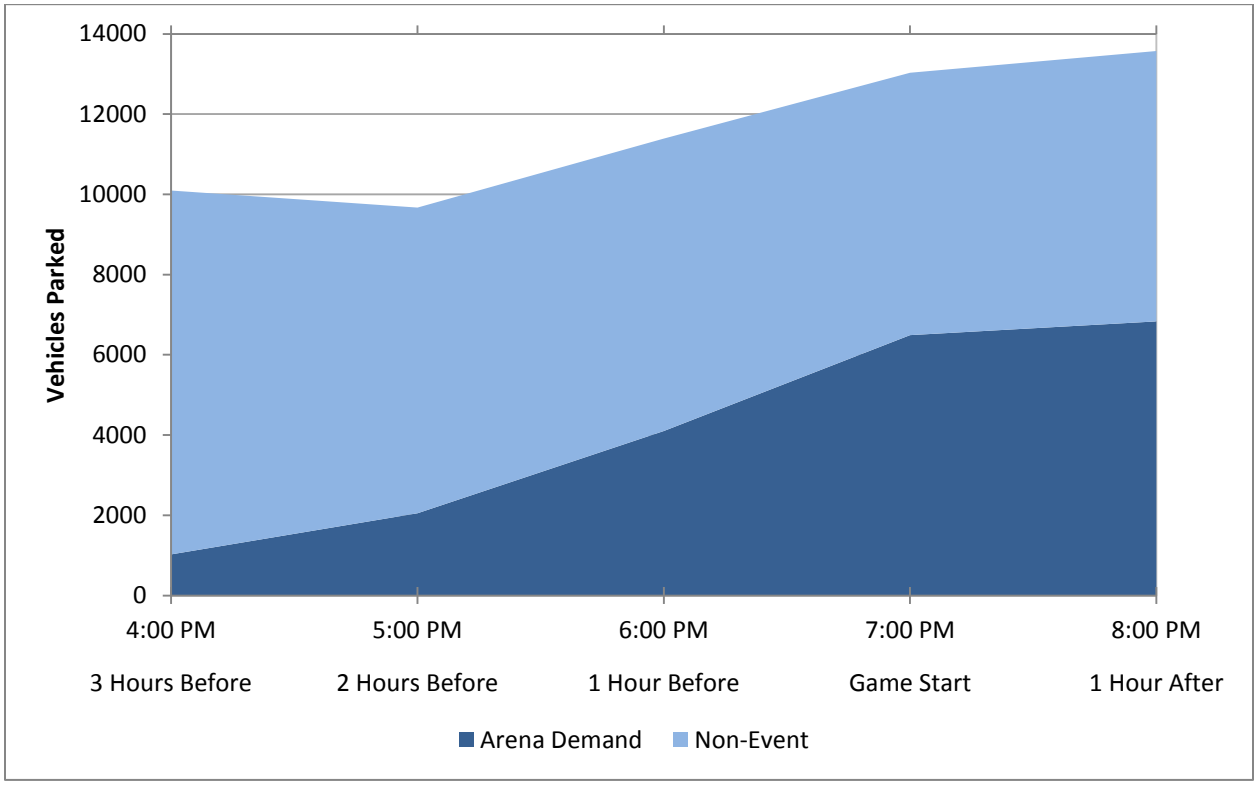



**Figure 2–111 Stadium District Hourly Parking Demand – Weekend: Non-Event Plus Arena**



Based on the information presented above, the quantified parking impact illustrations focus on:

- Weekday: 7:00 PM (Game Start) conditions
- Weekend: 8:00 PM (One-Hour After Game Start) conditions

#### 2.8.1.3 Parking Supply Assumptions

For the purposes of this analysis, a single parking supply for both weekday and weekend conditions is used to represent physical availability of parking that is generally open to or that could be made available to the public. The supply includes on-street and off-street parking spaces that are available to the general public and would potentially be available for Seattle Arena event parking. This publicly-available parking supply includes private off-street parking lots and garages that are restricted for employee and customer use, but were observed to be open for event parking during data collection. There is a potential that additional private parking spaces could be available for event parking. The parking supply represents conditions at game start on an event day for both weekday and weekend conditions. Parking supply varies by time of day and day of the week. Factors affecting parking supply include:

- **Time of Day and Day of Week.** Parking in the study area is operated differently depending on the day of the week and the time of day.
    - On-street parking supply is impacted by time and loading zone restrictions. Parking within Pioneer Square, the International District, and CBD is generally two-hour paid parking Monday through Saturday. Pioneer Square and the Stadium District have time limited or paid parking is until 6:00 PM while the International District and CBD have paid parking until 8:00 PM. Near to the Stadium District Site, 1st Avenue S. parking has a one to two-hour time restriction and along S. Holgate Street there is no parking between 1st Avenue S. and 5th Avenue S., but east of 5th Avenue S. there is some unrestricted on-street parking.
    - Many of the study area off-street parking garages close after the commute period (i.e., around 6:00 PM) on weekdays due to limited demand without an event in the Stadium District. These garages are often closed or open limited hours on the weekends.
- **Stadium District Event Conditions.**
    - During an event day, many of the off-street parking lots and garages extend hours of operation. In addition, there are private lots that would otherwise be closed to the public, which allow event parking including the Safeco Field parking garage.

- The existing Stadium District has TCPs, which result in some on-street parking closures during an event[31].
- The availability of the CenturyLink and Safeco Field parking facilities for Arena events[32].

**Existing Supply:** Parking supply is based on data collected by Transpo Group supplemented by data from the SDOT, the Mariners, and PSRC. Figure 2–112 illustrates the on-and off-street parking within the primary study area.

Drivers utilize on- and off-street parking supply differently and these supplies are managed in different ways. On-street parking supply is often more desirable than off-street parking because there is an opportunity to be in close proximity or even adjacent to a driver's destination. In addition, Seattle on-street hourly parking rates are often less expensive than off-street parking and within the study area on-street parking is free after 6:00 or 8:00 PM (as well as all day Sunday). From 8:00 AM to 6:00 / 8:00 PM when on-street parking has time restrictions (e.g., one- to two-hour time limits), it is used for short-term parking; however, lifting time limits at event start times causes long-term use by event attendees. Given the convenient location and limited cost, on-street parking typically fills first during Stadium District events, which results in limited short-term parking for adjacent businesses. In addition, drivers may circulate through the Stadium District and adjacent neighborhoods to park on-street and save money.

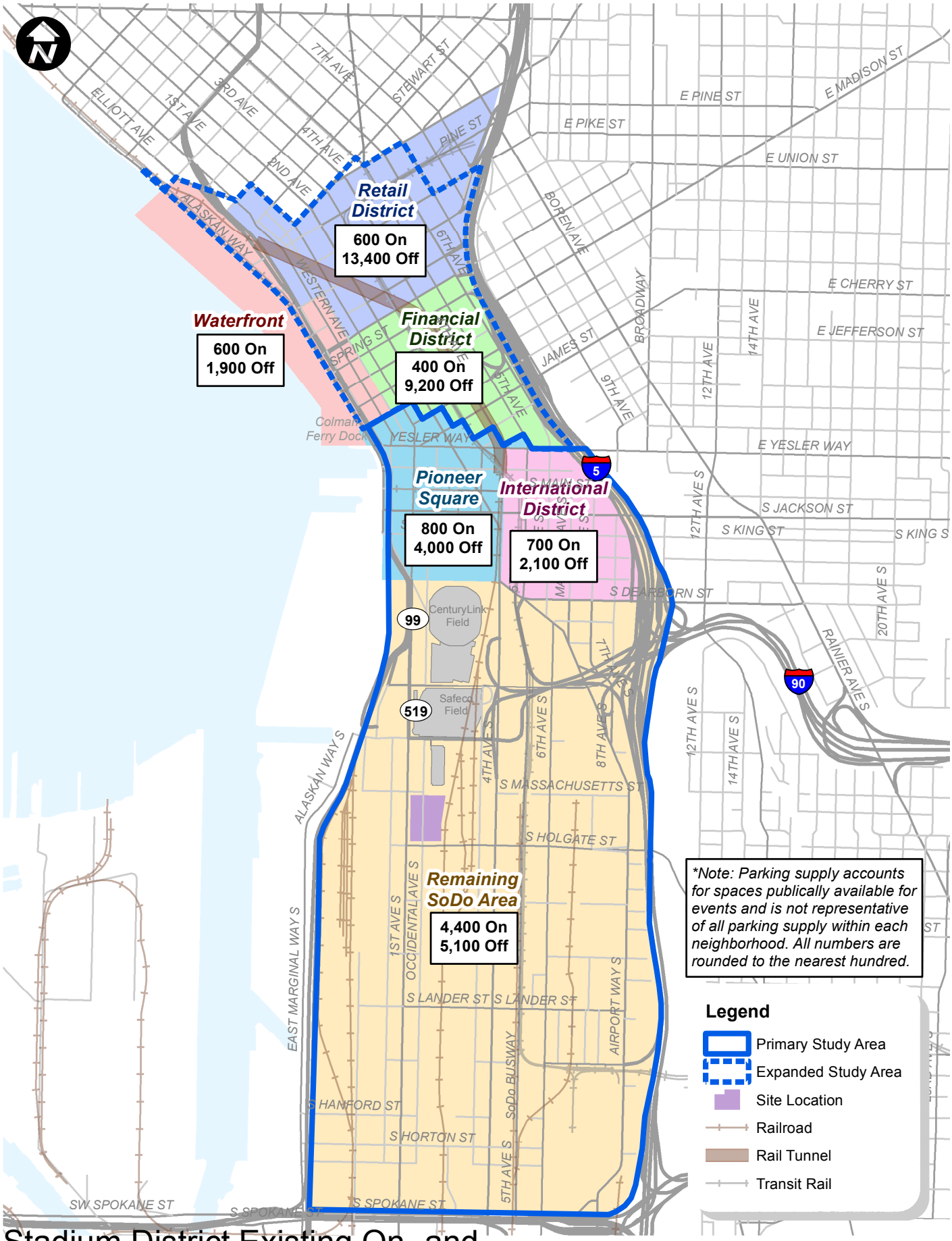
Off-street parking is generally provided for long-term use. During an event a flat rate is usually charged and garages and lots closest to the venue typically have higher rates.

There are approximately 17,000 parking spaces located within the primary study area and an additional 26,100 within the expanded study area for a total of 43,100 parking spaces. The primary study area has approximately 5,900 on-street and 11,100 off-street spaces while the expanded study area has approximately 1,600 on-street and 24,500 off-street spaces.

**No Action Supply:** The City provided information on future pipeline development that would likely be constructed and occupied by 2018. Key development projects considered in the parking forecasts include the North Lot (north of CenturyLink Field) and Home Plate (southwest corner of 1st Avenue S. and S. Atlantic Street) projects. Based on a review of pipeline projects, approximately 2,300 additional parking spaces will be developed with many potentially available for event parking. Even if all residential and retail parking were reserved, a substantial portion of the office parking would likely be available. However, to be conservative, no additional parking supply was assumed under the No Action Alternative.

[31] The Safeco Field TCP results in approximately 30 parking spaces closed. This was not specifically accounted for in the parking supply; however, there were a number of other conservative assumptions including no increase in parking supply as a result of pipeline development.

[32] The initial Arena evaluation assumes use of the Safeco and Century Link parking facilities with consideration of parking conditions without these facilities provided later in the section.




# Stadium District Existing On- and Off-Street Event Parking Supply

*Seattle Arena*

FIGURE
**2-112**

transpoGROUP

**Action Alternative Supply:** Development on the Stadium District site would displace several businesses including approximately 500 event parking spaces located both on- and off-street. As discussed previously, with the development of the Arena, approximately 100 parking spaces would be developed on-site and parking spaces would be reserved at nearby parking facilities through shared parking agreements or by parking developed for the Arena. The evaluation focuses on the event arrival period; therefore, the approximately 100 parking spaces on-site are not considered in the parking supply since these would be filled prior to the event by coaches, players, and staff. Considering the loss in parking, the resulting parking supply would be approximately 16,500 parking spaces within the primary study area and 26,100 spaces in the expanded study area for a total of 42,600 spaces. This is 500 fewer parking spaces within the primary study area than the No Action Alternative.

The following sections describe the existing and 2018 parking demand for the primary and expanded study areas. No additional analysis is provided for the 2030 parking conditions. Accurately forecasting long-term parking demand is difficult given the uncertainty of area wide development and economic drivers. In addition, changes to parking policies relate to TDM may continue to evolve. With the continued investments in transit (i.e., light rail, streetcar, etc.) by 2030, it is anticipated that there will be a continued mode shift from auto to transit. This will result in a lower overall parking demand. Given this, overall parking impacts for Cases S1, S2, and S3 may be less than described herein for 2030 depending on the amount and type of redevelopment that occurs.

## 2.8.2 Affected Environment

Parking demand is based on data collected by Transpo Group supplemented by data from the SDOT, the Mariners, and PSRC. To understand how an event in the Stadium District affects parking availability, parking demand was inventoried during a Mariners games on Thursday, April 11 and Saturday, April 13, 2013. The following describes the existing weekday and weekend parking demand within the primary and expanded study areas.

### 2.8.2.1 Weekday Occupancy

Figure 2–113 through Figure 2–116 illustrates weekday non-event and event parking occupancy within the primary and expanded study areas.

**Figure 2–113 Stadium District Parking Occupancy – Weekday: Existing Non-Event 7:00 p.m. (Primary Study Area)**

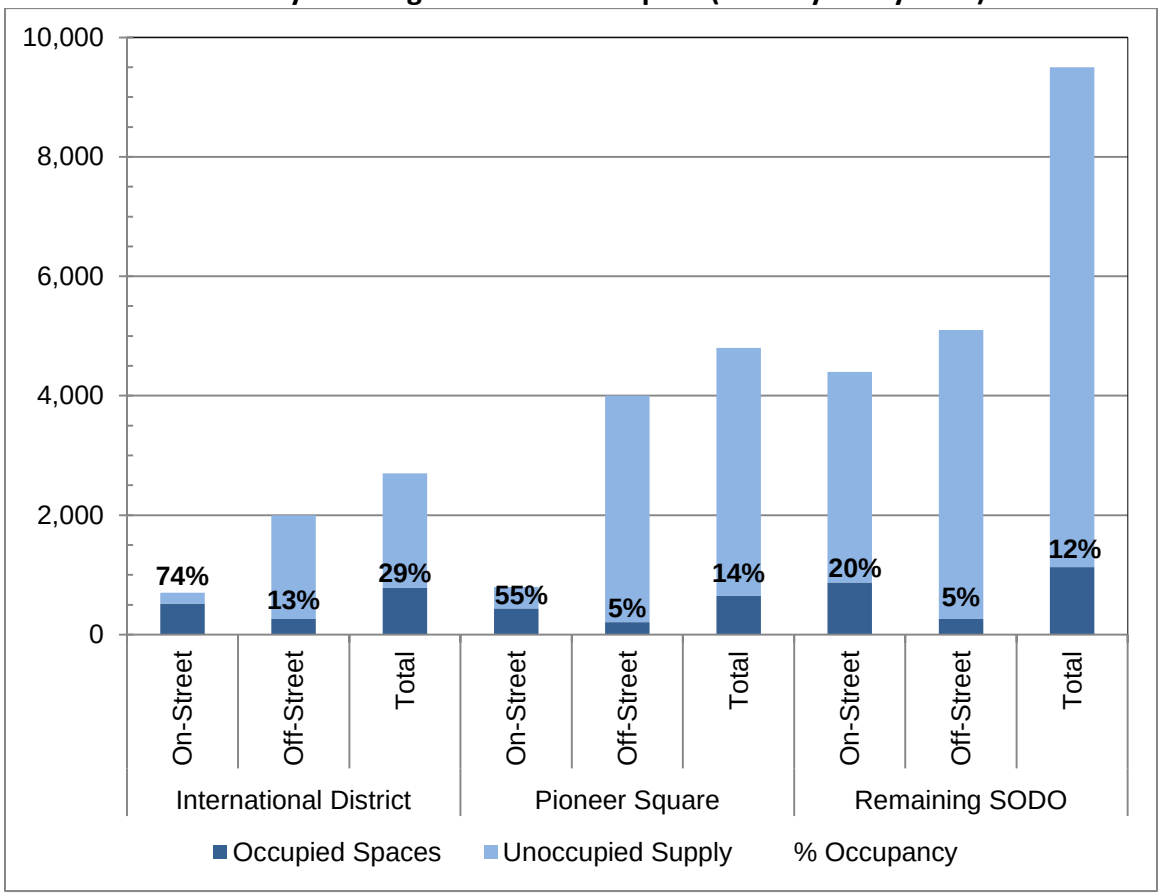


**Figure 2–114 Stadium District Parking Occupancy – Weekday: Existing Non-Event 7:00 p.m. (Expanded Study Area)**

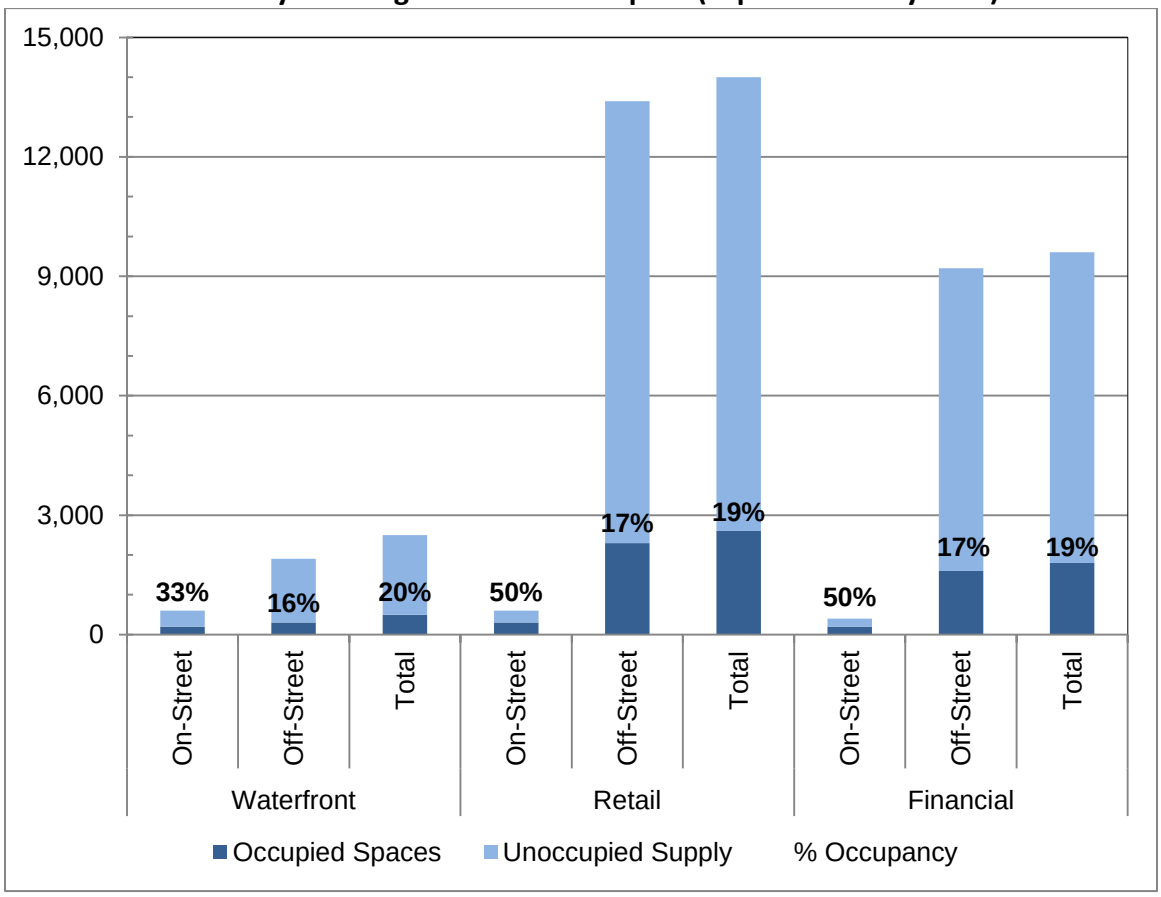


**Figure 2–115 Stadium District Parking Occupancy –**
**Weekday: Existing With Event, 22,900 Attendance 7:00 p.m. (Primary Study Area)**

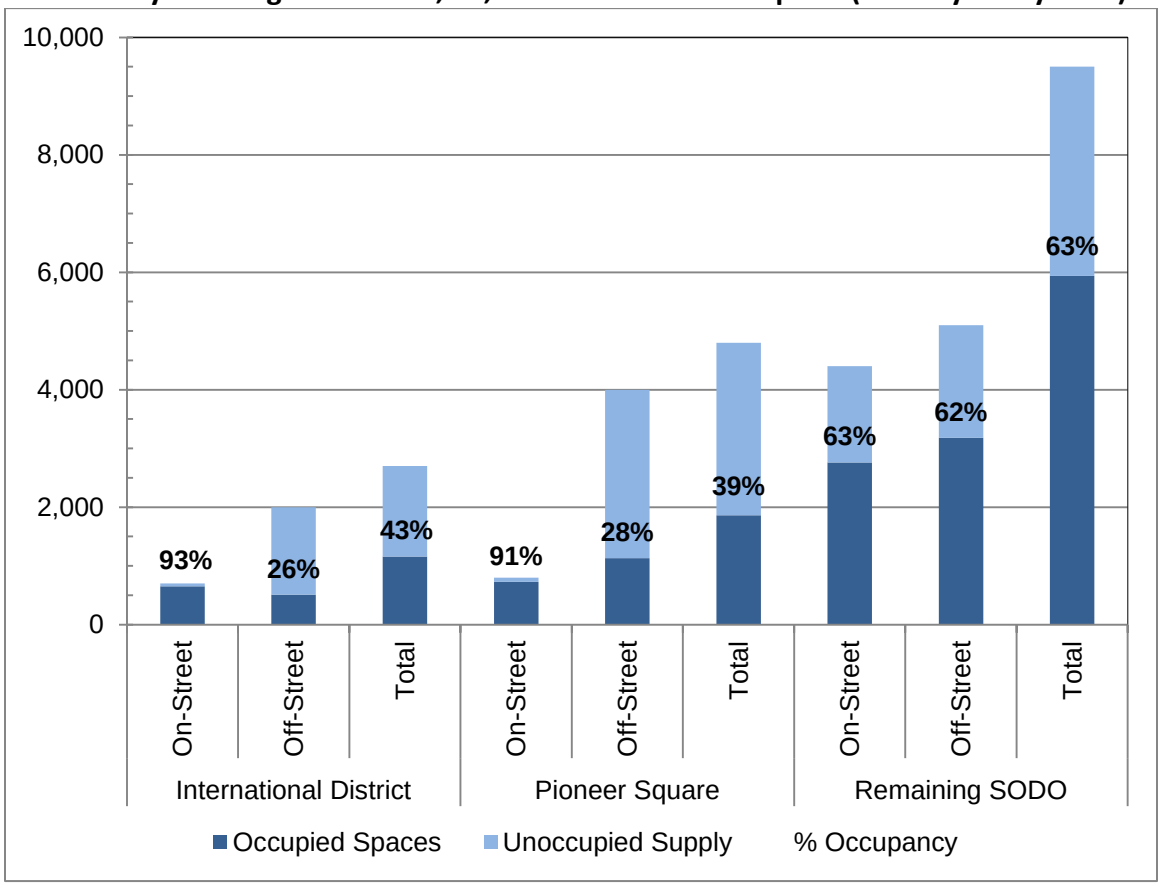
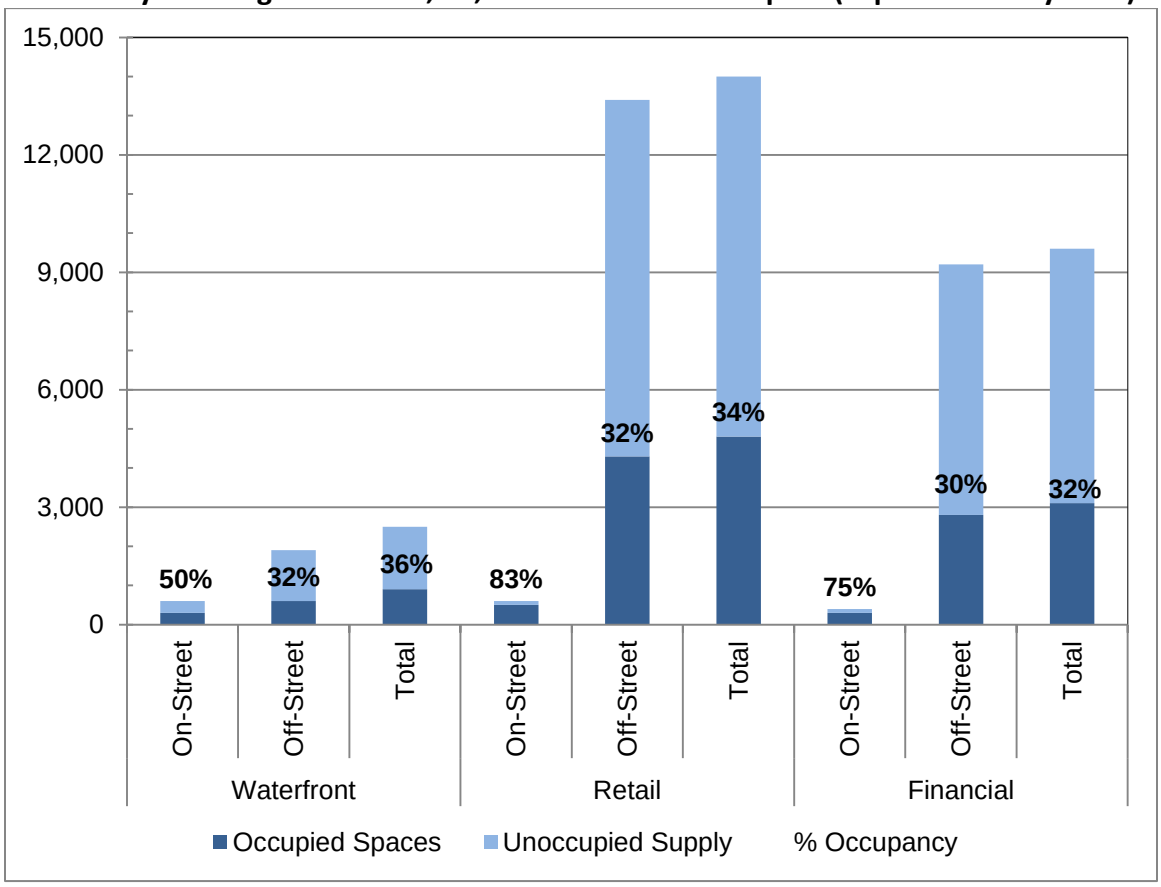


**Figure 2–116 Stadium District Parking Occupancy –**
**Weekday: Existing With Event, 22,900 Attendance 7:00 p.m. (Expanded Study Area)**




It becomes difficult to locate parking spaces within an area when occupancies are 85 to 90 percent and generally areas with occupancies at that level are considered "full." As shown in the figures above:

- Non-event occupancies are generally low within both the primary and expanded study areas. Higher occupancy levels are found on-street especially in the International District and Pioneer Square neighborhoods as well as the retail area of the CBD where there are night activities such as restaurants and bars.
- During an event, overall occupancy increases within both the primary and expanded study areas with greater increases near Safeco Field within the primary study area.
- On-street parking becomes "full" within an event in both the International District and Pioneer Square neighborhoods.
- Field observations showed that on-and off-street facilities in the immediate vicinity of Safeco Field were full with a Mariners game. The figures show that there is additional parking within both the primary and expanded study areas; however, this parking is generally located in areas that are further from Safeco Field.

### 2.8.2.2 Weekend Occupancy

Figure 2–117 through Figure 2–120 illustrates weekend non-event and event parking occupancy within the primary and expanded study areas.

**Figure 2–117 Stadium District Parking Occupancy – Weekend: Existing Non-Event 8:00 p.m. (Primary Study Area)**

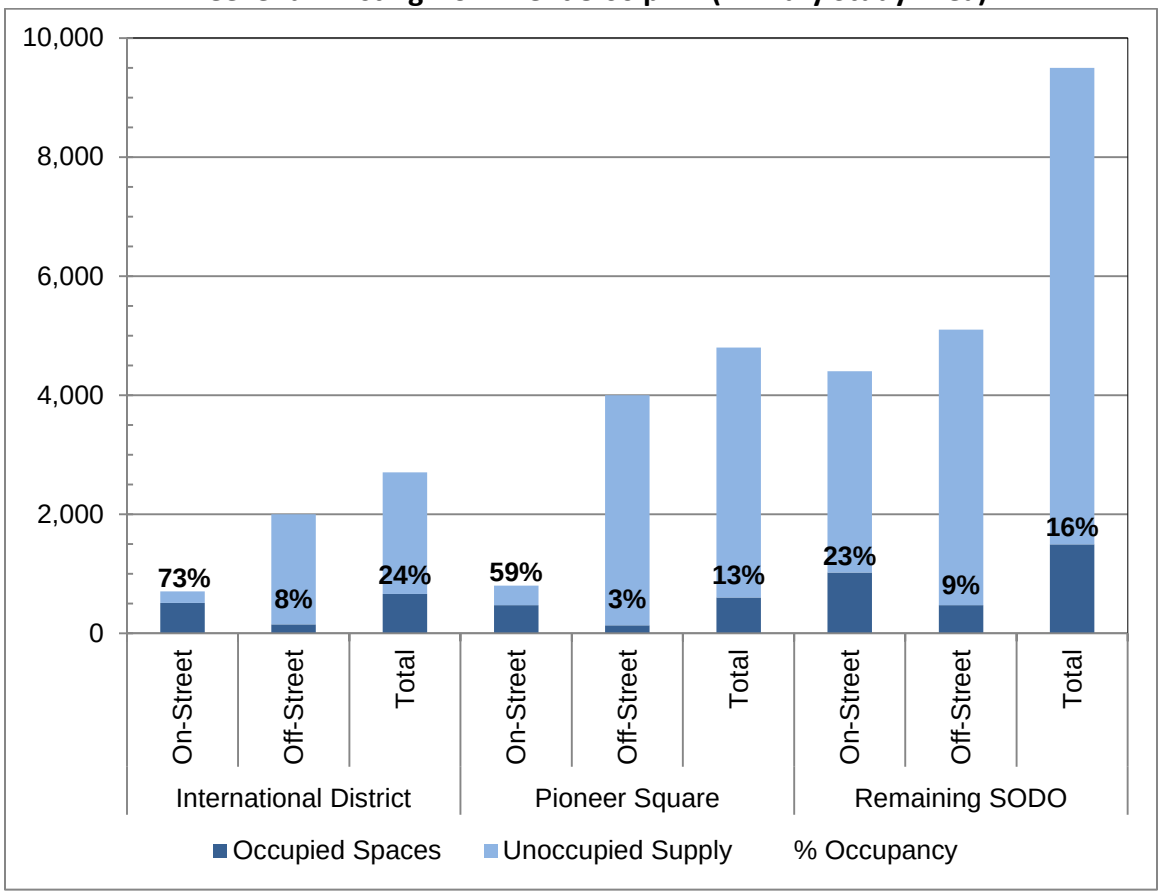


**Figure 2–118 Stadium District Parking Occupancy – Weekend: Existing Non-Event 8:00 p.m. (Expanded Study Area)**

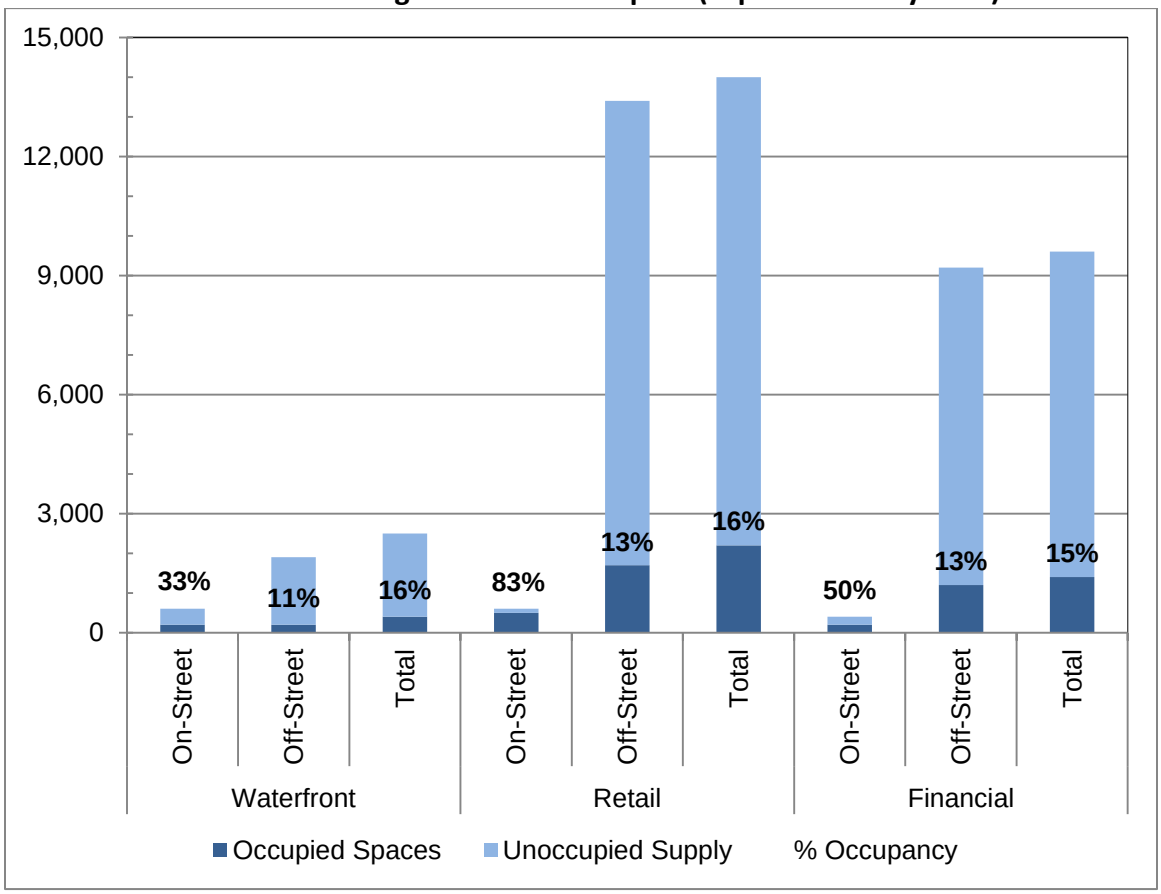


**Figure 2–119 Stadium District Parking Occupancy –**
**Weekend: Existing With Event, 23,500 Attendance 8:00 p.m. (Primary Study Area)**

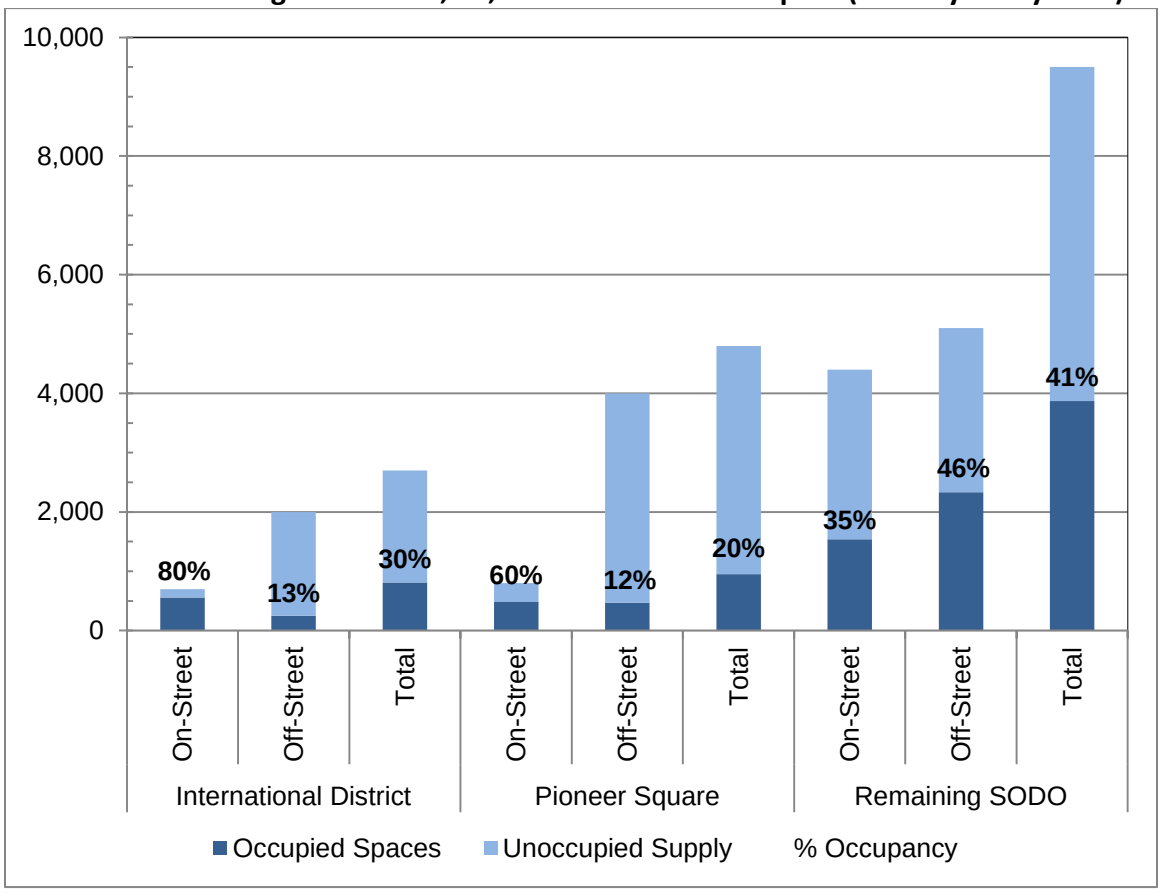
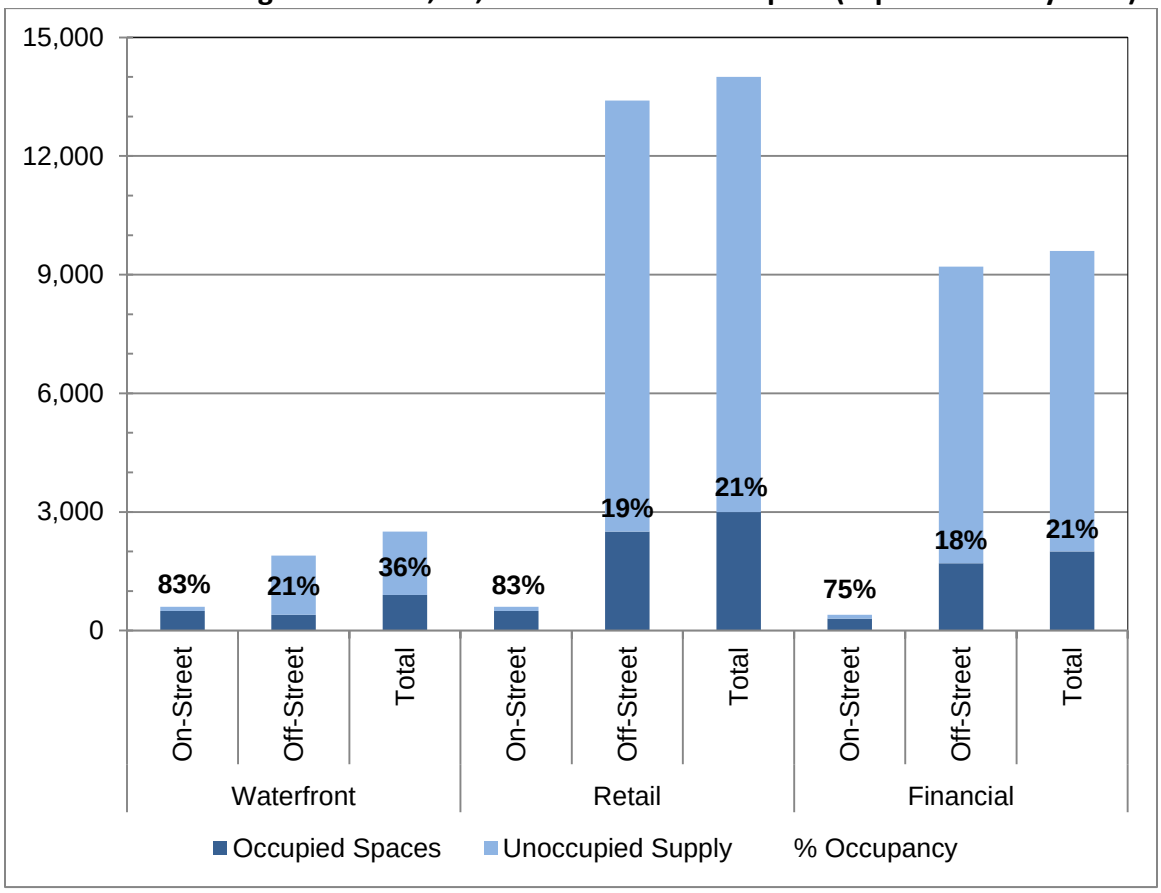


**Figure 2–120 Stadium District Parking Occupancy –**
**Weekend: Existing With Event, 23,500 Attendance 8:00 p.m. (Expanded Study Area)**




As shown in the figures above:

- Non-event occupancies for the weekend are similar to a weekday where occupancy levels are below 85 percent and higher occupancies are found on-street.
- During an event, overall occupancy increases within both the primary and expanded study areas with greater increases near Safeco Field within the primary study area.
- Field observations showed that on-and off-street facilities in the immediate vicinity of Safeco Field were full with a Mariners game. The figures show that there is additional parking within both the primary and expanded study areas; however, this parking is generally located in areas that are further from Safeco Field.
- Although the weekend game attendance was slightly higher than the weekday, weekend event occupancies are generally lower than weekdays. The lower weekend occupancy is likely a result of a lower overall non-event parking demand on weekends.

### 2.8.3 Impacts of No Action Alternative

The Affected Environment provides context related to on-and off-street parking supply; however, projecting specifically where someone would park is difficult because the location depends on a variety of factors such as duration of stay, proximity to use, cost of parking, etc. Given the uncertainty around specific parking behavior, the review of future conditions considers the parking supply as a whole rather than separate consideration of on-and off-street parking.

#### 2.8.3.1 Demand Forecasts

As described in the methodology portion of this section, the City provided information on future pipeline development that would likely be constructed and occupied by 2018. For purposes of this analysis and taking into account known development, the existing non-event parking demand was increased by 10 percent on the weekdays and 5 percent on the weekends for the overall study area. The majority of this increased demand was allocated to SoDo and the CBD where most of the pipeline projects would be located.

For the No Action Case S2 and S3, parking demand for the Mariners and Event Center was added to the non-event conditions. It was assumed that the arrival curve for these events would be consistent with that shown on Figure 1–5 with 95 percent arrival by 7:00 PM and 100 percent by 8:00 PM (assuming a 7:00 PM event start). The distribution of parking among neighborhoods assumed 80 percent within the primary study area, which is closest to the venues and the remaining 20 percent within the CBD. The No Action parking demand Case S2 and S3 was determined by adding the Mariners and Event Center parking demand to the No Action Case S1 parking demand, simply a layering process, with no adjustments or reductions in non-event demand.

### 2.8.3.2 Weekday Occupancy

Figure 2-121 through Figure 2-126 illustrate weekday No Action Case S1, S2, and S3 parking occupancy within the primary and expanded study areas.

**Figure 2–121 Stadium District Parking Occupancy – Weekday: No Action Case S1 7:00 p.m. (Primary Study Area)**

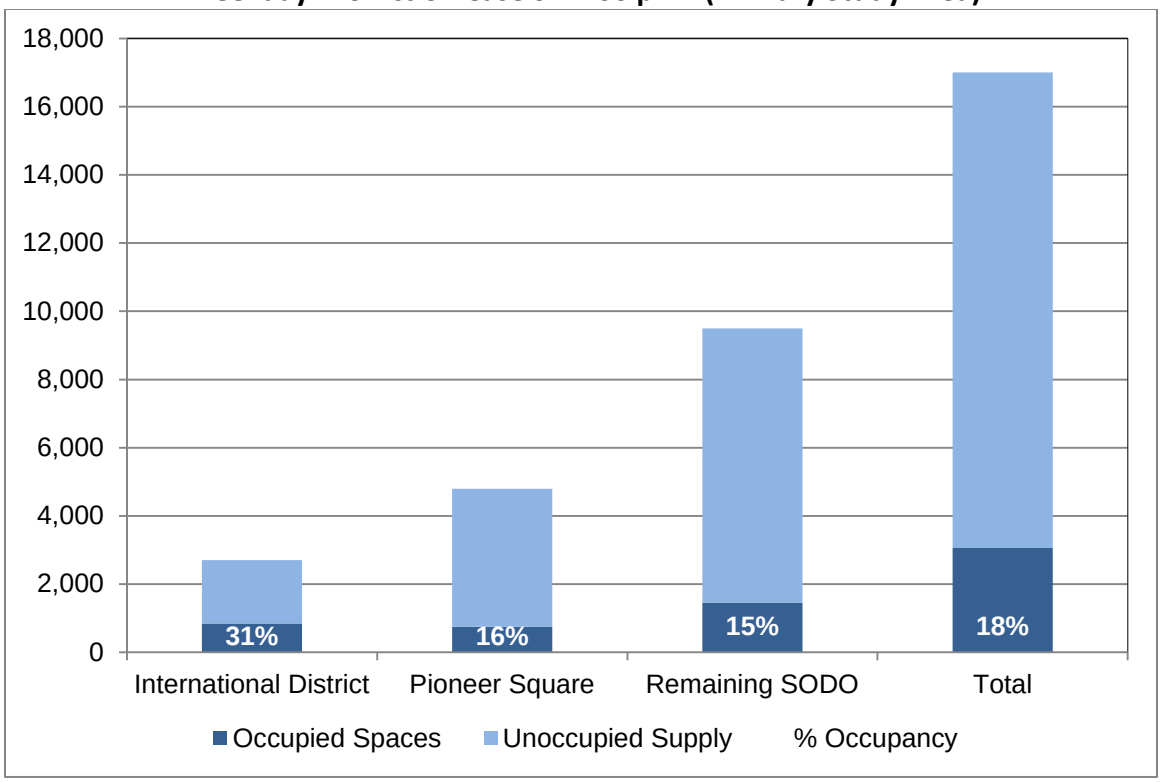


**Figure 2–122 Stadium District Parking Occupancy – Weekday: No Action Case S1 7:00 p.m. (Expanded Study Area)**

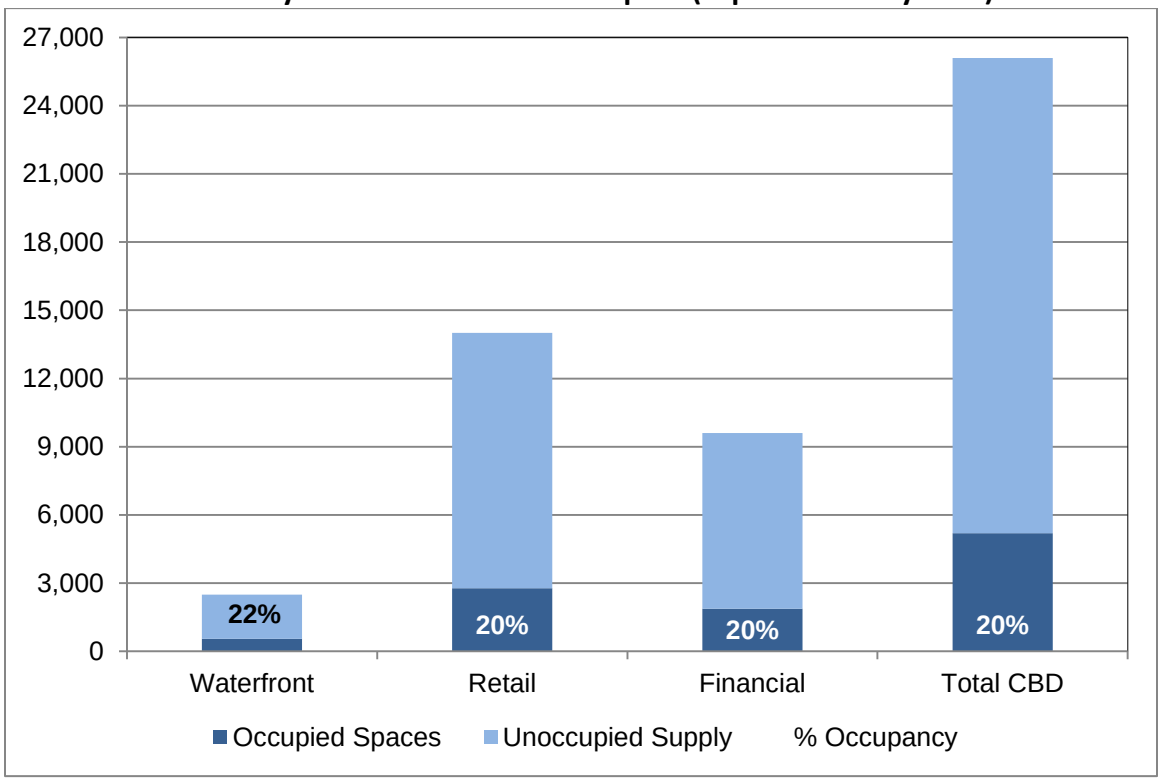



**Figure 2–123 Stadium District Parking Occupancy – Weekday: No Action Case S2 (Primary Study Area)**

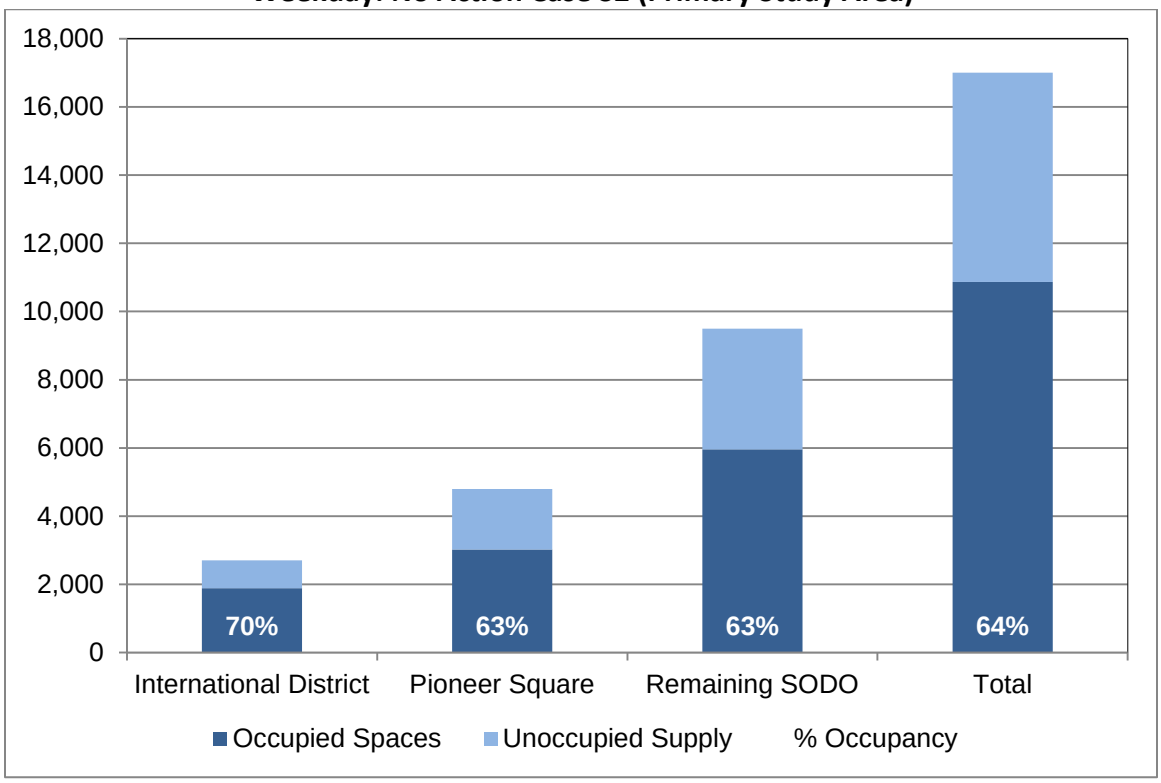


**Figure 2–124 Stadium District Parking Occupancy – Weekday: No Action Case S2 7:00 p.m. (Expanded Study Area)**

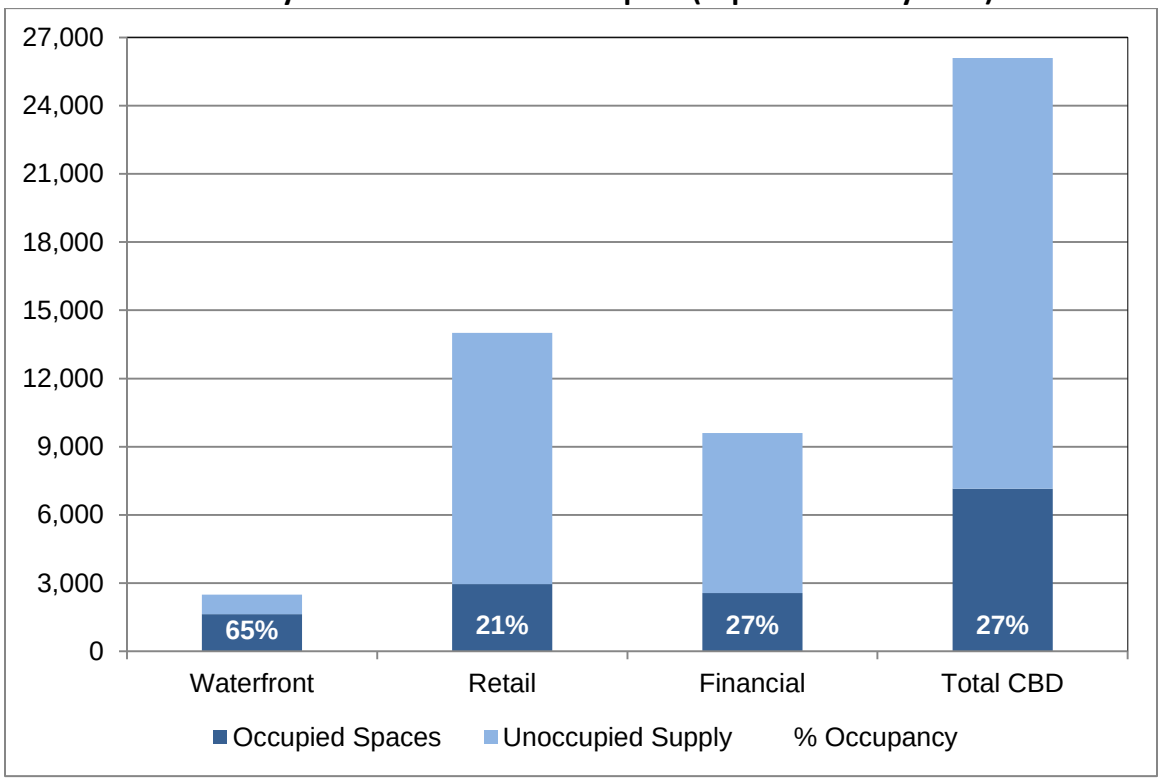



**Figure 2–125 Stadium District Parking Occupancy – Weekday: No Action Case S3 7:00 p.m. (Primary Study Area)**

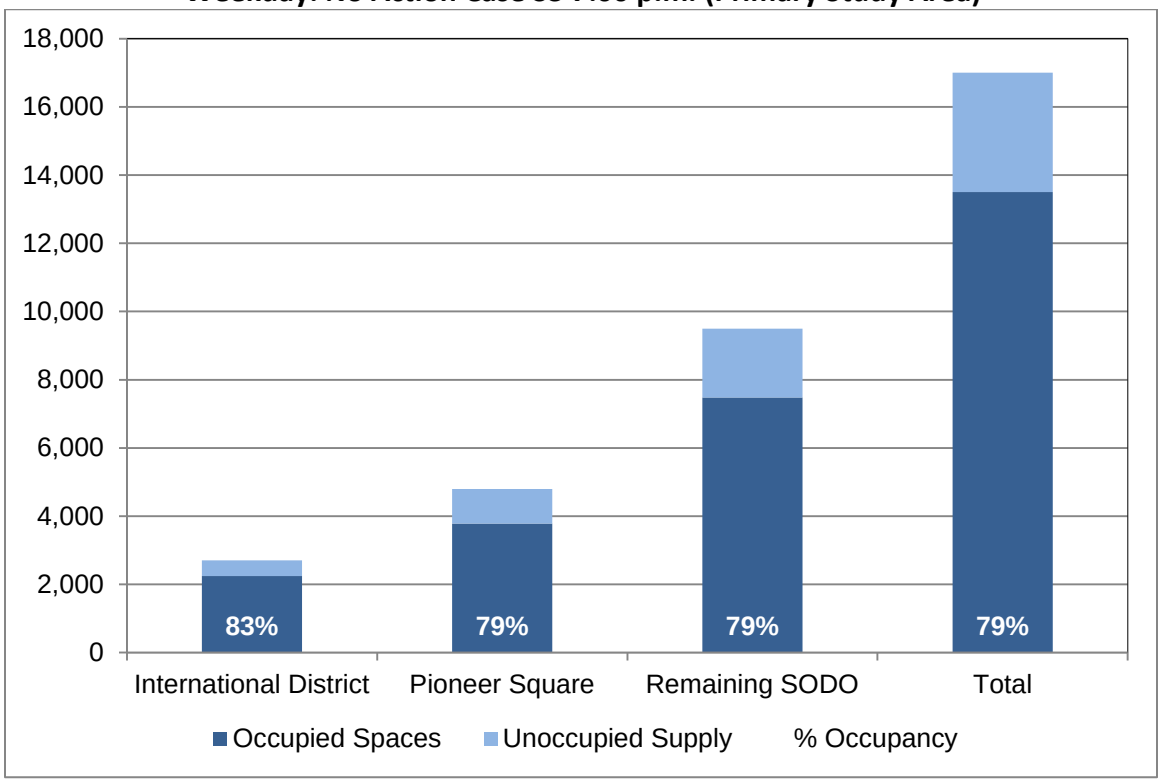
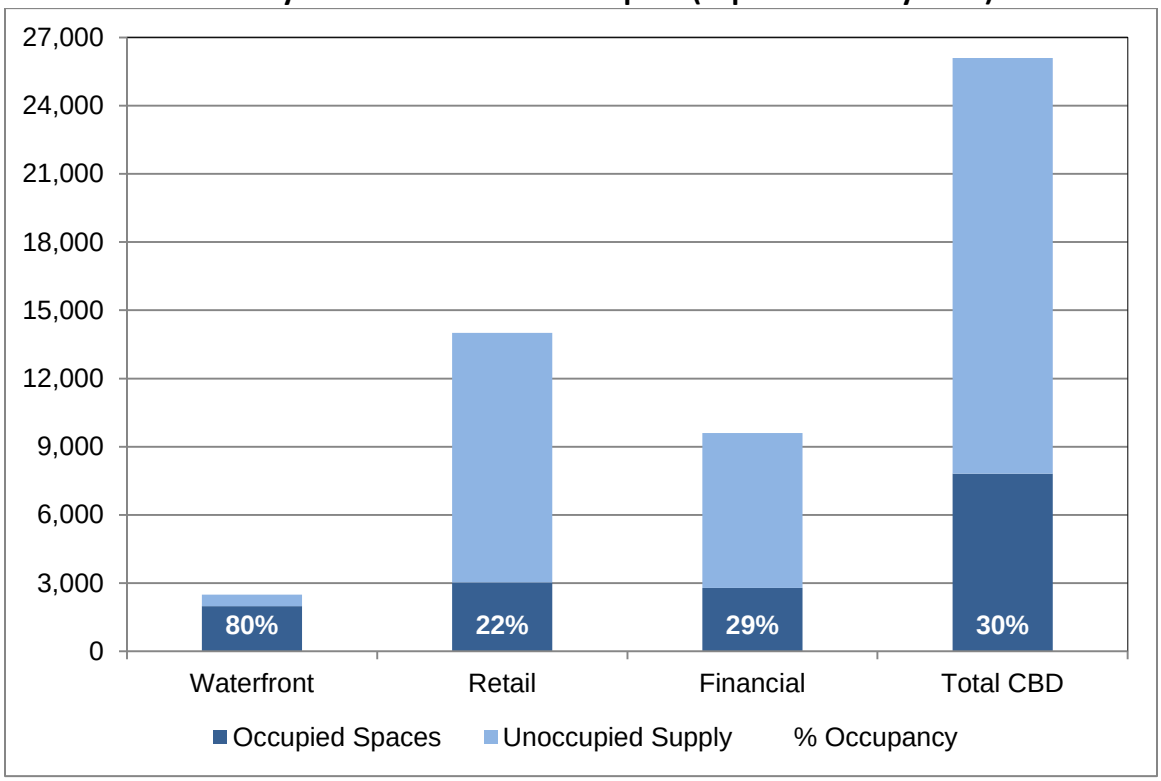


**Figure 2–126 Stadium District Parking Occupancy – Weekday: No Action Case S3 7:00 p.m. (Expanded Study Area)**




As shown in the figures above:

- No Action Case S1 occupancies in the primary study area are higher than existing conditions as a result of anticipated development primarily in the Pioneer Square and SoDo areas.
- For the No Action Case S2, representing a Mariners event totaling 40,500 attendees, parking utilization is substantially higher than observed for the Mariner game with approximately 20,000 attendees.
- Parking utilization in the International District and Pioneer Square neighborhoods would continue to increase with the single and dual event conditions.
- Overall primary study area occupancies are calculated to be approximately 60 to 85 percent for the event cases and the utilization of parking would continue to be concentrated around the event venues themselves.
- Parking occupancies for the CBD would be generally very low except for the Waterfront (65 to 80 percent), which is the most proximate area to the Stadium District.

Looking at the primary and expanded study area in combination, the overall parking occupancy of the potential supply would be approximately 20 percent for No Action Case S1, 40 percent

for Case S2, and 50 percent for Case S3 indicating parking is available; however, it may not be in preferred locations depending on where visitors are going.

### 2.8.3.3 Weekend Occupancy

Figure 2–127 through Figure 2–132 illustrate weekday No Action Case S1, S2, and S3 parking occupancy within the primary and expanded study areas.

**Figure 2–127 Stadium District Parking Occupancy – Weekend: No Action Case S1 8:00 p.m. (Primary Study Area)**

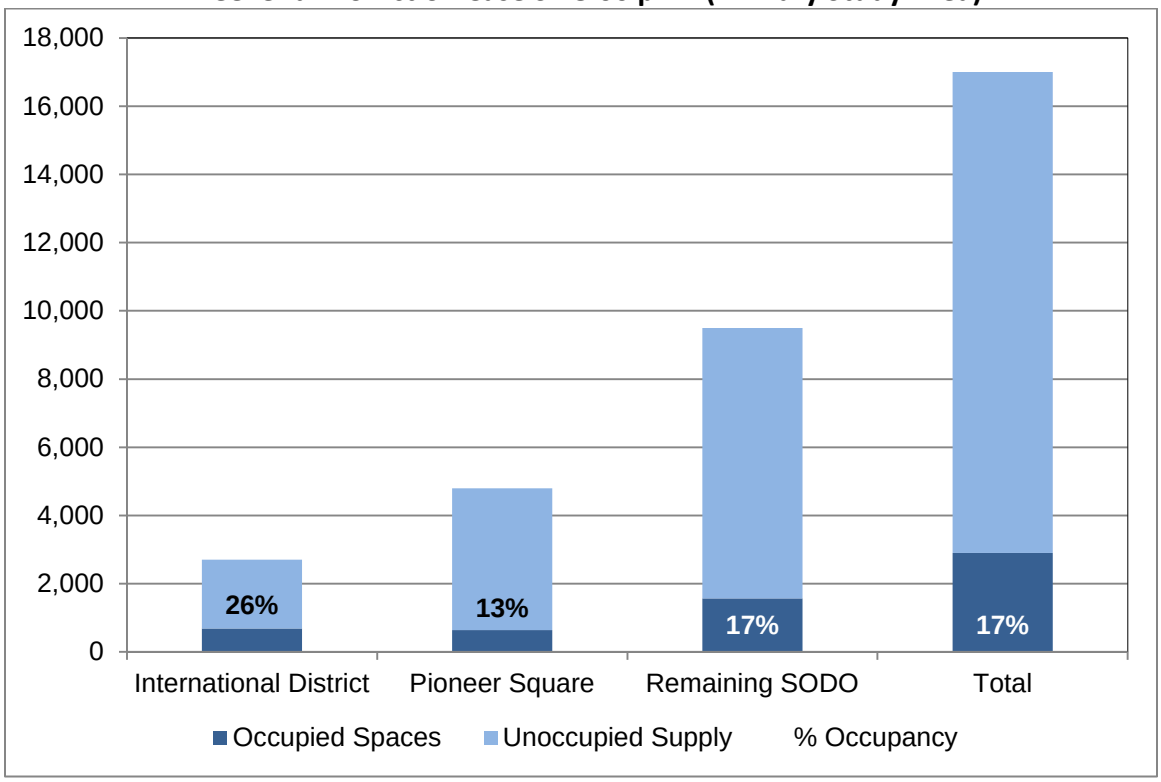


**Figure 2–128 Stadium District Parking Occupancy – Weekend: No Action Case S1 8:00 p.m. (Expanded Study Area)**

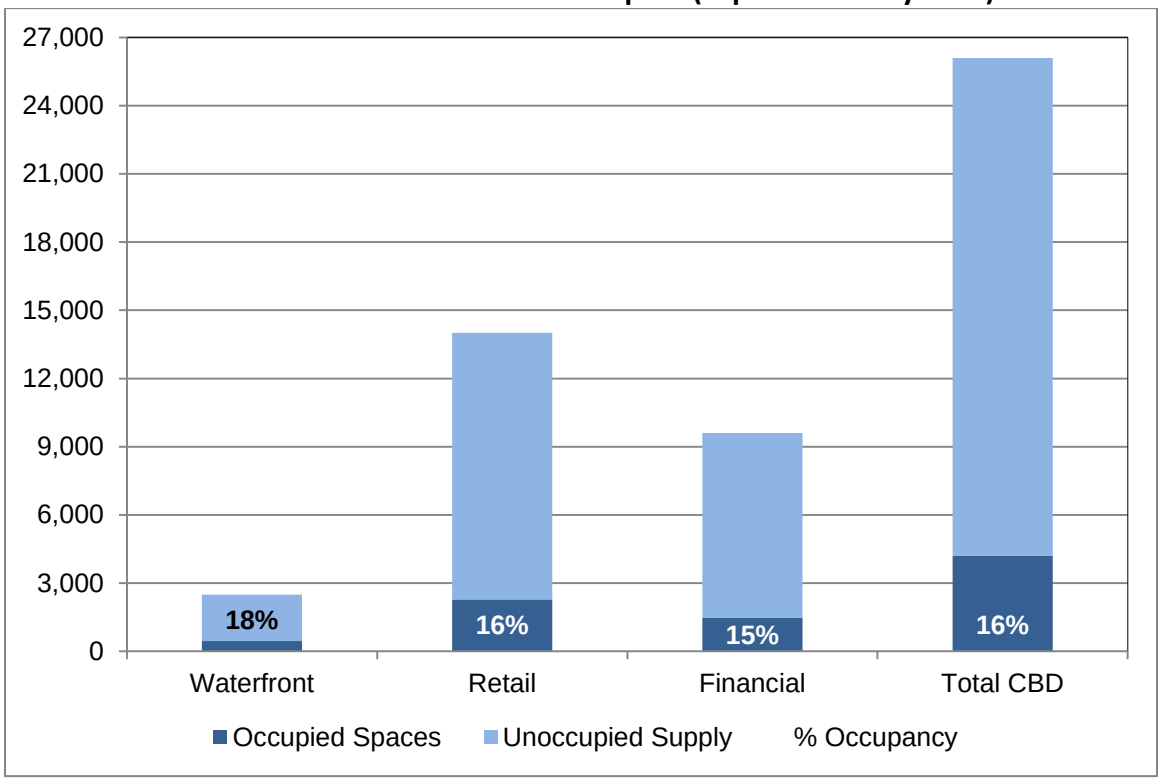



**Figure 2–129 Stadium District Parking Occupancy – Weekend: No Action Case S2 8:00 p.m. (Primary Study Area)**

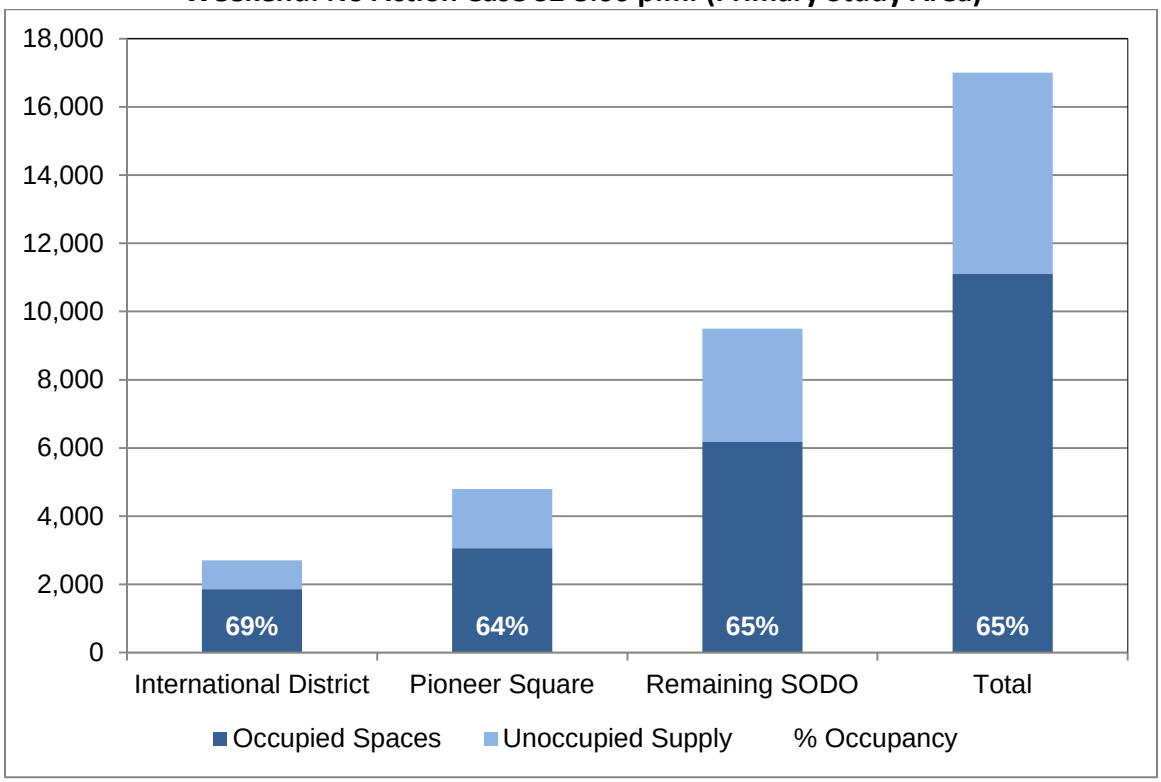


**Figure 2–130 Stadium District Parking Occupancy – Weekend: No Action Case S2 8:00 p.m. (Expanded Study Area)**

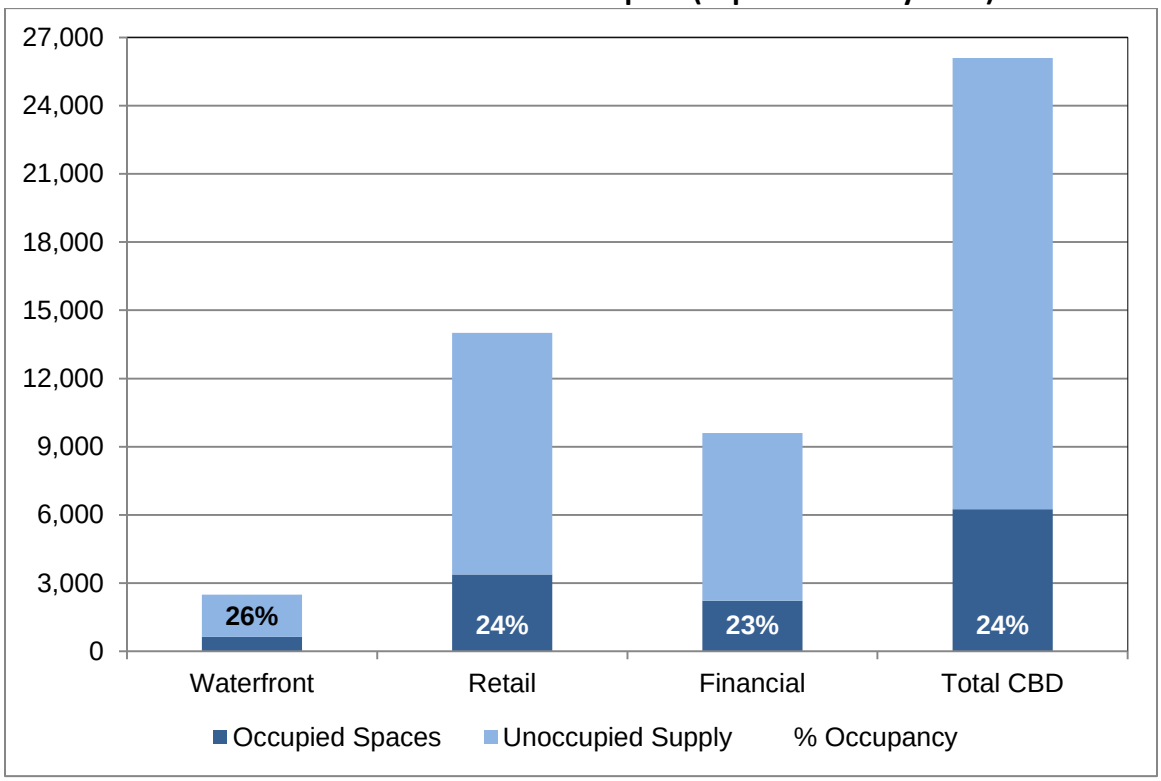



**Figure 2–131 Stadium District Parking Occupancy – Weekend: No Action Case S3 8:00 p.m. (Primary Study Area)**

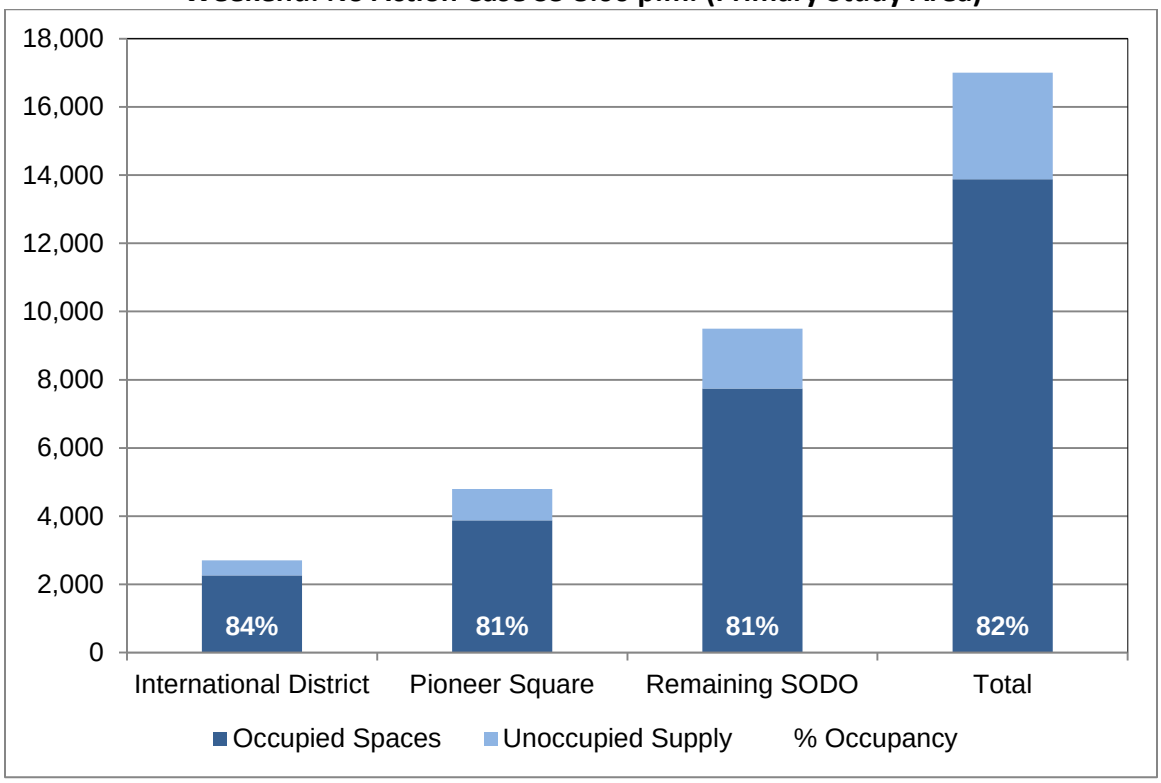
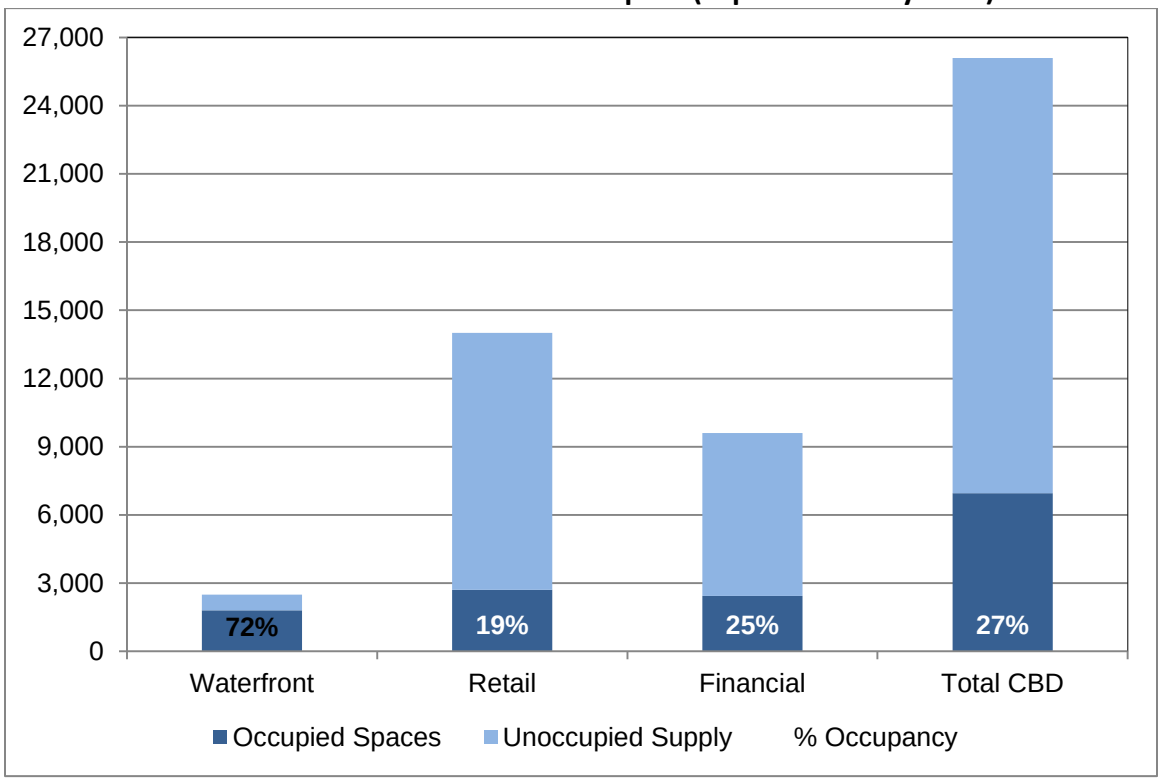


**Figure 2–132 Stadium District Parking Occupancy –**
**Weekend: No Action Case S3 8:00 p.m. (Expanded Study Area)**




As shown in the figures above:

- No Action Case S1 occupancies in the primary study area are similar to existing conditions with only slight increases as a result of the anticipated future development.
- For the No Action Case S2 condition, representing a Mariners event totaling 40,500 attendees, parking utilization is substantially higher than observed for the Mariner game with approximately 20,000 attendees.
- Compared to weekday, the weekend No Action Case S2 and S3 occupancies are lower within both the primary and expanded study areas as a result of lower non-event demands. The lower weekend non-event demands within the primary study area allows for more event-related parking to occur within this area.
- Parking utilization in the International District and Pioneer Square neighborhoods would continue to increase with the single and dual event conditions.
- Overall primary study area occupancies are calculated to be approximately 65 to 85 percent for the event cases and the utilization of parking would continue to be concentrated around the event venues themselves.

- Parking occupancies for the CBD would be lower than weekday conditions given the ability to accommodate more of the event parking demand within the primary study area.

Looking at the primary and expanded study area in combination, the overall parking occupancy of the potential supply would be approximately 15 percent for No Action Case S1, 40 percent for Case S2, and 50 percent for Case S3 indicating parking is available; however, parking may not be in preferred locations depending on where visitors are going.

## 2.8.4 Impacts of Alternative 2

Parking impacts related to construction would be minimized by providing off-street parking, securing parking in near-by garages, as well as encouraging use of alternative modes. It is anticipated that parking impacts related to construction would be less than the 20,000-seat Seattle Arena. In addition, construction activities could result in the need to close on-street parking adjacent to the site. These closures would be coordinated with SDOT and appropriate notice and signs would be provided.

Alternative 2 is compared to the No Action Alternative to identify parking impacts of the Seattle Arena.

### 2.8.4.1 Arena Demand Forecasts

Alternative 2 parking demand represents an Arena event with an attendance of 20,000 people assuming the event arrival patterns described on Figure 1–4. Based on the arrival curve, 95 percent of the attendee arrivals occur by 7:00 PM and 100 percent by 8:00 PM. Similar to the No Action, 80 percent of the parking was assumed within the primary study area, which is closest to the venues and the remaining 20 percent within the expanded study area or CBD. For the multi-event scenarios (Cases S2 and S3), the parking demand of the combined events exceeds the parking supply within the primary study area; therefore, for these cases, it is assumed parking would occur within the closer neighborhoods until an approximately 90 percent utilization is reached and the remaining parking would occur within the CBD. The total Alternative 2 parking demand for each event case is determine by adding the Seattle Arena parking demand to the No Action Case S1, S2, and S3. A simple layering process was used with no adjustments or reductions in non-event demand.

### 2.8.4.2 Weekday Occupancy

Figure 2–133 through Figure 2–138 provide a comparison between the No Action and Alternative 2 event cases within the primary and expanded study areas.

**Figure 2–133 Stadium District Parking Occupancy – Weekday: No Action and Alternative 2 Case S1 7:00 p.m. (Primary Study Area)**

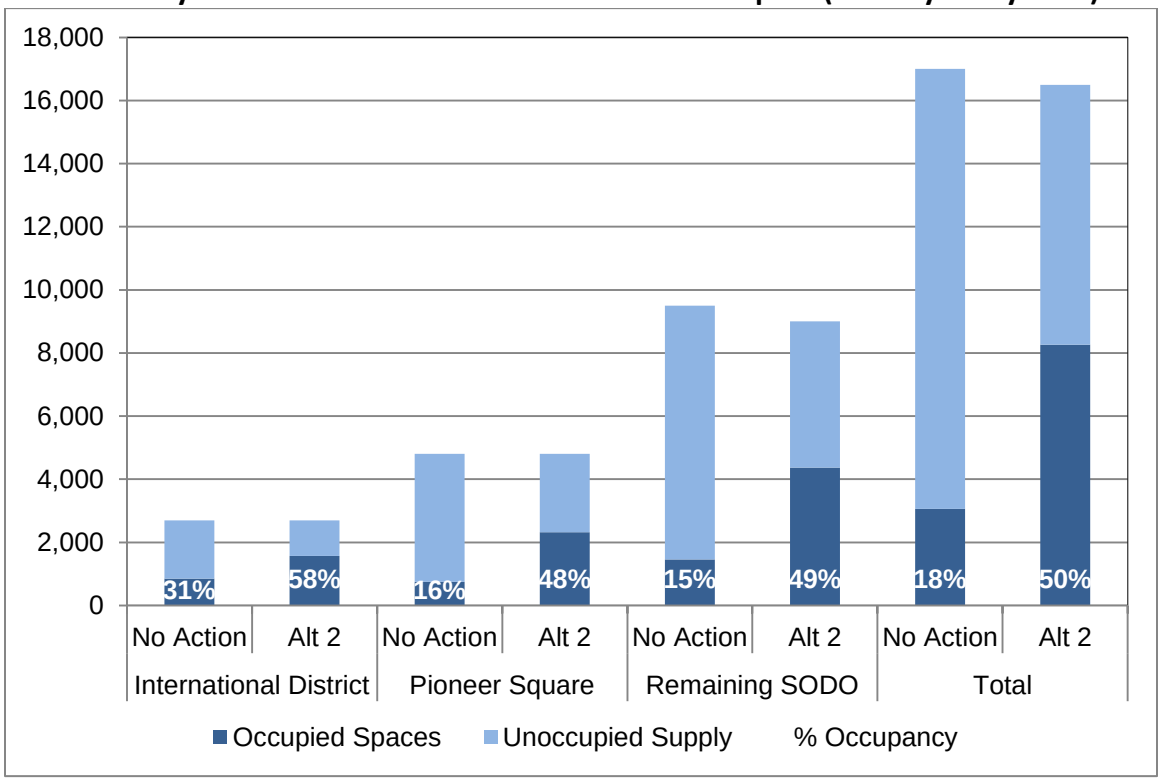



**Figure 2–134 Stadium District Parking Occupancy – Weekday: No Action and Alternative 2 Case S1 7:00 p.m. (Expanded Study Area)**

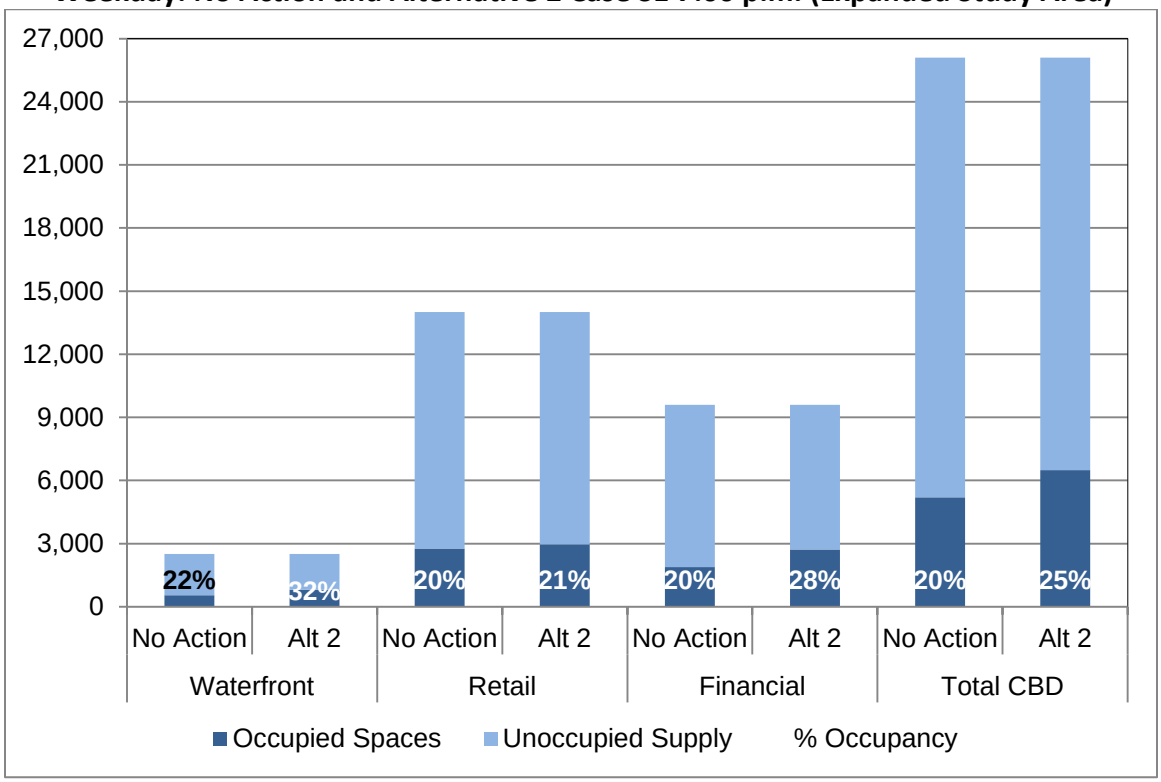


**Figure 2–135 Stadium District Parking Occupancy – Weekday: No Action and Alternative 2 Case S2 7:00 p.m. (Primary Study Area)**

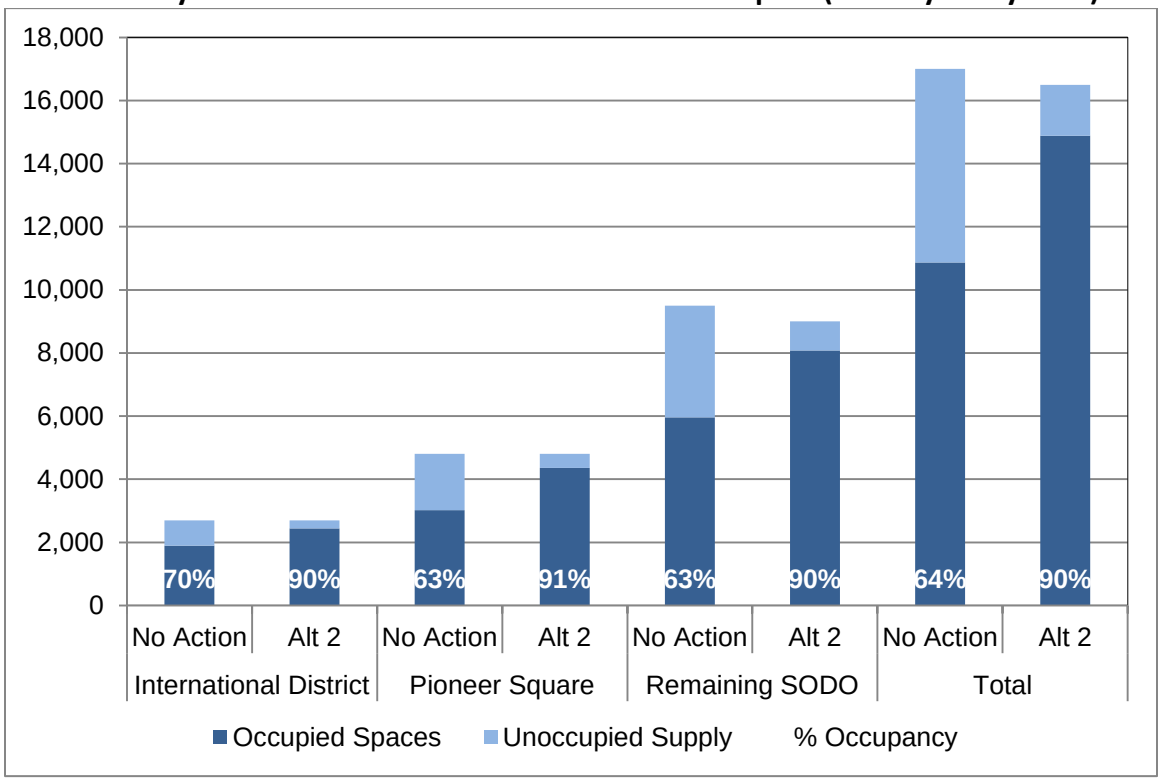



**Figure 2–136 Stadium District Parking Occupancy – Weekday: No Action and Alternative 2 Case S2 7:00 p.m. (Expanded Study Area)**

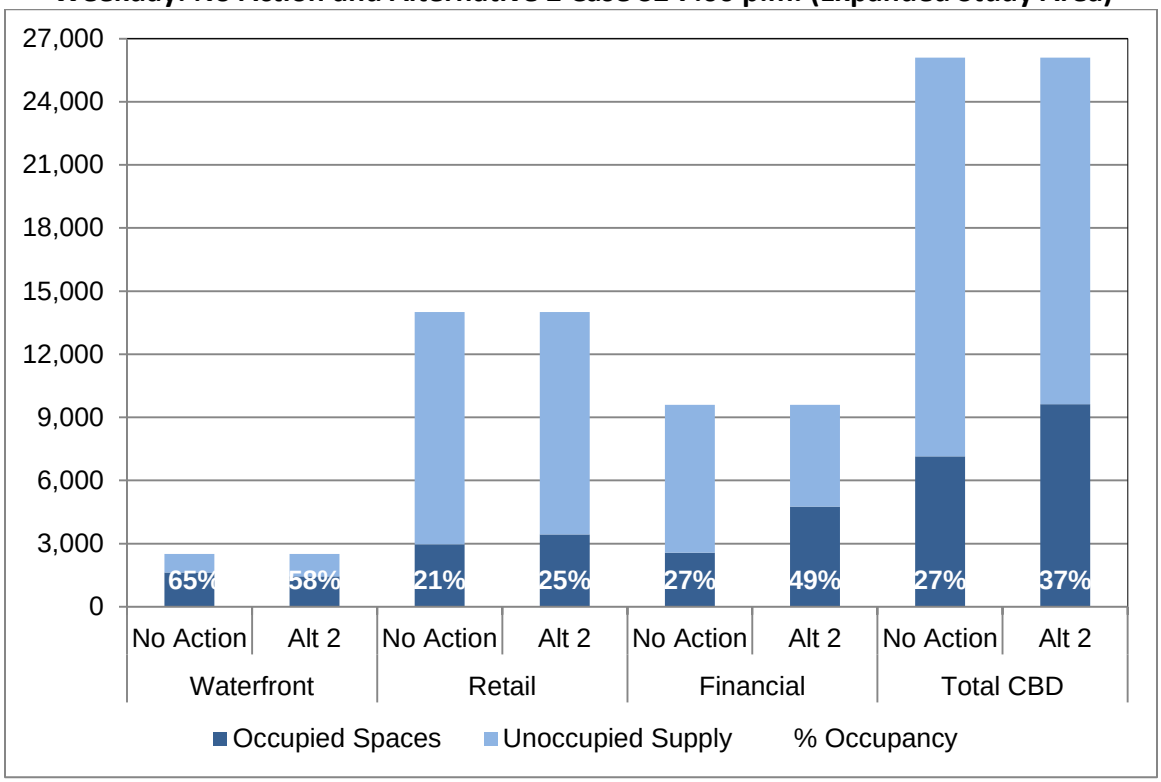


**Figure 2–137 Stadium District Parking Occupancy – Weekday: No Action and Alternative 2 Case S3 7:00 p.m. (Primary Study Area)**

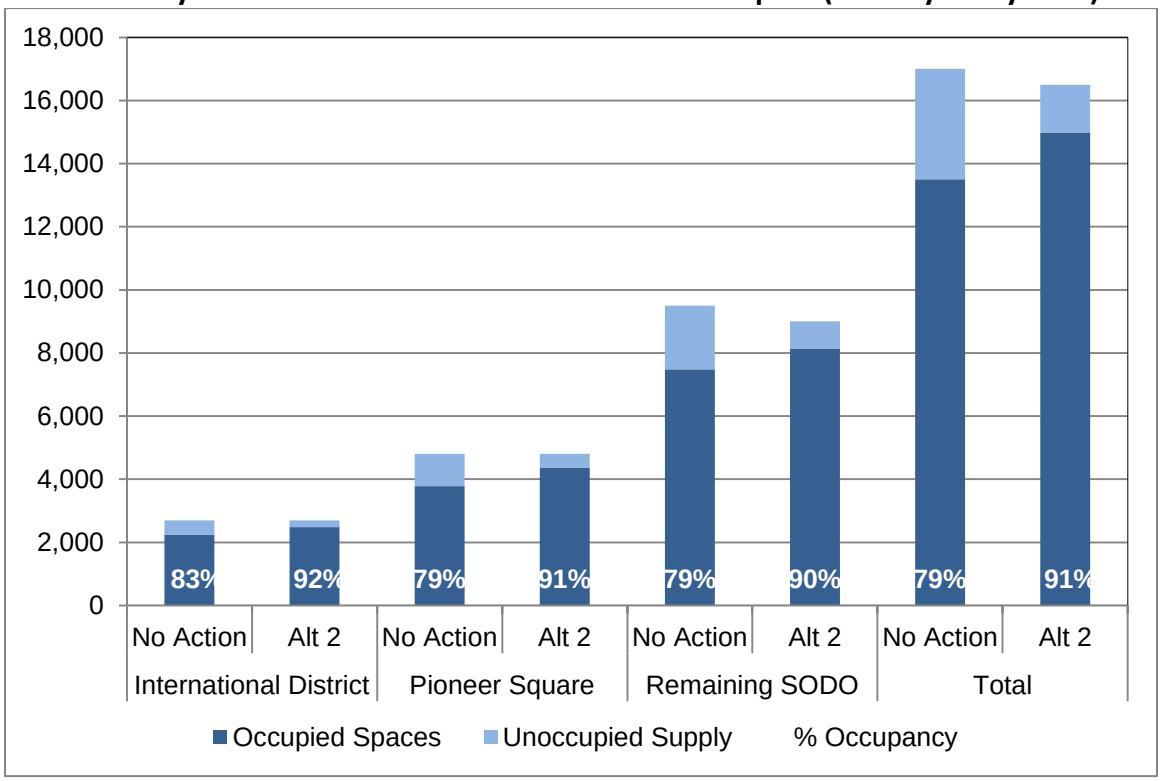
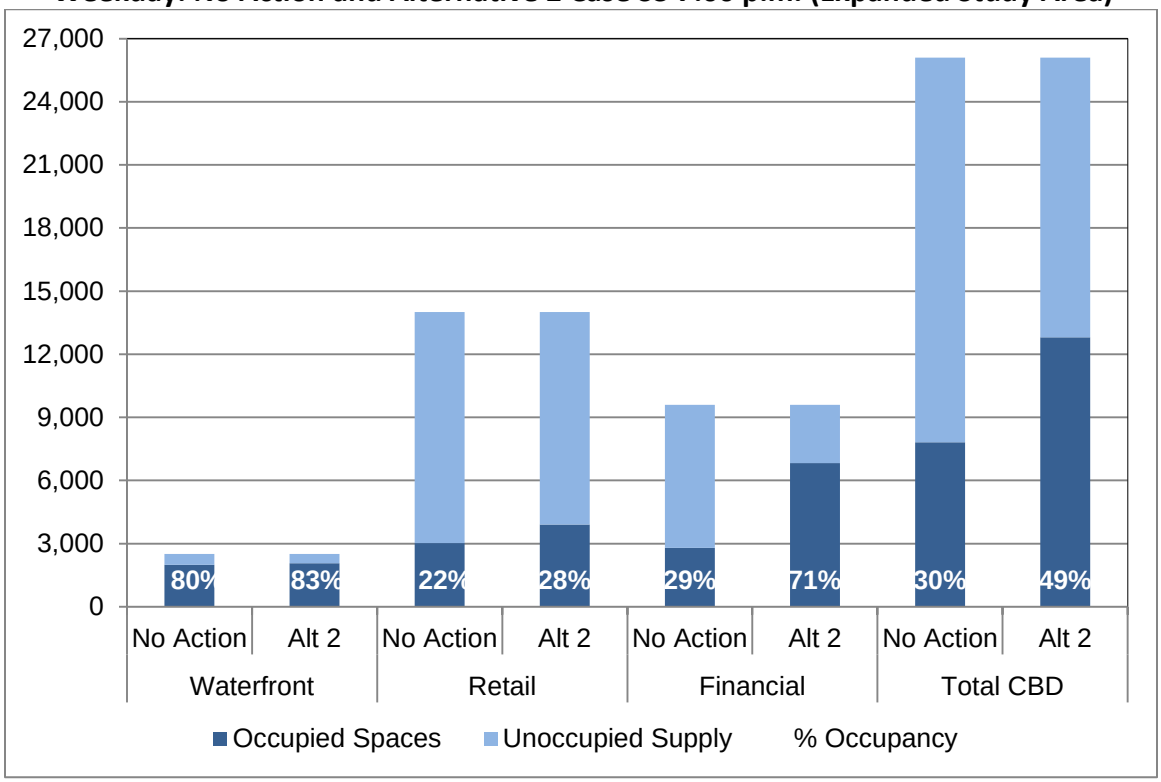



**Figure 2–138 Stadium District Parking Occupancy – Weekday: No Action and Alternative 2 Case S3 7:00 p.m. (Expanded Study Area)**



As shown in the figures above:

- Arena parking demand could be fully accommodated within the primary study area under Case S1 (i.e., no other events at nearby venues).
- Event parking would spill into the expanded study area under multi-event conditions (Case S2 and S3).
- For the Arena plus Mariners and/or Event Center scenarios (Case S2 and S3), parking occupancies within the primary study area would be approximately 90 percent as compared to the No Action event cases, which would have occupancies of approximately 65 to 85 percent.

It is anticipated with any of the event cases parking closer to the Arena and / or other event venues would be more highly utilized. As the areas near the venues become full it would likely become more difficult to find parking. The primary study area would be full for multi-event Cases S2 and S3. There would be parking available within the CBD even with multiple events in the study area; however, in some cases this may be considered less desirable given the greater walking distance from the venue.

As discussed in Section 2.3.6, S. Holgate Street would be closed to pedestrians. There are two options for pedestrian access across S. Holgate Street, a pedestrian bridge or shuttles to King Street Station. With the change in pedestrian connectivity to the east, a total estimated 1,600 stalls are no longer likely to be used by patrons of the Arena. This is based on eliminating those stalls which would result in excessive out of direction travel for pedestrians if parked in those areas. With the reduction in supply based on these stalls, further pressure is put on the parking areas in the northern, southern and southeastern portions of the primary parking area.

#### 2.8.4.3 Weekend Occupancy

Figure 2–139 through Figure 2–144 illustrate weekday Case S1, S2, and S3 parking occupancy within the primary and expanded study areas.

**Figure 2–139 Stadium District Parking Occupancy – Weekend: No Action and Alternative 2 Case S1 8:00 p.m. (Primary Study Area)**

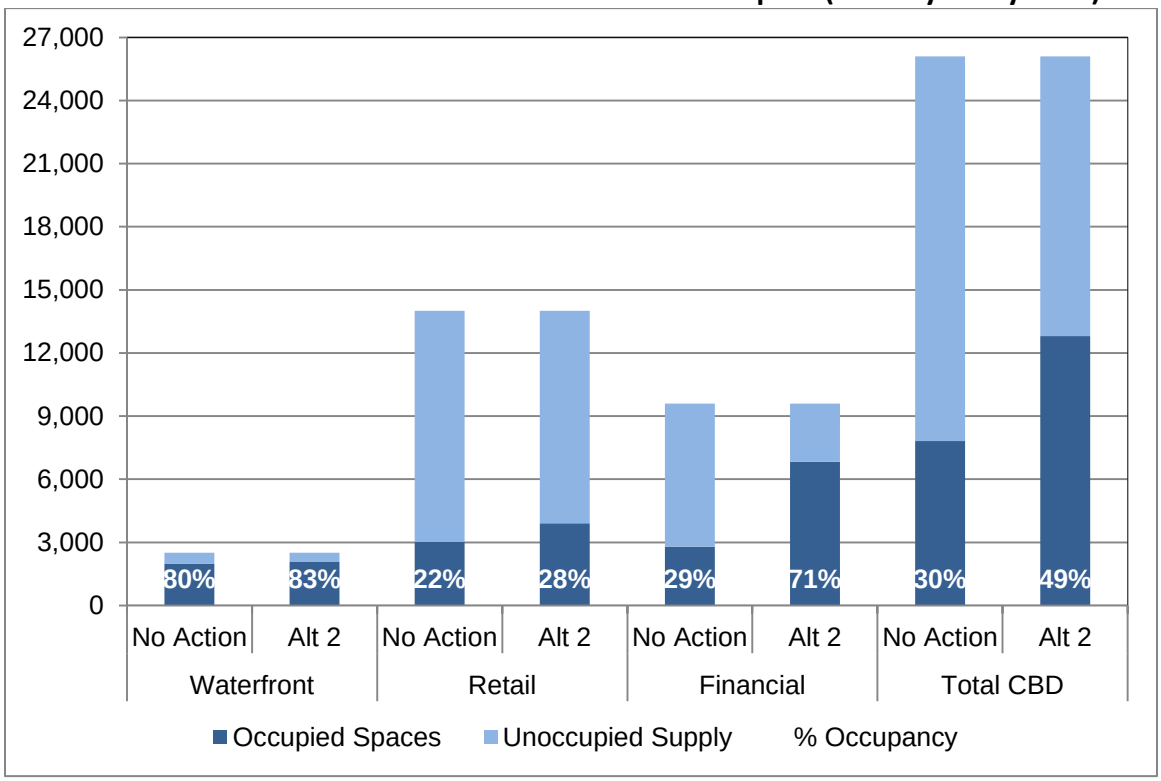



**Figure 2–140 Stadium District Parking Occupancy – Weekend: No Action and Alternative 2 Case S1 8:00 p.m. (Expanded Study Area)**

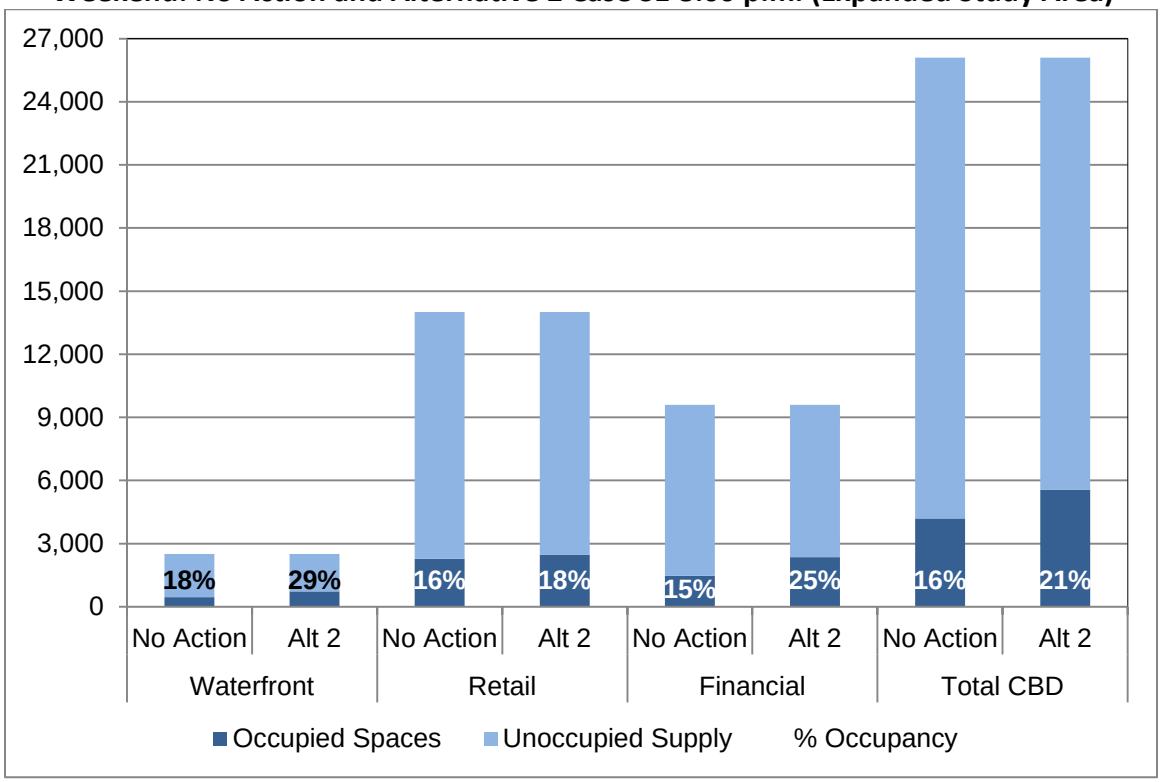


**Figure 2–141 Stadium District Parking Occupancy – Weekend: No Action and Alternative 2 Case S2 8:00 p.m. (Primary Study Area)**

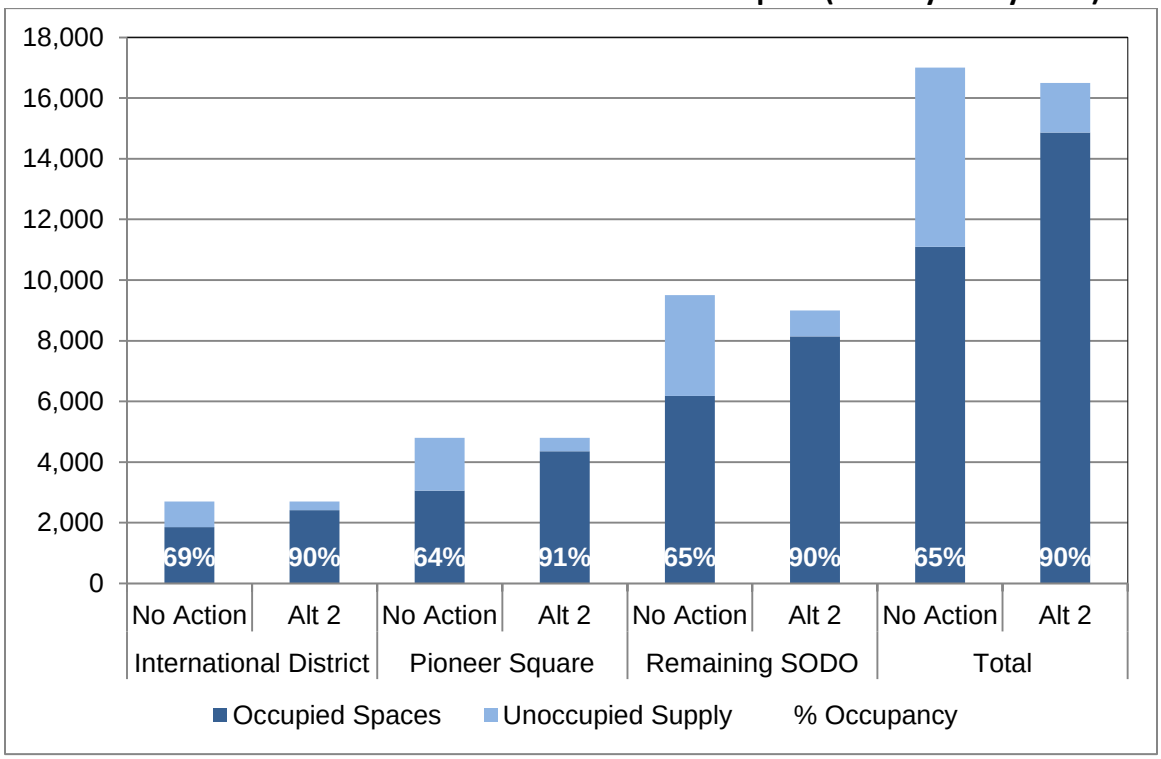



**Figure 2–142 Stadium District Parking Occupancy – Weekend: No Action and Alternative 2 Case S2 8:00 p.m. (Expanded Study Area)**

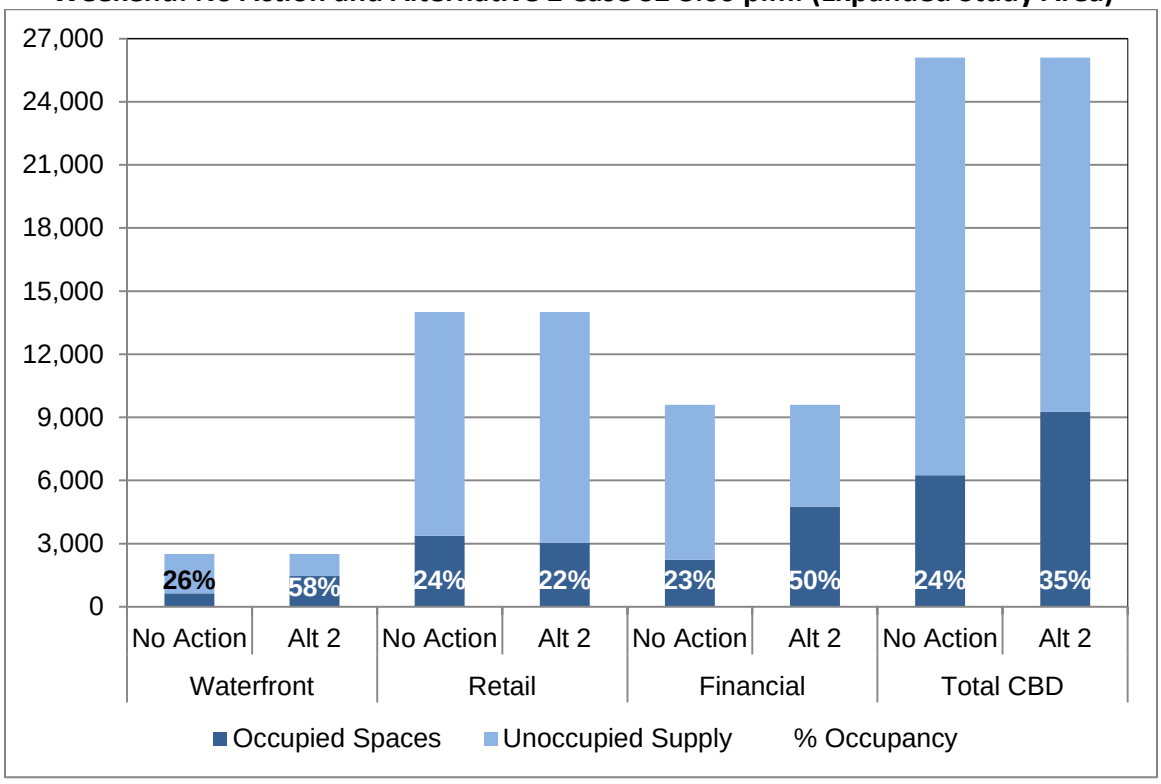


**Figure 2–143 Stadium District Parking Occupancy – Weekend: No Action and Alternative 2 Case S3 8:00 p.m. (Primary Study Area)**

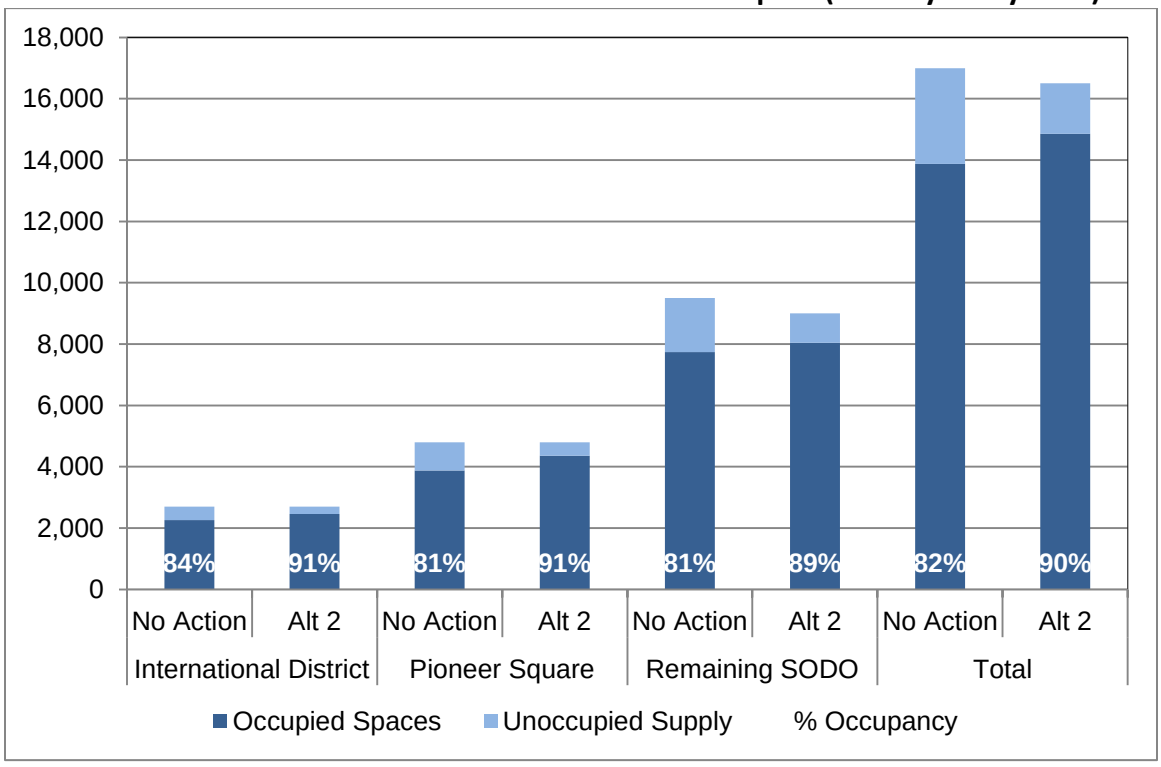
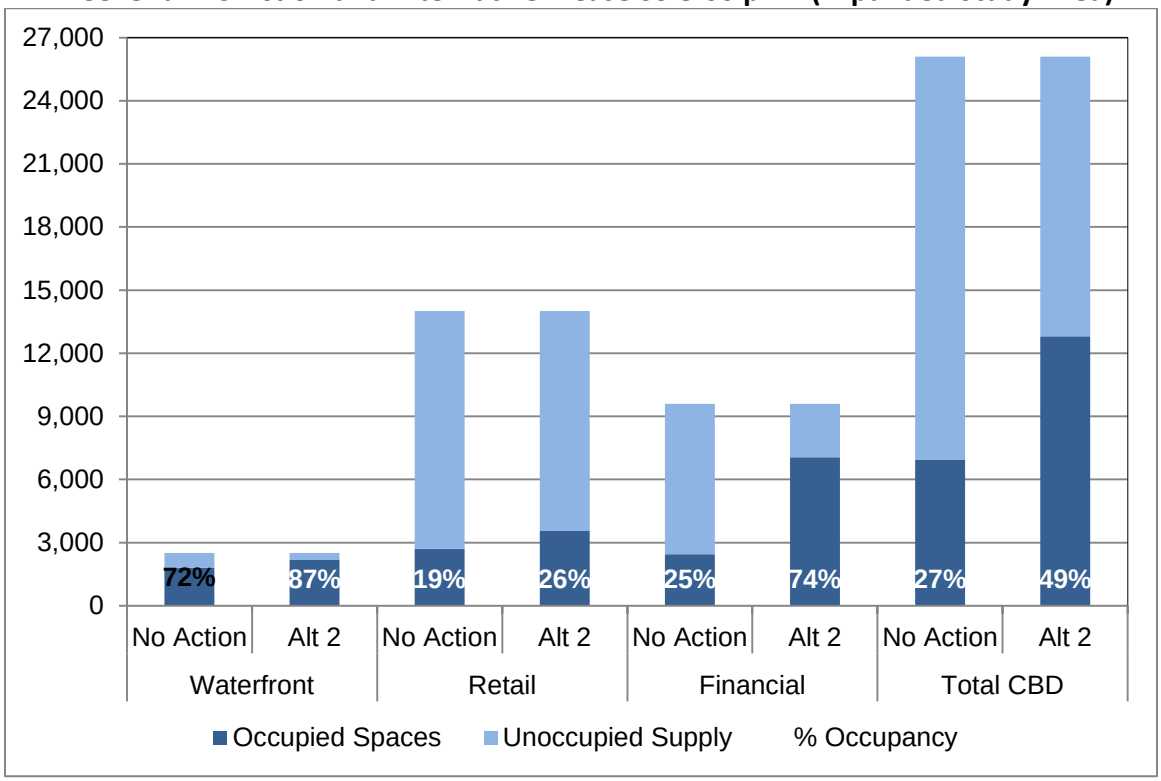



**Figure 2–144 Stadium District Parking Occupancy – Weekend: No Action and Alternative 2 Case S3 8:00 p.m. (Expanded Study Area)**



As shown in the figures above:

- Similar to weekday conditions, weekend Arena parking demand could be fully accommodated within the primary study area under Case S1 (i.e., no other events at nearby venues).
- Event parking would spill into the expanded study area under multi-event conditions (Case S2 and S3).
- For Alternative 2 Case S3, parking occupancies within the primary study area would be approximately 90 percent as compared to the No Action Case S3, which would have occupancies of approximately 80 to 85 percent.
- Given the lower overall weekend non-event parking demand within the expanded study, occupancies in this area are lower than the weekday.

It is anticipated with any of the event cases parking closer to the Arena and / or other event venues would be more highly utilized. As the areas near the venues become full, it would likely become more difficult to find parking. The primary study area would be full for multi-event cases (Case S2 and S3). There would be parking available within the CBD even with multiple events; however, in some cases this may be considered less desirable given the greater walking distance from the venue.

The Proposed Arena would result in an increase in events within the Stadium District regardless of the event case or day of week. The resulting parking demand associated with the Arena could displace some observed SoDo overnight truck parking in publicly available space to other areas (likely south of the Stadium District), which may be consider less convenient locations.

#### 2.8.4.4 Impacts of Safeco and CenturyLink Field Parking Restriction

The evaluation presented above assumes availability of the Safeco Field and CenturyLink parking facilities for Arena events. If shared parking agreements are not secured with these facilities, there is a potential that during an Arena only event (Case S1) parking may not be available at the Safeco Field and CenturyLink parking facilities. Without these parking facilities, there would be approximately 4,500 fewer parking spaces within the primary study area for a total parking supply of approximately 12,000 parking spaces in the primary study area. Figure 2–145 through Figure 2–148 provide a comparison between the No Action and Alternative 2 with and without the parking facilities within the primary and expanded study areas for the weekday and weekend conditions.

A review of both weekday and weekend conditions shows that without the availability of the Safeco Field and CenturyLink parking facilities:

- Weekday and weekend occupancies in the primary study area would increase by approximately 15 to 25 percent with these parking facilities; however, levels would be less than 75 percent and not be considered full.

- Parking could continue to be accommodated in the primary study area; therefore, occupancies within the expanded study area would be similar with and without the Safeco and CenturyLink parking facilities.

Finding available parking in the vicinity of the Arena would likely become more difficult without the use of Safeco and CenturyLink parking facilities especially given that these make up over 25 percent of the parking in the primary study area and approximately 50 percent of the SoDo parking. With difficulty in finding parking, additional parking may occur in the expanded study area.

**Figure 2–145 Stadium District Parking Occupancy – Weekday: No Action, Alternative 2, and Alternative 2 Adjusted (No CenturyLink & Safeco Parking) Case S1 7:00 p.m. (Primary Study Area)**

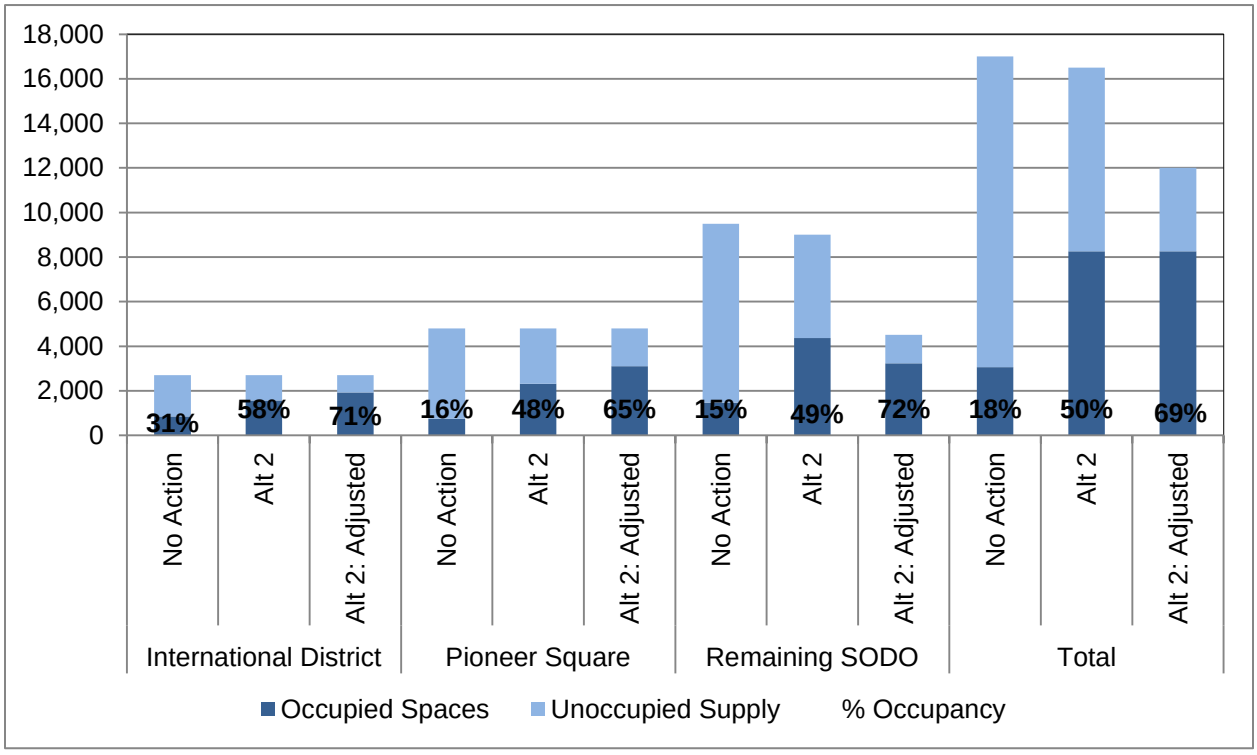


**Figure 2–146 Stadium District Parking Occupancy – Weekday: No Action, Alternative 2, and Alternative 2 Adjusted (No CenturyLink & Safeco Parking) Case S1 7:00 p.m. (Expanded Study Area)**

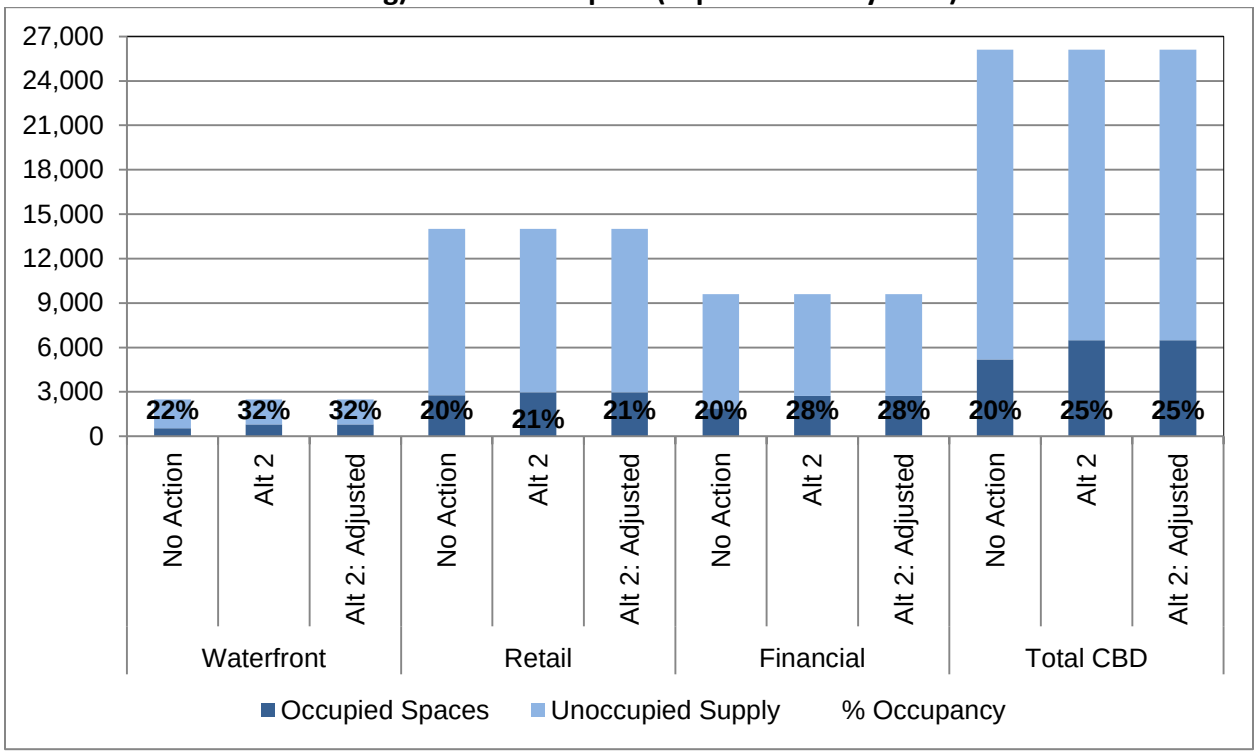



**Figure 2–147 Stadium District Parking Occupancy – Weekend: No Action, Alternative 2, and Alternative 2 Adjusted (No CenturyLink & Safeco Parking) Case S1 8:00 p.m. (Primary Study Area)**

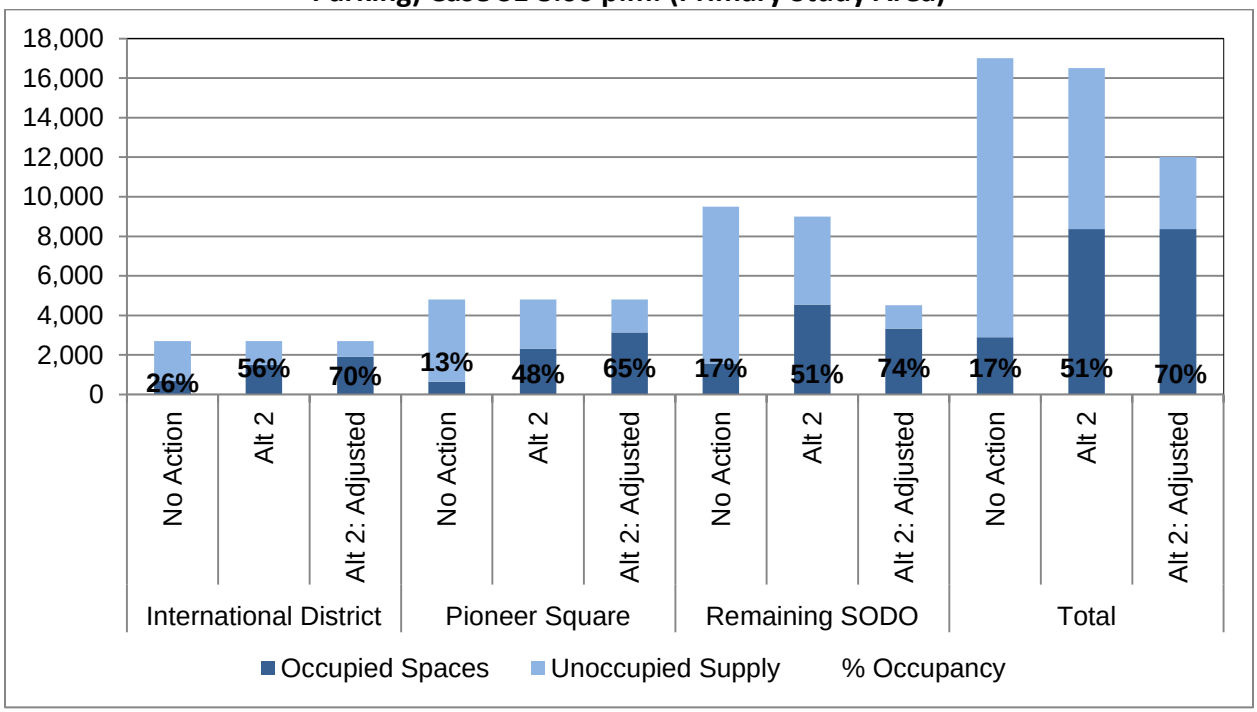
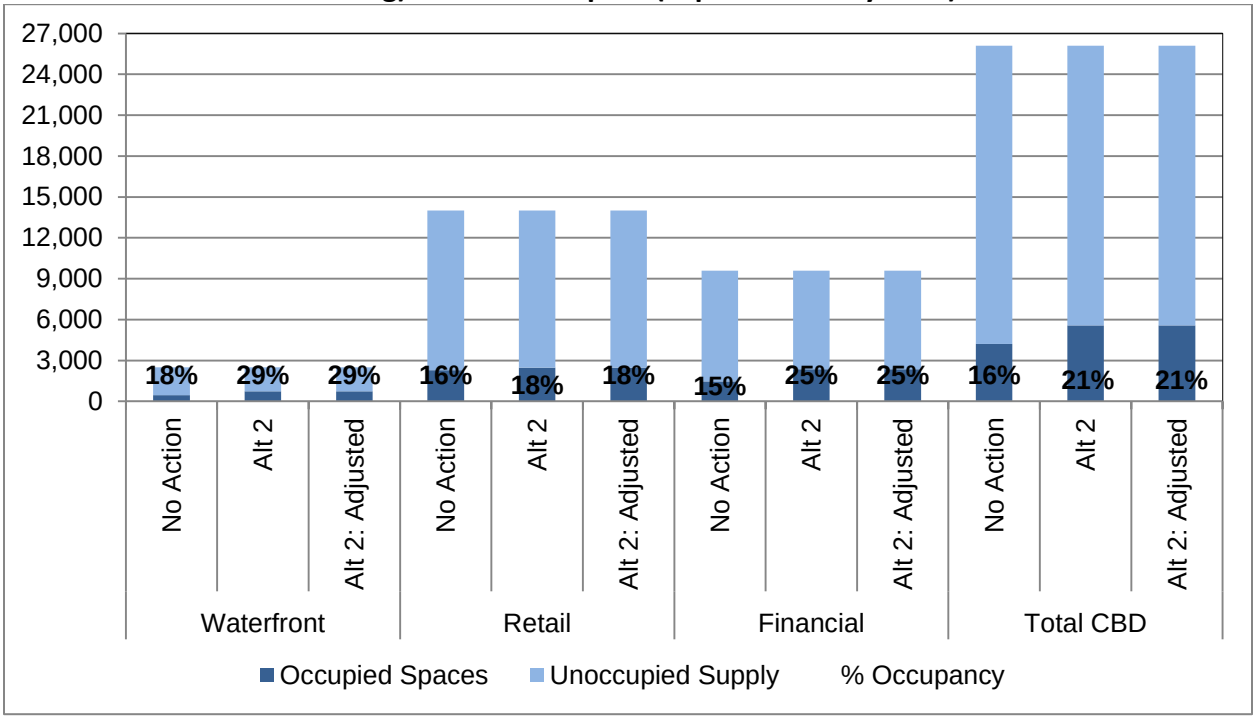


**Figure 2–148 Stadium District Parking Occupancy – Weekend: No Action, Alternative 2, and Alternative 2 Adjusted (No CenturyLink & Safeco Parking) Case S1 8:00 p.m. (Expanded Study Area)**




## 2.8.5 Impacts of Alternative 3

Parking impacts related to construction would be minimized by providing off-street parking, securing parking in near-by garages, as well as encouraging use of alternative modes. It is anticipated that parking impacts related to construction would be less than the 18,000-seat Seattle Arena. In addition, construction activities could result in the need to close on-street parking adjacent to the site. These closures would be coordinated with SDOT and appropriate notice and signs would be provided.

With 10 percent less seats, this would result in a 10 percent reduction in the overall parking demand as compared to Alternative 2. Given the lesser demand, overall transportation impacts for the Alternative 3 would be slightly less than those described for the Alternative 2 and the analysis of the Alternative 2 fully encompasses any transportation impacts that would occur as a result of developing Alternative 3.

## 2.8.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3:

- Event schedule protocol and management
- Expand on-street parking controls
- Shared use parking protocol
- Establish covenant parking agreements
- Parking for event staff
- Pre-sell reserved arena covenant parking
- Promote and pre-sell offsite private parking

### 2.8.7 Secondary and Cumulative Impacts

Short term parking restrictions may be implemented to support event related activities as a result of traffic control plans, or other efforts to balance traffic, transit, freight and goods movement, and parking demands. In general, the impacts identified for the proposed Arena without other concurrent events are similar in magnitude and slightly less than for a Mariners event. However, the addition of the proposed Arena would increase the number of days in the SoDo neighborhood where an event occurs and could add cumulatively to reduction of parking availability in the SoDo neighborhood:

- Impacts of a TCP resulting in loss of parking
- Reduced parking supply as a result of potential improvements at study intersections and along roadways

### 2.8.8 Significant Unavoidable Adverse Impacts

As described in the impact analysis, the increase in event days anticipated with the Arena (especially the increase in high attendance event days) would result in the increased frequency of parking impacts. This results in greater competition for parking with other area stakeholders, including commercial businesses in neighborhoods such as SoDo, Pioneer Square, and the International District.

## 2.9 Safety

### 2.9.1 Methodology

Collisions were reviewed at the study area intersections and at-grade rail crossings. Records of reported collisions were obtained from SDOT for the five-year period between January 1, 2007, and December 31, 2011. A summary of the total and average annual reported accidents at each study intersection is provided in Attachment E-4, which is available from DPD upon request. The City of Seattle has adopted criteria for assigning high accident location status to signalized intersections with 10 or more reported collisions per year and unsignalized

intersections with 5 or more reported collisions per year. Intersections designated as high accident locations are targeted for future safety improvements in an effort to reduce the occurrence of accidents.

### 2.9.2 Affected Environment

Fewer than 5 collisions per year were reported at each unsignalized study intersections and for the signalized locations only the 6th Avenue / James Street intersection had an average of more than 10 collisions per year. No fatalities were identified in the study area during the five-year period.

A review of the collisions at the 6th Avenue / James Street intersection shows the number of collisions per year has decreased over the 5-year period with 15 collisions in 2007 to 8 collisions in 2011. A majority of the collisions at this location involved left-turning vehicles along James Street not granting right-of-way to vehicles traveling the opposite direction. These collisions are likely occurring as a result of the high traffic volume and the permitted left-turn phasing on the westbound approach James Street not yielding to oncoming eastbound traffic, which is typical of intersections with dual left-turn lanes with higher levels of turning traffic. The left turning collisions at this location could likely be reduced by providing protected left-turn phasing, which would be a trade-off with traffic operations, likely causing more delay that could increase other types of collisions such as rear-end.

The data were also reviewed for collisions involving pedestrians or bicyclists. Within the study area, 34 of the 64 study locations had collisions involving pedestrians and bicyclists. The only location that averaged more than one collision per year involving a pedestrian or bicyclists is the 5th Avenue S. / S. Jackson Street intersection, which has a much higher pedestrian demand than other locations in the study area. This intersection is located near the International District Station transit hub on the southwest corner of this intersection resulting in higher levels of pedestrian activity.

Collisions were also reviewed at the at-grade railroad crossings along S. Royal Brougham Way, S. Atlantic Street, S. Holgate Street, S. Lander Street, S. Hanford Street, S. Horton Street, and S. Spokane Street based on data provided by SDOT as well as the Federal Railroad Administration (FRA) database of accident reports. Vehicular traffic at these crossings is controlled by gates and non-motorized traffic is generally controlled through passive warning signs. Based on a review of *Pedestrian/Bicycle Warning Devices and Signs at Highway-Rail and Pathway-Rail Grade Crossings* (Illinois Center for Transportation, April 2013), implementation of control devices for non-motorized traffic should be evaluated on a case-by-case basis. There were 12 collisions in the 5-year time period related to trains at the at-grade crossings. These collisions occurred at the S. Atlantic Street, S. Royal Brougham Way, S. Hanford Street, S. Hinds Street, S. Holgate Street, and S. Royal Brougham Way crossings. A majority of the collisions resulted in property damage or injury. Implementation of active warning or gates for pedestrians could help prevent these types of safety issues. There was a pedestrian fatality in 2011 at the S. Holgate Street crossing between 3rd Avenue S. and Occidental Avenue S; however, the collision

review shows there were extenuating circumstances and the fatality was not a result of the train track or roadway conditions.

### 2.9.3 Impacts of No Action Alternative

As traffic volumes increase, the potential for traffic safety issues increases proportionately. The overall vehicular and non-motorized traffic in the area under 2018 and 2030 conditions are anticipated to be higher than occurs under existing conditions. There are changes in transportation infrastructure underway and the effect of these changes on transportation safety is unknown. The projects are all designed to current standards of practice.

### 2.9.4 Impacts of Alternative 2

Alternative 2 construction would increase vehicular traffic within the study area, which could result in increased conflicts between vehicular, pedestrian, and bicycle traffic. It is anticipated that safety impacts related to construction would be less than the 20,000-seat Seattle Arena.

As traffic volumes increase, the potential for traffic safety issues increases proportionately. Alternative 2 would increase both vehicular and non-motorized traffic within the study area. In the immediate vicinity of the site, there are several at-grade rail crossings along S. Holgate Street. Increased pedestrian activity at these locations as a result of travelling to and from the Seattle Arena could result in pedestrian safety issues. The *Pedestrian/Bicycle Warning Devices and Signs at Highway-Rail and Pathway-Rail Grade Crossings* (Illinois Center for Transportation, April 2013) notes that for at-grade crossings active warning devices are generally observed by users more often when paired with gates. This document also says that there is no standard procedure for determining control or warning devices and an evaluation should be conducted on a case-by-case basis. The S. Holgate Street corridor has multiple at-grade rail crossings closely spaced in the immediate vicinity of the site and pedestrian gates may not be feasible or appropriate. As described previously in the Pedestrian section, consideration could also be given to a grade separated pedestrian bridge that would be oriented east-west over the train tracks connecting the Arena to the S. Holgate Street / 3rd Avenue S. intersection or the closure of S. Holgate Street to pedestrians with events.

### 2.9.5 Impacts of Alternative 3

Alternative 3 construction would increase vehicular traffic within the study area, which could result in increased conflicts between vehicular, pedestrian, and bicycle traffic. It is anticipated that safety impacts related to construction would be less than the 18,000-seat arena.

Alternative 3 would have similar safety impacts as identified with Alternative 2; however, these impacts would be to a less extent since the traffic levels would be lower with the smaller venue.

### 2.9.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements.

The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 2 and Alternative 3:

- Pedestrian Improvements (i.e. pedestrian scale lighting, surface street improvements or pedestrian bridge on S. Holgate Street, etc.)
- North-South private connection located on the east side of the project site, connecting S. Holgate Street to the Safeco Field property

### 2.9.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts have been identified.

### 2.9.8 Significant Unavoidable Adverse Impacts

Increased frequency of events together with the proximity of the Arena to the S. Holgate Street rail crossings would increase the potential for conflict between pedestrians and rail, east of the site. If a pedestrian overpass were constructed, this issue would be largely eliminated. With at-grade improvements together with increased manual control of pedestrians at crossings, the potential would be reduced but not eliminated.

## 2.10 Occidental Avenue South Street Vacation

An element of the Alternative 2 and Alternative 3 proposals includes the vacation of Occidental Avenue S. between S. Holgate Street and S. Massachusetts Street. The cumulative conditions with an arena event, inclusive of the street vacation, were accounted for in the analysis of Alternatives 2 and 3. This section provides a focused comparison of conditions intended to isolate the impacts of the vacation itself. It includes a comparison to developing the site under the current zoning; assuming no vacation of Occidental Avenue S. This additional development scenario is not considered an alternative for purposes of the EIS evaluations but has been included for purposes of assessing the impacts of the Occidental Avenue S. street vacation. This section evaluates the proposed street vacation, independently, and in the context of the development proposal.

### 2.10.1 Context

Occidental Avenue S. is classified as an access street. It serves a variety of purposes, ranging from local access for adjacent business and events, staging for events at Safeco Field and CenturyLink Field, event parking, to a potential route bypass to 1st Avenue S. during periods of higher traffic congestion.

**North.** North of S. Massachusetts Street, Occidental Avenue S. serves as service access and parking for businesses on the west side (with primary frontages on 1st Avenue S.), and provides access to the Safeco Field parking garage, including surface parking to the immediate east side of the garage. This parking access is provided via S. Massachusetts Street, via its intersection with Occidental Avenue, which also provides access to the Safeco Field parking garage, the

surface parking to the east, as well as the service road and fire lane south and west of the Safeco Field garage. In addition, the plaza area adjacent to the Safeco Field parking garage serves as a staging area for Safeco Field events, parking for charter buses, overflow parking, and emergency evacuation. This portion of Occidental Avenue S. carriers a weekday average of approximately 4,300 vehicles per day with a peak of 500 vehicles per hour during the AM peak hour.

**Site Area.** The area of Occidental Avenue S. to be vacated connects S. Holgate Street with S. Massachusetts Street. The street section serves on-street parking in some sections, as well as access to the parcels adjacent to the street to the east and west. In addition, it provides continuity of connection between S. Horton Street and S. Atlantic Street. This portion of Occidental Avenue S. carriers a weekday average of approximately 3,700 vehicles per day with a peak of 460 vehicles per hour during the AM peak hour.

**South.** South of S. Holgate Street, Occidental Avenue S. provides access and parking to local commercial businesses with primary frontages on 1st Avenue S. to the immediate west, as well as to freight related warehouse business operations on the east side of Occidental Avenue S., immediately south of S. Holgate Street. It exists as a contiguous connection from S. Atlantic Street to S. Horton Street, a distance of over one mile. This portion of Occidental Avenue S. carriers a weekday average of approximately 2,700 vehicles per day with a peak of 340 vehicles per hour during the AM peak hour.

### 2.10.2 Local Circulation Issues

The Mariners emphasized the importance of maintaining accessibility to the Safeco Field parking garage and surface parking lot, as well as the service road and fire lane, and noted the use of the plaza area between the parking structure and Occidental Avenue S. for bus staging.

- **Safeco Field Parking Garage – Access and Usage.** The parking garage is used daily by staff and vendors at the facility, with approximately 250 parking spaces identified for these uses. Another 50 spaces are leased to adjacent office properties, except during game days. Access to the garage is provided directly from S. Atlantic Street on the north, as well as on the south and east faces of the garage, which access the street system via S. Massachusetts Street and / or Occidental Avenue S.

- **Service Road / Surface Parking Lot.** This drive, which extends east via an extension of S. Massachusetts Street, provides direct southerly access to the parking garage. In addition, it connects service activity (trucks, food delivery, etc.) for Safeco Field with the local street system, connecting under S. Atlantic Street to Safeco Field itself from east of the parking garage. This connection also serves as the fire lane for Safeco Field.

- **Plaza and Adjacent Right of Way.** This section of the sidewalk and right-of-way is open space for pedestrians during most periods; during events at Safeco Field, as well as some CenturyLink Field events, it is used for charter bus staging and pick-up / drop-off, ADA assisted parking.

In addition to the issues raised by the Mariners, concern has been expressed that Occidental Avenue S. is used by freight haulers and other traffic as a bypass to congestion on 1st Avenue S. With a section of Occidental Avenue S. closed, there would be reduced ability to avoid primary arterial congestion.

### 2.10.3 Methodology

The evaluation of the street vacation on the local transportation network was conducted consistent with the methodology previously discussed in the document. Consistent with the scope of this EIS, the impacts of the proposed street vacation were evaluated for the following transportation elements:

- Trip Generation
- Public Transportation
- Pedestrians
- Bicycle
- Traffic Volumes
- Traffic Operations (Intersection Operations / Local Circulation and Traffic Diversion)
- Freight and Goods
- Parking
- Safety

The future 2030 conditions were evaluated for two scenarios. First, the impact of the physical change in street connectivity is evaluated, independent of the proposed development or build-out under the current zoning. Second, the comparative impact of the two site development scenarios is summarized:

1. **Street Vacation Impact:** This scenario provides the most direct basis for understanding the singular effects of the vacation itself assuming no changes in land use or development. The No Action 2030 conditions without and with a street vacation are compared.

2. **Comparison of Site Development Options:** This scenario compares the results of the analysis conducted for Alternative 2 Case S1, with the vacation of Occidental Avenue S., to the development of an approximately 810,00 sf commercial project on the project site, without the Occidental Avenue S. vacation assuming build-out under current zoning.

### 2.10.4 Impacts of the Vacation

The following provides a summary of the key transportation elements and stakeholder issues associated with the impacts of vacating Occidental Avenue S. from two perspectives. First, the

impact of the physical change in street connectivity is evaluated, independent of the proposed Arena or buildout under the current zoning. Second, the comparative impact of the two development scenarios is summarized. All analyses considered 2030 conditions completed for each transportation element previously listed. The summary of impacts is described in relation to Alternative 2 only; impacts associated with Alternative 3 would be similar, but would reflect 10 percent less demand due to the difference in the attendance capacity of Alternative 3.

**Trip Generation**

Development under existing zoning without a street vacation is based on information provided by the Proponent and has been updated as part of the FEIS. Based on information from the Proponent, a total of 810,000 gross square-feet (gsf) of commercial space was assumed. The analysis assumed 60,000 gsf would be general retail and the remaining would be office. Trip rates used to forecast trip generation for the commercial development were consistent with the Home Plate project located on the southwest corner of the 1st Avenue S. / S. Atlantic Street intersection, which also includes primarily office uses. This methodology utilized vehicle trip rates from the ITE *Trip Generation Manual*, 9th Edition and applied local mode splits and average vehicle occupancies appropriate for this area in order to determine the peak hour trips.

The trip generation analysis focuses on the weekday AM, mid-day, and PM peak hour periods. Weekday AM and mid-day impacts were evaluated in addition to PM peak hour impacts to consider the potential shift in traffic volumes with the street vacation. Table 2-43 compares weekday PM, AM, and midday peak hours trip generation for Alternative 2 (Case S1) and Alternative 3 (Case S1) to the trip generation associated with the potential development that could occur under current zoning without the vacation of Occidental Avenue S.

**Table 2-43**
**Occidental Avenue S. Street Vacation Weekday PM Peak Hour**
**Trip Generation Summary – 2030 Horizon year**

| | No Street Vacation Development Potential[1] | With Street Vacation: Alternative 2[2] Case S1 | With Street Vacation: Alternative 3[2] Case S1 |
|---|---|---|---|
| **PM Peak Hour** | | | |
| Total Trips | 937 | 2,200 | 1,970 |
| Less Pass-by | 72 | - | - |
| **Net New** | **865** | **2,200** | **1,970** |
| **AM Peak Hour** | | | |
| Total Trips | 813 | 0 | 0 |
| Less Pass-by | 18 | - | - |
| **Net New** | **795** | **0** | **0** |
| **Midday Peak Hour** | | | |
| Total Trips | 142 | 50 | 50 |
| Less Pass-by | 40 | - | - |
| **Net New** | **102** | **50** | **50** |

1. Assumes 810,000 square-feet of commercial spaces.
2. See section (Event Transportation Demand)

As shown in the table, during the PM peak hour with the development of the Arena, there would be an overall increase in trip generation on the order of 150 percent over what could be generated by development under the current zoning. This characterization assumes a capacity level event at the Arena (consistent with the analysis presented in other sections) compared to an average weekday PM peak hour associated with the development of a commercial project under current zoning. Two other factors for consideration include:

- While lower in trip generation, the development of 810,000 square feet of office on the subject site would result in traffic impacts to every working day of the year. An Arena would be expected to have capacity level events on a limited number of days each year, with a variety of below capacity events on other days. All event activity at the Arena would combine to a lower level of frequency than that of a commercial project.
- The proposed Arena is only proposing to construct approximately 100 parking spaces in association with its development and the remaining parking supply would be accommodate with shared parking agreements at existing parking lots or through development of a parking garage south of the Arena site. Total event parking demand would be accommodated throughout the SoDo primary and extended (CBD) study areas, as described in the parking impact section of this document.

Table 2-43 shows that the Arena has minimal trips during the AM and midday peak hours compared with the commercial development. During the AM peak hour, the Arena is

anticipated to have no trips whereas the commercial development is anticipated to have approximately 815 trips. During the midday peak hour, the Arena is anticipated to have approximately 50 trips, accounting for the preparation of an event.

Figure 2-149 through Figure 2-151 summarize the weekday PM, AM, and mid-day peak hour directional volumes, respectively, along site vicinity street links and LOS at key local intersections. The No-Build (top two boxes of each figure) scenario shows the effect of the street closure on 2030 No Action traffic volumes during the PM peak hour. The Build scenario (bottom two boxes) compares the traffic volumes associate with the two site development options described above (i.e., Arena or commercial project).

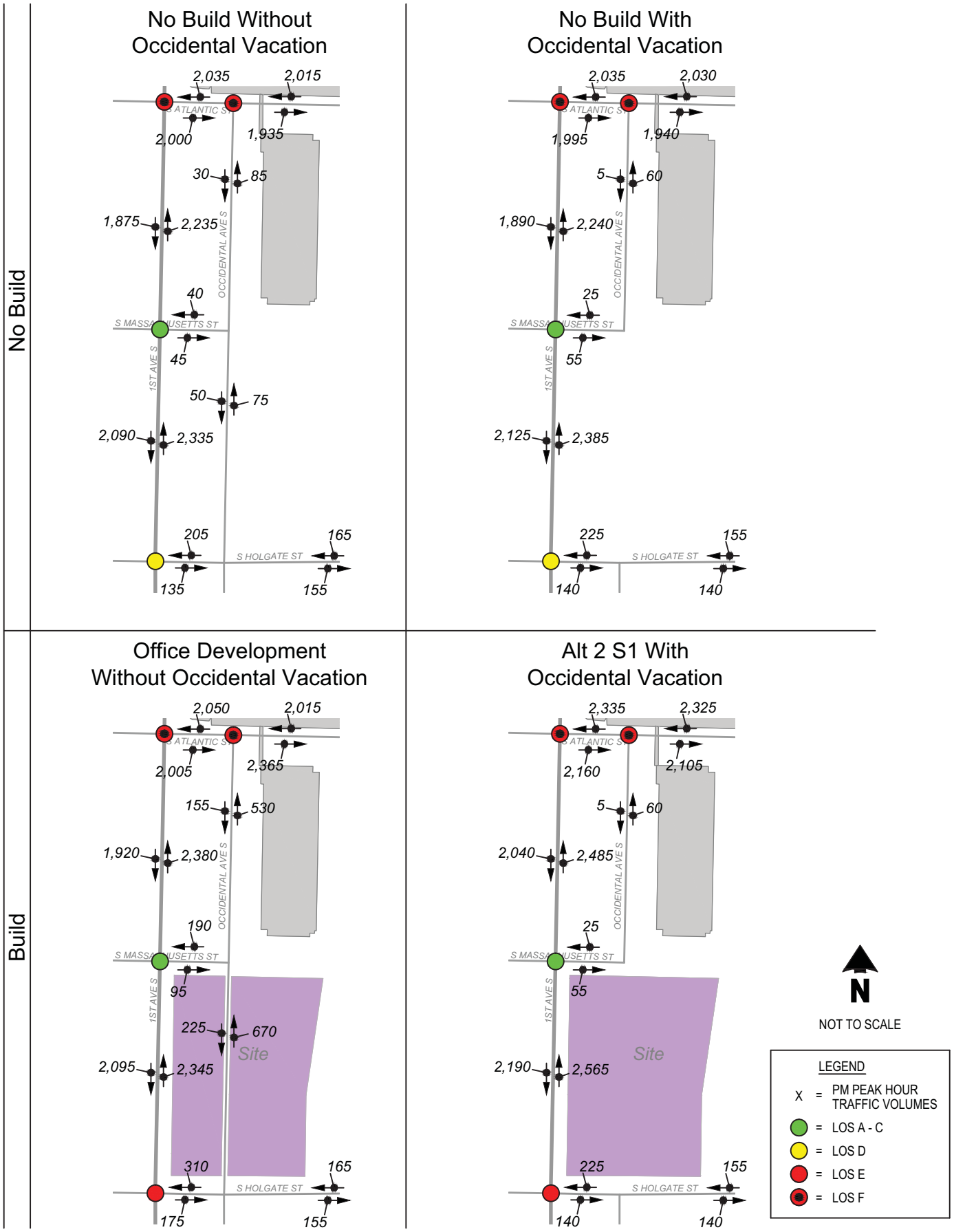
**Public Transportation**

*Street Vacation Impact*

- Street vacation results in minor impacts associated with diversion of traffic and moderate increases in peak hour congestion along the 1st Avenue S. corridor in the immediate site vicinity. Since 1st Avenue S is not a transit corridor no impacts are anticipated.

*Comparison of Site Development Options*

- Increased demand for public transportation associated with the Arena as described in the Public Transportation section of this document.
- With development under current zoning, increases in transit demand and need to connect pedestrians to transit would occur. The primary route to transit is along the S. Holgate Street corridor, which would connect to transit service along 4th Avenue S. as well as to the Link Light Rail corridor.
- Impacts to transit service speed and reliability would occur with the Arena on event days, at the magnitude and frequencies described in the Public Transportation section. With development under current zoning, overall traffic impacts would occur that would also impact transit speed and reliability. Impacts at 4th Avenue S. / S. Holgate Street would be similar to that of the Arena; impacts to the 1st Avenue S. corridor would be somewhat less due to the probable access configuration along the Occidental Avenue S. corridor (Note: No commercial project is proposed; access configuration was assumed for purposes of the analysis.)

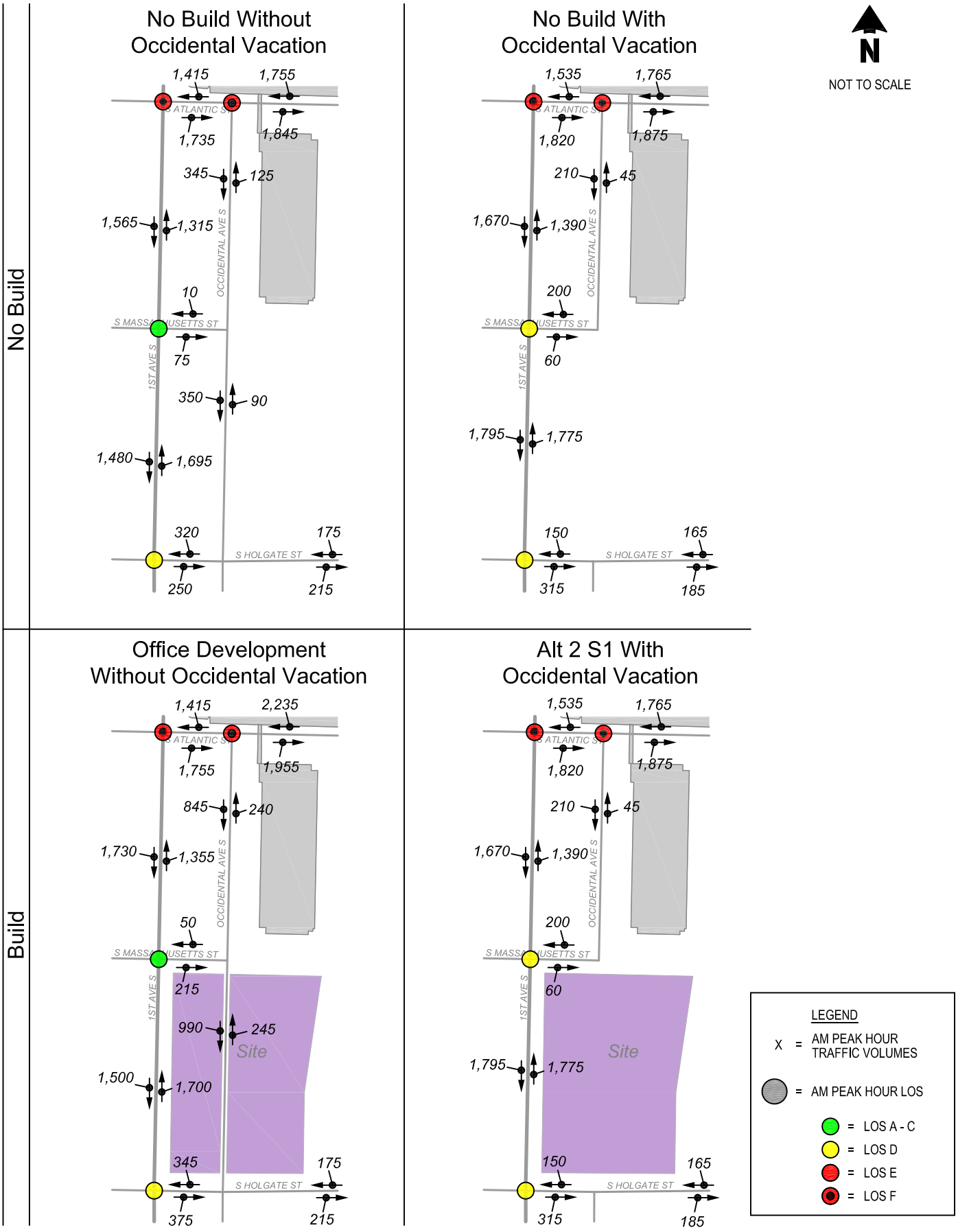



# Occidental Avenue S. Street Vacation 2030 Weekday PM Peak LOS & Volumes

FIGURE **2-149**

*Seattle Arena*

transpoGROUP




# Occidental Avenue S. Street Vacation Weekday AM 2030 LOS & Volumes

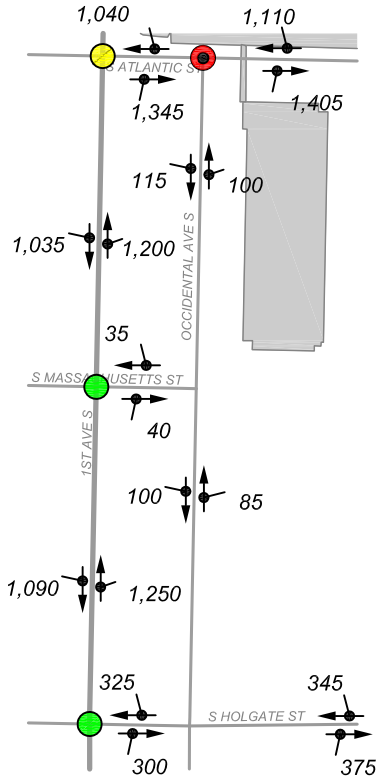
FIGURE **2-150**

*Seattle Arena*

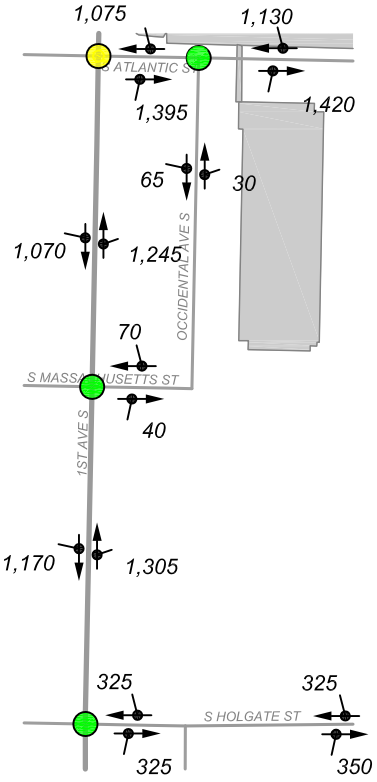
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No Build

## No Build Without Occidental Vacation




## No Build With Occidental Vacation

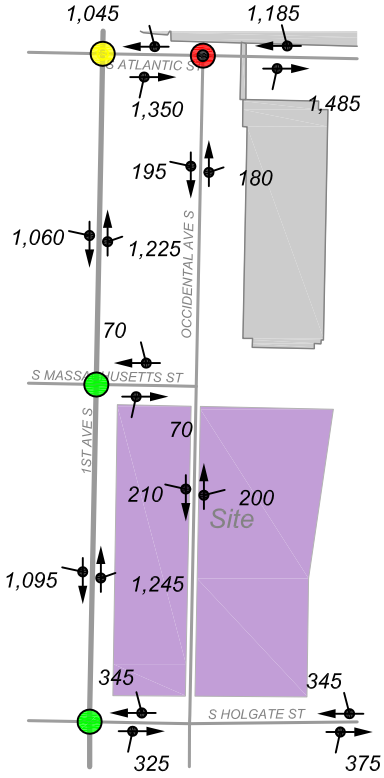



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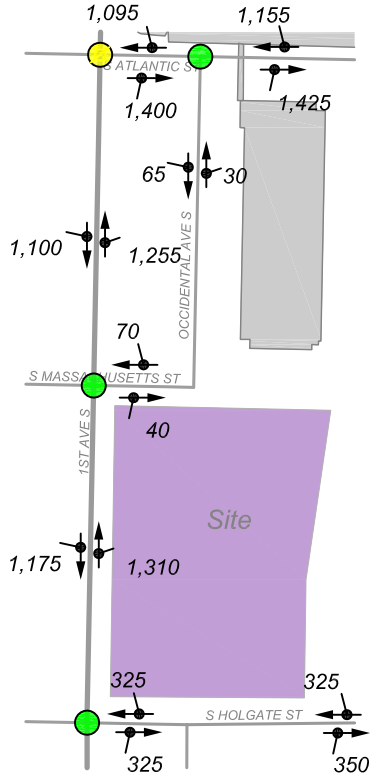
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Build

## Office Development Without Occidental Vacation




## Alt 2 S1 With Occidental Vacation




LEGEND

X = MIDDAY PEAK HOUR TRAFFIC VOLUMES

= MIDDAY PEAK HOUR LOS

= LOS A - C

= LOS D

= LOS E

= LOS F

# Occidental Avenue S. Street Vacation Weekday Midday 2030 LOS & Volumes

FIGURE 2-151

*Seattle Arena*

transpoGROUP

**Pedestrians**

*Street Vacation Impact*

- With the street vacation, pedestrians would divert from Occidental Avenue S. to either 1st Avenue S. or 4th Avenue S depending on the origin or destination of the trip. Pedestrian volumes were observed to be low along Occidental Avenue S., north of S. Holgate Street with and without an event.

*Comparison of Site Development Options*

- The Arena would result in concentrated, though comparatively infrequent, pedestrian demands during event ingress / egress; pedestrian demands associated with the development under current zoning would result in lower, more evenly distributed pedestrian demands occurring throughout the day, and especially during lunch breaks.
- In either case, additional pedestrian demands would contribute to increased use of local sidewalks including S. Holgate Street. Impacts of Arena related pedestrian peak demands are documented in the Pedestrian section; the impacts of the development under current zoning would be less, but also contribute to existing issues with pedestrian accessibility crossing the railroad tracks to the east. Office pedestrians could orient eastward to connect to bus and / or Link Light Rail service for commuting.

**Bicycles**

*Street Vacation Impact*

- Bicycle use of Occidental Avenue S. has been observed to be low; as a result its vacation in the proposed limits would not result in a significant adverse impact. It is acknowledged that, to the extent that bicycles travel on Occidental Avenue S., the vacation of this section would result in inconvenience and diversion, primarily to 1st Avenue S. between S. Holgate Street and S. Massachusetts Street.

*Comparison of Site Development Options*

- With development under current zoning, no disruption in bicycle routing would occur; however, additional trip generation associated with the development would add to traffic on Occidental Avenue S. near the site, and potentially conflict with bicycle travel compared to current conditions.
- With the proposed Arena, the diversion of bicyclists due to the closure of Occidental Avenue S. would occur as described previously; added events and related traffic would increase the potential for conflict with bicycles throughout SoDo depending on the specific route traveled.

**Traffic Volumes**

*Street Vacation Impact*

Traffic volumes along Occidental Avenue S. were reviewed to identify approximate numbers of vehicles that use Occidental Avenue S. as an alternative travel route to 1st Avenue S. Weekday peak hour turning movement volumes collected in December 2013 demonstrate that this diversion is greatest during the weekday AM peak hour when approximately 200 westbound vehicles on S. Atlantic Street divert southbound onto Occidental Avenue S. to primarily turn right onto S. Holgate Street (150 vehicles). Hourly traffic volumes collected along 1st Avenue S. over a seven-day period in December 2013 demonstrated that additional capacity appears available on 1st Avenue S., suggesting that the observed diversion may not be due to congestion on 1st Avenue S. Field observations indicated that westbound traffic on Edgar Martinez Drive can include substantial truck traffic destined for Terminal 46 at the Port of Seattle. When this happens, queuing on Edgar Martinez Drive occurs, which appears to induce some traffic destined for 1st Avenue S. to turn left onto Occidental Avenue S., then right onto S. Holgate Street, before turning south onto 1st Avenue S. The vacation of Occidental Avenue S. would result in this pattern being altered, with these vehicles turning west onto S. Massachusetts Street to access 1st Avenue S. instead of S. Holgate Street.

Traffic volumes observed crossing S. Holgate Street were approximately 70 vehicles per hour during the weekday AM peak and 45 vehicles per hour during the weekday PM peak. These volumes are substantially less than the traffic turning to/from the west onto S. Holgate Street from Occidental Avenue S. (160 vehicles – AM, 75 vehicles – PM).

*Peak Hour Comparison of Site Development Options*

- The difference between trip generation associated with development under the current zoning and Alternative 2 would result in the changes in total traffic listed below along links in the immediate vicinity of the Stadium District site. Note that during AM and mid-day conditions, changes in traffic due to the Arena are largely a result of shifts due to the vacation of Occidental Avenue S.; Arena generated traffic would be minimal during these time periods.
    - 1st Avenue S. from S. Holgate Street to S. Massachusetts Street:
        - +315 vph as a result of the Arena (PM peak hour)
        - +370 vph as a result of the Arena (AM peak hour)
        - +110 vph as a result of the Arena (midday peak hour)
    - 1st Avenue S. from S. Massachusetts Street to S. Atlantic Street:
        - +225 vph as a result of the Arena (PM peak hour)
        - +180 vph as a result of the Arena (AM peak hour)
        - +75 vph as a result of the Arena (midday peak hour)
    - Occidental Avenue S. from S. Massachusetts Street to S. Atlantic Street:

        - -620 vph as a result of the Arena (PM peak hour)
        - -1,025 vph as a result of the Arena (AM peak hour)
        - -260 vph as a result of the Arena (midday peak hour)
    - S. Atlantic Street east of Occidental Avenue S.:
        - +50 vph as a result of the Arena (PM peak hour - Note: Westbound traffic volumes would increase by approximately 310 vehicles due to the inbound orientation of weekday PM peak hour Arena traffic)
        - -550 vph as a result of the Arena (AM peak hour)
        - -95 vph as a result of the Arena (midday peak hour)

**Traffic Operations**

**Intersection Operations**

*Street Vacation Impact*

- The vacation of Occidental Avenue S. would divert traffic to 1st Avenue S., but the 1st Avenue S. / S. Holgate St. intersection would continue to operate at LOS D even with the increase traffic during the PM peak hour and would continue to operate at LOS C or better during the midday peak hour. During the AM peak hour the intersection would degrade from LOS C or better to LOS D with the shift in traffic.

*Comparison of Site Development Options*

- The Arena (Alternative 2 Case S1) and street vacation would maintain intersection operations along 1st Avenue S. as compared to the current zoning:
    - 1st Avenue S. / S. Atlantic Street:
        - LOS F (PM and AM peak hours)
        - LOS D (midday Peak hour)
    - 1st Avenue S. / S. Holgate Street:
        - LOS E (PM peak hour)
        - LOS D (AM Peak hour)
        - LOS C or better (midday peak hour)
- The Edgar Martinez Drive/Occidental Avenue S. intersection would operate at LOS F under all development and Occidental Avenue S. vacation scenarios with the exception of mid-day conditions with the vacation and arena development. Under these conditions the trips generated by the arena are low and background traffic volumes along Occidental Avenue S. are also low such that the intersection is forecast to operate at LOS B during mid-day conditions.

- Traffic volumes and operations east of the site, at 4th Avenue S. / S. Holgate Street would not materially change between the two build scenarios.
- As described in the traffic operations section, the more concentrated impacts associated with event traffic would occur less frequently than the everyday added congestion associated with site buildout under the current zoning.

**Local Access / Traffic Diversion**

*Street Vacation Impact*

- Peak hour traffic volumes would be nominal and minimal impacts to circulation are identified, as described in relation to traffic volumes and operations
- With the street vacation, the continuity of Occidental Avenue S. from S. Horton Street to S. Atlantic Street would be interrupted, disrupting a potential parallel route to 1st Avenue S. during periods of congestion. However, northbound and southbound through traffic volumes across S. Holgate Street are minor, and do not represent a substantial movement.
- Impacts to emergency vehicle access to the south could occur if the street was vacated without providing a parallel replacement link to S. Holgate Street.

*Comparison of Site Development Options*

- The impact of eliminating the Occidental Avenue S. connection to S. Holgate Street could be mitigated by the Arena proposal to replace it with a north-south drive connecting S. Holgate Street with the extension of S. Massachusetts Street, which could provide access to the Safeco Field garage, surface parking, and service roadway. This new connection would be a private road; however, an agreement could be crafted to assure that the use of the drive would be available during all appropriate event and activity times for Safeco Field operations. Provision of this roadway coupled with the agreement for Safeco Field use would minimize impacts of the Occidental Avenue S. vacation on Safeco Field operations including deliveries, garage access, and emergency access/evacuation.
- Increased reliance on access to the Safeco Field garage, Occidental Avenue S., north of the Arena, and the businesses on the west side of Occidental Avenue S. would be enhanced by the proposed realignment of S. Massachusetts Street between 1st Avenue S. and Occidental Avenues S.
- The new private drive along the east edge of the Arena between the Safeco Field property and Holgate Streets could help support emergency vehicle access to the Safeco Field garage during event periods.
- With the Arena, which includes the development of a parallel private access drive between S. Holgate and Safeco Field property, and the realignment of S. Massachusetts Street from 1st to Occidental Avenues S., access to the section of Occidental Avenue S.,

north of S. Massachusetts Street, as well as the plaza adjacent to the right-of-way near the garage would be maintained.

- The realignment of S. Massachusetts Street also increases the space south of S. Massachusetts Street for pedestrian gatherings associated with the Arena, reducing the likelihood of spillover into the street that would otherwise conflict with traffic accessing Safeco Field garage, service roadway, or surface parking lot.

**Freight and Goods**

*Street Vacation Impact*

- A limited number of trucks currently utilize Occidental Avenue S. for deliveries in the immediate site vicinity. Those trucks serving existing uses along this section of Occidental Avenue S. would be redirected to 1st Avenue S. Based on traffic counts during the weekday PM, AM, and midday peak hours and additional field observations, the amount of truck traffic varies from no trucks to up to 10 vehicles per hour along this section of Occidental Avenue S.
- The contiguous connection of Occidental Avenue S. between S. Atlantic Street and S. Horton Street would be interrupted by the vacation. To the extent that a freight vehicle uses Occidental Avenue S. to bypass 1st Avenue S. congestion during peak or other periods, this route would be altered. Use of Occidental Avenue S. could occur at realigned S. Massachusetts Street, as well as between S. Holgate and S. Horton Streets.

*Comparison of Site Development Options*

- Site related truck traffic is likely to decrease except during pre / post-event conditions with the Arena; office development would require onsite loading docks and would receive deliveries throughout the day.
- Added congestion on event days would impact general area freight along with other traffic; building under no vacation would impact area-wide traffic and freight to a lesser degree, but at a higher frequency.

**Parking**

*Street Vacation Impact*

- The elimination of this section of Occidental Avenue S. would result in the removal of on-street parking for this street segment. Based on the parking supply surveys and actual usage, approximately 60 spaces would be removed.

*Comparison of Site Development Options*

- With redevelopment under current zoning, the impact to on-street parking is not clear. It is likely that some amount of formal on-street parking would be provided along an improved curb. With new formal parking spaces and the development of commercial

uses near street level, the likelihood of higher local parking utilization on an everyday weekday basis would occur.

- With the Arena, approximately 60 on-street parking spaces would also be removed.

**Traffic Safety**

*Street Vacation Impact*

- Addition of pedestrians and bicycles to 1st Avenue S. for the Occidental Avenue S. street vacation could increase vehicle / pedestrian / bicycle conflicts. Sidewalk exists on 1st Avenue S.; thus, pedestrian safety would be unlikely to be noticeably impacted. Bicycles could be required to interact with 1st Avenue S. vehicular traffic, which has a higher level of activity as compared to Occidental Avenue S.; therefore, bicyclists would experience increased conflicts.

*Comparison of Site Development Options*

- In either case, additional pedestrian demands would contribute to increased use of local sidewalk including S. Holgate Street. Impacts of Arena related pedestrian peak demands are documented previously; the impacts of the development under current zoning would be less, but also contribute to existing issues with pedestrian accessibility crossing the railroad tracks to the east. Office pedestrians could orient eastward to connect to bus and / or Link light service for commuting.

### 2.10.5 Secondary and Cumulative Impacts

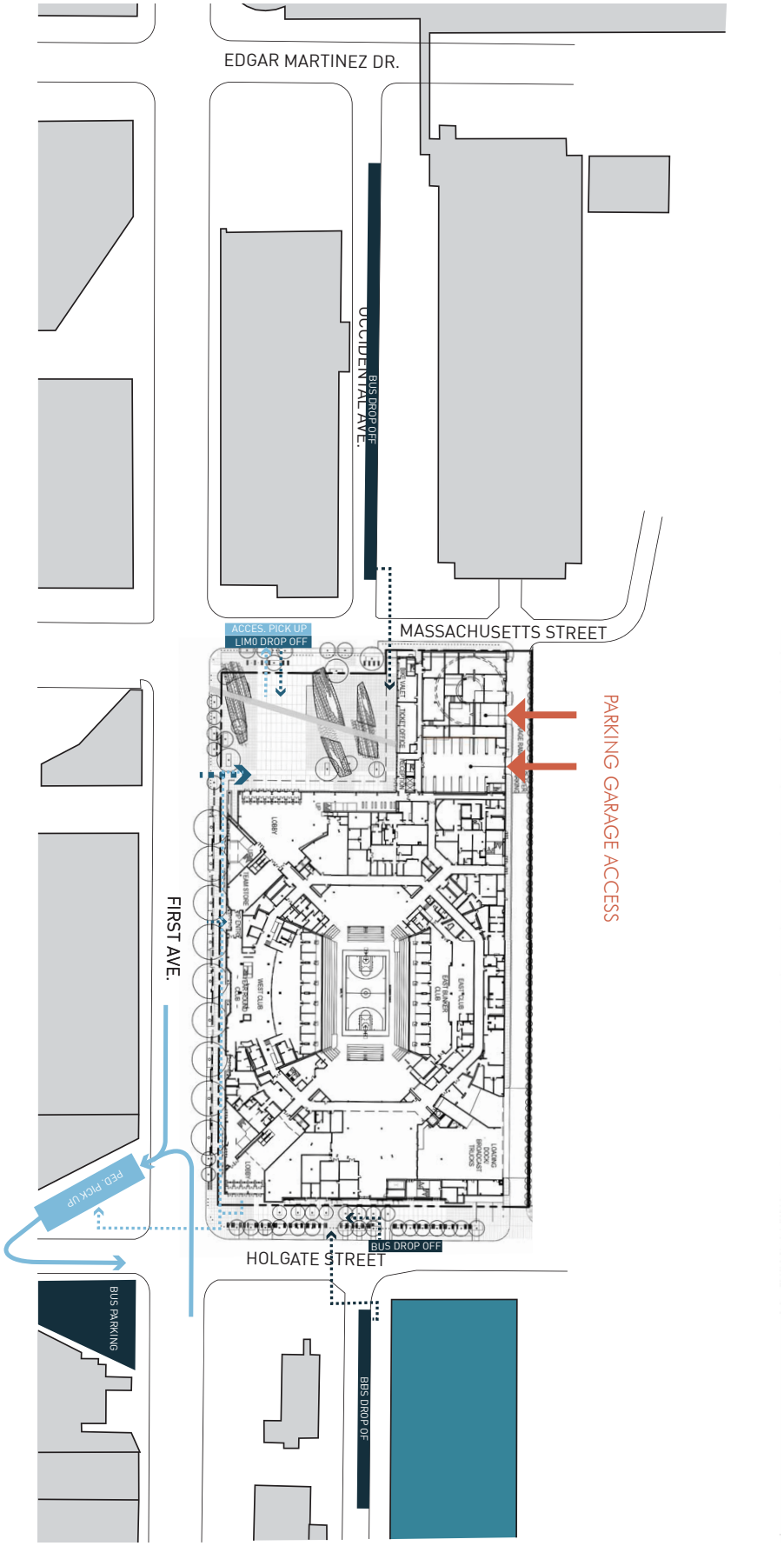
No secondary or cumulative impacts were identified.

### 2.10.6 Significant Unavoidable Adverse Impacts

The vacation of Occidental Avenue for the block between S. Holgate and Massachusetts Streets would result in the permanent interruption of a parallel route to 1st Avenue South from S. Horton Street to S. Atlantic Street. The operation of the intersection at S. Holgate Street at 1st Avenue S. would degrade to LOS F on event days with a capacity event in the Arena; the range of mitigation offered could reduce the level of impact at this location, depending on the effectiveness of the range of public information, traffic routing and management, and final location of any potential new parking facilities.

## 2.11 Site Access

The proposed Arena would be located north of S. Holgate Street, south of S. Massachusetts Street, and east of 1st Avenue S. The following describes the access and circulation in the vicinity of the site for pedestrians, bicyclists, vehicles, taxi, charter buses, and drop-off/pick-up activity. Figure 2–152 illustrates the proposed site plan for the Arena. Alternatives 2 and 3 would have similar access and circulation plans.




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# Stadium District Proposed Arena Site Plan

*Seattle Arena*

transpogroup

FIGURE
**2-152**

**Pedestrians**

The main entrance to the Arena would be located at 1st Avenue S. and S. Massachusetts Street at the northwest corner of the building. There would be secondary entrances along the 1st Avenue S. frontage and at the southwest corner of the building at 1st Avenue S. and S. Holgate Street. S. Holgate Street would also have service entrances. Along the site frontage, the sidewalks would be widened to 24-feet along 1st Avenue S. and S. Holgate Street. A large pedestrian plaza would be provided along the S. Massachusetts Street frontage, immediately north of the main building entrance.

**Bicycles**

The main access for bicyclists to the Arena would be the S. Massachusetts Street entrance. A bicycle valet with 87 spaces would be provided for attendees using this mode. In addition, 48 bicycle parking spaces would be provided outside the Arena along the 1st Avenue S. street frontage.

**Vehicles**

On-site parking would be provided for players, coaches, and staff. This parking would be accessed along a private driveway/connection at S. Holgate Street. As described in the evaluation of parking, attendee parking would be provided through shared parking agreements with existing facilities or construction of a new parking garage south of the proposed Arena along S. Holgate Street at Occidental Avenue S. If a new parking garage is provided, it is likely that sidewalks would be improved along the south side of S. Holgate between 1st Avenue S. and the parking garage to facilitate access between the garage and the Arena.

**Service and Deliveries**

Delivery and service vehicles would also access the site via the private connection at S. Holgate Street. Through an easement, this private connection could also be used to facilitate access and deliveries to the Safeco Field garage.

**Charter Bus**

Drop-off/pick-up for Charter buses would primarily occur along Occidental Avenue S. north of S. Massachusetts similar to what is currently done for Safeco Field events. In the case of multiple events where the area north of the Arena is used by another venue, charter bus staging could be located on Occidental Avenue S. south of S. Holgate Street. If a parking facility is developed on the South Warehouse site, charter bus staging could be integral or adjacent to this garage.

**Drop-off/Pick-up**

There would be two drop-off/pick-up areas for limos, taxi, other private cars and smaller buses. Personal vehicle drop-off would occur along S. Massachusetts Street in front of the main entrance for those with disabilities and at the northwest corner of the 1st Avenue S./S. Holgate Street intersection for other pedestrians. If a garage is developed south of S. Holgate Street, drop-off could be accommodated along the Occidental Avenue S. frontage.

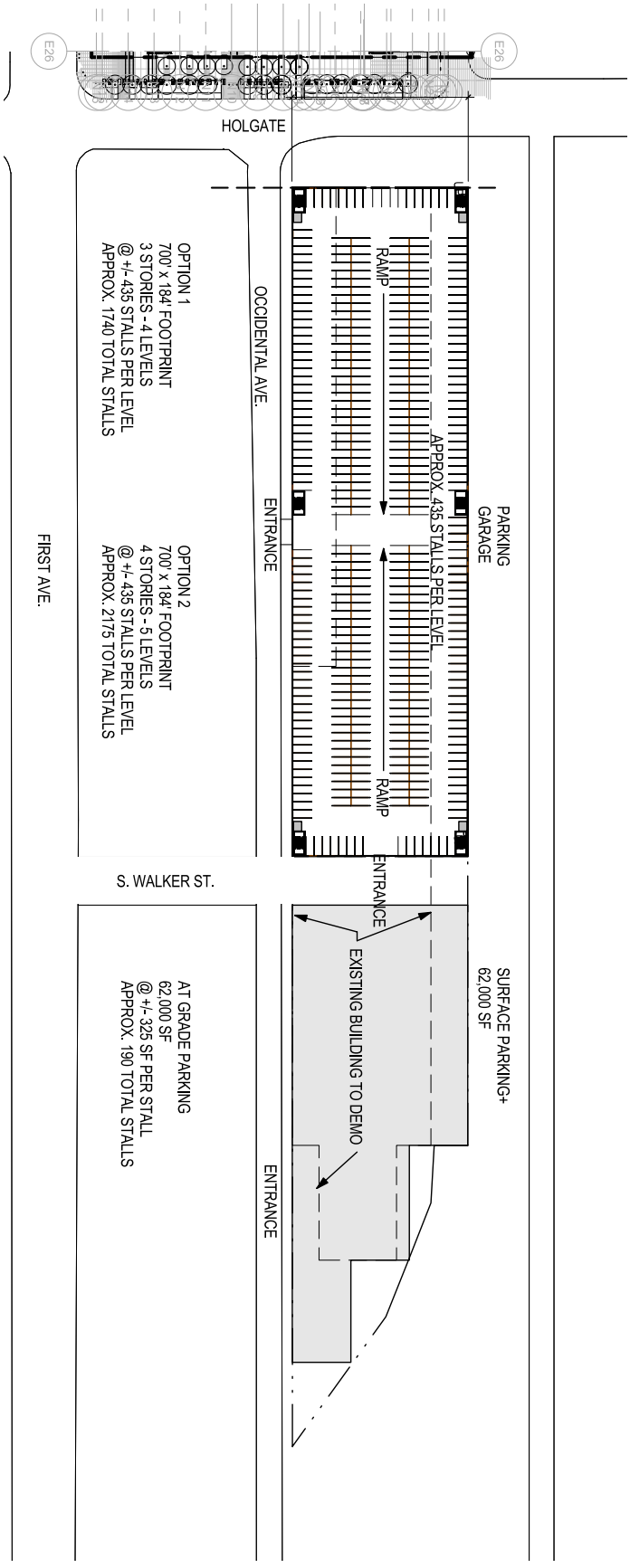
## 2.12 South Warehouse Garage Sensitivity Analysis

Although not included as an integral part of Alternative 2 or 3, an offsite parking garage could be provided to meet parking code requirements should a shared parking agreement not be reached with any existing garage operators to accommodate the code-required parking. This section summarizes the potential impacts associated with the construction of a 2,025 stall parking garage accessed primarily from Occidental Avenue S. and S. Walker Street at 1st Avenue S.

Potential impacts of the garage were evaluated within the vicinity of the Arena site to identify potential changes to previously presented analysis results. The analysis focuses on the primary transportation elements summarized throughout this document. This includes:

- Traffic volumes
- Pedestrian circulation patterns
- Intersection LOS at intersections within the Arena vicinity
- Freight and Goods
- Parking

The core methodology used to conduct the analysis of each element is consistent with that described previously in each of the respective sections. The analysis was conducted for forecast 2030 conditions based on the same trip generation used for both Alternative 2 Case S1 (Arena only) and Case S3 (Arena, Mariners, and CenturyLink events). The Safeco Field parking garage was assumed to be open and available in both Cases S1 and S3. Figure 2–153 illustrates the conceptual site plan for the South Warehouse parking garage.




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# South Warehouse Parking Garage Conceptual Site Plan

*Seattle Arena*

transpogroup

FIGURE
**2-153**

Table 2-44 provides a summary of the key transportation impacts associated with the construction of an approximately 2,025-stall parking garage on Occidental Ave S South of S. Holgate Street

**Table 2-44**
**Parking Garage Sensitivity Analysis**

| Transportation Element | 2030 Alternative 2 With Addition of South Warehouse Garage |
|---|---|
| **Vehicular Traffic Volumes** | Provision of a parking garage on the South Warehouse site would result in a shift in traffic accessing the site. The resulting impacts of this shift in traffic distribution include:<br>• For both Case S1 and S3, weekday PM peak hour traffic volumes would generally be similar to the Alternative 2 analysis presented previously with approximately 7 and 16 percent more vehicles westbound vehicles on S. Atlantic Street for Case S1 and Case S3, respectively. Southbound on 1st Avenue S. between S. Holgate Street and S. Atlantic Street volumes would increase approximately 11 percent and 30 percent, respectively.<br>• Peak hour activity associated with the garage loading is estimated to total 240 vehicles per hour (vph) under Case S1 and 665 vph under Case S3 during the weekday PM peak hour.<br>• During post-event conditions, garage traffic is unlikely to use S. Holgate Street due to congestion on the roadway from rail crossing activity. Nearly all post-event traffic from the garage is likely to use S. Walker Street to access 1st Avenue S. and the wider roadway network. |
| **Pedestrian Circulation** | The South Warehouse garage would double the amount of parking that occurs south of S. Holgate Street from approximately 10 percent to 20 percent. This would result in:<br>• Pedestrian volumes crossing S. Holgate Street at the Occidental Avenue S. and 1st Avenue S. intersections would increase.<br>• There is an existing sidewalk with a width of 10-feet along the south side of S. Holgate Street between 1st Avenue S. and Occidental Avenue S. A review of post event pedestrians flows with the South Warehouse garage along the sidewalk shows severely restricted conditions without widening. At a minimum the sidewalk width would need to be approximately 16-feet to accommodate the post event conditions.<br>To prevent pedestrians from crossing S. Holgate Street north-south at Occidental Avenue S., physical barriers on the north sidewalk could be considered, which would encourage patrons to use the designated crosswalk at 1st Avenue S. |

| Transportation Element | 2030 Alternative 2 With Addition of South Warehouse Garage |
|---|---|
| **Traffic Operations** | While there is a general shift to the south for traffic accessing the garage, overall intersection operations would be similar to the results previously presented without the garage. Locations where intersection levels of service would change include:<br>• 1st Avenue S. / S. Massachusetts Street worsens from LOS A to LOS B under case S1 and LOS B to LOS D under case S3<br>• 1st Avenue S. / S. Holgate Street worsens from LOS E to LOS F under case S1<br>• 1st Avenue S. / S. Lander Street worsens from LOS C to LOS D under case S1 and LOS D to LOS F<br>• Occidental Avenue S. / S. Lander Street worsens from LOS C to LOS D under case s1<br>• 4th Avenue S. / S. Lander Street worsens from LOS D to LOS E under case s1<br>Delays would increase at 1st Avenue S. / S. Atlantic Street and 1st Avenue S. / S. Holgate Street both operating at LOS F due to either increased vehicular and / or pedestrian volumes.<br>In addition to these intersections, since much of the garage traffic would travel through 1st Avenue S./S. Walker Street, this unsignalized intersection would operate at LOS F with the construction of the garage. Under post-event conditions, intersection operations generally do not differ from without-garage conditions but the 1st Avenue S./S. Walker Street intersection would also operate at LOS F. The traffic control plans for the Arena would be adjusted to accommodate traffic shifts with garage users directed south on 1st Avenue S. via S. Walker Street. |
| **Traffic Safety** | Safety impacts within the overall study area would remain similar to Alternative 2; however, changes would occur in the immediate vicinity of the South Warehouse garage including:<br>• Additional pedestrians would cross S. Holgate Street resulting in more potential conflicts with vehicular traffic.<br>• As noted above, traffic control plans would be updated to minimize use of S. Holgate Street by vehicular traffic and direct vehicles via 1st Avenue S. and Walker Street. |
| **Freight and Goods** | • Occidental Avenue S. south of S. Holgate Street provides access to local businesses and would experience increased traffic volumes and delay.<br>• Additional delay to freight movement along S. Atlantic Street and 1st Avenue S. would occur due to increases in intersection delay. |
| **Parking** | • The parking garage would increase the available parking supply and reduce parking demand in other locations such as Downtown, Pioneer Square, and the International District. |

# 3.0 SEATTLE CENTER AREA ALTERNATIVES (ALTERNATIVES 4 AND 5)

Within the Seattle Center area, the potential sites for the Seattle Arena are the existing KeyArena and Memorial Stadium. The Seattle Center is one of the main performing arts and entertainment areas in the City. There are "events" nearly every day throughout the year, from classes to performances to recreational sports, to larger events such as festivals and concerts. Larger events at Memorial Stadium currently have an attendance of approximately 5,000 people, while the average attendance at KeyArena is approximately 12,000 people. Figure 3–1 shows the Seattle Center study area. The study area was defined based on the primary travel patterns for traffic to and from the Seattle Center area, as well as anticipated parking impacts. The transportation analysis includes an evaluation of approximately 50 study intersections as illustrated on Figure 3–1.

## 3.1 Street System

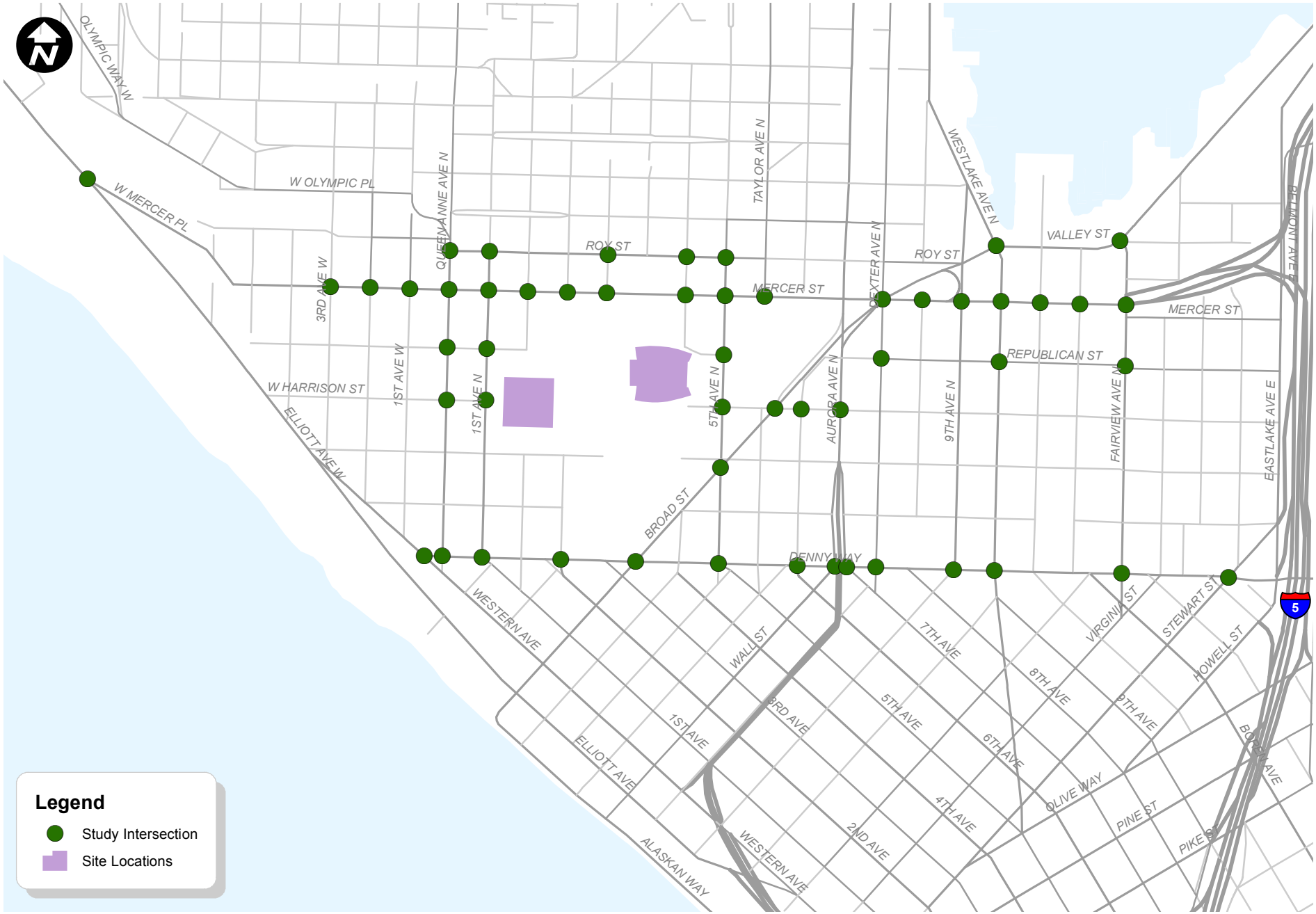
### 3.1.1 Methodology

The general approach to the evaluation of street system impacts included:

- Inventory of existing roadway infrastructure
- Identification of future transportation projects
- Evaluation of street system impacts considering Alternative 4 and 4 changes to the street network

### 3.1.2 Affected Environment

Regional access to the area is provided primarily via I-5 and SR 99 to the east. Table 3-1 summarizes the characteristics of major corridors within the study area, highlighting the roadway classification, speed limit, number of lanes, and general characterization of the non-motorized facilities. Roadways in the immediate vicinity of the Seattle Center consist mainly of principal arterials that are a combination of one-and two-way multi-lane streets with on-street parking and sidewalks. Signalized intersections are controlled with actuated traffic signals, which are generally coordinated with adjacent signals. Traffic on the minor approach of unsignalized intersections is controlled with stop signs. The primary arterial routes serving the area are Queen Anne Avenue N., 1st Avenue N. and 5th Avenue N. running north-south and Mercer Street and Denny Way running east-west.




# Seattle Center Area Study Intersections

*Seattle Arena*

FIGURE
**3-1**

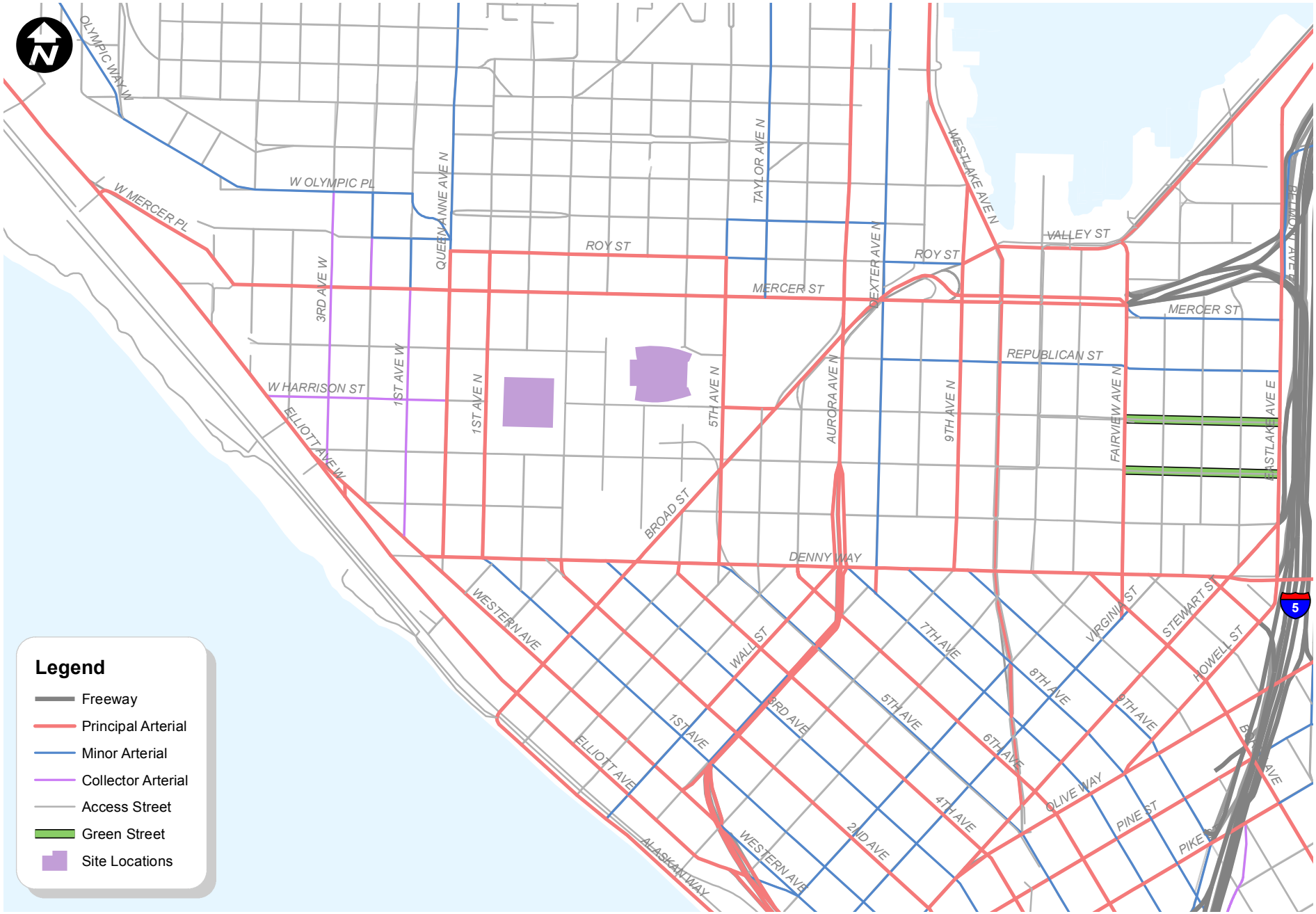
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**Table 3-1**
**Seattle Center Area Existing Street System Summary**

| Roadway | Arterial Classification | Posted Speed Limit | Number of Travel Lanes | Parking? | Sidewalks? | Bicycle Facilities? |
|---|---|---|---|---|---|---|
| Mercer St (West of Aurora Ave N.) | Principal Arterial | 30 mph | 4 lanes | Some Blocks | Free Flow | Most Blocks |
| Mercer St (East of Aurora Ave N.) | Principal Arterial | 30 mph | 5:00 to 7:00 lanes | Free Flow | Free Flow | No |
| W. Mercer Pl | Principal Arterial | 30 mph | 2 lanes | Free Flow | Some Blocks | No |
| W. Mercer St | Principal Arterial | 30 mph | 2 lanes | Free Flow | Free Flow | No |
| Roy St (West of 5th Ave N.) | Principal Arterial | 30 mph | 2 lanes | Most Blocks | Free Flow | Free Flow |
| Roy St (East of 5th Ave N.) | Access Street | 30 mph | 2 lanes | Free Flow | Free Flow | No |
| Denny Way | Principal Arterial | 30 mph | 4 to 5 lanes | No | Free Flow | No |
| Broad St | Principal Arterial | 30 mph | 4 to 5 lanes | No | Free Flow | No |
| 1st Ave N. | Principal Arterial | 30 mph | 2 to 3 lanes | Most Blocks | Free Flow | Free Flow |
| Queen Anne Ave N. | Principal Arterial | 30 mph | 2 lanes | Most Blocks | Free Flow | Free Flow |
| Elliott Ave W. | Principal Arterial | 35 mph | 6 to 7 lanes | Most Blocks | Some Blocks | No |
| 9th Ave N. | Principal Arterial | 30 mph | 2 lanes | Free Flow | Free Flow | Free Flow |
| Dexter Ave N. | Minor Arterial | 30 mph | 4 lanes | Free Flow | Free Flow | Free Flow |
| Westlake Ave N. | Principal Arterial | 30 mph | 4 lanes | Most Blocks | Free Flow | Most Blocks |
| Fairview Ave N. | Principal Arterial | 30 mph | 5 lanes | Most Blocks | Free Flow | No |
| Stewart St | Principal Arterial | 30 mph | 4 lanes | Some Blocks | Free Flow | Free Flow |
| Aurora Ave N. | Principal Arterial | 40 mph | 6 to 7 lanes | No | Most Blocks | No |
| 5th Ave N. | Principal Arterial | 30 mph | 4 to 5 lanes | Most Blocks | Free Flow | No |
| Western Ave N. | Principal Arterial | 35 mph | 3 lanes | Most Blocks | Free Flow | No |
| Republican St | Minor Arterial | 30 mph | 2 lanes | Free Flow | Free Flow | No |
| Harrison St | Access Street | 30 mph | NA | NA | Free Flow | Most Blocks |
| Valley St | Principal Arterial | 30 mph | 6 lanes | No | Free Flow | Free Flow |

Figure 3–2 shows the street functional classifications for the study area. Unlike the Stadium District, the Seattle Center does not have event-related TCPs that change the use of intersections and roadways during events. There were TCPs for the Seattle Center area, when the Sonics NBA franchise played at the KeyArena, including manual traffic control at intersections and key garage exits, lane restrictions, etc. Currently, there are special event signal timing plans for the Mercer Street and Denny Way corridors to flush post-event traffic from the Seattle Center to I-5 and SR 99. This provides for faster egress than would otherwise occur with the surge in traffic after an event. It is noted that these were initiated at a time when Mercer Street was a four-lane one-way eastbound arterial connecting directly to I-5, and the KeyArena still accommodated the Sonics.

Several of the arterials within the Seattle Center area have freight designations. These designations include truck streets and seaport and intermodal connectors. These routes are used by freight operators to access Port of Seattle facilities and the region. Those designations are discussed further in the Freight and Goods section of the report




# Seattle Center Area Street System

*Seattle Arena*

FIGURE
**3-2**

transpoGROUP

### 3.1.3 Impacts of No Action Alternative

The study area is undergoing major transportation system changes. A review of local and regional capital improvement programs and long-range transportation plans was conducted to determine planned (funded and unfunded) transportation projects that would impact the study area. The review included, but was not limited to, transportation plans from WSDOT, City of Seattle, King County, ST, and the Port of Seattle. Table 3-2 provides a summary of key future transportation projects in the study area. In addition, the table provides an understanding of how these transportation projects were incorporated into the No Action Alternative evaluation. Many of the major street system projects impacting vehicular movements would be completed by 2018. Projects slated to be completed beyond 2018 are primarily related to the non-motorized and transit system and would a decrease in dependence on the auto mode, during both typical commuter periods, as well as for events in the Seattle Center.

Following the tables is a more detailed discussion on how specific transportation projects impact the study area.

**Table 3-2**
**Seattle Center Area: Key Study Area Planned Transportation Projects**

| Project Description | Responsible Agency | Expected Completion Date | Funded?[1] | Assumed in Analysis?[2] | |
|---|---|---|---|---|---|
| | | | | 2018 | 2030 |
| ***Alaskan Way Viaduct Replacement*:** SR 99 viaduct replaced with a tunnel between S. Royal Brougham Way and Mercer Street. | WSDOT | TBD[3] | Yes | ✓ | ✓ |
| ***SR 520 Bridge Replacement*:** Construction of a new SR 520 floating bridge with 2 general purpose lanes and 1 HOV / transit lane per direction. Transit and non-motorized projects between SR 202 and I-5. The eastside and floating bridge segments are funded. The westside projects in the Montlake Interchange vicinity are not funded. | WSDOT | 2017 | Partial | ✓ | ✓ |
| **Mercer Corridor:** Convert Mercer Street, Roy Street, and Valley Street to two-way operations and improve non-motorized access. | SDOT | 2015 | Yes | ✓ | ✓ |
| **First Hill Streetcar:** Two-mile streetcar line serving Capitol Hill, First Hill and International District with connections to Link light rail, Sounder commuter rail and bus service. | SDOT | 2015 | Yes | ✓ | ✓ |

| Project Description | Responsible Agency | Expected Completion Date | Funded?[1] | Assumed in Analysis?[2] | |
|---|---|---|---|---|---|
| | | | | 2018 | 2030 |
| **Link Light Rail:** Extension of the regional light rail system. All segments are funded in ST2, but the year of completion may vary depending on revenue available to fund construction. The segments include: | Sound Transit | | | | |
| North—University District and Capitol Hill | | 2016 | Yes | ✓ | ✓ |
| North—Northgate | | 2021 | Yes | | ✓ |
| North—Lynnwood | | 2023 | Yes | | ✓ |
| East—Bellevue and Redmond | | 2023 | Yes | | ✓ |
| South—Extension to S. 200th Street | | 2016 | Yes | ✓ | ✓ |
| South—Extension to Kent-Des Moines Road | | 2023 | Yes | | ✓ |
| **King Street Station Multimodal Terminal:** Improve station access including opening of the Grand Stairs to connect the upper Jackson plaza and King Street Station entrance and a new entrance on Jackson plaza. These connections will transform the station into a transportation hub with easy access to express buses, commuter trains and light rail service. | SDOT | 2013 | Yes | ✓ | ✓ |
| **Elliott Bay Seawall Replacement:** Replacement of the existing seawall along the Seattle waterfront from S. Washington Street to Broad Street. | SDOT | 2019 | Yes | | ✓ |
| **Waterfront Seattle:** This project creates a continuous public waterfront between S. King Street and Bell Street and includes the design and construction of the new surface Alaskan Way and Elliott Way arterial streets. | SDOT | 2014 and beyond | Partial | ✓ | ✓ |
| **Southend Transit Pathway:** This project creates a new transit corridor on Alaskan Way and Columbia Street. | SDOT / King County Metro Transit | 2017 | Yes | ✓ | ✓ |
| **Convention Place TOD:** Expansion of the Washington State Convention Center to include a reconfiguration or relocation of transit access, layover and passenger amenities at Convention Place Station. The EIS is under way for this project. | King County Metro Transit / King County | Unknown | No | | |

| Project Description | Responsible Agency | Expected Completion Date | Funded?[1] | Assumed in Analysis?[2] | |
|---|---|---|---|---|---|
| | | | | 2018 | 2030 |
| **Rapid Ride:** Bus rapid transit service in 6 corridors (A through F) and the potential to expand into additional corridors in the future. Service has been initiated in 4 of the 6 corridors, and the E and F Lines are expected to start service in 2014. | King County Metro Transit | 2014 | Yes | ✓ | ✓ |
| **Electric Trolleybus Fleet Replacement:** Metro will replace its fleet of 159 trolleybus with modern low-floor vehicles providing more capacity on these routes. | King County Metro Transit | 2015 | Yes | ✓ | ✓ |
| **Industrial Way Direct Access Ramps:** This project would provide a direct connection from I-5 to and from the south to the SoDo Busway. | King County Metro Transit / WSDOT | Unknown | No | | |
| **Downtown Neighborhood Projects:** Installation of pedestrian countdown signals and sidewalk repairs at the 1st Avenue S. intersections with S. Main Street and S. King Street. | SDOT | 2013 | Yes | ✓ | ✓ |
| **S. Lander Street Grade Separation:** This project grade separates S. Lander St. roadway and the BSNF mainline railroad tracks between 1st Avenue S. and 4th Avenue S. | SDOT | Unknown | No | | |

1. "Yes" means the project is fully funded for construction, "partial" means the project has some, but not complete funding for construction, and "no" means the project does not have any construction funding.
2. A check indicates that the project was assumed in the analysis related to the horizon year.
3. Due to construction delays, the timing of this is to be determined (TBD) per WSDOT's website March 30, 2015. The improvement was assumed in this analysis for both 2018 and 2030 conditions.

Planned projects assumed in the 2018 and 2030 analyses are described in more detail in the following sections.

### 3.1.3.1 2018 Planned Projects

The planned transportation projects assumed to be completed by 2018 and key features of each project are described below:

- **Mercer Corridor:** This project extends between I-5 and Elliott Avenue W. The main purpose is to improve the east-west connection in the area by turning Mercer Street into a two-way corridor and improving access for pedestrians and bicyclists. The project is separated into two phases, Mercer East and Mercer West. The impact to the study area of each phase is:
    - **Mercer East:** This portion of the project is located between Fairview Avenue N. and Dexter Avenue N. It provides two-way operations along both Mercer Street and Valley Street. The portion along Mercer Street is complete and has three travel lanes in each direction and sidewalks on both sides. Two new traffic signals are provided along Mercer Street at the Terry Avenue NE and Boren Avenue N. intersections. Valley Street is currently under construction and will

have one lane in each direction with bicycle and pedestrian improvements. The project is scheduled to be completed by summer of 2013.

- **Mercer West:** The portion stretches from Dexter Avenue N. to 5th Avenue W. Mercer Street will have three travel lanes in each direction between Dexter Avenue N. and 5th Avenue W., two lanes in each direction between 5th Avenue N. and 1st Avenue W., and one lane in each direction between 1st Avenue W. and 5th Avenue W. Roy Street will also be converted to have two-way operations with one lane of travel lane in each direction. Pedestrian and bicycle improvements will be provided along both Mercer Street and Roy Street, including bike lanes in both directions along Roy Street between 5th Avenue N. and Queen Anne Avenue N., a bike path on the north side of Mercer Street near the Aurora Avenue underpass, and new and / or improved sidewalks along the project corridor. This project is scheduled to be complete by mid-2015 and will connect to improvements made in the area related to the Alaskan Way Viaduct Replacement Project.

- **Alaskan Way Viaduct Replacement – North Portal**: This portion of the project provides connections transportation system in the Seattle Center area:

  - **Tunnel Access at Republican Street and 6th Avenue N.:** Access to SR 99 will be provided via new ramps at Republican Street. The northbound off-ramp traffic will exit to the east toward Dexter Avenue N. and the southbound traffic will merge onto SR 99 via a new 6th Avenue N. between Harrison Street and Mercer Street west of SR 99. The new 6th Avenue N. roadway will have one to two lanes in each direction and a traffic signal at the SR 99 ramp intersection.

  - **New Street Connections to Aurora Avenue N. (SR 99):** John Street, Thomas Street, and Harrison Street will connect to Aurora Avenue N. Thomas Street will have bike lanes between Dexter Avenue N. and 5th Avenue N. Aurora Avenue N. will have two travel lanes in each direction, an additional transit-only lane, and turn pockets between Denny Way and Harrison Street. The Denny Way intersections with John Street, Thomas Street, and Harrison Street will be signalized.

#### 3.1.3.2 2030 Planned Projects

Transportation improvements assumed as part of the 2030 evaluation for the Seattle Center study area include:

- **Link Light Rail:** The regional light rail system is anticipated to extend beyond Seattle by 2030 with four extensions planned:

  - **Northgate:** The light rail will extend between the University extension and Northgate. The three locations where stations are planned are the U-District near NE 45th Street and Brooklyn Avenue NE, Roosevelt High School near 12th

Avenue NE and NE 65th Street, and Northgate Mall / Transit Center near NE 103rd Street. This project is under construction and service is expected in 2021. **Lynnwood:** This segment will connect from the northern point of the Northgate extension and terminate in Lynnwood. Several stations are planned along the route at NE 130th / 145th / 155th Street in Seattle / Shoreline, NE 185th Street in Shoreline, 236th Street SW in Mountlake Terrace, and 200th Street SW in Lynnwood which follows the I-5 corridor. Construction would begin in 2018 with service expected to begin in 2023.

- **East:** This extension will link Bellevue and Mercer Island to the International District / Chinatown Station in Seattle. Several stations are planned along the route: Rainier Avenue S.; Mercer Island; South Bellevue, East Main, Bellevue Transit Center, Overlake Hospital, 120th Avenue NE, and 130th Avenue NE in Bellevue; and Overlake Village and Overlake Transit Center in Redmond. Construction is expected to begin in 2015 with service in 2023.
- **South:** This segment would extend Link from S. 200th Street in SeaTac to add one additional station at Kent-Des Moines Road in the vicinity of Highline Community College. The project is anticipated to open for service in 2023.

### 3.1.4 Impacts of Alternative 4

Construction impacts related to the street system would mostly occur on Mercer Street, Denny Way, and 1st Avenue N. adjacent to the site. Street closures and other disruptions to the street system would be minimized and scheduled during the off-peak periods to minimize impacts to the system.

Planned offsite improvements in the study area for 2018 and 2030 conditions are consistent with the No Action Alternative. No additional changes offsite or within the Seattle Center area street system have been identified as a result of Alternative 4. No plans for an arena on the KeyArena site have been prepared.

### 3.1.5 Impacts of Alternative 5

Construction impacts related to the street system would mostly occur on Mercer Street, Denny Way, and 5th Avenue N. adjacent to the site. Street closures and other disruptions to the street system would be minimized and scheduled during the off-peak periods to minimize impacts to the system.

Planned offsite improvements in the study area for 2018 and 2030 conditions are consistent with the No Action Alternative. No additional changes offsite or within the Seattle Center area street system have been identified as a result of Alternative 5. No plans for an arena on the Memorial Stadium site have been prepared.

### 3.1.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Construction management plan
- Central construction coordinator
- Street and sidewalk closure detour plans (construction)

### 3.1.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts have been identified.

### 3.1.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected.

## 3.2 Public Transportation

### 3.2.1 Methodology

The general approach to the evaluation of public transportation impacts included:

- Determination of existing transit passenger capacity during pre-and post-event periods for weekday and weekend events
- Identification of future 2018 and 2030 growth in ridership and change in capacity
- Consideration of event ridership associated with event cases for No Action and Alternatives 4 and 5
- Evaluation of capacity needed to support Alternatives 4 and 5
- Consideration of speed and reliability under existing and future conditions

The analysis focuses on weekday event conditions because transit ridership and motorized volumes are highest during this timeframe; this provides a conservative estimate of transit capacity and reliability impacts. The Seattle Center area transit capacity and ridership was developed in the same manner described for the Stadium District.

In Fall 2014, Seattle voters approved Proposition 1 to provide funding to maintain current transit service on existing routes in the City of Seattle. The measure came after King County Metro had announced that it would cut 180,000 service hours starting in February 2015.

Transit capacity and route assumptions were not revised to reflect Proposition 1 in this analysis. Proposition 1 affects only Seattle routes, which serve less than half of the event patrons who use transit; thus, the impact of the service change would be minimal. The added transit capacity is not anticipated to change the analysis results in the over capacity zones. Also, the specific schedule changes resulting from Proposition 1 have not yet been released.

## 3.2.2 Affected Environment

Regional public transit is provided by King County Metro Transit and the City of Seattle and offers a number of ways for people to access Seattle Center area including bus, streetcar, and monorail transit as illustrated on Figure 3–3. Figure 3–4 summarizes bus routes serving the Seattle Center by roadway, stop location, and general downtown Seattle service areas.

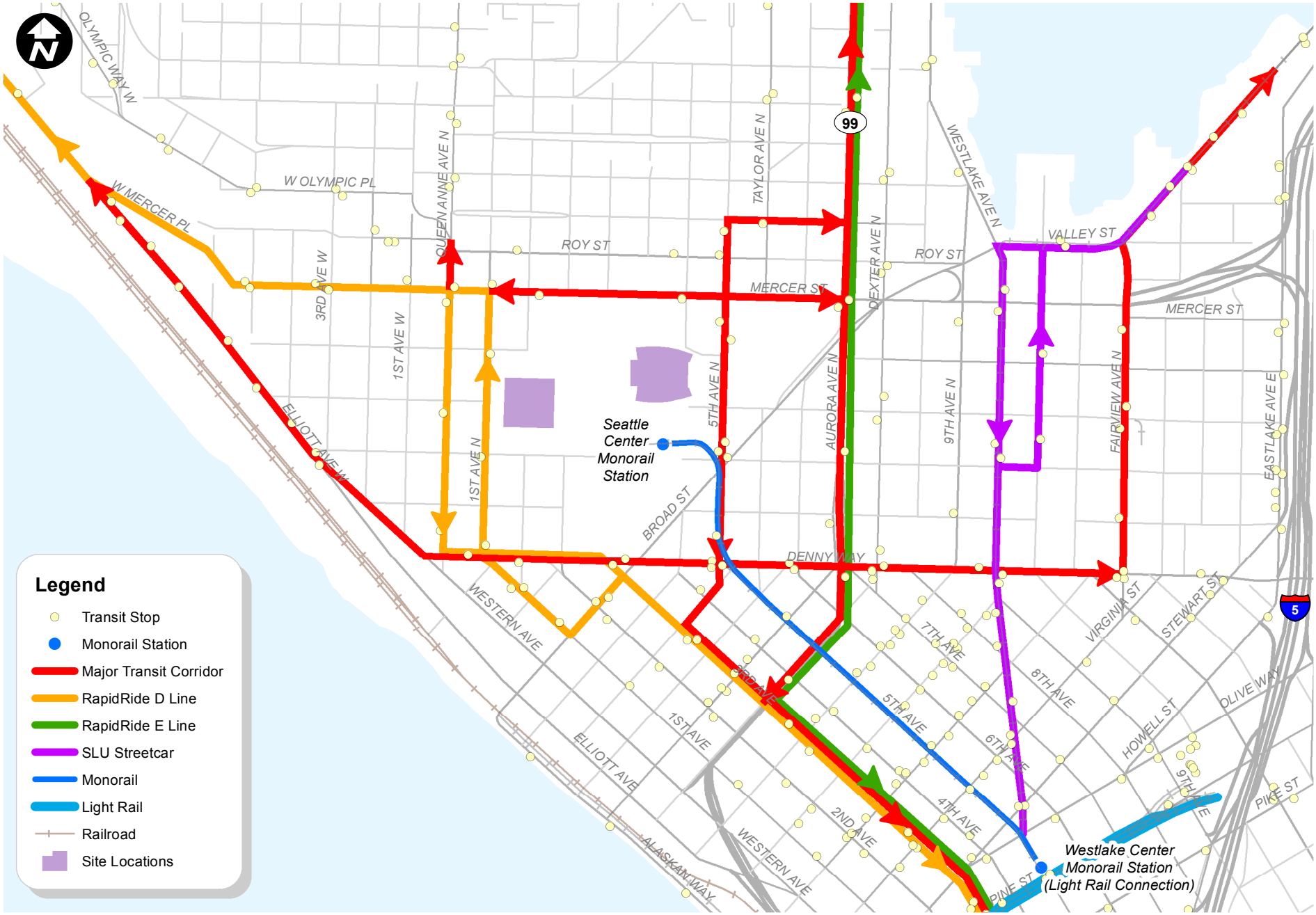
### 3.2.2.1 Bus Transit

Bus transit for the Seattle Center area is concentrated along 1st Avenue, Queen Anne Avenue N., Mercer Street, Denny Way, 5th Avenue, Aurora Avenue N., and Dexter Avenue N. (see Figure 3–3). Bus service to the area is currently provided by King County Metro Transit.

The number of buses in service on routes through the Seattle Center area during the peak weekday afternoon commuter period is higher leaving the downtown Seattle core than entering. Also, the number of buses in service in the late evening is less than the weekday afternoon commuter period. Similarly, bus headways are shorter during peak weekday afternoon commuter periods (10 to 30 minutes) compared to late evening and weekend service (30 to 60 minutes).

**Bus Ridership:** Existing bus ridership was provided by King County Metro Transit for buses serving the Seattle Center area that travel to downtown Seattle from 5:00 to 7:00 PM and out of downtown Seattle from 9:00 to 11:00 PM. There is no ST service to Seattle Center area. The available bus service was grouped into six service zones or corridors consistent with the Stadium District analysis:

- Zone 1: Magnolia, Ballard and Fremont area of Seattle
- Zone 2: Along SR 99, I-5, and SR 520, and areas to the north and northeast
- Zone 3: Bellevue, Issaquah, and areas east along I-90 to the east
- Zone 4: Southeast Seattle, Tukwila, and Renton
- Zone 5: South on I-5, Federal Way, Burien, and areas to the south
- Zone 6: West Seattle

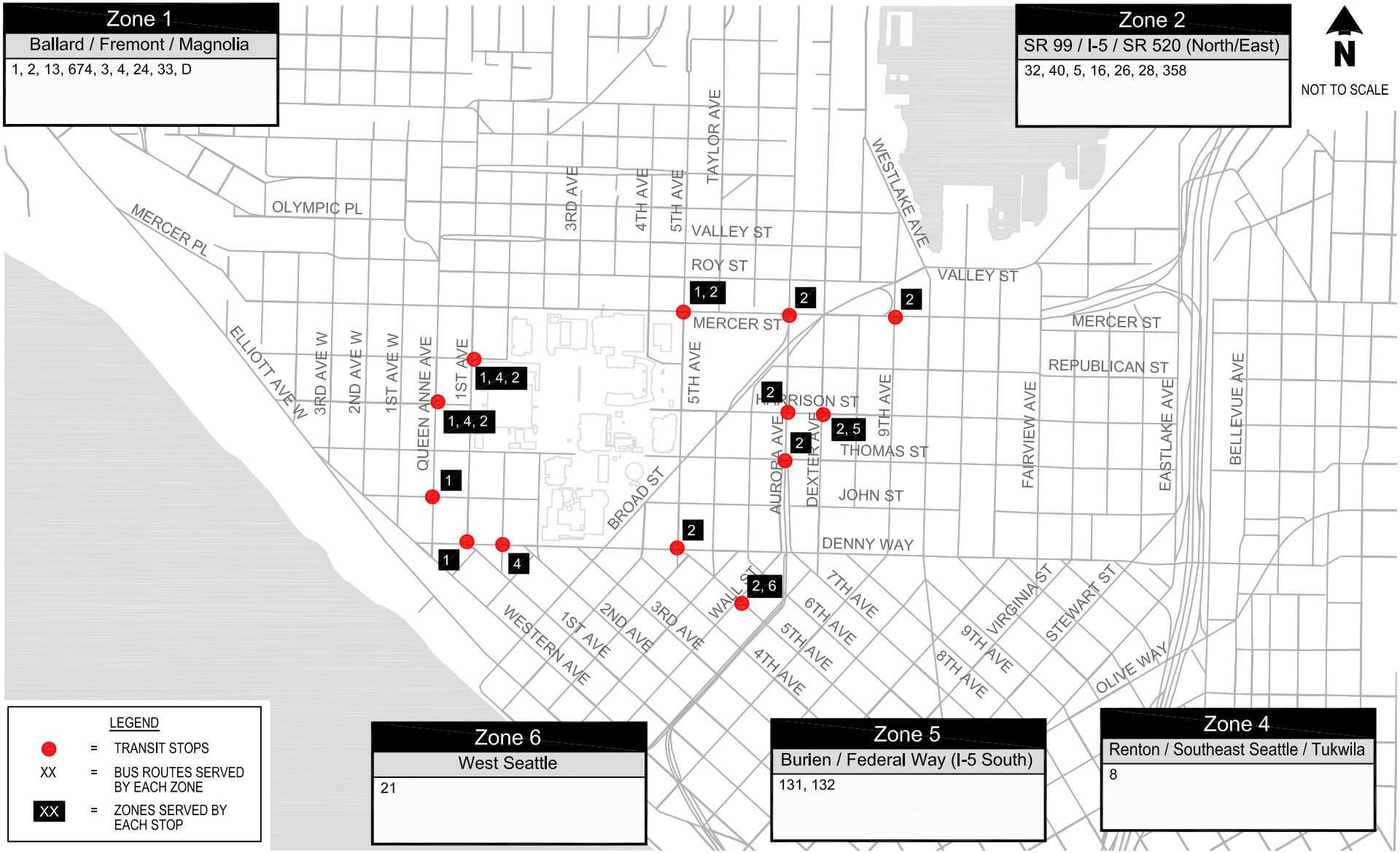



# Seattle Center Area Transit Facilities and Corridors

*Seattle Arena*

FIGURE
**3-3**

transpoGROUP




NOTE: No Zone 3 service provided in study area.

# Seattle Center Area Bus Routes

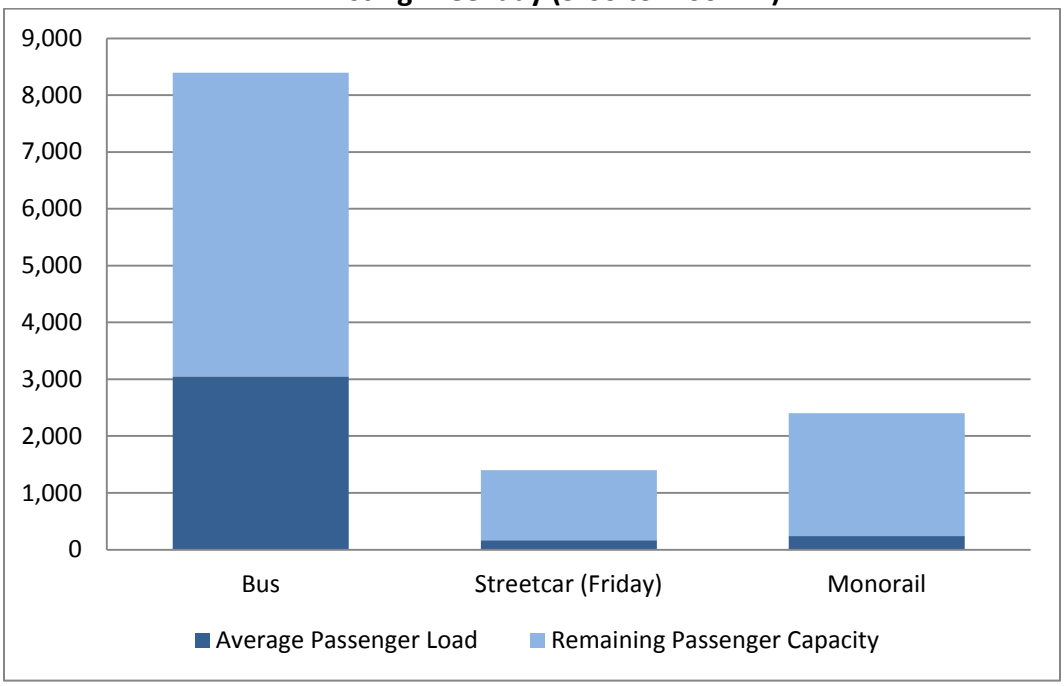
FIGURE 3-4

*Seattle Arena*

transpoGROUP

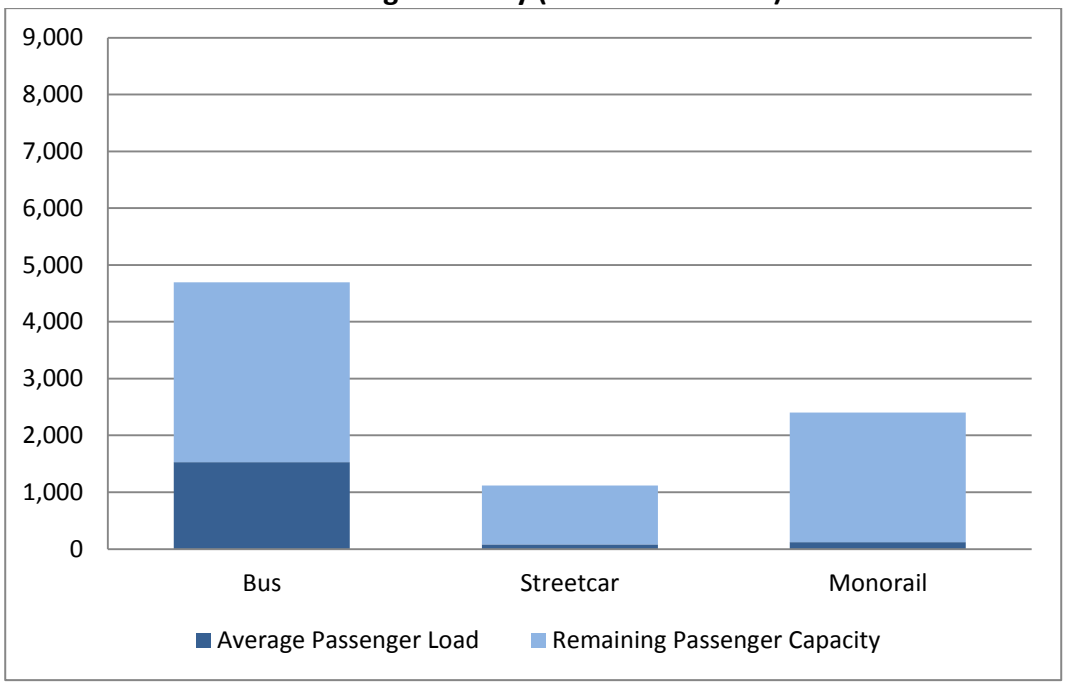
The capacity of these transit services to transport people to and from the Seattle Center area varies by day (weekday or weekend service) and by the time of day (peak commuter period, evening services, etc.). This section summarizes the total passenger capacity and available passenger capacity to and from the Seattle Center area during a weekday evening for transit modes; this includes inbound to downtown Seattle transit service from 5:00 to 7:00 PM and outbound from downtown Seattle transit service from 9:00 to 11:00 PM. The total and available passenger capacities for an average weekday on all available transit services are illustrated on Figure 3–5 and Figure 3–6.

**Figure 3–5 Seattle Center Area Transit Passengers Inbound – Existing Weekday (5:00 to 7:00 PM)**




Note: Streetcar and monorail Friday service was used for outbound passenger capacity because outbound service is not provided after 9 PM Monday through Thursday.

**Figure 3–6 Seattle Center Area Transit Passengers Outbound – Existing Weekday (9:00 to 11:00 PM)**




Note: Streetcar and monorail Friday service was used for outbound passenger capacity because outbound service is not provided after 9 PM Monday through Thursday.

Bus transit provides almost double the passenger capacity for bringing people to an event from 5:00 to 7:00 PM (see Figure 3–7) compared to leaving an event from 9:00 to 11:00 PM (see Figure 3–8). Also, the amount of bus passenger capacity varies to the different areas of King County; there is more bus service to Ballard / Fremont and along SR 99, I-5, and SR 520 compared to other service centers, for buses operating through the Seattle Center area. The occupancy rate for these buses, which is the total number of passengers on buses through the Seattle Center area divided by the total passenger capacity of those buses, is approximately 36 percent for both inbound (5:00 to 7:00 PM) and approximately 33 percent outbound (9:00 to 11:00 PM) service. This means that approximately 3,000 people were traveling to the Seattle Center area and 1,500 people were traveling away from the Seattle Center area to areas served by the selected King County Metro Transit routes. Also, the remaining capacity on all buses could accommodate approximately 5,350 passengers inbound and 3,150 outbound during these time frames. During peak commute periods and event days, specific buses and routes within the six zones experience higher ridership and overcrowding.

**Figure 3–7 Seattle Center Area Bus Passengers Inbound – Existing Weekday (5:00 to 7:00 PM)**

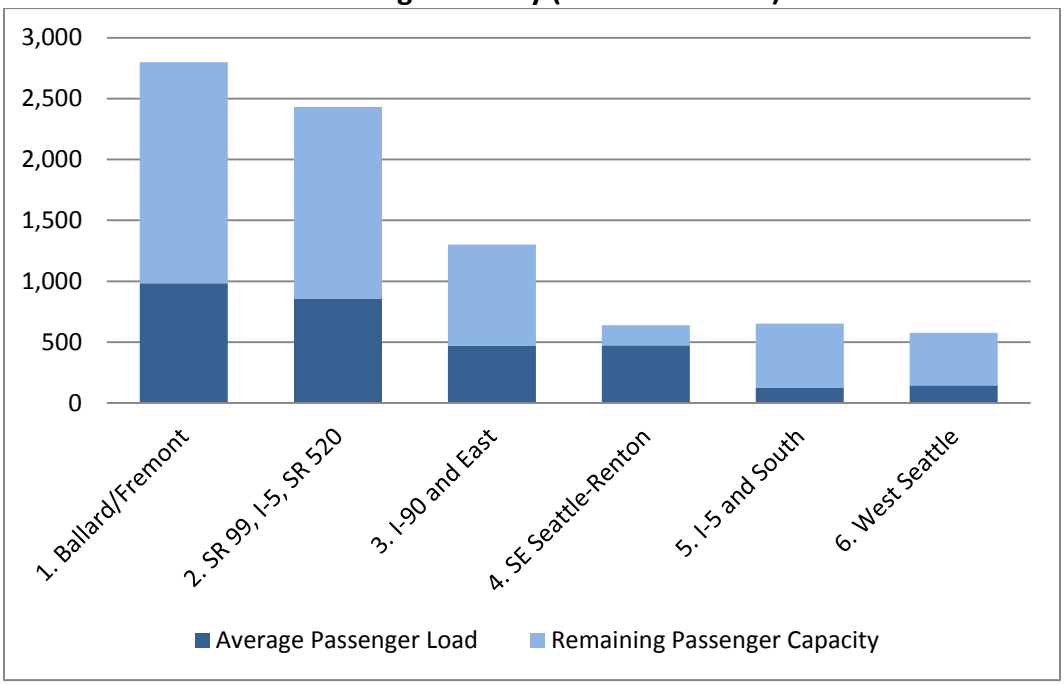
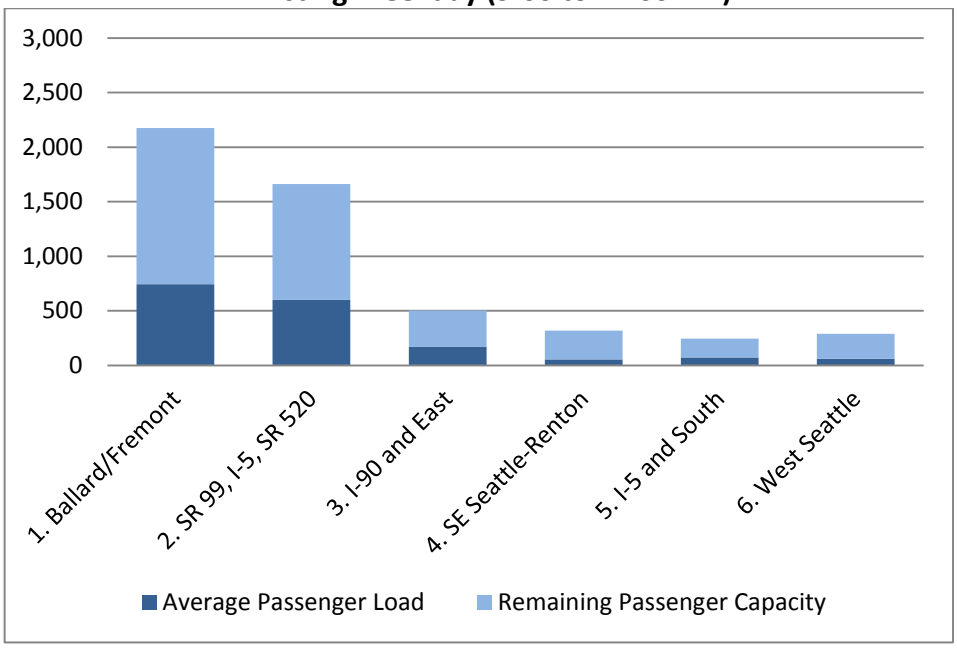



**Figure 3–8 Seattle Center Area Bus Passengers Outbound – Existing Weekday (9:00 to 11:00 PM)**




Weekday bus service (passenger capacity) is reduced by approximately 30 percent from 5:00 to 7:00 PM on weekends and approximately 10 percent from 9:00 to 11:00 PM. Based on King County Metro Transit ridership, the average number of passengers is approximately 30 percent

less on weekends from 5:00 to 7:00 PM compared to weekdays and almost no change from 9:00 to 11:00 PM.

**Speed and Reliability.** On-time performance information was provided by King County Metro Transit for routes serving the Seattle Center area, which was used to determine the reliability of buses to meet schedules. Bus reliability is one indicator for how attractive bus transit is to people as a choice for making a trip.

King County Metro Transit bus service to downtown Seattle from 5:00 to 7:00 PM was on-time approximately 75 percent of the time. This indicates that buses were no more than 1 minute early to no more than 5 minutes late 75 percent of the time. Buses leaving downtown Seattle from 9:00 to 11:00 PM were on-time approximately 77 percent of the time.

The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Seattle Center area (not including the time it takes for buses to serve bus stops). The traffic operations impact analysis of this report provides a detailed evaluation of three key routes within the Seattle Center area including Mercer Street, Denny Way, and 5th Avenue, which have bus service (see Section 3.6 Traffic Operations Table 3-12).

**Other Service Information.** The effects of Proposition 1, which was passed in Fall 2014 to fund current levels of King County Metro bus service in the City of Seattle through 2020, were not taken into account in this analysis for reasons mentioned at the beginning of this section (Section 3.2.1 Methodology).

ST provides additional bus service as necessary to accommodate passenger loads to special events. Prior to events, an assessment of extra service is determined based on ticket sales for the event. Historically, when the Sonics were playing at KeyArena, ST notes that they did not typically experience a notable ridership uptake because getting to KeyArena would involve a transfer.

#### 3.2.2.2 South Lake Union Streetcar

The SLU Streetcar provides service between SLU and Westlake shopping center with five intermediate stops along Westlake Avenue and Terry Avenue N. in both directions. Stops are located within a 10-minute walk of the Seattle Center area; the closest stop is located at the intersection of Westlake Avenue and Thomas Street. Currently, the streetcar operates on 15-minute headways. The SLU Streetcar operates from 6:00 AM to 9:00 PM Monday through Thursday, and 6:00 AM to 11:00 PM on Friday and Saturday. Sunday service is operated from 10:00 AM to 7:00 PM. With the existing service, streetcar service would not be available after events from Sunday to Thursday. Weekday streetcar service (passenger capacity) is reduced by approximately 20 percent from 5:00 to 7:00 PM on weekends and no change from 9:00 to 11:00 PM.

Streetcar Ridership

As illustrated on Figure 3–5 and Figure 3–6, streetcar transit provides a total capacity for approximately 1,120 passengers traveling inbound and outbound to the Seattle Center area (the Streetcar does not provide outbound service Monday through Thursday). The City of Seattle provided a limited sampling of daily streetcar passenger observations summarized by stop; on average, the SLU Streetcar carried 2,200 passengers. By applying the daily average load at stop closest the Seattle Center area, streetcars would be carrying approximately 165 passengers inbound and 80 passengers outbound from Westlake Center in downtown Seattle. This means the SLU Streetcar has a remaining passenger capacity of approximately 1,235 inbound passengers (see Figure 3–5) and 1,040 outbound passengers (see Figure 3–6). Because the average daily passenger load was used in this analysis, it is likely the passenger loads are higher from 5:00 to 7:00 PM and lower from 9:00 to 11:00 PM.

#### 3.2.2.3 Monorail

The Seattle Center Monorail, which is owned by the City of Seattle, provides a non-stop connection between Westlake Center (near 5th Avenue and Pine Street) to Seattle Center. The Monorail operates on 10-minute headways from 7:30 AM to 9:00 PM Monday through Thursday, and from 7:30 AM to 11:00 PM on Friday. The Seattle Center Monorail also provides a direct connection to light rail at Westlake Center. Weekend monorail service or passenger capacity from 5:00 to 7:00 PM is the same as weekday service.

Monorail Ridership

Existing monorail ridership was provided by Seattle Monorail Services, the operator of the Seattle Center Monorail. Today, monorail transit provides a total capacity for approximately 2,400 passengers traveling inbound and outbound to Seattle Center. As illustrated on Figure 3–5 and Figure 3–6, monorail transit has approximately 240 passengers from Seattle Center to Westlake Center (inbound to downtown Seattle) from 5:00 to 7:00 PM and approximately 120 passengers to Seattle Center from 9:00 to 11:00 PM (Friday-only because service stops at 9:00 PM Monday through Thursday). This means the remaining capacity on monorail could accommodate approximately 2,160 passengers inbound and 2,280 outbound during these time frames.

Other Service Information

Seattle Monorail Services noted that monorail ridership increases by approximately 150 to 200 people with events at KeyArena such as concerts and Sonics games. There is a slight increase in ridership of approximately 40 to 50 passengers with events at Safeco Field and CenturyLink Field.

#### 3.2.2.4 Washington State Ferries Transit

WSF provides ferry service to Seattle at Colman Dock, located near Alaskan Way and Yesler Way. Colman Dock is approximately one and a half miles south of the Seattle Center area. Ferries to / from Seattle serve Bainbridge Island and Bremerton. The ferries have arrivals and

departures scheduled throughout the day with headways of approximately 60 minutes for Bainbridge Island service and approximately 75 minutes for Bremerton service. Ferries serving both of these routes are some of the largest ferries in WSF's fleet, providing combined vehicle and passenger service. According to WSF's website, these ferries are capable of transporting 2,500 passengers per trip, in addition to vehicles. Weekend ferry service (passenger capacity) increases by approximately ten percent over weekday ferry service.

Ferry Ridership

WSF Colman Dock service provides a total capacity for approximately 7,300 passengers traveling inbound to the Seattle Center area from 5:00 to 7:00 PM and 9,800 passengers outbound from 9:00 to 11:00 PM. Currently, WSF only collects ridership information for westbound (outbound) ferries at Colman Dock. The eastbound (inbound) ridership from 5:00 to 7:00 PM was estimated by assuming westbound passengers leaving from 7:00 to 9:00 AM (2012 counts) would return to Seattle from 5:00 to 7:00 PM. Also, this ridership was increased by ten percent to account for people traveling to Seattle for events not related to the Seattle Center. These assumptions result in an average inbound passenger load of approximately 210 passengers. During May 2012 service, ferries had an average load of approximately 640 passengers traveling outbound from 9:00 to 11:00 PM.

## 3.2.3 Impacts of No Action Alternative

This section describes the impacts of the No Action Alternatives for analysis years 2018 and 2030. As compared to weekday, weekend service characteristics were assumed to be similar to existing conditions.

### 3.2.3.1 Year 2018

The Alaskan Way Viaduct Replacement project would reconnect John Street, Thomas Street and Harrison Street, which were previously bisected by SR 99. This improvement was not assumed to change ridership, but would provide alternative pedestrian connections to and from the SLU Streetcar and bus transit routes to the Seattle Center area. The new fleet of King County Metro Transit trolley buses are anticipated to reduce bus loading / unloading times at bus stops, but were not assumed to impact passenger demand or capacity.

For all transit modes serving the Seattle Center, no change in passenger capacity (service levels) was assumed because of the uncertainty of transit funding.

Bus Transit

As described in the methodology, the number of bus riders was anticipated to increase by approximately two percent annually from 2013 to 2018. Headways were assumed to remain unchanged. King County Metro Transit Rapid Ride E-Line began service after this analysis was completed and has increased service in the study area. Bus transit passenger loads would increase by approximately 710 inbound passengers and 545 outbound passengers compared to existing conditions for No Action Case K2/M2 (this includes transit riders for 12,000 patron

events at KeyArena and 5,000 patron events at Memorial Stadium as well as background growth).

As illustrated on Figure 3–9 and Figure 3–10, the total passenger loads for No Action Case K2/M2 could be accommodated with assumed bus service levels for all service zones. Buses do not operate directly from Seattle Center to I-90 in the evening and event attendees would be required to use other bus routes, monorail, or streetcar to transfer to bus service to the east in downtown Seattle. The remaining passenger capacity on these modes is sufficient to accommodate the approximately 290 event attendees connecting from the Seattle Center area to east side transit service in downtown Seattle (see Figure 3–11 and Figure 3–12). The number of event attendees required to transfer would be less for other No Action scenarios because there are less event attendees.

Because the No Action Case K2/M2 scenarios has the highest assumed passenger demand, the No Action Case K1 (12,000 patrons) and Case M1 (5,000 patrons) could also be accommodated. Similar to existing conditions, some bus routes would experience higher levels of passenger ridership and potentially overcrowding.

**Figure 3–9 Seattle Center Area Bus Transit Inbound – 2018 No Action Case K2/M2**

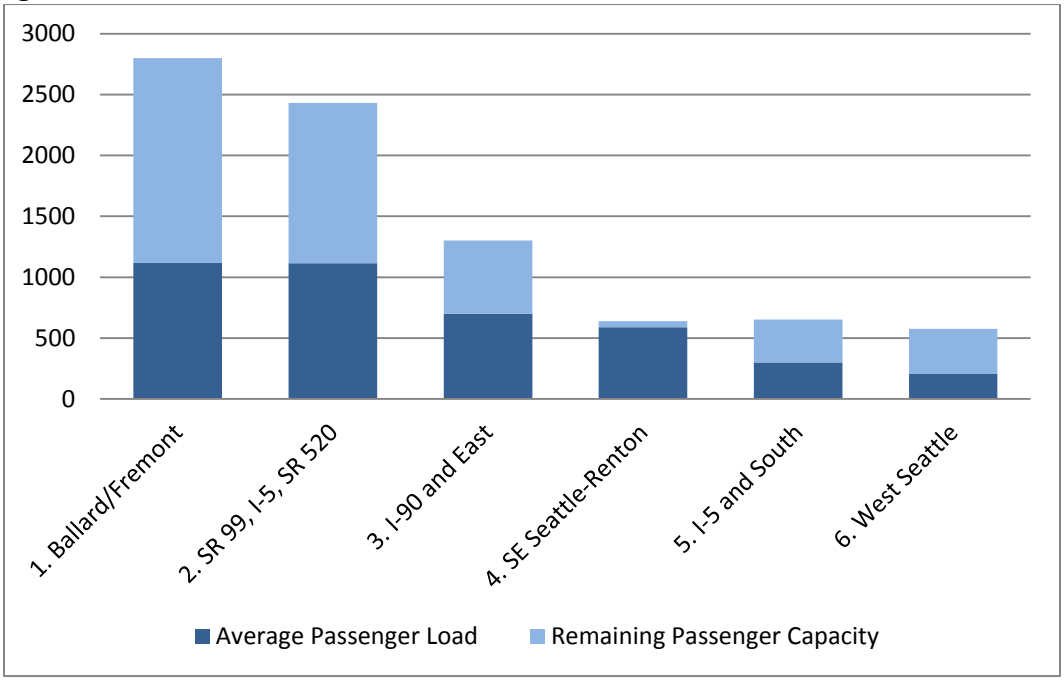
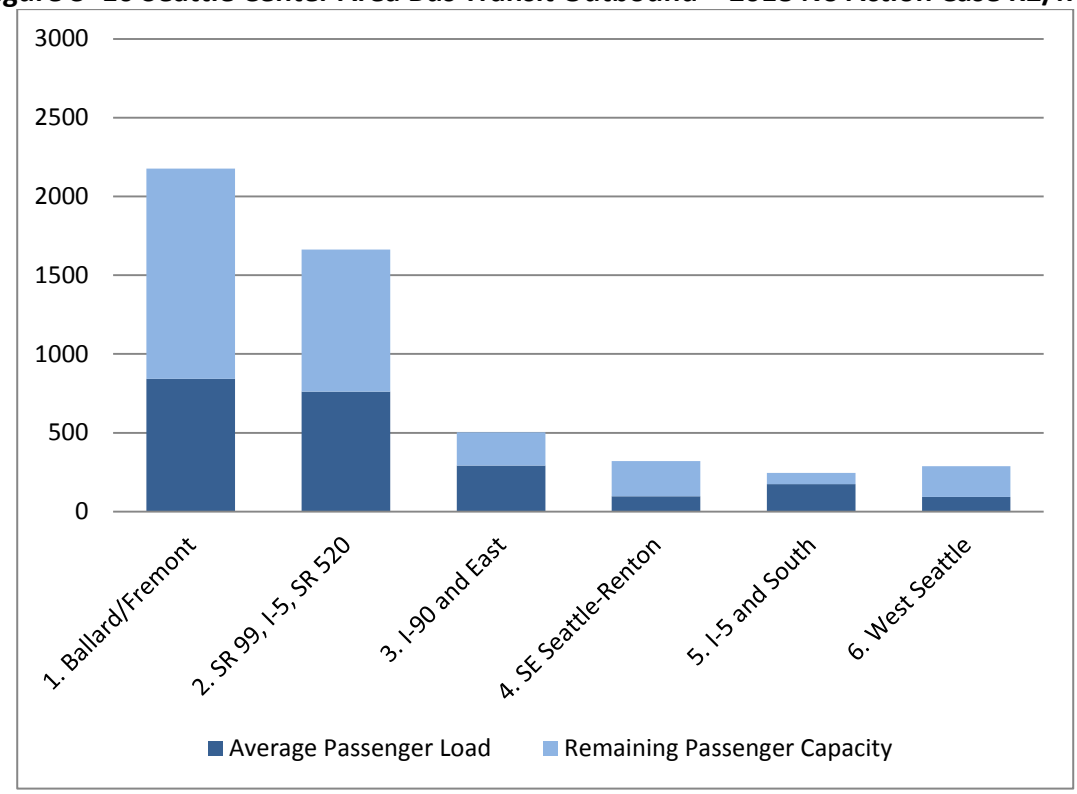



**Figure 3–10 Seattle Center Area Bus Transit Outbound – 2018 No Action Case K2/M2**



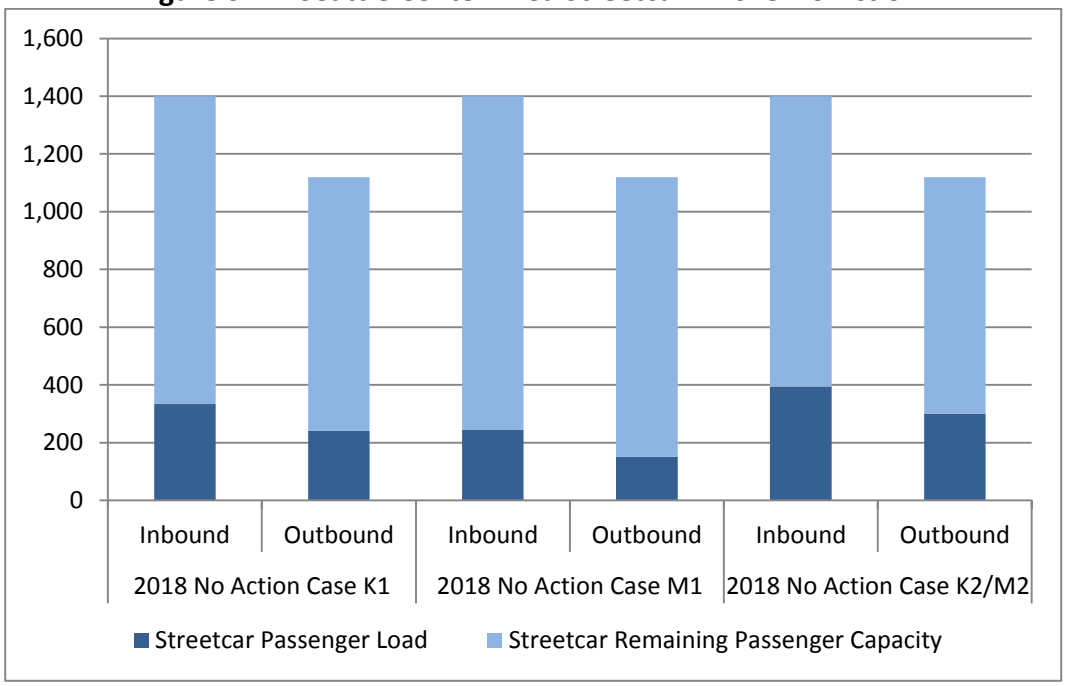

The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Stadium District (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations section of

this report, travel times under 2018 conditions increase from existing conditions and further increase with the addition of event traffic, compared to existing conditions (see Section 3.6 Traffic Operations Table 3-14).

Streetcar Transit

The number of people who would use streetcar transit was anticipated to increase by approximately two percent annually from year 2013 to year 2018. Headways were assumed to remain unchanged. Streetcar passenger loads would increase by approximately 230 inbound passengers and 220 outbound passengers for No Action Case K2/M2 compared to existing conditions. As illustrated on Figure 3–11, No Action Case K2/M2 has the highest assumed passenger demand and could be accommodated with existing streetcar service levels, No Action Case K1 and Case M1 could also be accommodated.

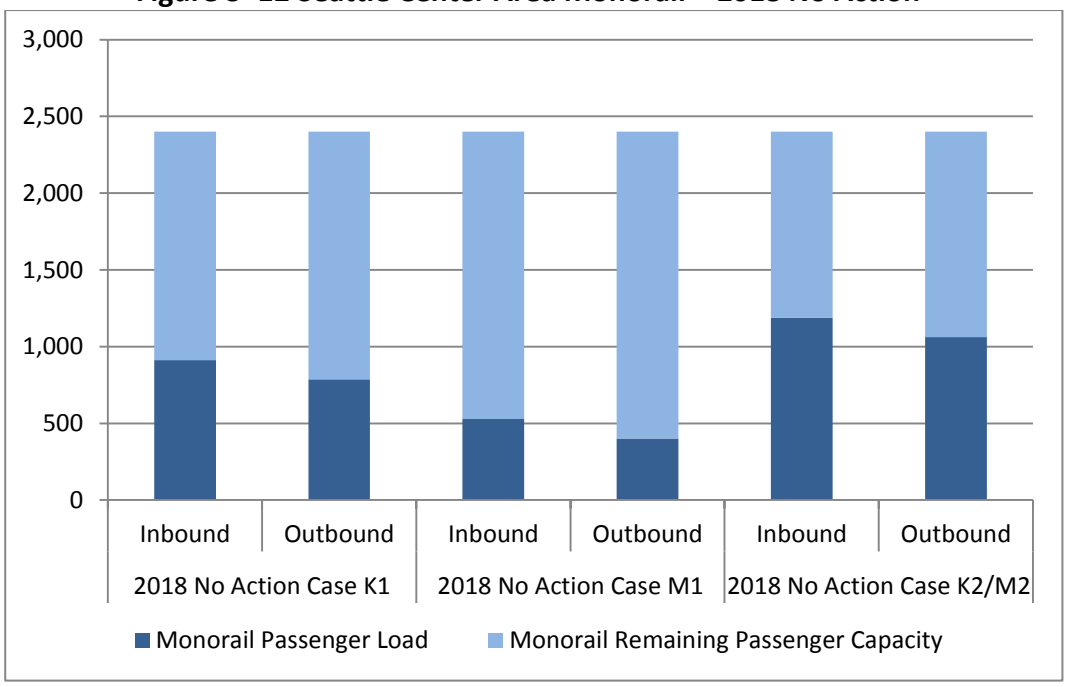
**Figure 3–11 Seattle Center Area Streetcar – 2018 No Action**




Monorail Transit

The number of people who would use the Seattle Monorail was anticipated to increase by approximately one percent annually from year 2013 to year 2018. Headways were assumed to remain unchanged. Monorail passenger loads would increase by approximately 945 inbound passengers and 940 outbound passengers for the No Action Case K2/M2 compared to existing conditions. As illustrated on Figure 3–12, Case K2/M2 has the highest assumed passenger demand and could be accommodated with existing monorail service levels, the No Action Case K1 and Case M1 with an event at either Memorial Stadium or KeyArena could also be accommodated.

**Figure 3–12 Seattle Center Area Monorail – 2018 No Action**




Washington State Ferries

No change in the number of WSF vessels serving Colman Dock was assumed from the year 2013 to 2018. The number of walk-on passengers was anticipated to increase by approximately three percent annually from 2013 to 2018. Approximately 340 inbound passengers and 405 outbound passengers would use WSF service for part of their trip to events at Seattle Center for the No Action Case K2/M2. Event attendees would connect between Colman Dock and the Seattle Center area using bus, monorail, streetcar, and / or other services such as a taxi, walking, or bicycling. It is difficult to anticipate the impact of these event attendees on public transit. Many of them would already be in or around the Seattle area, having completed the ferry-leg of their trip in the morning for the commute into work. From 5:00 to 7:00 PM bus routes through downtown would experience an increase in passenger demand as some ferry riders use bus service to travel to an event at the Seattle Center area. Another 80 patrons were assumed to drive to connect to Seattle Center and complete part of their trip using WSF service.

### 3.2.3.2 Year 2030

For all transit modes serving the Seattle Center area, no change in passenger capacity (service levels) was assumed because of the uncertainty of transit funding.

Bus Transit

The number of people who would use bus service was anticipated to increase by approximately two percent annually to year 2030. Headways were assumed to remain unchanged. Bus transit passenger loads would increase by approximately 1,620 inbound passengers and 980 outbound passengers for No Action Case K2/M2 compared to existing conditions. Because No Action Case K2/M2 has the highest assumed passenger demand and could be accommodated with existing

bus service levels, No Action Case K1 and Case M1 could also be accommodated. As illustrated on Figure 3–13 and Figure 3–14, the No Action Case K2/M2 (assumes 12,000 patrons at KeyArena and another 5,000 patrons at Memorial Stadium) could be accommodated with assumed bus service levels for all service zones, except for:

- Inbound bus routes serving southeast Seattle and Renton areas (Zone 4): Bus passengers would use other bus and light rail service to downtown Seattle accessed via park and ride lots or local feeder bus service and transfer in downtown Seattle to bus, monorail, and / or streetcar services. This would impact approximately 65 passengers.

**Figure 3–13 Seattle Center Area Bus Transit Inbound – 2030 No Action Case K2/M2**

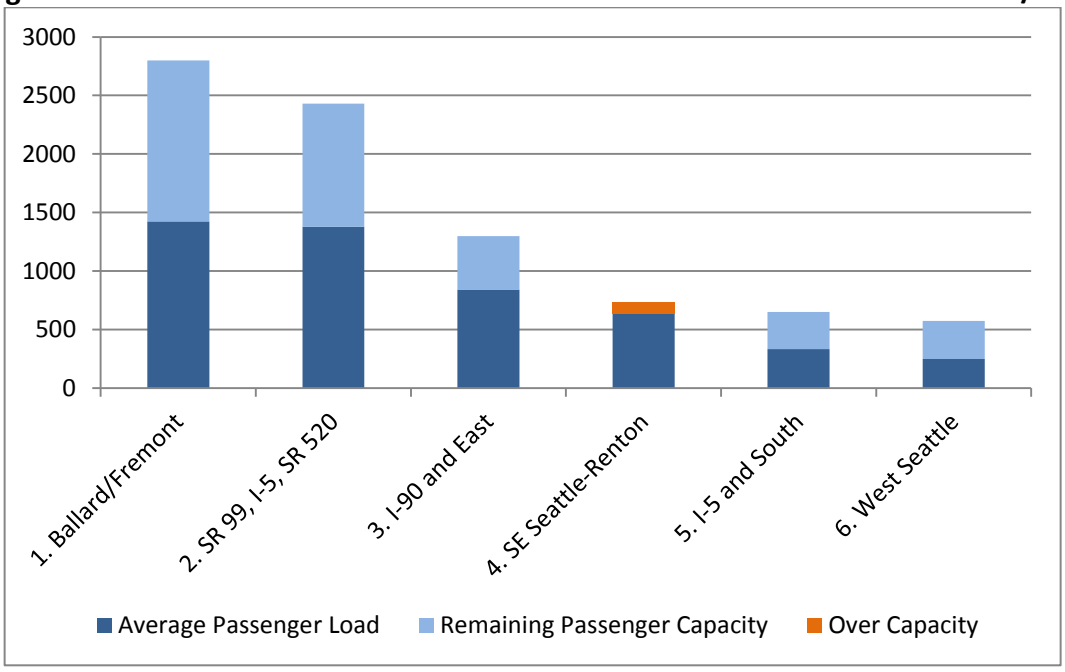
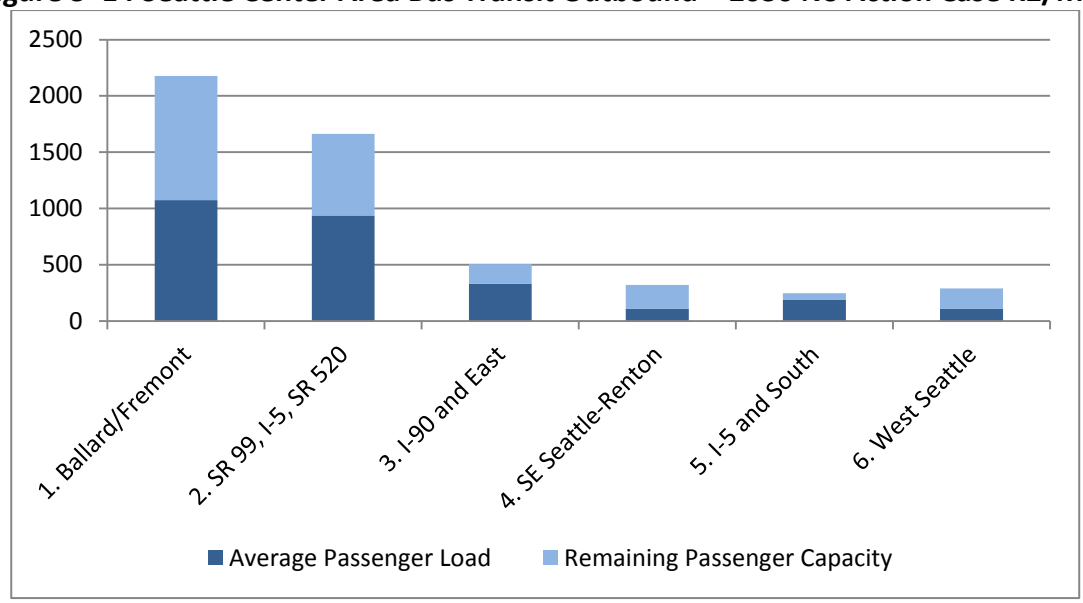


**Figure 3–14 Seattle Center Area Bus Transit Outbound – 2030 No Action Case K2/M2**

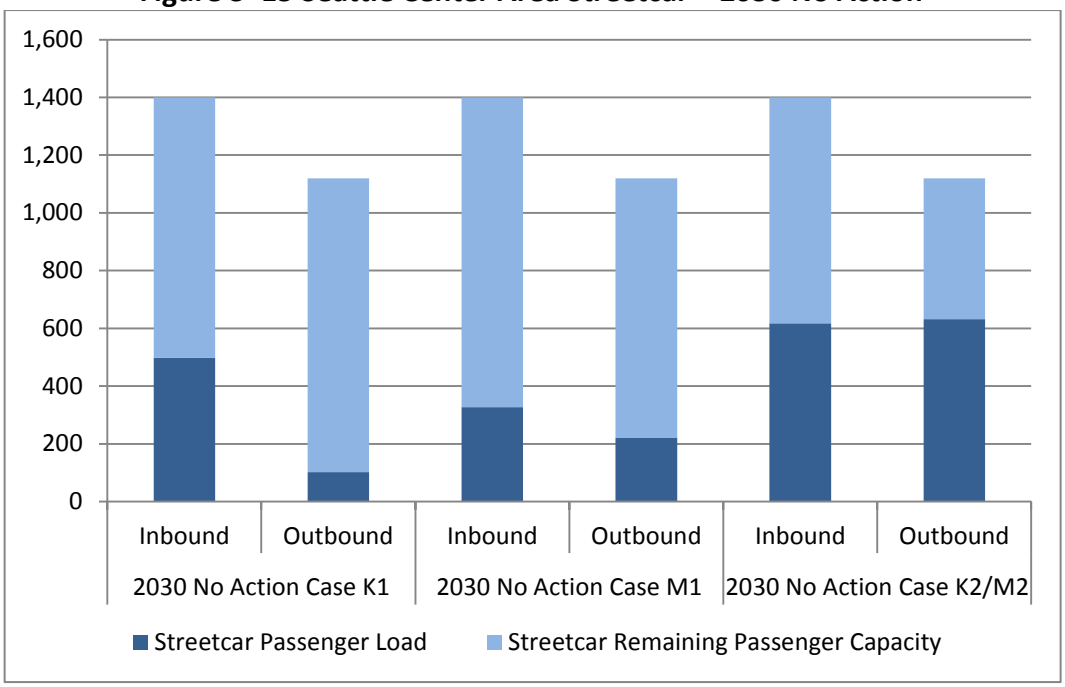



The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Seattle Center are (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations section of this report, travel times under 2030 conditions are generally similar to 2018 conditions (see Section 3.6 Traffic Operations Table 3-15).

Streetcar Transit

The number of people who would use streetcar service was anticipated to increase by approximately two percent annually to year 2030. Headways, the time between streetcars at stations, were assumed to remain unchanged. Streetcar passenger loads would increase by approximately 450 inbound passengers and 430 outbound passengers for the No Action Case K2/M2 compared to existing conditions. As illustrated on Figure 3–15, the total passenger load for this scenario and the 2030 No Action Case K1 and Case M1, which would have fewer passengers, could be accommodated with assumed streetcar service levels.

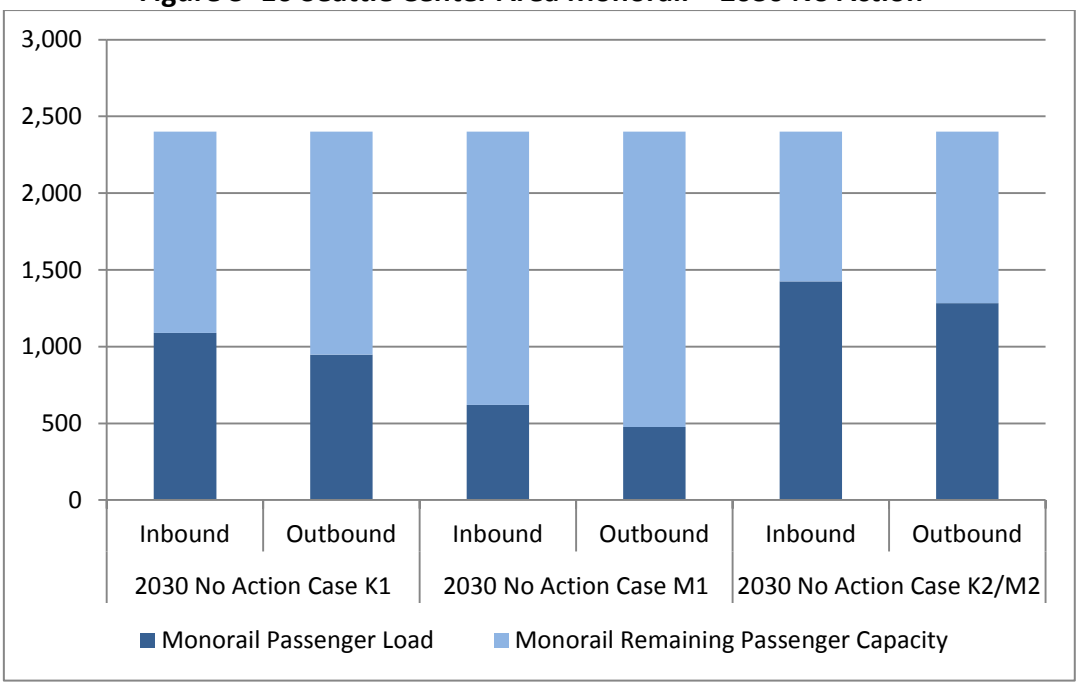
**Figure 3–15 Seattle Center Area Streetcar – 2030 No Action**




Monorail Transit

The number of people who would use the Seattle Monorail was anticipated to increase by approximately one percent annually to year 2030. Headways, the time between trains at stations, were assumed to remain unchanged. Monorail passenger loads would increase by approximately 1,180 inbound passengers and 1,160 outbound passengers for the No Action Case K2/M2 compared to existing conditions. As illustrated on Figure 3–16, the total passenger load for this scenario and the 2030 No Action Case K1 and Case M1, which would have fewer passengers, could be accommodated with assumed monorail service levels.

**Figure 3–16 Seattle Center Area Monorail – 2030 No Action**




Washington State Ferry Service

The number of people who would use ferry was anticipated to increase by approximately three percent annually to the year 2030. No change in the number of WSF vessels serving Colman Dock was assumed from the year 2018 to 2030. Approximately 370 inbound passengers and 500 outbound passengers would use WSF service for part of their trip to events at Seattle Center for No Action Case K2/M2. This scenario and the 2030 No Action Case K1 and Case M1, which would have fewer passengers, could be accommodated with assumed ferry service levels.

Event attendees would connect between Colman Dock and the Seattle Center area using bus, monorail, streetcar, and / or other services such as a taxi, walking, or bicycling. It is difficult to anticipate the impact of these event attendees on public transit on weekdays. Many of them would already be in or around the Seattle area, having completed the ferry-leg of their trip in the morning for the commute into work. From 5:00 to 7:00 PM bus routes through downtown would experience an increase in passenger demand as some ferry riders use bus service to travel to an event at Seattle Center. Another 25 patrons would drive to connect to Seattle Center and complete part of their trip using WSF service.

### 3.2.4 Impacts of Alternative 4

This alternative would result in a small reduction in the number of event attendees using transit to travel to the Seattle Center area compared to Alternative 5. The operational and construction impacts would be similar to Alternative 5.

### 3.2.5 Impacts of Alternative 5

Construction of Alternative 5 could result in some increase in ridership as a result of construction workers traveling to and from the site. It is anticipated that public transportation impacts related to construction would be less than a 20,000-seat event at the arena. In addition, construction related activities could impact nearby transit routes and stops as well as pedestrian accessibility to these facilities. A construction management plan could be prepared and impacts to transit could be coordinated with the transit agency in advance and appropriate relocation and signage provided.

This section describes the impacts of the Alternative 5 Cases for analysis years 2018 and 2030.

#### 3.2.5.1 Year 2018

The analysis assumes a fully-attended event, with approximately 2,320 event attendees arriving by bus, light rail (using another transit mode to connect to the Seattle Center area), streetcar, monorail, and ferry: eight percent arrive by transit and another four percent arrive by ferry. As discussed for the Stadium District site, it is anticipated that the passengers driving on the ferry to go to the arena would be minimal given the estimated traffic congestion between the ferry dock and arena. The analysis assumed that approximately 90 percent of ferry riders would use transit to connect to the arena.

Approximately 10 percent of event attendees using ferry would take their vehicle on the ferry and could arrive outside the analysis period such as during the morning commute period as they take ferry to work and then attend an Arena event in the evening. As such, they are included in the No Action condition for parking and are not additive to the impact of the project.

Transit service provided in the study area is assumed consistent with No Action conditions. Also, park-and-ride lots served by light rail to the Seattle Center area would experience increased use during events.

Bus Transit

It was estimated that approximately 17 percent of event attendees on transit would use existing bus service to the arena. This would add approximately 390 bus passengers traveling to and from the Seattle Center area.

As illustrated on Figure 3–17 and Figure 3–18, this Alternative (which assumes 20,000 event attendees at a new arena and 12,000 event patrons at KeyArena Stadium for Case M2) could be accommodated with assumed bus service levels for all service zones.

**Figure 3–17 Seattle Center Area Bus Transit Inbound – 2018 Alternative 5 Case M2**

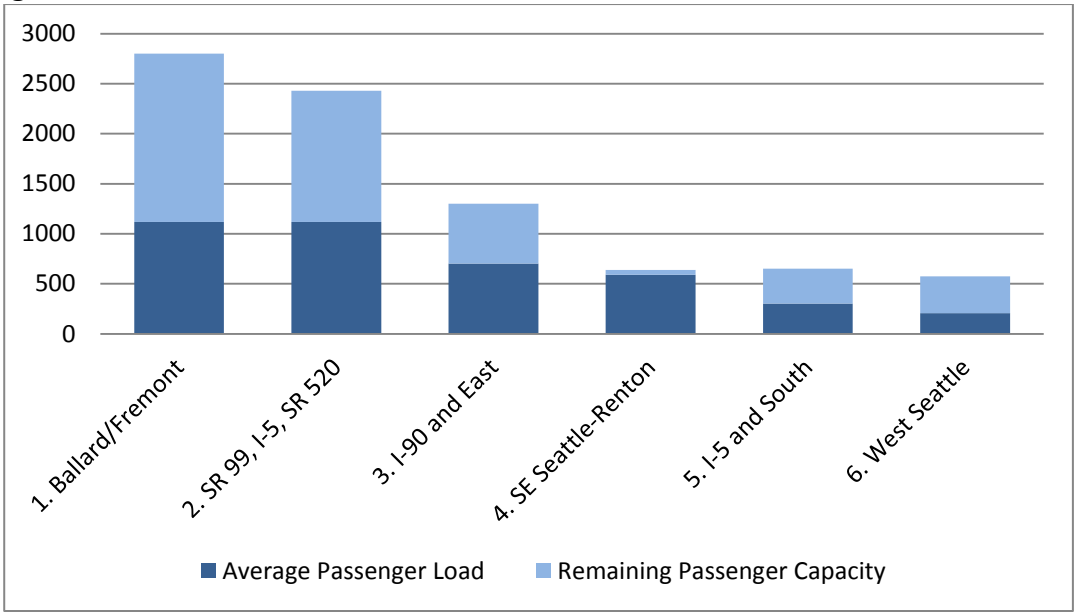
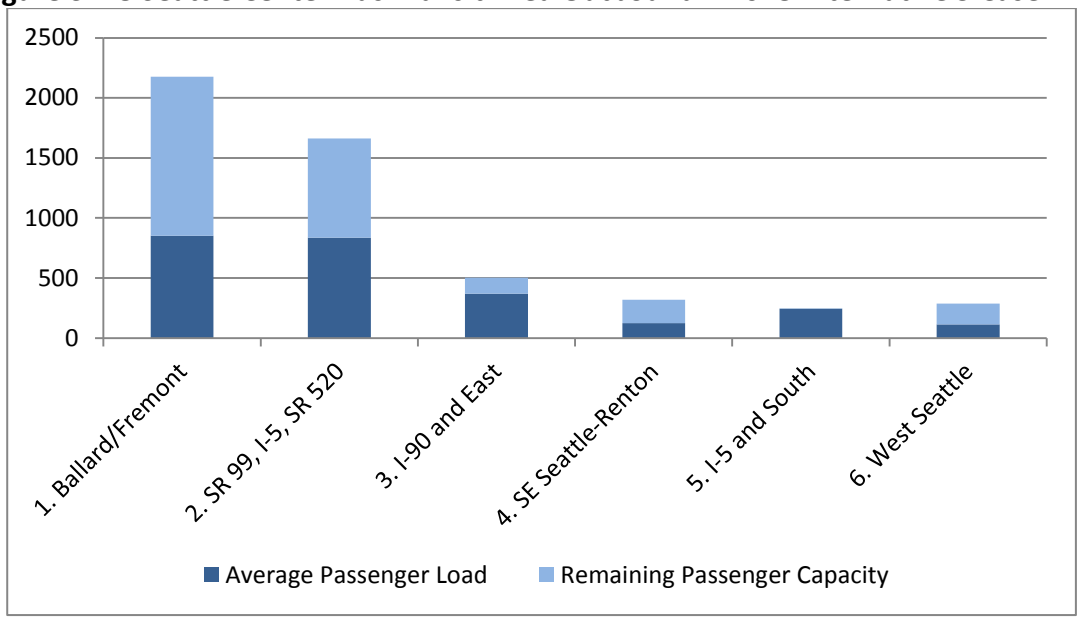



**Figure 3–18 Seattle Center Bus Transit Area Outbound – 2018 Alternative 5 Case M2**



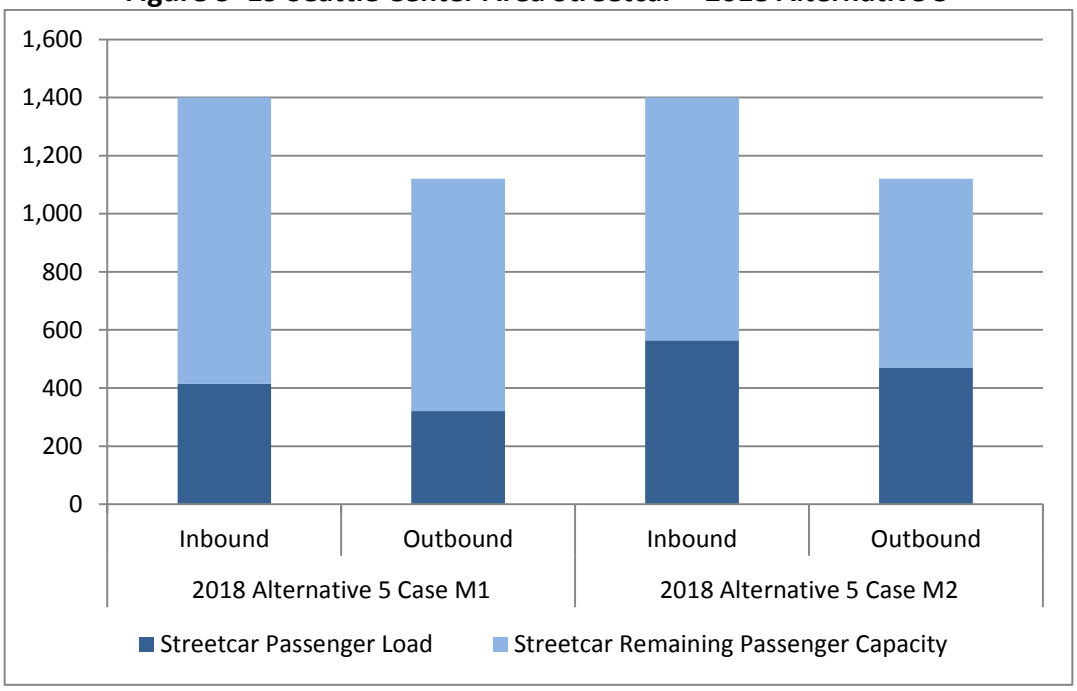

The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Seattle Center area (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations analysis for Alternative 5, travel times increase with the addition of arena event traffic with a substantial increase of over 30 minutes along westbound Mercer Street. It is noted that No Action and all future estimates of event traffic volumes are simply additive to No Action conditions with no consideration of potential traffic diversion due to event conditions. This additive approach likely overestimates future traffic and congestion related to events; however,

it does provide a consistent basis for comparing alternatives. Additional detail related to corridor travel times is provided in Section 3.6 Traffic Operations Table 3-26.

Streetcar Transit

It was estimated that approximately 10 percent of event attendees on transit would use streetcar service to the arena. This would add approximately 230 streetcar passengers traveling to and from the Seattle Center arena on the SLU streetcar for Case M2. This scenario and the 2018 Case M1 could be accommodated with assumed streetcar service levels (see Figure 3–19).

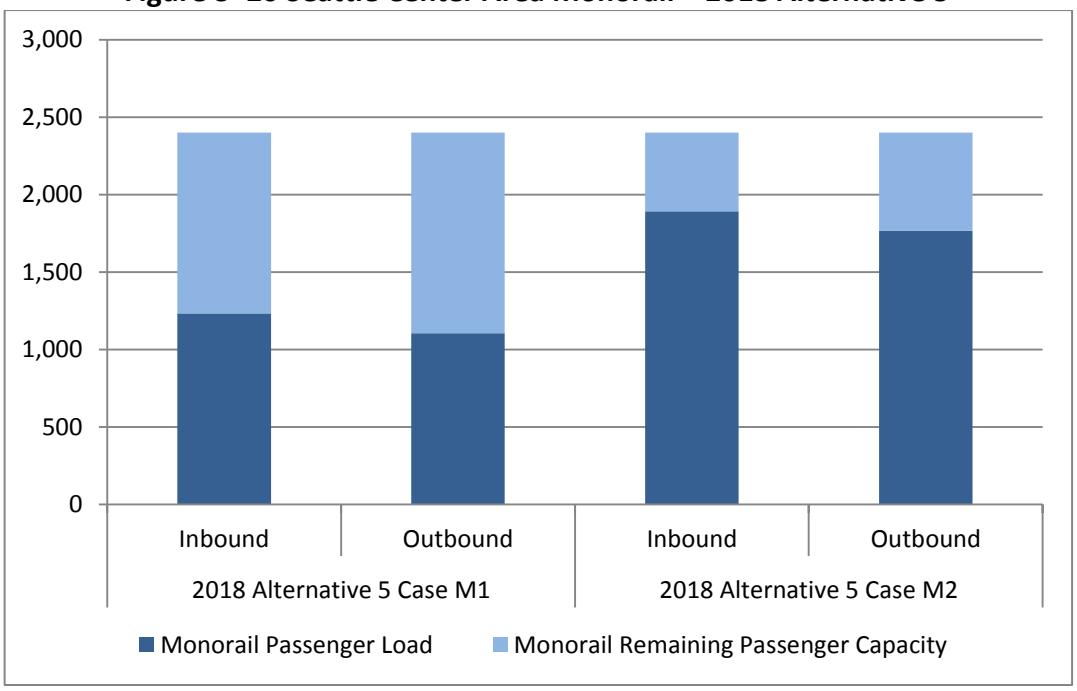
**Figure 3–19 Seattle Center Area Streetcar – 2018 Alternative 5**




Monorail Transit

It was estimated that approximately 42 percent of event attendees on transit would use monorail service to the arena. This would add approximately 980 monorail passengers traveling to and from the Seattle Center area for the Alternative 5 Case M2. This scenario and the 2018 Alternative 5 Case M1 could be accommodated with assumed monorail service levels (see Figure 3–20).

**Figure 3–20 Seattle Center Area Monorail – 2018 Alternative 5**




Washington State Ferries

No change in the number of WSF vessels serving Colman Dock was assumed from the year 2013 to 2018. The number of walk-on passengers was anticipated to increase by approximately three percent annually from 2013 to 2018. Approximately 720 event attendees would use WSF service for part of their trip to events at Seattle Center for the Alternative 5 Case M2 scenario: there is sufficient capacity to accommodate event attendees. Event attendees would connect between Colman Dock and the Seattle Center area using bus, monorail, streetcar, and / or other services such as a taxi, walking, or bicycling. It is difficult to anticipate the impact of these event attendees on public transit. Many of them would already be in or around the Seattle area, having completed the ferry-leg of their trip in the morning for the commute into work. From 5:00 to 7:00 PM bus routes through downtown would experience an increase in passenger demand as some ferry riders use bus service to travel to an event at Seattle Center.

### 3.2.5.2 Year 2030

Alternative 5 would construct a new 20,000-seat arena near the Seattle Center. Approximately ten percent of patrons were estimated to use transit to travel to and from events. The analysis assumes a fully-attended event, with approximately 2,720 event attendees arriving by bus, light rail, streetcar, and ferry: ten percent arriving by transit and another four percent arriving by ferry. Consistent with 2018 conditions, approximately 10 percent of event attendees using ferry would take their vehicle on the ferry and could arrive outside the analysis period such as during the morning commute period as they take ferry to work and then attend an Arena event in the evening. As such, they are included in the No Action condition for parking and are not additive to the impact of the project.

Transit service provided in the study area is assumed consistent with No Action conditions. Also, park-and-ride lots served by light rail to the Seattle Center area would experience increased use during events.

Bus Transit

It was estimated that approximately 13 percent of event attendees taking transit would use bus service to the arena. This would add approximately 340 bus passengers traveling to and from the Seattle Center area (see Affected Environment, *Bus Ridership* for how passenger capacity was determined).

As illustrated on Figure 3–21 and Figure 3–22, this Alternative (which assumes 20,000 event attendees at a new arena and 12,000 patrons at KeyArena for Case M2) could be accommodated with assumed bus service levels for all service zones, except for:

- Inbound bus routes serving southeast Seattle and Renton areas (Zone 4): Bus passengers would use other bus and light rail service to downtown Seattle accessed via park and ride lots or local feeder bus service and transfer in downtown Seattle to bus, monorail, and / or streetcar services. This would impact approximately 90 passengers.

The number of event attendees required to transfer would be less for other event cases because there are less event attendees, but would have the same over capacity considerations except for I-5 and south.

**Figure 3–21 Seattle Center Area Bus Transit Inbound – 2030 Alternative 5 Case M2**

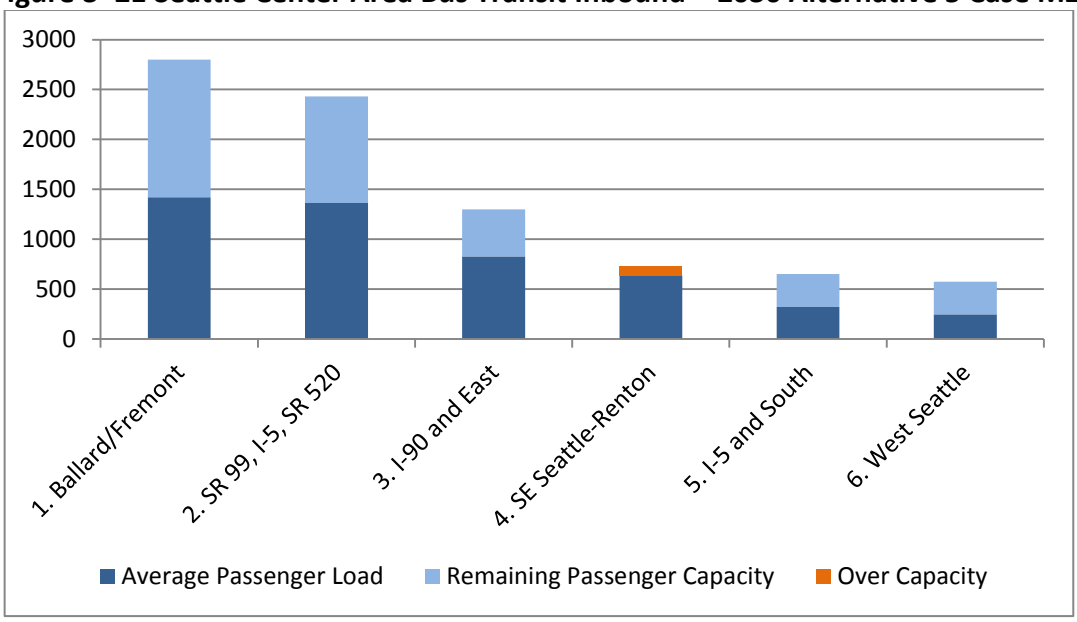
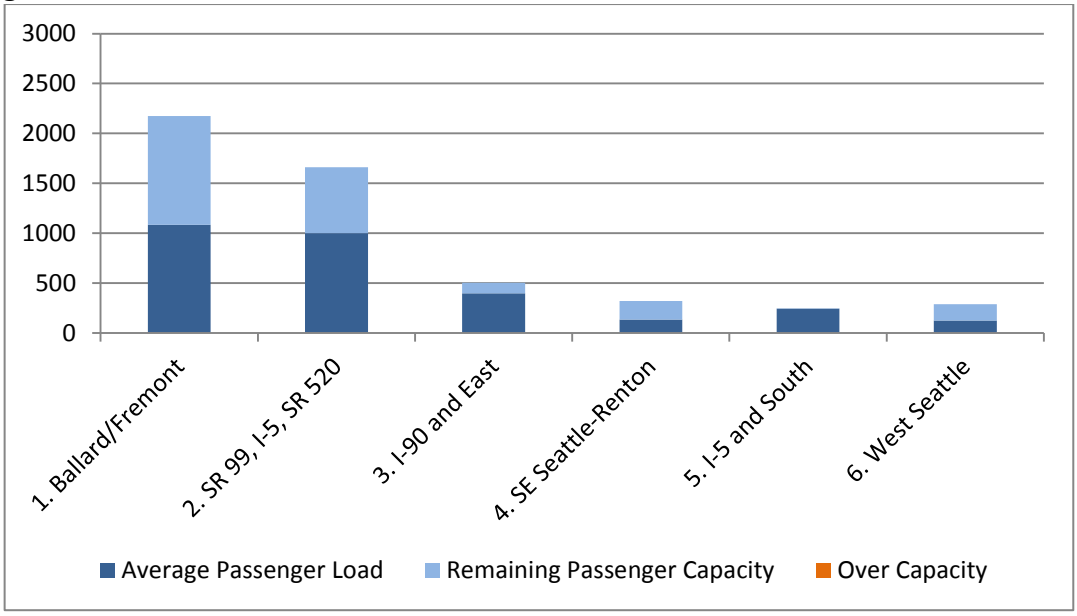


**Figure 3–22 Seattle Center Area Bus Transit Outbound – 2030 Alternative 5 Case M2**

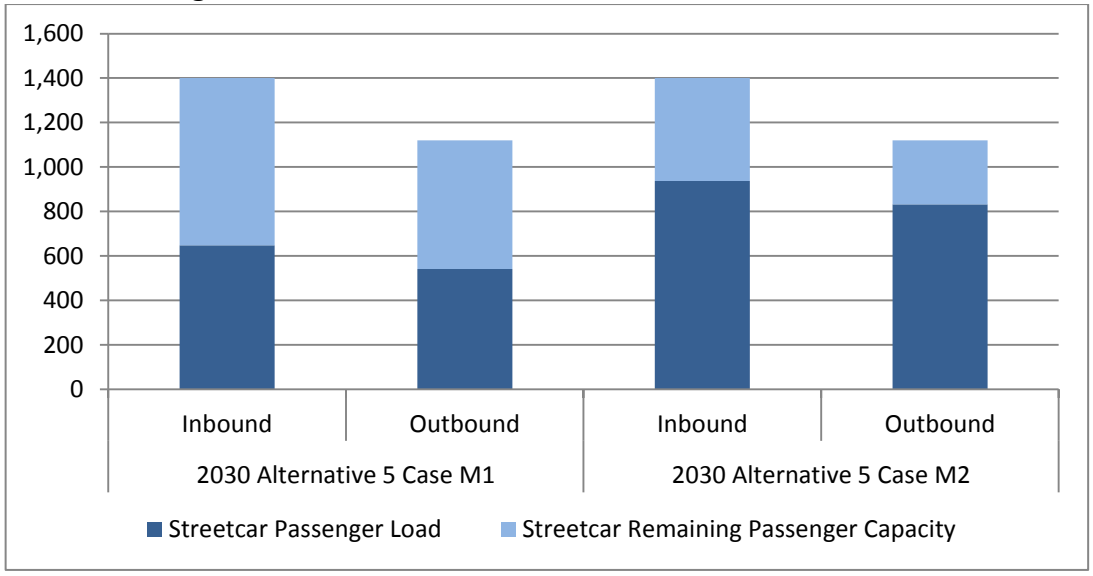



The travel time for buses (an indication of speed and reliability) would be similar to general purpose traffic because they operate in mixed flow through the Seattle Center area (not including the time it takes for buses to serve bus stops). As indicated in the traffic operations analysis for Alternative 5, 2030 travel times are similar to 2018 conditions. Additional detail related to corridor travel times is provided in Section 3.6 Traffic Operations.

Streetcar Transit

It was estimated that approximately 16 percent of event attendees on transit would use streetcar service to the arena. This would add approximately 440 streetcar passengers traveling to and from the Seattle Center area on the SLU Streetcar for Alternative 5 Case M2. This scenario and the 2030 Alternative 5 Case M1 could be accommodated with assumed streetcar service levels (see Figure 3–23).

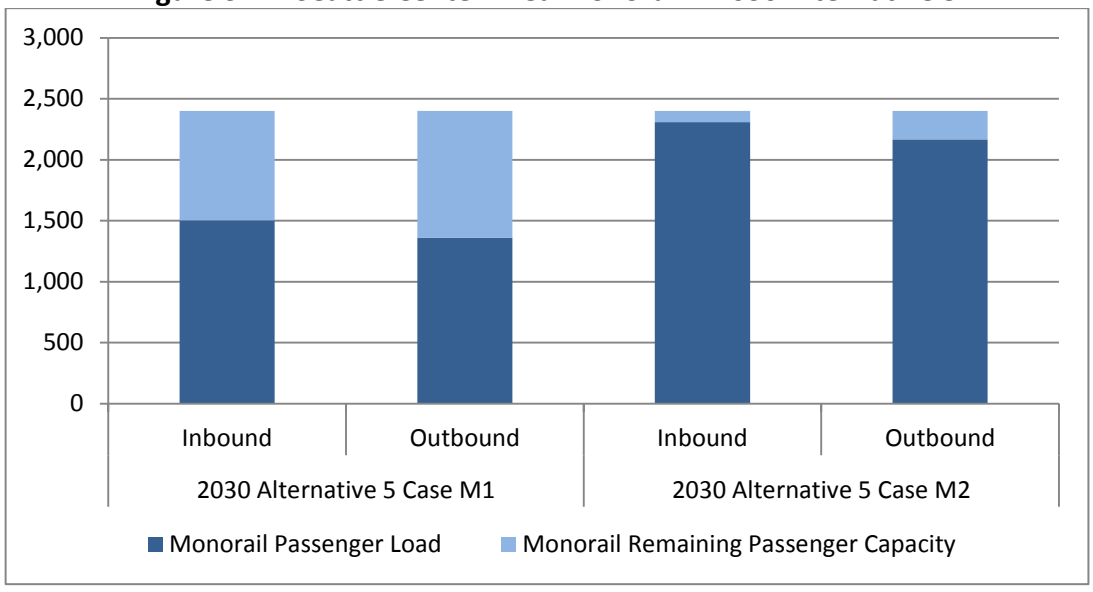
**Figure 3–23 Seattle Center Streetcar – 2030 Alternative 5**




Monorail Transit

It was estimated that approximately 44 percent of event attendees on transit would use monorail service to the arena. This would add approximately 1,220 monorail passengers traveling to and from Seattle Center for Alternative 5 Case M2. Alternative 5 Case M1 could also be accommodated with assumed monorail service levels (see Figure 3–24).

**Figure 3–24 Seattle Center Area Monorail – 2030 Alternative 5**




Washington State Ferries

The number of people who would use ferry was anticipated to increase by approximately three percent annually to the year 2030. No change in the number of WSF vessels serving Colman

Dock was assumed from the year 2018 to 2030. Approximately 720 event attendees would use WSF service for part of their trip to events at Seattle Center for the Alternative 5 Case M2 scenario. These attendees can be accommodated with the current WSF service. Event attendees would connect between Colman Dock and the Seattle Center area using bus, monorail, streetcar, and / or other services such as a taxi, walking, or bicycling. It is difficult to anticipate the impact of these event attendees on public transit. Many of them would already be in or around the Seattle area, having completed the ferry-leg of their trip in the morning for the commute into work. From 5:00 to 7:00 PM bus routes through downtown would experience an increase in passenger demand as some ferry riders use bus service to travel to an event at Seattle Center.

### 3.2.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Premium transit service
- Shuttles
- Subsidize transit fares
- Rail/lodging/ticket packages

### 3.2.7 Secondary and Cumulative Impacts

A 1st Avenue streetcar currently being considered as part of the Center City Transit Study would provide another way for event attendees, especially those using ferry services, to connect to Seattle Center. This would reduce the number of people using bus, monorail, and South Lake Union Streetcar transit services.

### 3.2.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts related to bus, streetcar, and monorail transit service resulting from Alternatives 4 and 5 have been identified.

## 3.3 Pedestrians

### 3.3.1 Methodology

The pedestrian environment in the Seattle Center study area is significantly different than that described in the Stadium District. There is a well-connected gridded sidewalk network with multiple paths for pedestrians to take to and from the Seattle Center area. With the multitude

of pedestrian paths in the study area capacity is not an issue, and performing a link evaluation does not provide an understanding of pedestrian impacts. Given the difference between the two study areas, a methodology tailored toward the Seattle Center study area was used to evaluate pedestrian impacts. The approach included:

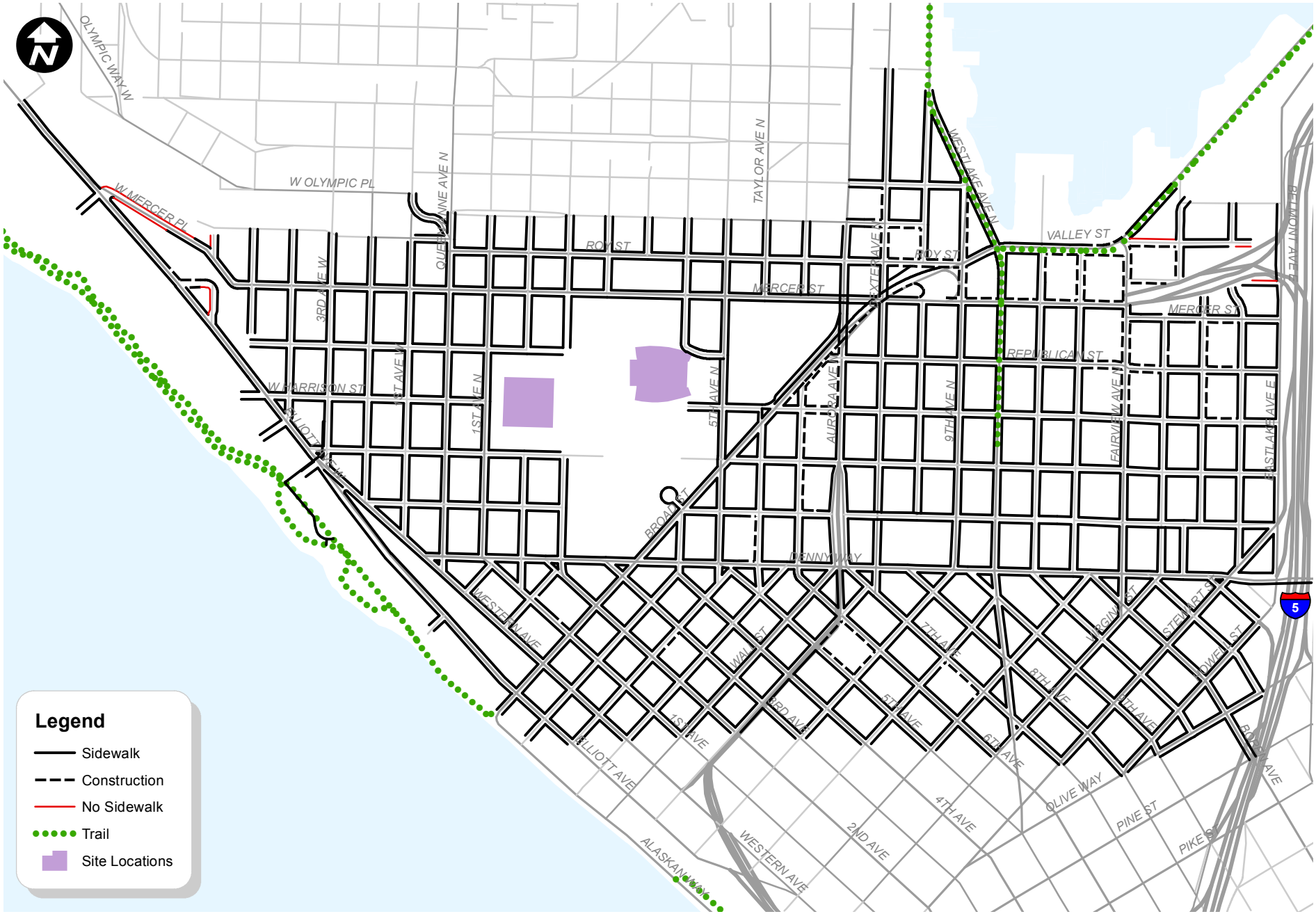
- Inventory of existing pedestrian facilities
- Identification of existing gaps in connectivity
- Review of existing pedestrian volumes
- Determination of future plans related to pedestrian facilities and the potential shift in pedestrian travel patterns with new facilities
- Evaluation of pedestrian impacts considering changes in volumes

### 3.3.2 Affected Environment

Figure 3–25 shows the pedestrian network in the study area and identifies both existing trails and gaps in the sidewalk network. Sidewalks are provided along nearly all roadways with few exceptions. There is a missing connection in the northwest portion of the study area along West Mercer Place as well as limited east-west connections across SR 99. A large amount of construction is occurring within the study area particularly in the South Lake Union area along Mercer Street.

The study area contains a gridded pedestrian network creating high connectivity between activities centers, businesses and parking; however, as noted above, connectivity from the Seattle Center area to east of SR 99 is limited. Off-street parking surrounds the Seattle Center area, with a large concentration of parking directly to the east (adjacent to Memorial Stadium) and southwest (near KeyArena). Sidewalks connect these parking lots to the Seattle Center area.

There are two off-street multi-use trail in the study area, the Elliot Bay Trail and Cheshiahud Lake Union Loop. The Elliot Bay Trail runs along the Waterfront to the west of the study area; it extends between the Waterfront and SoDo neighborhood to the south and to Magnolia on the north. Pedestrians can access the trail at several crossings along Elliot Avenue W. The Cheshiahud Lake Union Trail connects the SLU neighborhood with Gasworks Park and links a number of pocket parks that ring the lake. Access to the Cheshiahud Trail is currently limited due to the lack of connections across SR 99.




# Seattle Center Area Pedestrian Facilities

*Seattle Arena*

FIGURE
**3-25**

transpoGROUP

Significant transportation improvement projects have been under construction in the study area for the past several years. Due to the continuing effects of ongoing construction, previous studies and historical data sources were utilized to understand existing pedestrian activity near the Seattle Center. Higher pedestrian volumes are seen along the principal arterials of Mercer Street, Denny Way, Queen Anne Avenue N., 1st Avenue N., and 5th Avenue N. The intersections with the highest pedestrian activity are Queen Anne Avenue N. / Mercer Street and 1st Avenue N. / Mercer Street. These high pedestrian volumes are reflective of the intersection proximity to the Seattle Center and commercial uses in the area.

### 3.3.3 Impacts of No Action Alternative

There are several area-wide transportation projects that will enhance the pedestrian system in the Seattle Center study area. In addition, planned development is anticipated to increase pedestrian demands. This section focuses on general pedestrian demands and shifting pedestrian orientations associated with new facilities and linkages.

#### 3.3.3.1 2018 Conditions

The SR 99 North Portal and Mercer Corridor projects will result in enhanced pedestrian connectivity and infrastructure. The Mercer Corridor improvements are scheduled to be completed by 2015. Pedestrian improvements are also included on Roy and Valley Streets. The completion of these improvements will create a viable pedestrian linkage between the Seattle Center area and the SLU Neighborhood as well as the SLU Park and related trail connections.

In addition, the completion of the SR 99 North Portal will result in sidewalk connections across SR 99 at John, Harrison and Thomas Streets, effectively linking the Seattle Center area and the neighborhood surrounding the Bill and Melinda Gates Foundation Campus with the SLU area.

Under No Action, changes in non-motorized demands are likely to occur as a result of ongoing redevelopment associated with neighborhoods surrounding the Seattle Center; however, no significant change in the Seattle Center area pedestrian activity is anticipated. There could be some increase in general pedestrian activity between the Seattle Center and points east, with the enhancements to the Mercer Corridor as well as connections across SR 99 described above. In addition, pedestrian activity would likely increase in SLU and the Denny Triangle neighborhoods as a result of commercial or residential redevelopment. In general, increased pedestrian activity is considered a positive impact since with this activity a sense of pedestrian and personal safety results.

#### 3.3.3.2 2030 Conditions

No additional major infrastructure projects are funded or planned that would directly affect the Seattle Center area non-motorized transportation in 2030. While pedestrian travel is expected to grow between 2018 and 2030, no significant increases or jumps in activity are foreseen.

Overall, the No Action Alternative would not result in an adverse impact to non-motorized transportation for the Seattle Center area alternatives.

### 3.3.4 Impacts of Alternative 4

Alternative 4 construction would result in intermittent sidewalk and pedestrian facility closures along the frontage of the site. A construction management plan would be developed and adequate pedestrian circulation would be provided adjacent to the construction site through the use of temporary walkways, detours and signs.

Development of Alternative 4 would not result in any changes to the pedestrian facilities within the Seattle Center area. Consistent with the Stadium District, pedestrian levels associated with an event at an arena would be highest during the post-event egress. Currently, average attendance for the KeyArena is approximately 12,000 people. Alternative 4 would result in a net increase of 8,000 pedestrians for a total of 20,000 pedestrians associated with an arena event. As discussed previously, the existing and planned pedestrian network is well-connected and facilities will accommodate increased pedestrian demand levels. This type of pedestrian demand or higher is already accommodated at the Seattle Center with the several festivals held there each year.

Increases in pedestrian as well as vehicle demands on events days would increase the potential for conflicts between these two modes. Pedestrian impacts in 2018 and 2030 are anticipated to be similar.

### 3.3.5 Impacts of Alternative 5

Alternative 5 construction would result in intermittent sidewalk and pedestrian facility closures along the frontage of the site. A construction management plan would be developed and alternate pedestrian circulation would be provided adjacent to the site through the use of temporary walkways, detours and signs.

Pedestrian impacts associated with Alternative 5 are anticipated to be consistent with those described for Alternative 4.

### 3.3.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The mitigation measure considered to have a high influence on this transportation element is a wayfinding system. This potential mitigation measure is appropriate for both Alternative 4 and Alternative 5.

### 3.3.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts have been identified.

### 3.3.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected.

## 3.4 Bicycle

### 3.4.1 Methodology

The general approach to the evaluation of bicycle impacts included:

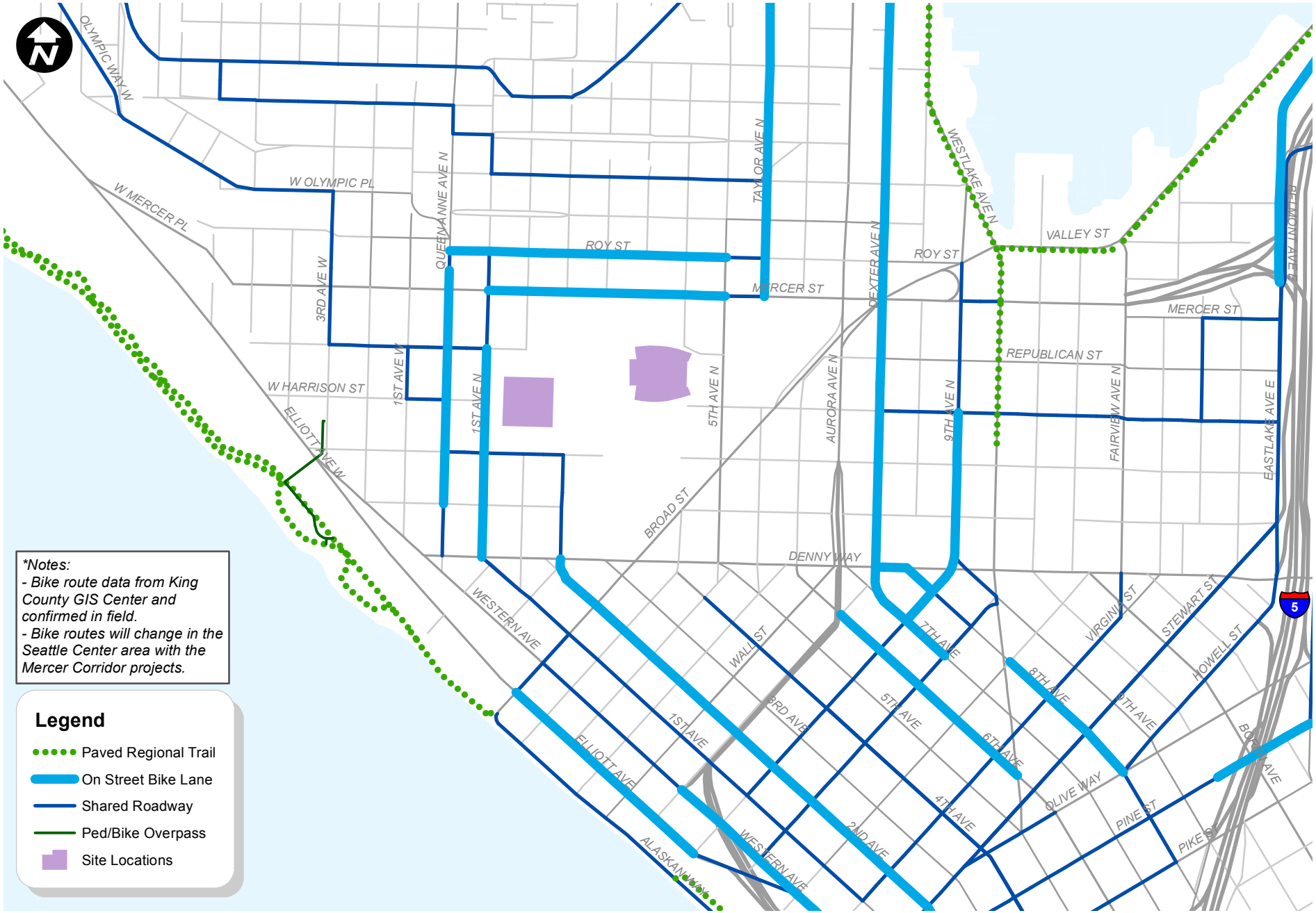
- Inventory of existing bicycle facilities
- Identification of future plans related to bicycle facilities
- Evaluation of bicycle impacts considering changes in volumes

### 3.4.2 Affected Environment

Figure 3-26 illustrates the bicycle network within the study area. The study area facilities consist mostly of bike lanes and designated shared roadways. The streets with bicycle facilities closest to the arena sites (KeyArena and Memorial Stadium) are Queen Anne Avenue N. and 1st Avenue N. to the west, and Mercer Street and Roy Street to the north. All four of these streets have a mix of on-street bike lane and sharrows (i.e., marked shared bicycle in the vehicle travel lanes). In addition, portions of the arterial streets to the west and south of Seattle Center are designated routes for bicycles including 2nd Avenue N., Thomas Street, W. Harrison Street, W. Republican Street, and 3rd Avenue W.

As described in the Pedestrians section (3.3), there are off-street multi-use trails in the study area, including the Elliot Bay Trail and Cheshiahud Lake Union Loop. The Elliot Bay Trail runs along the waterfront to the west of the study area; it extends between the Waterfront and SoDo to the south and to Magnolia on the north. Bicyclists can access the trail at several crossings along Elliot Avenue W. The Cheshiahud Lake Union Trail connects the SLU neighborhood with Gasworks Park and links a number of pocket parks that ring the lake.

SDOT bicycle counts from January and July 2012 were reviewed to understand the level of bicycle traffic in the study area. The SDOT bicycle counts included three locations within the Seattle Center area. Commuter peak hour bicycle volumes ranged from 8 at the Mercer Street / Fairview Avenue N. intersection to 155 at the intersection of Dexter Avenue N. / Denny Way. The Mercer Street / 9th Avenue N. intersection saw 29 bicyclists during the commuter peak hour. The high counts along Dexter Avenue N. are consistent with this street's function as the primary bicycle route to downtown from the north. In addition, the combination of high traffic volumes coupled with construction activity along Mercer Street likely contributes to lower volumes at the Mercer Street / Fairview Avenue N. intersection. While the average number of peak hour cyclists in this data was much higher (nearly 50 percent) in the summer compared to winter counts, both Mercer Street intersections were marginally less in the summer than the winter, perhaps reflecting peak summer construction activity disrupting bicycle route choices.




# Seattle Center Area Bicycle Facilities

*Seattle Arena*

FIGURE
**3-26**

transpoGROUP

### 3.4.3 Impacts of No Action Alternative

Bicycle conditions for 2018 and 2030 No Action cases are described below.

#### 3.4.3.1 2018 Conditions

Bicycle improvements planned and funded in the Seattle Center study area were reviewed. Ongoing projects associated with the Alaskan Way Viaduct North Portal, as well as the Mercer East and West projects will result in enhanced bicycle connectivity and infrastructure. The Mercer Corridor improvements are scheduled to be completed by 2015. Bicycle improvements are included on Roy and Valley Streets as well as 5th Avenue N. The completion of these improvements will create a viable bicycle linkage between the Seattle Center area and the SLU Neighborhood as well as the SLU Park and related trail connections. In addition, the completion of the North Portal will result in sidewalk connections across SR 99 at John, Harrison and Thomas Streets, effectively linking the Seattle Center area and the neighborhood surrounding the Bill and Melinda Gates Foundation with the SLU area.

Bicycle use is anticipated to continue to grow in Seattle as transportation congestion and cost of parking increases. Under No Action, changes in bicycle demands are likely to occur as a result of ongoing redevelopment associated with neighborhoods surrounding the Seattle Center area and more direct connections between this area and SLU and the Cheshiahud Lake Union Loop Trail. No significant change in bicycle traffic is forecasted resulting in an adverse impact.

#### 3.4.3.2 2030 Conditions

There are no additional funded improvements for 2030 at this time; however, the City is going through a draft Bicycle Master Plan and the result of the planning process will be priorities for bicycle improvements.

Bicycle demand is expected to grow between 2018 and 2030; however, no significant increases in bicycle volumes are foreseen and no new adverse impacts to bicycle travel would occur.

In general, as traffic volumes increase in the study area due to future 2018 and 2030 growth, there is a potential for increased conflict between vehicles and bicyclists.

### 3.4.4 Impacts of Alternative 4

Construction of Alternative 4 may result in intermittent bicycle facility closures or rerouting along Mercer Street and 1st Avenue N. as well as within the Seattle Center area. A construction management plan would be developed and alternate bicycle circulation would be provided adjacent to the construction site through the use of temporary facilities, detours, and signs.

Alternative 4 is not anticipated to impact bicycle facilities within the study area. As described in the Affected Environment, bicycle volumes within the study area vary from one corridor to the next; however, Alternative 4 is anticipated to result in minimal increase in bicycle activity. Development of the arena would result in increased vehicular demands on event days within

the study area, which would increase the potential conflicts between bicyclists and vehicles. Bicycle impacts in 2018 and 2030 are anticipated to be similar.

### 3.4.5 Impacts of Alternative 5

Construction of Alternative 5 may result in intermittent bicycle facility closures or re-routing along Mercer Street as well as within the Seattle Center area. A construction management plan would be developed and alternate bicycle circulation would be provided adjacent to the construction site through the use of temporary facilities, detours, and signs.

Bicycle impacts associated with Alternative 5 are anticipated to be consistent with those described for Alternative 4.

### 3.4.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Bicycle racks
- Bicycle route improvements

### 3.4.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts have been identified.

### 3.4.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected.

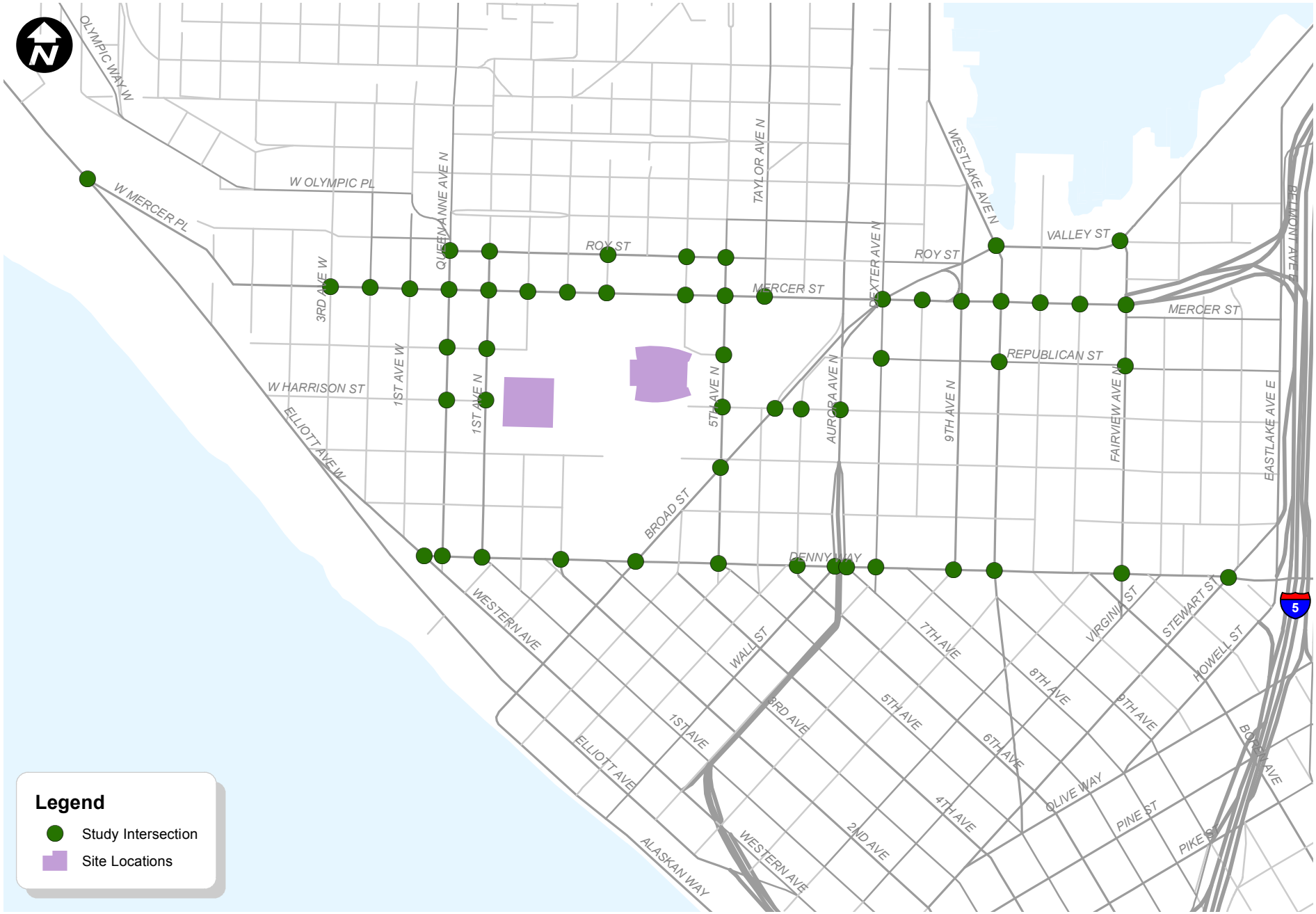
## 3.5 Traffic Volumes

This section provides a summary of the existing and forecast traffic volumes in the study area and presents the method used to develop traffic forecasts for No Action and Alternatives 4 and Alternative 5.

### 3.5.1 Methodology

#### 3.5.1.1 Study Area

A total of 53 intersections were addressed for the Seattle Center Area Alternatives, as shown on Figure 3–27. Study intersections were defined considering existing conditions, impacts of future road improvements, and potential impacts of an arena.




# Seattle Center Area Study Intersections

*Seattle Arena*

FIGURE
**3-27**

transpoGROUP

### 3.5.1.2 Analysis Time Periods

Similar to the SoDo alternatives, the peak periods for the traffic analyses for the Seattle Center Area Alternatives were identified based on a review of existing traffic. To determine the appropriate analysis period, City of Seattle 24-hour tube counts were reviewed to understand variations in traffic volumes throughout the week, specifically related to weekday and weekend trends. Table 3-3 summarizes the 24-hour tube count information for several key locations within the study area where data was available. The data presented in Table 3-3 represents the peak of the day and may not necessarily correspond to the same hour at each location but has been presented in this way to compare the "relative" peak hour volumes for each time period.

**Table 3-3 Seattle Center Area 24-hour Count Comparison (Weekday versus Weekend)**

| Location | Peak Hour Volume of the Roadway (vehicles) | | |
|---|---|---|---|
| | Weekday[1] | Saturday[2] (Percent of Weekday) | Sunday[3] (Percent of Weekday) |
| Mercer Street, west of 1st Avenue N.[4] | 1,010 | 1,030 (102%) | 920 (91%) |
| W. Mercer Street at 1st Avenue W.[5] | 1,160 | 935 (81%) | 825 (71%) |
| Denny Way, west of 2nd Avenue[6] | 2,395 | 1,940 (81%) | 1,580 (66%) |
| 5th Avenue N., between Mercer Street and Republican Street[7] | 1,465 | 1,360 (93%) | 1,180 (81%) |
| 1st Avenue N., south of Republican Street[4] | 940 | 1,020 (109%) | 755 (80%) |
| 1st Avenue N., south of Mercer Street[4] | 860 | 865 (101%) | 680 (79%) |

1. Weekday traffic volumes represent the PM peak hour between 4:00 to 7:00 PM
2. Saturday peak hour traffic volumes are from 12:00 to 1:00 PM along Mercer Street west of 1st Avenue N., 1:00 to 2:00 PM for W. Mercer Street, 2:00 to 3:00 PM for Denny Way, 6:00 to 7:00 PM for 5th Avenue N., and 7:00 to 8:00 PM for1st Avenue.
3. Sunday peak hour traffic volumes are from 1:00 PM to 2:00 PM along Mercer Street west of 1st Avenue N. and W. Mercer Street, 2:00 to 3:00 PM for Denny Way, 5:00 to 6:00 PM for 5th Avenue N., and 6:00 to 7:00 PM for1st Avenue.
4. July 2007 traffic data.
5. April 2011 traffic data.
6. January 2013 traffic data.
7. October 2006 traffic data.

As shown in Table 3-3, traffic volumes observed during the Saturday period ranged between about 80 and 110 percent of the weekday volumes. During a peak hour, volumes on a Sunday are the lightest and range between about 65 and 90 percent of the weekday PM peak hour. Based on this information, the analysis of event traffic occurring during the weekday or Saturday period represents the most appropriate basis for detailed traffic analysis through the Seattle Center area. Data related to Saturday conditions is inconclusive since half of roadway segments have Saturday traffic volumes that are approximately equal to the weekday traffic volumes. Therefore, given that traffic analysis relies on intersection turning movements,

data was collected in March 2013 at key locations for Saturday as a second point of comparison (see Table 3-4).

**Table 3-4**
**Seattle Center Area Existing Intersection Traffic Count Comparison (Weekday vs. Weekend)**

| Location | Weekday[1] | Saturday[1] (Percent of Weekday) |
|---|---|---|
| 5th Avenue N. / Mercer Street | 2,520 | 2,645 (105%) |
| Fairview Avenue N. / Mercer Street | 7,990 | 4,960 (62%) |
| Westlake Avenue N. / Denny Way | 3,005 | 2,650 (88%) |

1. Weekday traffic volumes represent forecasted 2013 PM peak hour conditions based on the Mercer Corridor projects and data provided by SDOT.
2. Saturday traffic volumes represent the PM peak hour between 4:00 to 7:00 PM in March 2013.

As shown in Table 3-4, traffic volumes observed during the Saturday period ranged between 62 to 105 percent of the weekday volumes. Based on this information, the analysis of event traffic occurring during the weekday period represents the most appropriate basis for detailed traffic analysis through the Seattle Center area since the weekday traffic volumes are generally higher. Traffic volumes generally fluctuate day-to-day by up to five percent; therefore, the differences at 5th Avenue N. / Mercer Street are within the day-to-day changes in traffic volumes.

Within the Seattle Center study area, significant transportation improvement projects have been under construction for the past several years. Due to ongoing construction activities and impacts to traffic circulation and roadway capacities, existing traffic counts were not conducted within the defined study area. Instead previous traffic models and studies developed for the area were reviewed and utilized to develop estimated "existing" condition traffic volumes and are presented in detail in a later section. A more comprehensive discussion of these models is included in the Affected Environment section of this chapter.

#### 3.5.1.3 Traffic Forecast Methodology – No Action Analyses

Future weekday PM peak hour vehicular traffic volumes were developed based on the following general approach:

- Traffic volume forecasts from the Final EIS's for the Alaskan Way Viaduct Replacement Project (July 2011) were summarized for the overlapping study area intersections.
- Traffic forecasts at intersections not included in the Final EIS's for the Alaskan Way Viaduct Replacement Project were estimated based on existing travel patterns and approach volumes for intersections previously reported in the EIS.
- Traffic forecasts for the No Action event cases were developed by adding traffic from either a 5,000 attendee event at Memorial Stadium, a 12,000 attendee event at KeyArena, or both events.

Similar to the Stadium District, analysis cases are linked to each alternative (Cases K1 and K2 for the KeyArena site; Cases M1 and M2 for the Memorial Stadium site). As before Case 1 reflects single events and Case 2 reflects dual events. In the instance of a single event, Case K1 reflects the 12,000 attendee event at KeyArena and M1 reflects a 5,000-person event at Memorial Stadium. Case K2 and M2 reflect a dual event condition (referenced jointly as K2/M2 under No Action), and in the instance of the No Action alternative includes both the Memorial Stadium event added to an event at KeyArena.

Traffic forecasts for the three No Action cases were developed for the 2018 and 2030 horizon years. Based on this methodology, under 2018 conditions a 5,000 person event at Memorial Stadium is estimated to generate approximately 360 vehicular trips during the weekday PM peak hour and the 12,000 person event at the KeyArena would generate approximately 850 trips. As traffic congestion throughout the Puget Sound region increases, attendees of events in the Seattle Center area would be increasingly likely to use transportation modes other than passenger cars. For the 2030 conditions, the transit mode split was increased. This increase in transit usage results in a forecast of approximately 350 vehicular trips associated with a Memorial Stadium event in 2030 and 820 trips forecast for a KeyArena event.

#### 3.5.1.4 Traffic Forecast Methodology – Arena Event Traffic

Traffic forecasts for the 2018 and 2030 horizon years were prepared for Alternative 4 and Alternative 5. Future weekday PM peak hour vehicular traffic volumes for the each alternative were developed by adding traffic from the arena to the No Action volumes. Similar to the No Action discussion, traffic forecasts for multiple event cases are presented in this section. The Alternative 4 and Alternative 5 event cases are compared to the corresponding No Action event case to define the impacts of the Alternative. The Alternative 4 cases are described below; similar comparisons were completed for Alternative 5:

- No Action Case K1 is compared to Alternative 4 Case K1
    - No Action Case K1 is a 12,000 attendee KeyArena event
    - Alternative 4 Case K1 is a 20,000 attendee Arena event at KeyArena site
- No Action Case K2 is compared to Alternative 4 Case K2
    - No Action Case K2 is a 5,000 attendee Memorial Stadium event and 12,000 attendee KeyArena event
    - Alternative 4 Case K2 is a 5,000 attendee Memorial Stadium event and 20,000 attendee Arena event at KeyArena site

As described in the Event Transportation Demand section (page 1-17), traffic associated with the arena attendees was forecast based on a 20,000 attendance level, mode splits, average vehicle occupancies, and arrival patterns tailored for the Seattle Center area venues. Forecast traffic volumes for the 2018 and 2030 horizon years for the multiple event cases were developed by adding the arena related to traffic to the No Action event cases.

For 2018 conditions, an NBA event is estimated to generate approximately 2,050 vehicular trips during the weekday PM peak period. As attendees increasingly choose travel modes other than passenger cars further into the future (2030), PM peak hour trip generation would reduce to approximately 1,975 vehicles per hour (vph).

Traffic associated with an event in the arena was distributed to the study area roadways following the distribution shown on Figure 3–28. This regional trip distribution pattern is consistent with assumptions for the Stadium District site, modified to reflect localized access patterns. These trips external to the study area were then distributed throughout the study are consistent with the No Action parking supply.

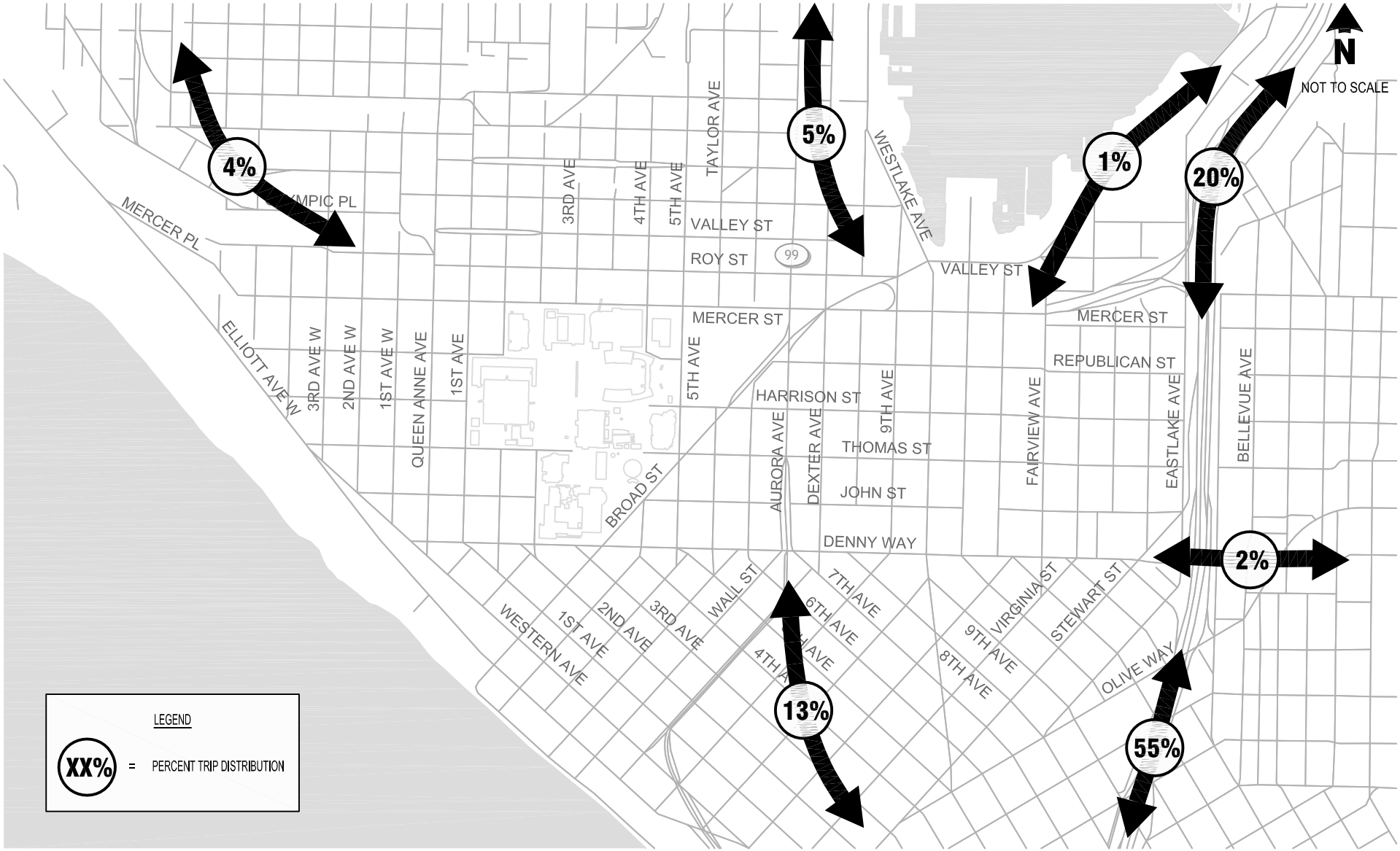
## 3.5.2 Affected Environment

The following summarizes the existing traffic volumes in the study area.

### 3.5.2.1 Existing Weekday PM Peak Hour - Without Event

Within the Seattle Center study area, significant transportation improvement projects have been under construction for the past several years. Due to ongoing construction activities and impacts to traffic circulation and roadway capacities, existing traffic counts were not conducted within the defined study area. Instead previous traffic models and studies developed for the area were reviewed. These studies and the extents of the intersections used from each study are as follows:

- Existing 2010 traffic volumes for the Mercer West project
    - Roy Street from Queen Anne Avenue N. to 5th Avenue N.
    - Mercer Street-W. Mercer Place from Elliot Avenue W. to 5th Avenue N.
    - Republican Street / 5th Avenue N.
- Forecast 2010 traffic volumes for the Mercer East project (with two-way travel on Mercer Street)
    - Mercer Street from Broad Street to Fairview Avenue N.
    - Broad Street at Westlake Avenue N. and Fairview Avenue N.
    - Republican Street at Dexter Avenue N., Westlake Avenue N., and Fairview Avenue N.
    - 5th Avenue N. at Harrison Street and Broad Street
- Existing 2010 traffic volumes from SDOT's Denny Way Signal optimization
    - Denny Way from Western Avenue to Stewart Street




# Seattle Center Area Event Trip Distribution Map

FIGURE
**3-28**

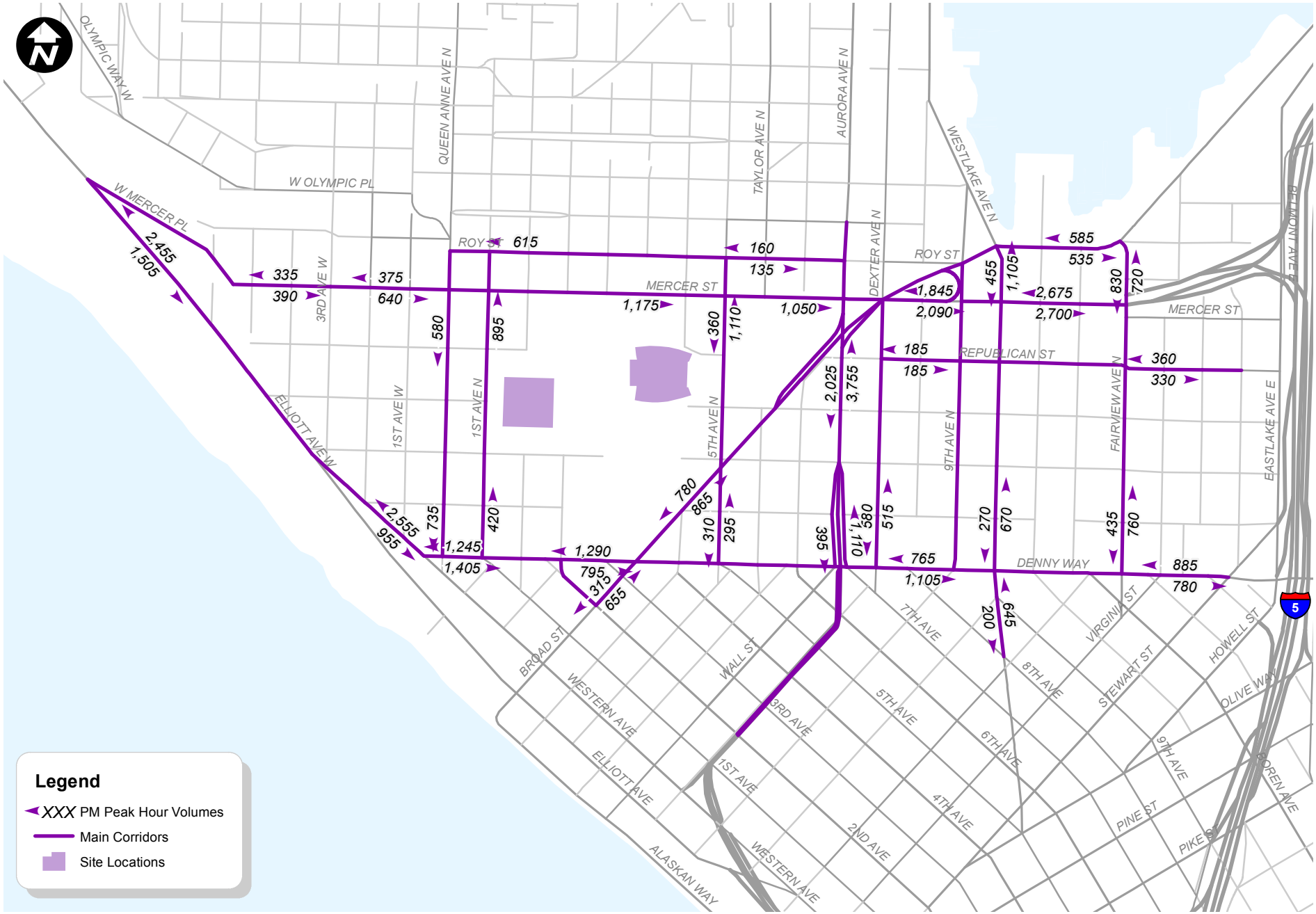
*Seattle Arena*

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The traffic volumes from each of these studies were then compared and balanced. The balanced 2010 weekday peak hour traffic volumes were then forecasted to 2013 conditions based on an annual growth rate of 1.5 percent per year consistent with studies completed in the SLU area. The resulting 2013 estimated weekday PM peak hour traffic volumes are summarized on Figure 3–29, with detailed estimated turning movement volumes provided in Attachment E-1, which is available from DPD upon request.

As shown on Figure 3–29, weekday PM peak hour traffic within the study area is concentrated along the Mercer Street, Denny Way, and Elliot Avenue W. corridors. Traffic volumes are greatest along Mercer Street in the vicinity of the ramps to and from I-5 and decrease further to the west. Mercer Street has over 1,000 vehicles during the peak hour along the Seattle Center frontage and over 5,000 vehicles near the I-5 / Fairview Avenue N. interchange. Denny Way has approximately 2,000 vehicles during the peak hour along Seattle Center frontage and approximately 1,700 vehicles near I-5. Elliot Avenue W. carries approximately 4,000 vehicles during the peak hour near W. Mercer Place.

Truck volumes on the primary streets that border the Seattle Center, including 1st Avenue S., Mercer Street, 5th Avenue N., Broad Street, and Denny Way are generally less than five percent during the weekday PM peak hour.




# Seattle Center Area Existing Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-29**

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### 3.5.3 Impacts of No Action Alternative

Weekday PM peak hour without event traffic volumes for the 2018 and 2030 horizon years were estimated based on 2015 and 2030 traffic volume forecasts from the Final EIS's for the Alaskan Way Viaduct Replacement Project (July 2011). Traffic volumes developed for the non-tolled bored tunnel alternative were used and account for anticipated changes in traffic volumes and travel patterns.

Forecast traffic volumes from the Alaskan Way Viaduct analysis were available at nearly all study intersections identified for this EIS and accounted for two-way travel along Mercer Street (both E. Mercer and W. Mercer projects completed). Figure 3–30 identifies the current study area intersections for the Seattle Center study area, included in the Alaskan Way Viaduct replacement Project analysis and those that were not. Forecast traffic volumes at study intersections not included in the Alaskan Way Viaduct analysis were estimated based on traffic forecasts and entering / exiting volumes at adjacent intersections that were included in the Alaskan Way Viaduct analysis, as well as anticipated changes in general travel patterns.

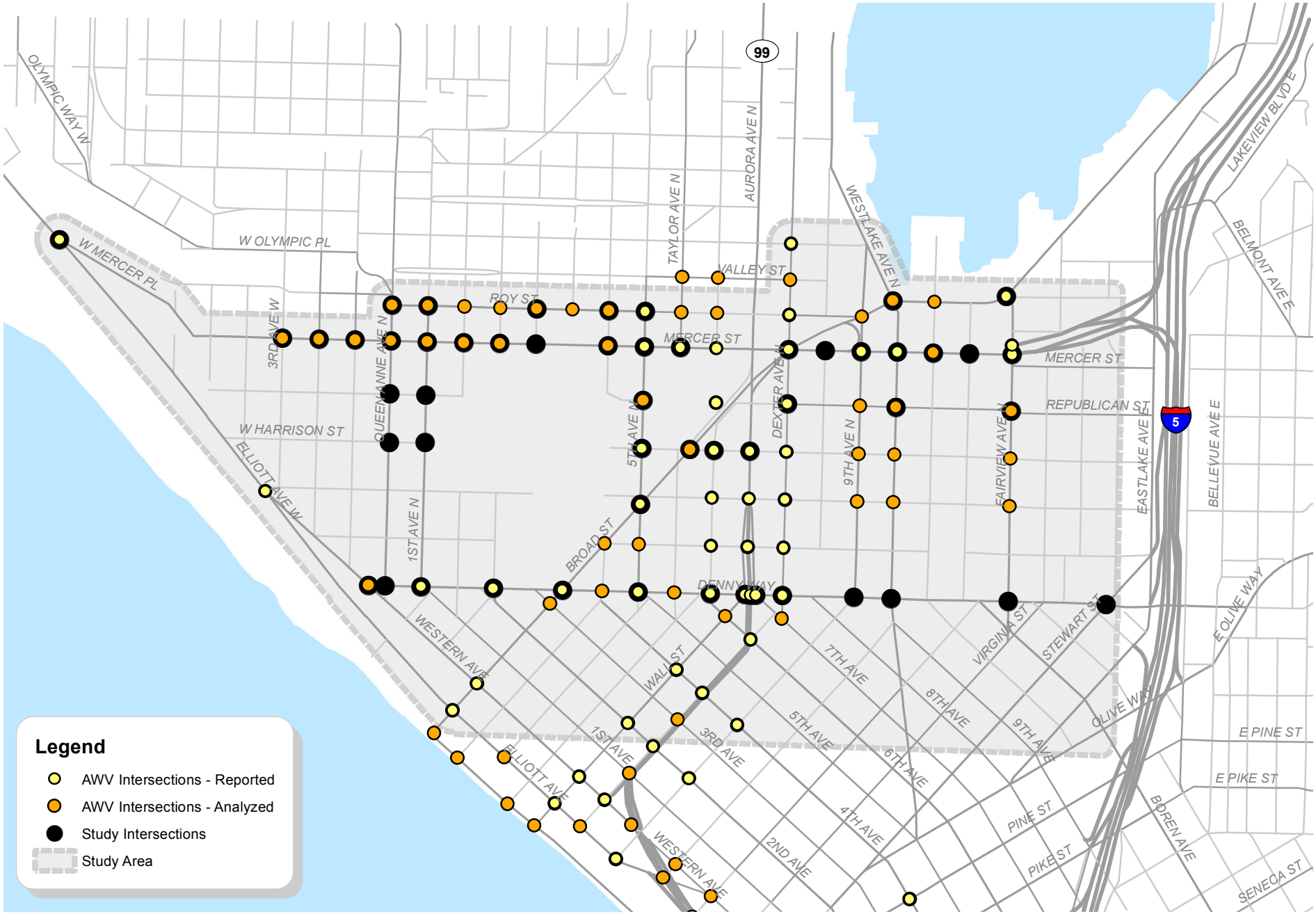
Traffic volumes developed for 2018 conditions were estimated by interpolating between 2015 and 2030 traffic volumes from the Alaskan Way Viaduct Replacement Project analysis.

Traffic forecasts for the three No Action event cases were developed for the 2018 and 2030 horizon years. These cases include:

- Case M1 - 5,000-person event at Memorial Stadium
- Case K1 - 12,000-person event at the KeyArena
- Case K2/M2 - A 5,000-person event at Memorial Stadium and a 12,000-person event at KeyArena that occur at the same time

Event traffic associated with these three event cases are outlined in the Event Transportation Demand section of this report. Based on this methodology, under 2018 conditions the 5,000 person event at Memorial Stadium is estimated to generate approximately 360 vehicular trips during the weekday PM peak hour and the 12,000-person event at Key Arena would generate approximately 850 trips.

As traffic congestion throughout the Puget Sound region increases, attendees of events in the Seattle center would be increasingly likely to use transportation modes other than passenger cars. For the 2030 conditions, the transit mode split was increased. This increase in transit usage results in a forecast of approximately 350 vehicular trips associated with a 5,000-person event at Memorial Stadium in 2030 and 820 trips forecast for a 12,000-person event at the KeyArena.




# Seattle Center Area Alaskan Way Viaduct/Seattle Arena EIS Study Area Comparison

*Seattle Arena*

FIGURE
**3-30**

transpoGROUP

Traffic from these events was distributed to the study area roadways. The distribution is consistent with event travel patterns in the Seattle Center area. Trips were then assigned throughout the study area, consistent with the No Action parking supply. As shown, 28 percent of vehicular trips to an event at either Memorial Stadium or KeyArena were assumed to travel to the study from the north, 2 percent from the east, 68 percent from the south, and 2 percent from the west.

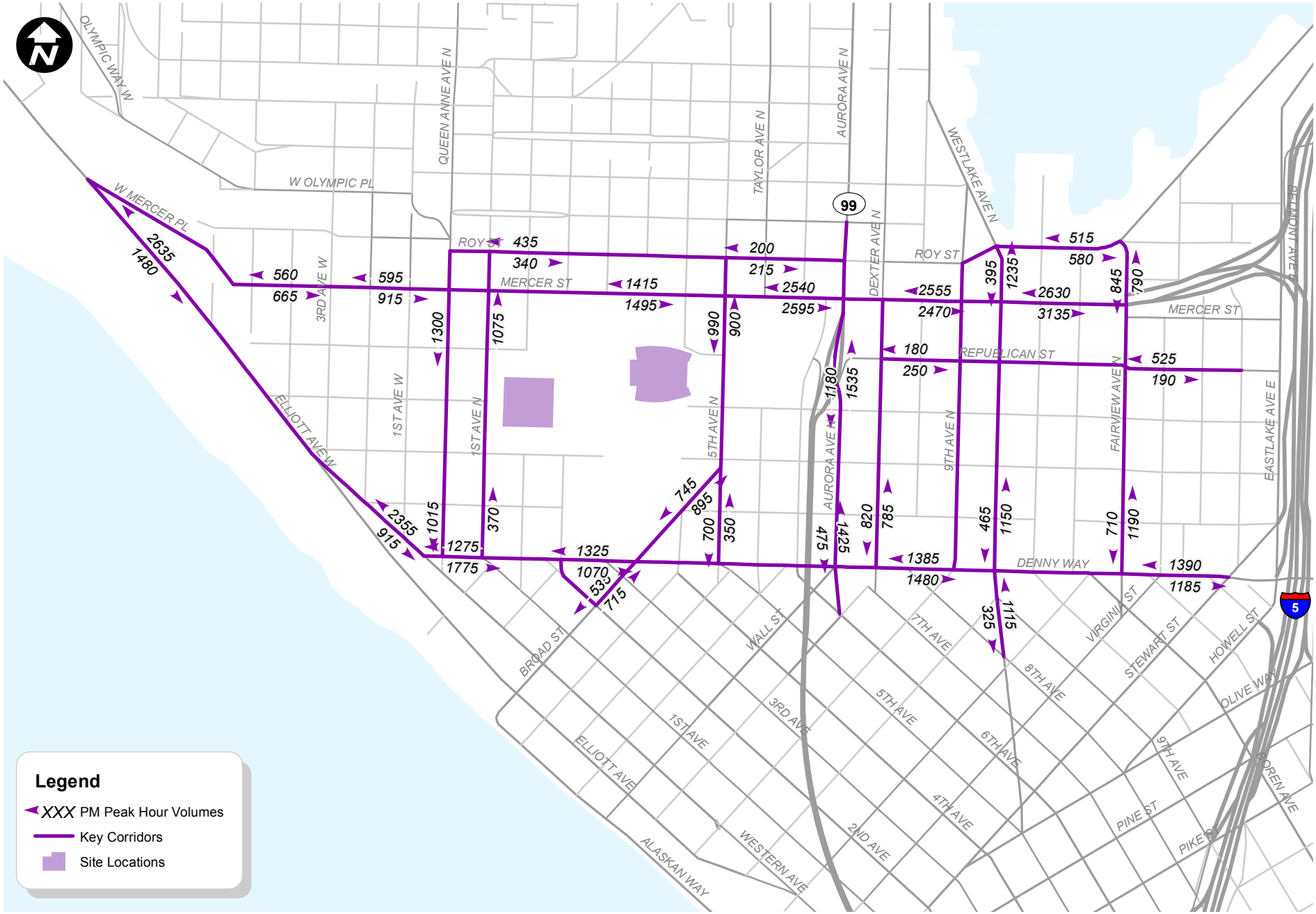
#### 3.5.3.1 2018 Traffic Volumes

Traffic volumes along key corridors under 2018 conditions are summarized on Figure 3–31 through Figure 3–33 for the No Action Cases K1, M1, and K2/M2. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request.

2018 No Action Case K1 traffic volumes are shown on Figure 3–31. The following provides a general overview of the increases in volumes from existing conditions given the assumptions outlined above for the 12,000-person event at KeyArena:

- Mercer Street, between 1st Avenue N. and 5th Avenue N. – 148 percent increase
- Denny Way, between 1st Avenue N. and 5th Avenue N. – 15 percent increase
- 1st Avenue N., south of Mercer Street – 20 percent increase
- 5th Avenue N., north of Denny Way – 29 percent increase

Given historical growth (approximately one to two percent annually) in background traffic, the primary contributing factor to the increase in traffic is the shifts due to the configuration of the bored tunnel and the lack of access to the Central Business District from within the tunnel.

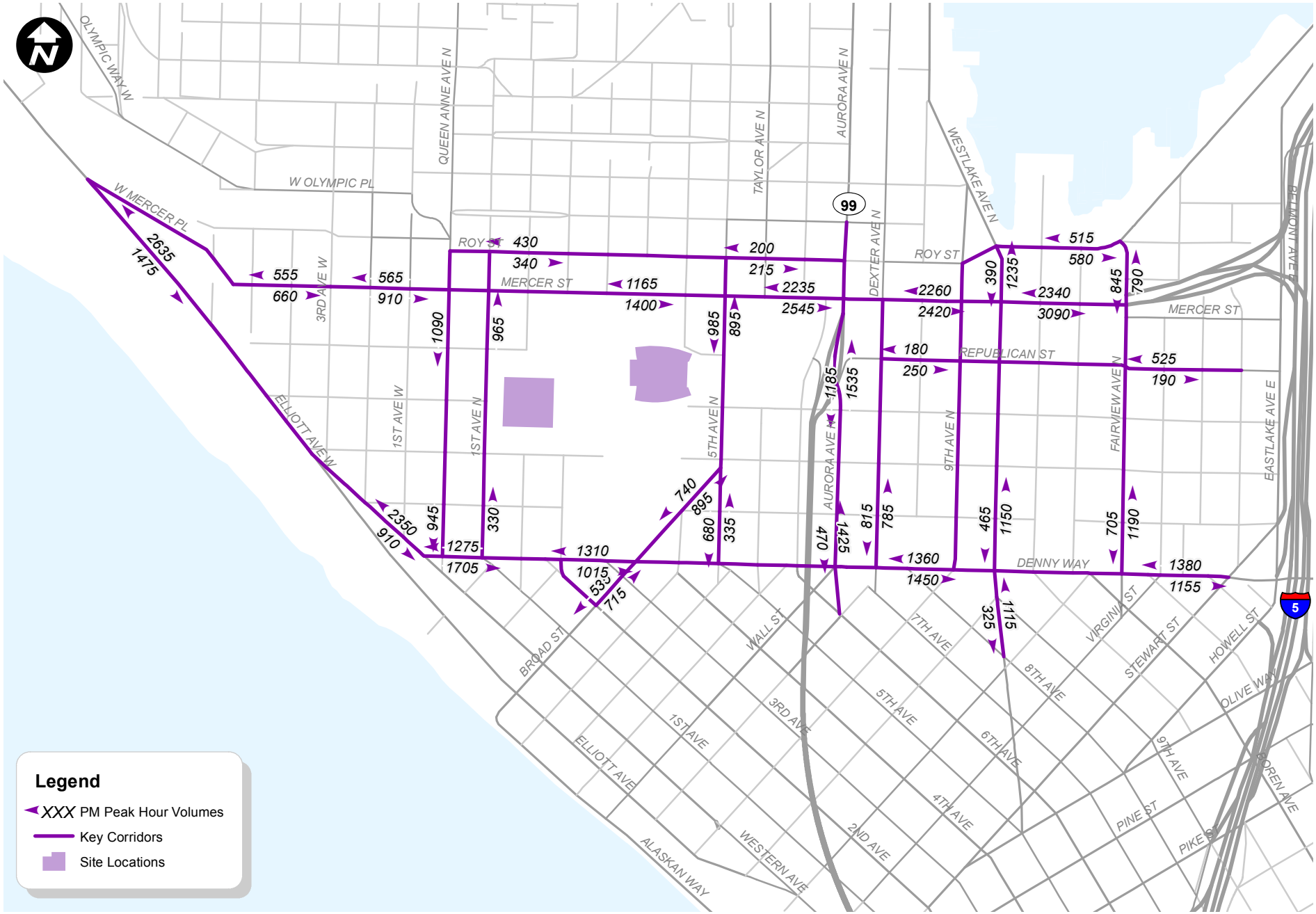



# Seattle Center Area 2018 No Action Case K1
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-31**

transpoGROUP

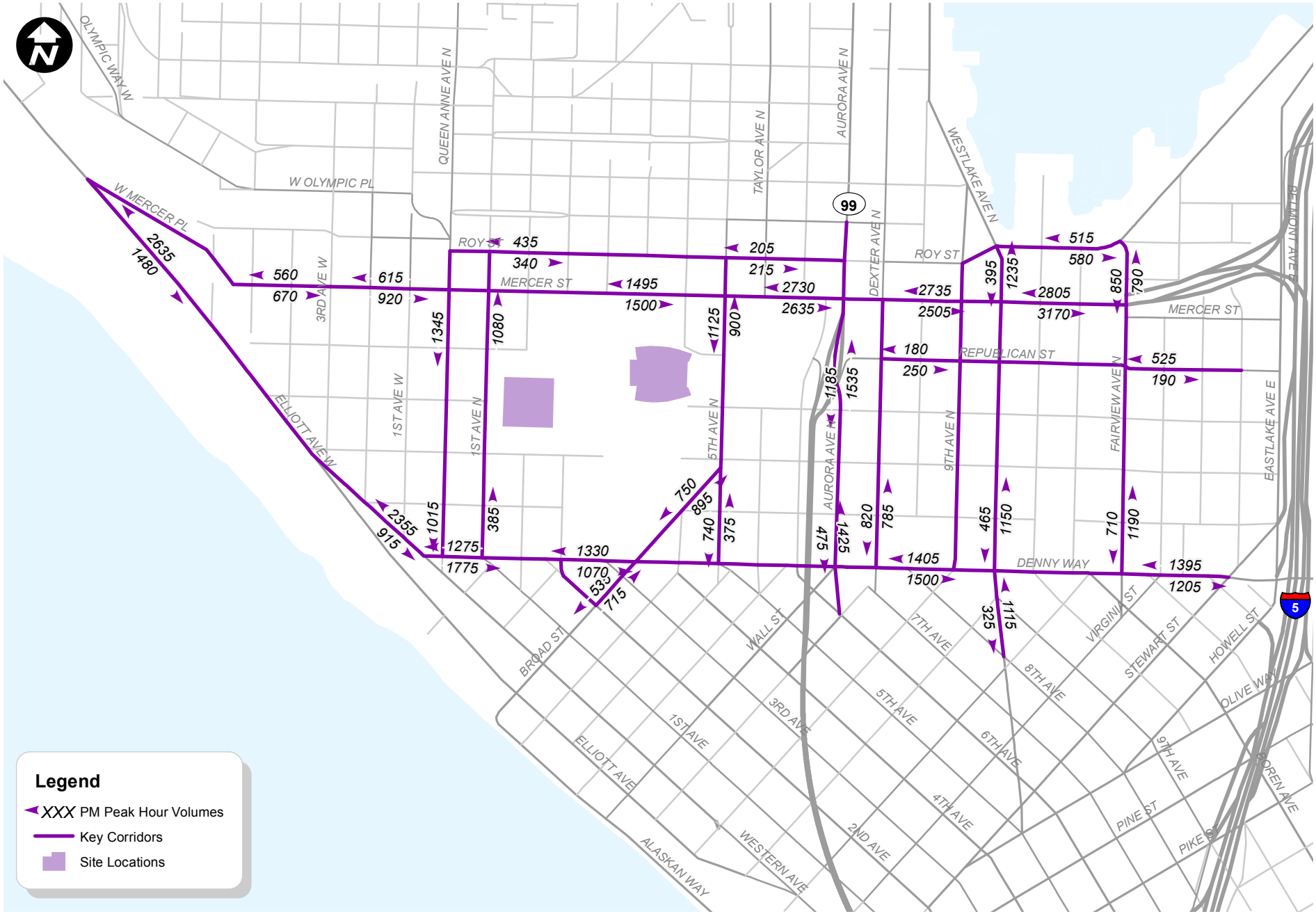



# Seattle Center Area 2018 No Action Case M1 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **3-32**

transpoGROUP




# Seattle Center Area 2018 No Action Case K2/M2 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-33**

transpoGROUP

2018 No Action Case M1 traffic volumes are shown on Figure 3–32. The following provides a general overview of the increases in volumes from existing conditions given the assumptions outlined above for the 5,000-person event at Memorial Stadium:

- Mercer Street, between 1st Avenue N. and 5th Avenue N. – 118 percent increase
- Denny Way, between 1st Avenue N. and 5th Avenue N. – 12 percent increase
- 1st Avenue N., south of Mercer Street – 8 percent increase
- 5th Avenue N., north of Denny Way – 28 percent increase

2018 No Action Case K2/M2 traffic volumes are shown on Figure 3–33. The following provides a general overview of the increases in volumes from existing conditions given the assumptions outlined above for dual events at Memorial Stadium and KeyArena:

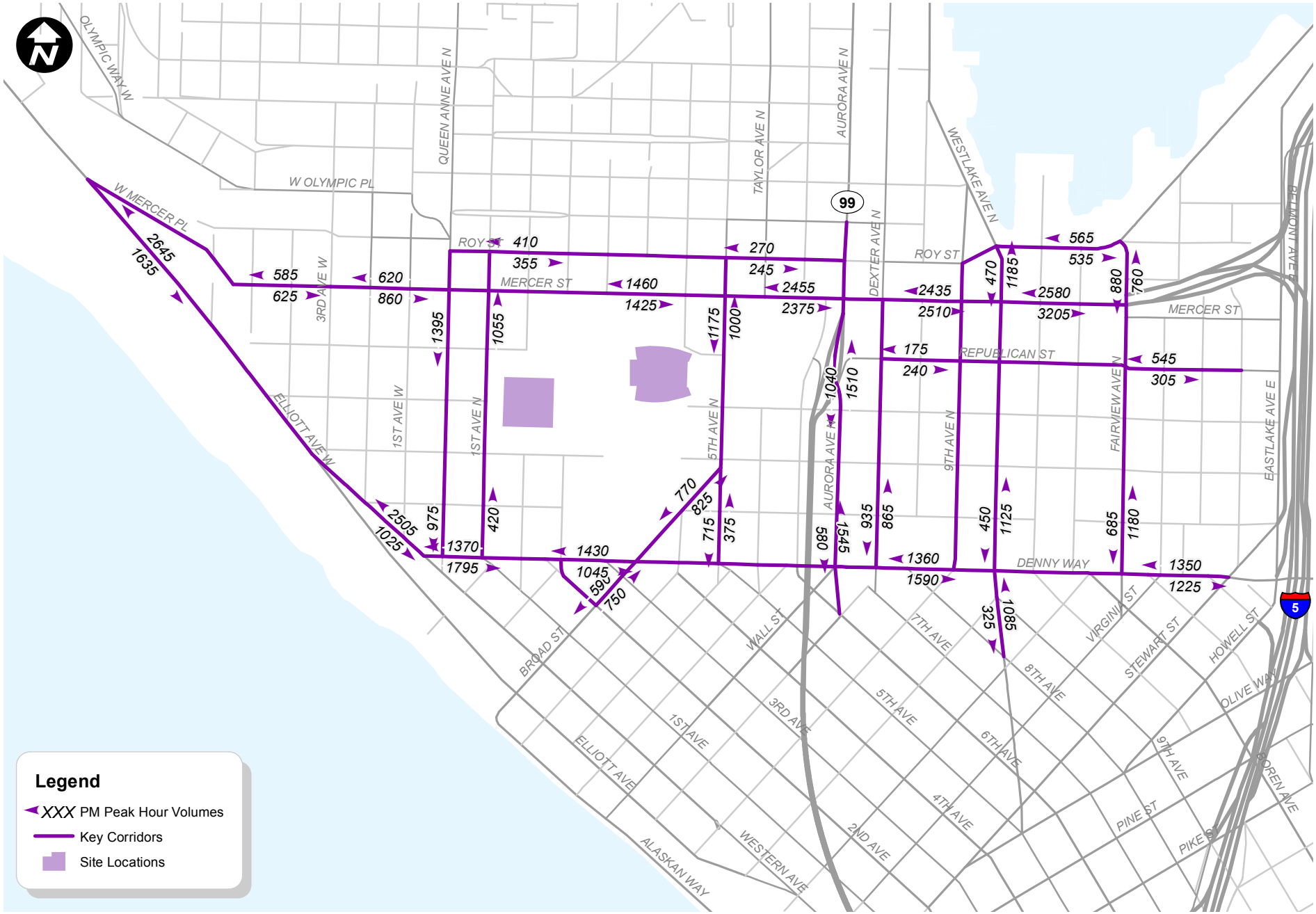
- Mercer Street, between 1st Avenue N. and 5th Avenue N. – 155 percent increase
- Denny Way, between 1st Avenue N. and 5th Avenue N. – 15 percent increase
- 1st Avenue N., south of Mercer Street – 21 percent increase
- 5th Avenue N., north of Denny Way – 38 percent increase

#### 3.5.3.2 2030 Traffic Volumes

Traffic volumes along key corridors under 2030 conditions are summarized on Figure 3–34 through Figure 3–36 for the No Action Cases M1, K1, and K2/M2. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request.

2030 No Action Case K1 traffic volumes are shown on Figure 3–34. The following provides a general overview of the increases in volumes from existing conditions given the assumptions outlined above for the 12,000-person event at KeyArena:

- Mercer Street, between 1st Avenue N. and 5th Avenue N. – 146 percent increase
- Denny Way, between 1st Avenue N. and 5th Avenue N. – 19 percent increase
- 1st Avenue N., south of Mercer Street – 18 percent increase
- 5th Avenue N., north of Denny Way – 48 percent increase




**Legend**

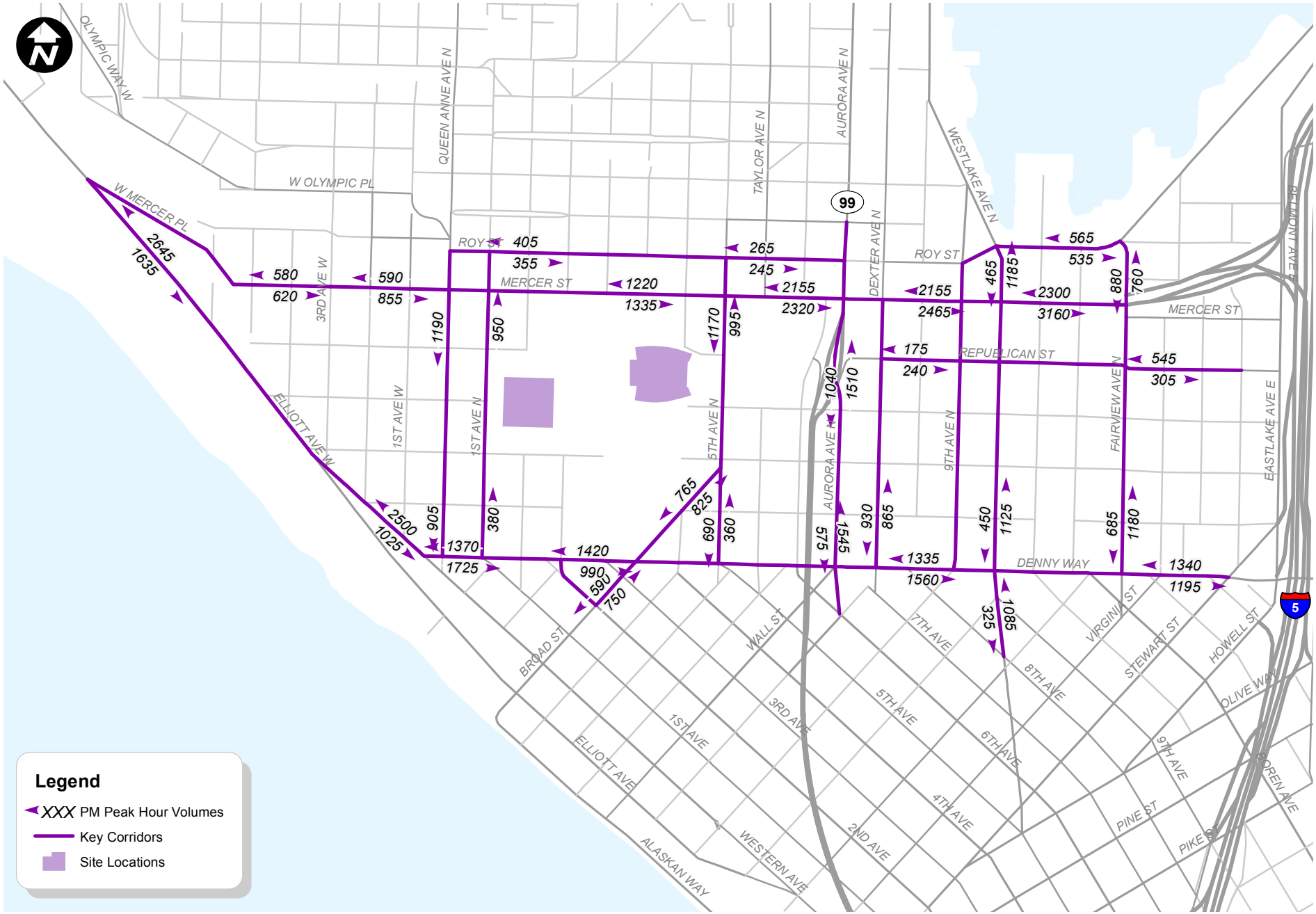
- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2030 No Action Case K1
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-34**

transpoGROUP




**Legend**

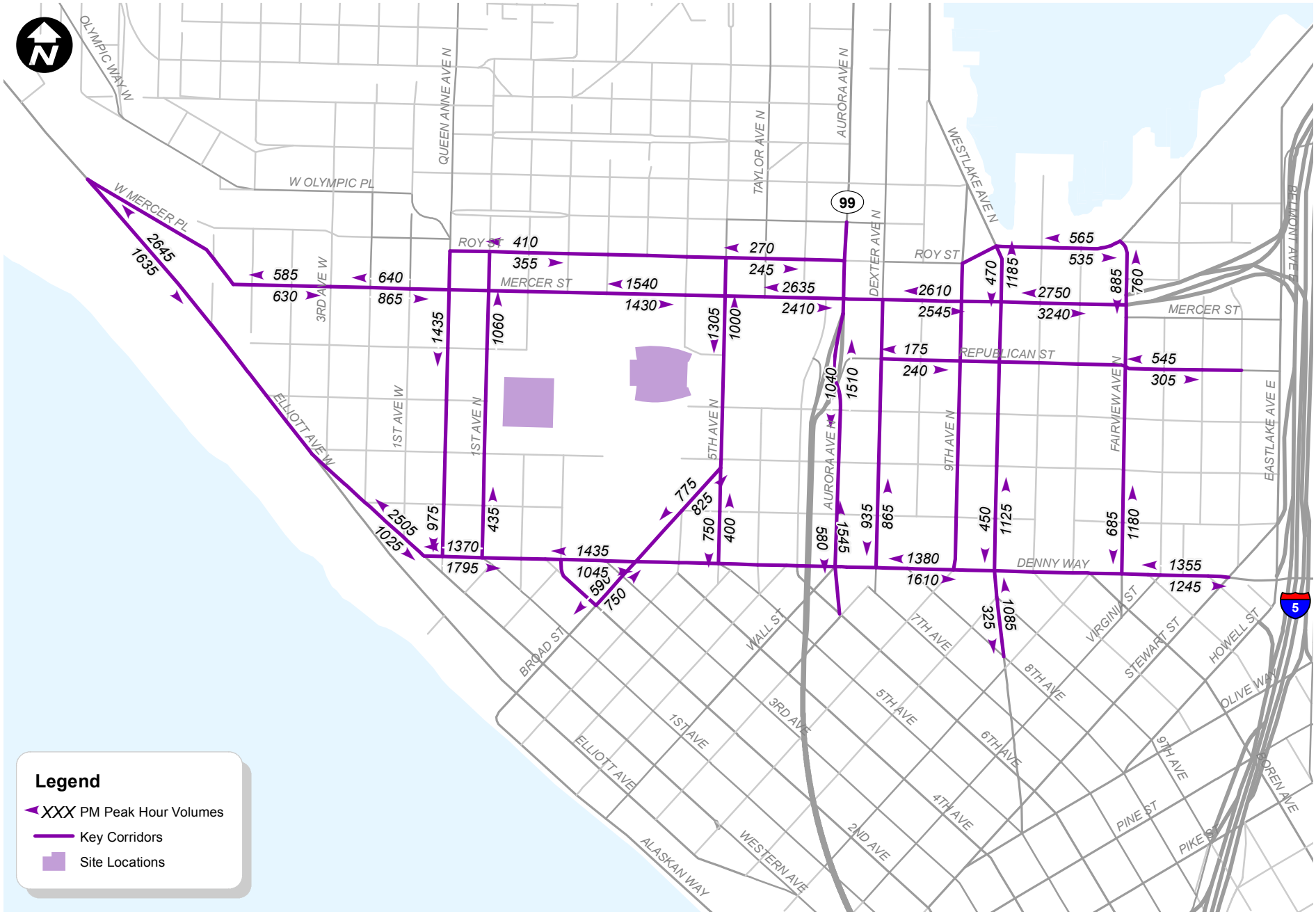
- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2030 No Action Case M1 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **3-35**

transpoGROUP




**Legend**

- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2030 No Action Case K2/M2 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **3-36**

transpoGROUP

2030 No Action Case M1 traffic volumes are shown on Figure 3–35. The following provides a general overview of the increases in volumes from existing conditions given the assumptions outlined above for the 5,000-person event at Memorial Stadium:

- Mercer Street, between 1st Avenue N. and 5th Avenue N. – 117 percent increase
- Denny Way, between 1st Avenue N. and 5th Avenue N. – 16 percent increase
- 1st Avenue N., south of Mercer Street – 6 percent increase
- 5th Avenue N., north of Denny Way – 47 percent increase

2030 No Action Case K2/M2 are shown on Figure 3–36. The following provides a general overview of the increases in volumes from existing conditions given the assumptions outlined above for dual events at Memorial Stadium and KeyArena:

- Mercer Street, between 1st Avenue N. and 5th Avenue N. – 153 percent increase
- Denny Way, between 1st Avenue N. and 5th Avenue N. – 19 percent increase
- 1st Avenue N., south of Mercer Street – 18 percent increase
- 5th Avenue N., north of Denny Way – 57 percent increase

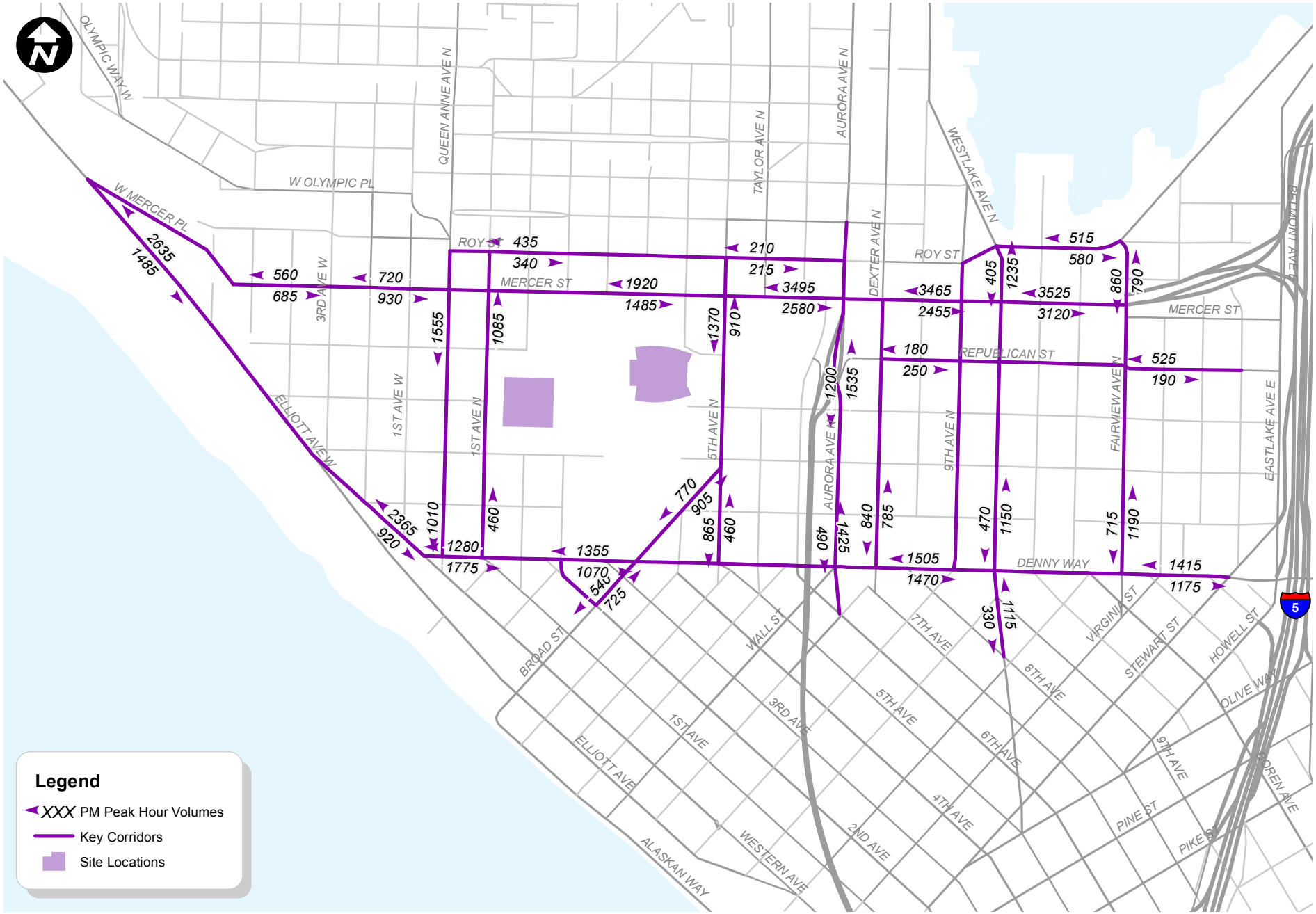
## 3.5.4 Impacts of Alternative 4

Alternative 4 would result in an increase in traffic volumes due to workers traveling to and from the site, delivery of material, and truck hauling. It is anticipated that the increase in traffic volumes would be less than generated by a 20,000-seat event at the arena.

### 3.5.4.1 2018 Traffic Volumes

Traffic volumes along key corridors under 2018 conditions for No Action Cases K1 and K2 are summarized on Figure 3–37 and Figure 3–38. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request.

Table 3-5 summarizes the total traffic volumes at several locations within the arena vicinity under Alternative 4 Case K1. This table includes locations with a greater proportion of regional traffic (i.e. Mercer Street east of Terry Avenue N. accessing I-5) and locations near the Seattle Center (i.e. Mercer Street east of 3rd Avenue N.) and shows the percent increase in traffic volumes compared to 2018 No Action conditions.




**Legend**

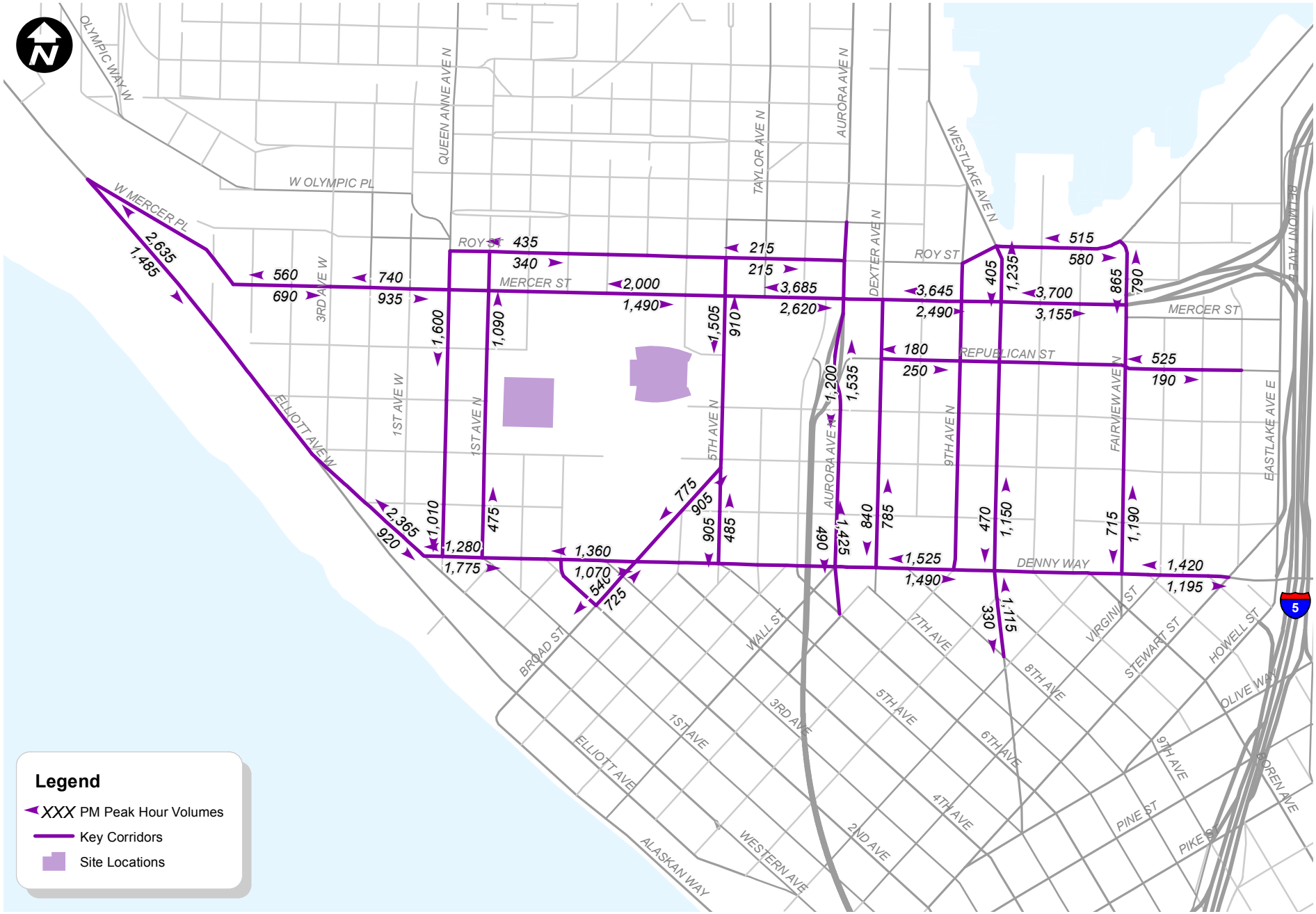
- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2018 Alternative 4 Case K1 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **3-37**

transpoGROUP




# Seattle Center Area 2018 Alternative 4 Case K2 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-38**

transpoGROUP

**Table 3-5**
**2018 Alternative 4 Weekday PM Peak Hour Traffic Volumes Comparison**

| Location | Case K1 | | Case K2 | |
|---|---|---|---|---|
| | No Action | Alternative 4 | No Action | Alternative 4 |
| Mercer Street east of Terry Avenue N. | 5,765 | 6,645 (+15%)[1] | 5,975 | 6,855 (+15%) |
| Denny Way west of Stewart Street | 2,575 | 2,590 (+1%) | 2,600 | 2,615 (+1%) |
| Western Avenue northwest of Denny Way | 3,270 | 3,285 (+1%) | 3,270 | 3,285 (+1%) |
| Mercer Street east of 3rd Avenue N. | 2,910 | 3,405 (+17%) | 2,995 | 3,490 (+17%) |
| Queen Anne Avenue N. south of Mercer Street | 1,300 | 1,555 (+20%) | 1,345 | 1,600 (+19%) |
| 1st Avenue N. south of Mercer Street | 1,075 | 1,085 (+1%) | 1,080 | 1,090 (+1%) |
| 5th Avenue N. south of Mercer Street | 1,890 | 2,280 (+21%) | 2,025 | 2,415 (+19%) |

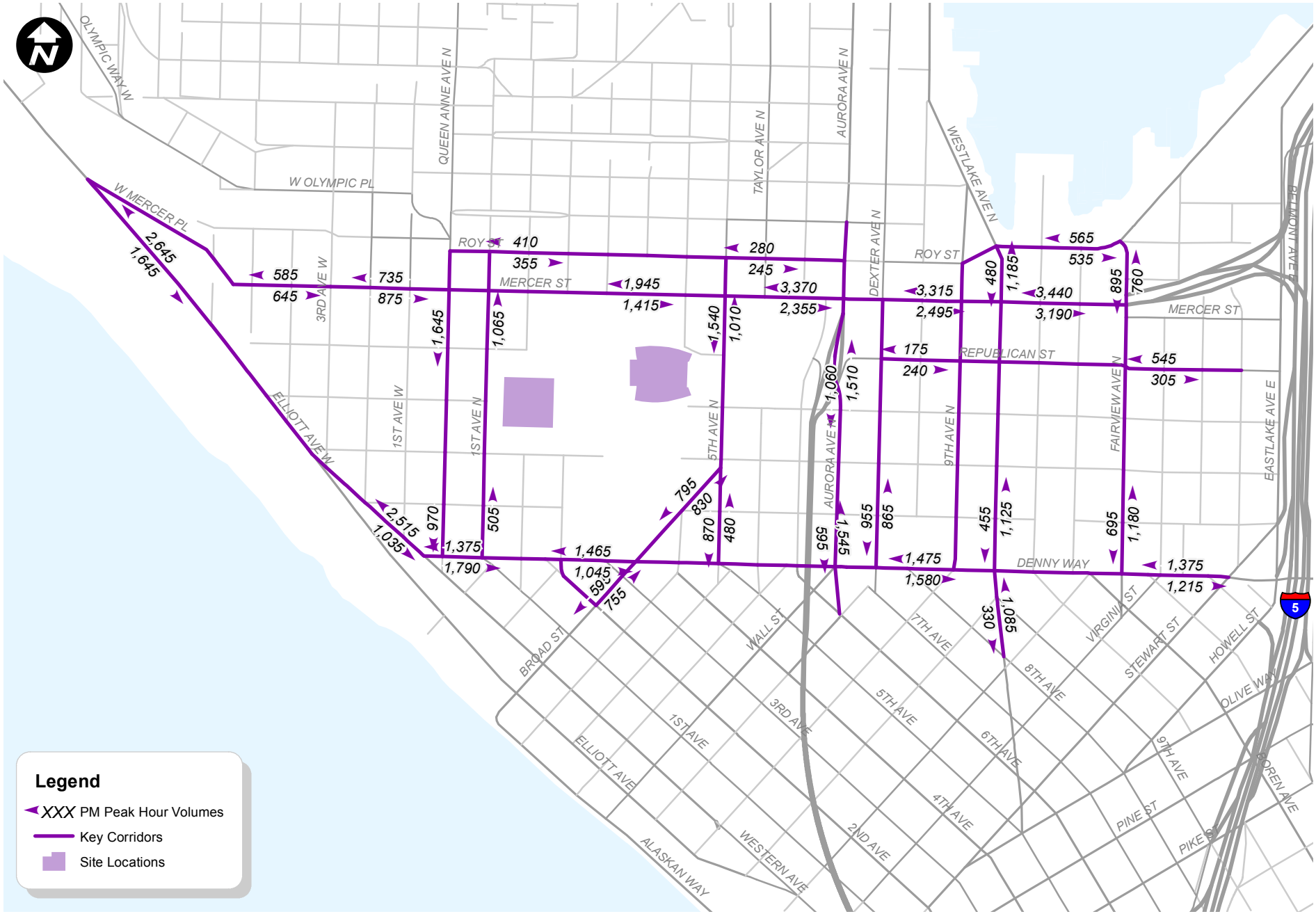
1. Percent increase from No Action conditions.

The assignment of arena event related traffic reflects the overall distribution of parking in the area as well as the travel patterns accessing the Seattle Center area. Comparing No Action Case K1 to Alternative 4 Case K1, roadway volumes increase between 1 and 21 percent within the arena vicinity under either 2018 or 2030. The percent increase is influenced by the level of background traffic, as well as the level of event traffic. As a result, proportional increases under the Case K2 (multiple event scenario) are slightly less than Case K1, although the total projected volumes increase.

### 3.5.4.2 2030 Traffic Volumes

Weekday PM peak hour 2030 Alternative 4 traffic volumes are shown on Figure 3–39 and Figure 3–40 for the Alternative 4 Cases K1 and K2. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request.

Table 3-6 summarizes the total traffic volumes within the arena vicinity and shows the percent increase in traffic volumes compared to 2030 No Action Case K2 conditions.




**Legend**

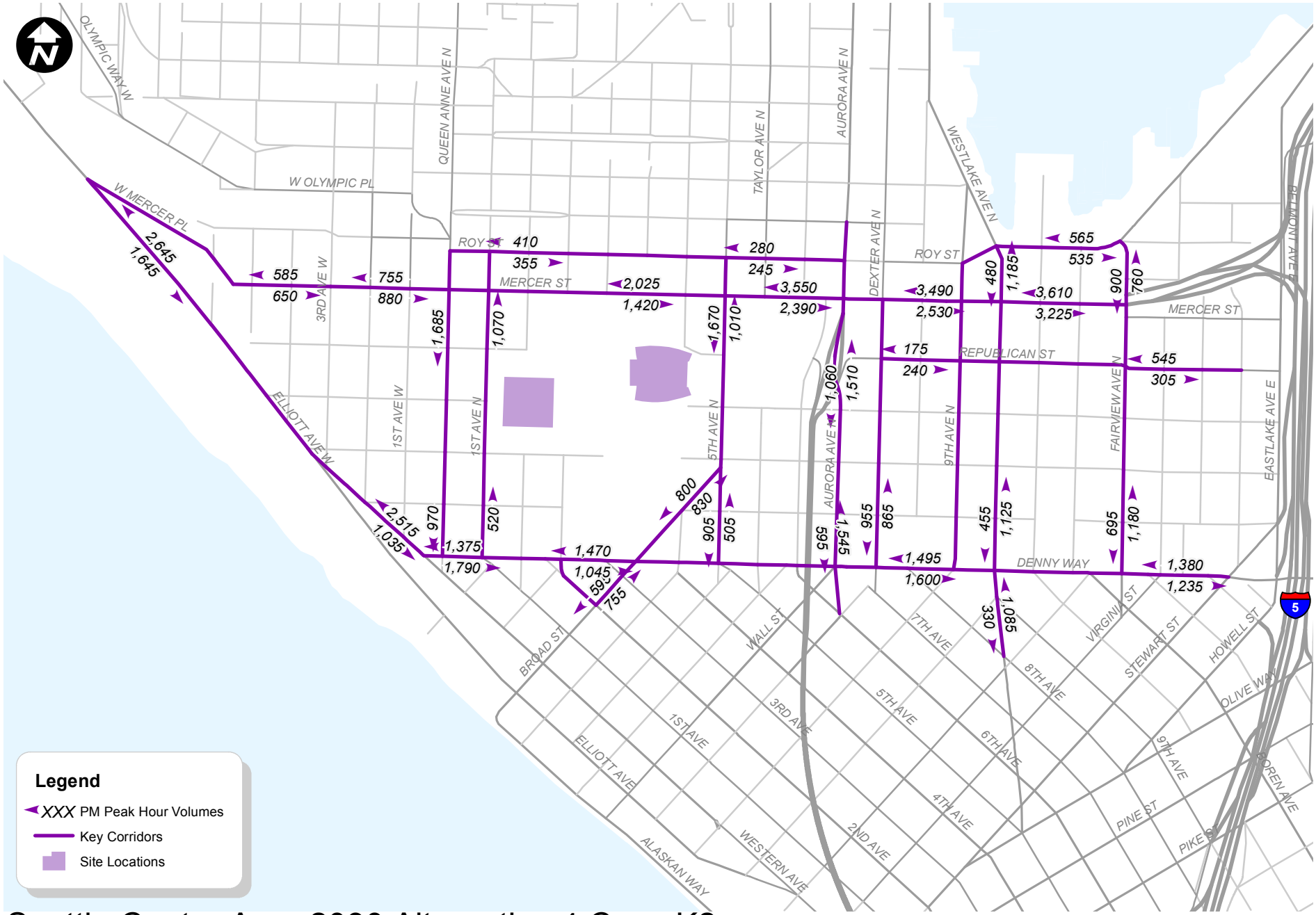
- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2030 Alternative 4 Case K1 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **3-39**

transpoGROUP




**Legend**

- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2030 Alternative 4 Case K2 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-40**

transpoGROUP

**Table 3-6**
**2030 Alternative 4 Weekday PM Peak Hour Traffic Volumes Comparison**

| Location | Case K1 | | Case K2 | |
|---|---|---|---|---|
| | No Action | Alternative 4 | No Action | Alternative 4 |
| Mercer Street east of Terry Avenue N. | 5,785 | 6,630 (+15%)1 | 5,990 | 6,835 (+14%) |
| Denny Way west of Stewart Street | 2,575 | 2,590 (+1%) | 2,600 | 2,615 (+1%) |
| Western Avenue northwest of Denny Way | 3,530 | 3,550 (+1%) | 3,530 | 3,550 (+1%) |
| Mercer Street east of 3rd Avenue N. | 2,885 | 3,360 (+16%) | 2,970 | 3,445 (+16%) |
| Queen Anne Avenue N. south of Mercer Street | 1,395 | 1,645 (+18%) | 1,435 | 1,685 (+17%) |
| 1st Avenue N. south of Mercer Street | 1,055 | 1,065 (+1%) | 1,060 | 1,070 (+1%) |
| 5th Avenue N. south of Mercer Street | 2,175 | 2,550 (+17%) | 2,305 | 2,680 (+16%) |

1. Percent increase from No Action conditions.

As shown on Figure 3–39 and Figure 3–40, and Table 3-6, roadway volumes increase between 1 and 18 percent within the arena vicinity as a result of the addition of arena traffic under either cases K1 and K2. The percent increase is influenced by the level of background traffic, as well as the level of event traffic. As a result, proportional increases under the Case K2 multiple event scenario are slightly less than for Case K1, although the project volumes increase.

### 3.5.4.3 Transportation Concurrency

The City of Seattle has implemented a Transportation Concurrency system to comply with one of the requirements of the Washington State Growth Management Act (GMA). The system, described in the DPD Director's Rule 5-2009 and the City's Land Use and Zoning Code, is designed to provide a mechanism that determines whether adequate transportation facilities would be available "concurrent" with proposed development projects.

The screenlines closest to the project site were chosen for review. The screenlines that were analyzed are shown in Table 2-13 and include:

- Magnolia (Screenline 2)
- Ship Canal (Freemont Bridge, Screenline 5.12),
- Ship Canal (Aurora Bridge, Screenline 5.13), and
- South of Lake Union (Screenline 8).

As a conservative estimate, it was assumed that all 2018 project-generated traffic (the greater passenger vehicle trip generation year) traveling in the direction of the screenlines would extend across the screenlines included in this analysis.

**Table 3-7**
**Alternative 4 Transportation Concurrency Analysis**

| SL#[1] | Location | Dir[2] | Capacity | 2008 Volume | Alternative 4 Traffic[3] | V/C Ratio with Project | LOS Standard |
|---|---|---|---|---|---|---|---|
| 2 | Magnolia | EB | 4,300 | 611 | 39 | 0.15 | 1.00 |
| | | WB | 4,300 | 1,141 | 3 | 0.27 | 1.00 |
| 5.12 | Ship Canal (Freemont Bridge) | NB | 1,600 | 1,757 | 3 | 1.10 | 1.20 |
| | | SB | 1,600 | 1,229 | 40 | 0.79 | 1.20 |
| 5.13 | Ship Canal (Aurora Bridge | NB | 5,100 | 4,472 | 3 | 0.88 | 1.20 |
| | | SB | 5,100 | 3,756 | 40 | 0.74 | 1.20 |
| 8 | South Lake Union | EB | 6,000 | 4,509 | 55 | 0.76 | 1.20 |
| | | WB | 3,600 | 3,020 | 195 | 0.89 | 1.20 |

1. SL# = Screenline Number
2. Direction: NB = Northbound, SB = Southbound, EB = Eastbound, WB = Westbound
3. 2018 trip generation and assignment

The transportation concurrency analysis indicates that with traffic generated by the project, the screenlines would have v/c ratios that are less than the City level of service threshold and thus, the conditions would meet concurrency requirements.

## 3.5.5 Impacts of Alternative 5

Alternative 5 would result in an increase in traffic volumes due to workers traveling to and from the site, delivery of material, and truck hauling. It is anticipated that the increase in traffic volumes would be less than generated by a 20,000-seat event at the arena.

### 3.5.5.1 2018 Traffic Volumes

Traffic volumes along key corridors under 2018 conditions for the multiple event cases are summarized on Figure 3–41 and Figure 3–42. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request.

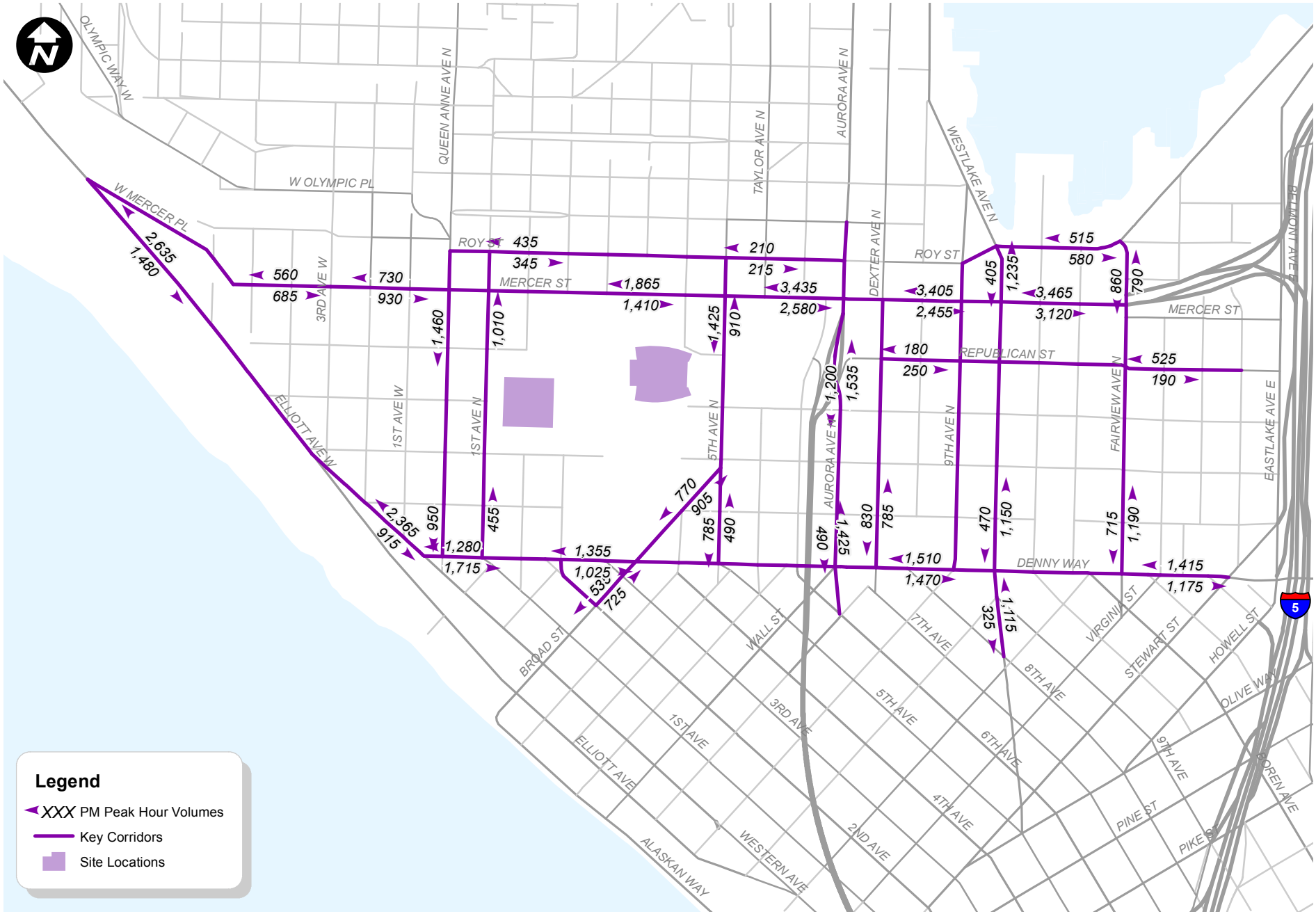
Table 3-8 summarizes the total traffic volumes within the arena vicinity and shows the percent increase in traffic volumes compared to 2018 No Action conditions for Cases M1 and M2.

**Table 3-8**
**2018 Alternative 5 Weekday PM Peak Hour Traffic Volumes Comparison**

| Location | Case M1 | | Case M2 | |
|---|---|---|---|---|
| | No Action | Alternative 4 | No Action | Alternative 4 |
| Mercer Street east of Terry Avenue N. | 5,430 | 6,585 (+21%)[1] | 5,975 | 7,130 (+19%) |
| Denny Way west of Stewart Street | 2,535 | 2,590 (+2%) | 2,600 | 2,655 (+2%) |
| Western Avenue northwest of Denny Way | 3,260 | 3,280 (+1%) | 3,270 | 3,290 (+1%) |
| Mercer Street east of 3rd Avenue N. | 2,565 | 3,275 (+28%) | 2,995 | 3,705 (+24%) |
| Queen Anne Avenue N. south of Mercer Street | 1,090 | 1,460 (+34%) | 1,345 | 1,715 (+28%) |
| 1st Avenue N. south of Mercer Street | 965 | 1,010 (+5%) | 1,080 | 1,125 (+4%) |
| 5th Avenue N. south of Mercer Street | 1,880 | 2,335 (+24%) | 2,025 | 2,480 (+22%) |

1. Percent increase from No Action conditions.

The assignment of arena event related traffic reflects the overall distribution of parking in the area as well as the travel patterns accessing the Seattle Center area. Comparing No Action Case M1 to Alternative 4 Case M1, roadway volumes increase between 5 and 24 percent within the arena vicinity under either 2018 or 2030. The percent increase is influenced by the level of background traffic, as well as the level of event traffic. As a result, proportional increases under the Case M2 multiple event scenario are slightly less than for Case M1, the single event scenario.

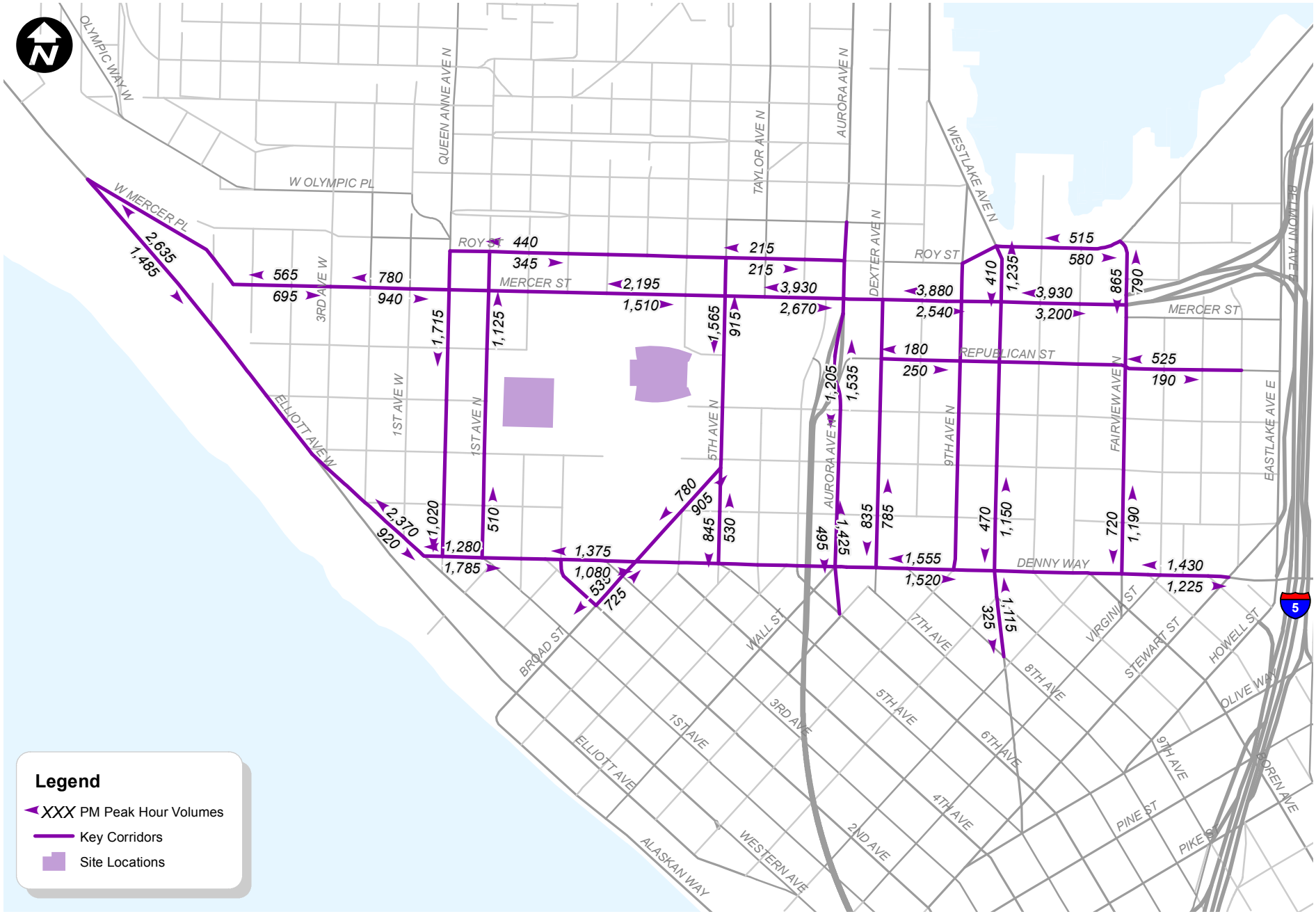



# Seattle Center Area 2018 Alternative 5 Case M1 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-41**

transpoGROUP




# Seattle Center Area 2018 Alternative 5 Case M2 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-42**

transpoGROUP

When compared to the growth identified for the Alternative 4 cases, growth under Alternative 5 is greater. This increase is due to the increase growth in attendees with an arena event at either site. At the KeyArena site the anticipated growth increases from 12,000 attendees to 20,000 attendees for an increase of 8,000 attendees. At Memorial Stadium event attendance would increase from 5,000 to 20,000 for an increase of 15,000 attendees.

### 3.5.5.2 2030 Traffic Volumes

Weekday PM peak hour 2030 Proposed Action traffic volumes are shown on Figure 3–43 and Figure 3–44 for the assumed NBA event at Memorial Stadium and with the addition of a 12,000 person event at KeyArena. Detailed turning movement volumes for each scenario and at each study intersection are provided in Attachment E-1, which is available from DPD upon request.

Table 3-9 summarizes the total traffic volumes within the arena vicinity and shows the percent increase in traffic volumes compared to 2030 No Action conditions for Cases M1 and M2.

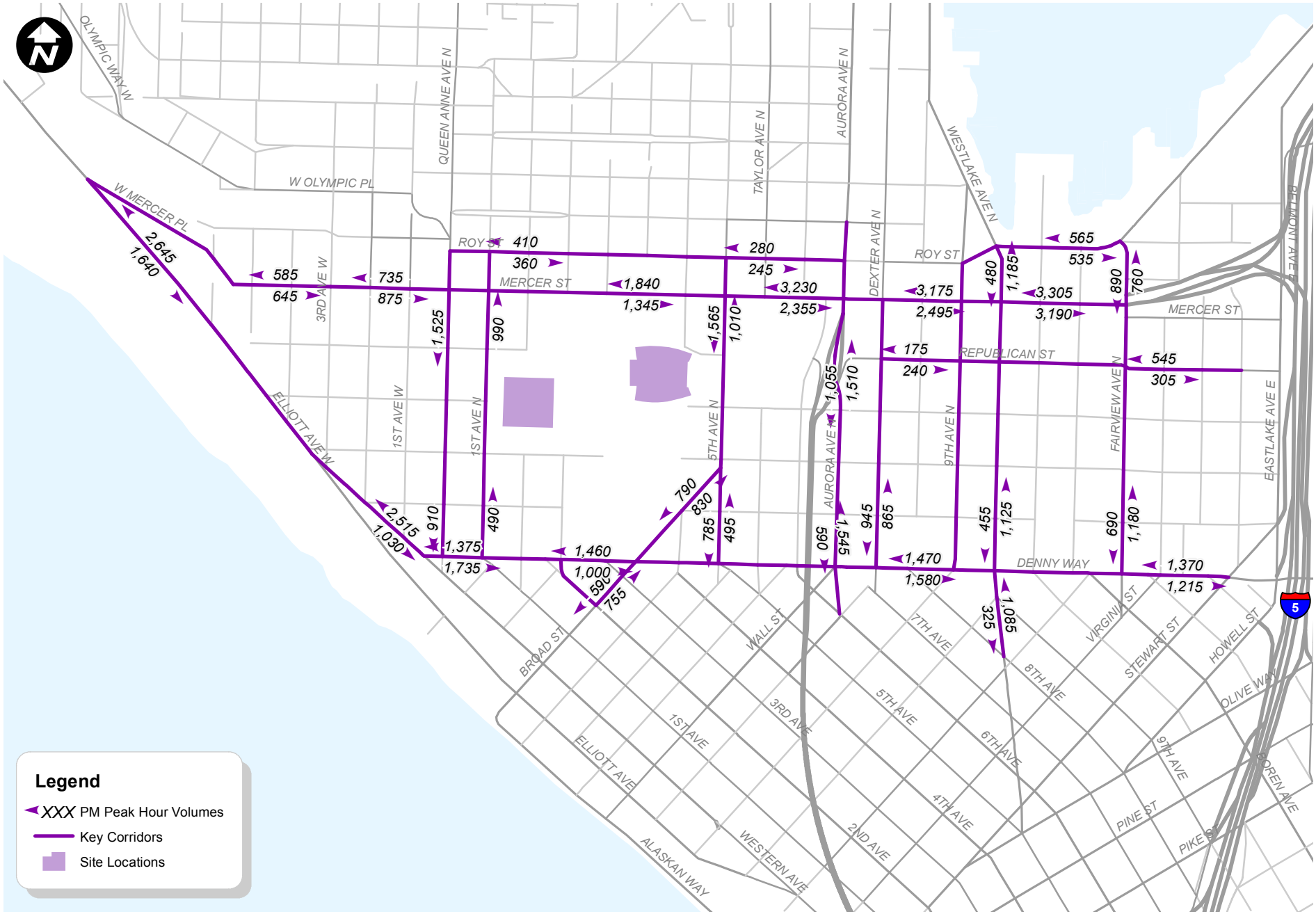
**Table 3-9**
**2030 Alternative 5 Weekday PM Peak Hour Traffic Volumes Comparison**

| | Case M1 | | Case M2 | |
|---|---|---|---|---|
| **Location** | **No Action** | **Alternative 4** | **No Action** | **Alternative 4** |
| Mercer Street east of Terry Avenue N. | 5,460 | 6,495 (+19%)[1] | 5,990 | 7,025 (+17%) |
| Denny Way west of Stewart Street | 2,535 | 2,585 (+2%) | 2,600 | 2,650 (+2%) |
| Western Avenue northwest of Denny Way | 3,525 | 3,545 (+1%) | 3,530 | 3,550 (+1%) |
| Mercer Street east of 3rd Avenue N. | 2,555 | 3,185 (+25%) | 2,970 | 3,600 (+21%) |
| Queen Anne Avenue N. south of Mercer Street | 1,190 | 1,525 (+28%) | 1,435 | 1,770 (+23%) |
| 1st Avenue N. south of Mercer Street | 950 | 990 (+4%) | 1,060 | 1,100 (+4%) |
| 5th Avenue N. south of Mercer Street | 2,165 | 2,575 (+19%) | 2,305 | 2,715 (+18%) |

1. Percent increase from No Action conditions.

As shown on Figure 3–43 and Figure 3–44, and Table 3-9, roadway volumes increase between 1 and 28 percent within the arena vicinity as a result of the addition of arena traffic under either cases M1 and M2. The percent increase is influenced by the level of background traffic, as well as the level of event traffic. As a result, increases under the Case M2 multiple event scenario are slightly less than for Case M1, the single event scenario.

As explained for 2018 Alternative 5 traffic volumes, growth under Alternative 5 is greater than growth identified for Alternative 4. This proportional increase is due to the increased growth in attendees with an arena event at either site.




**Legend**

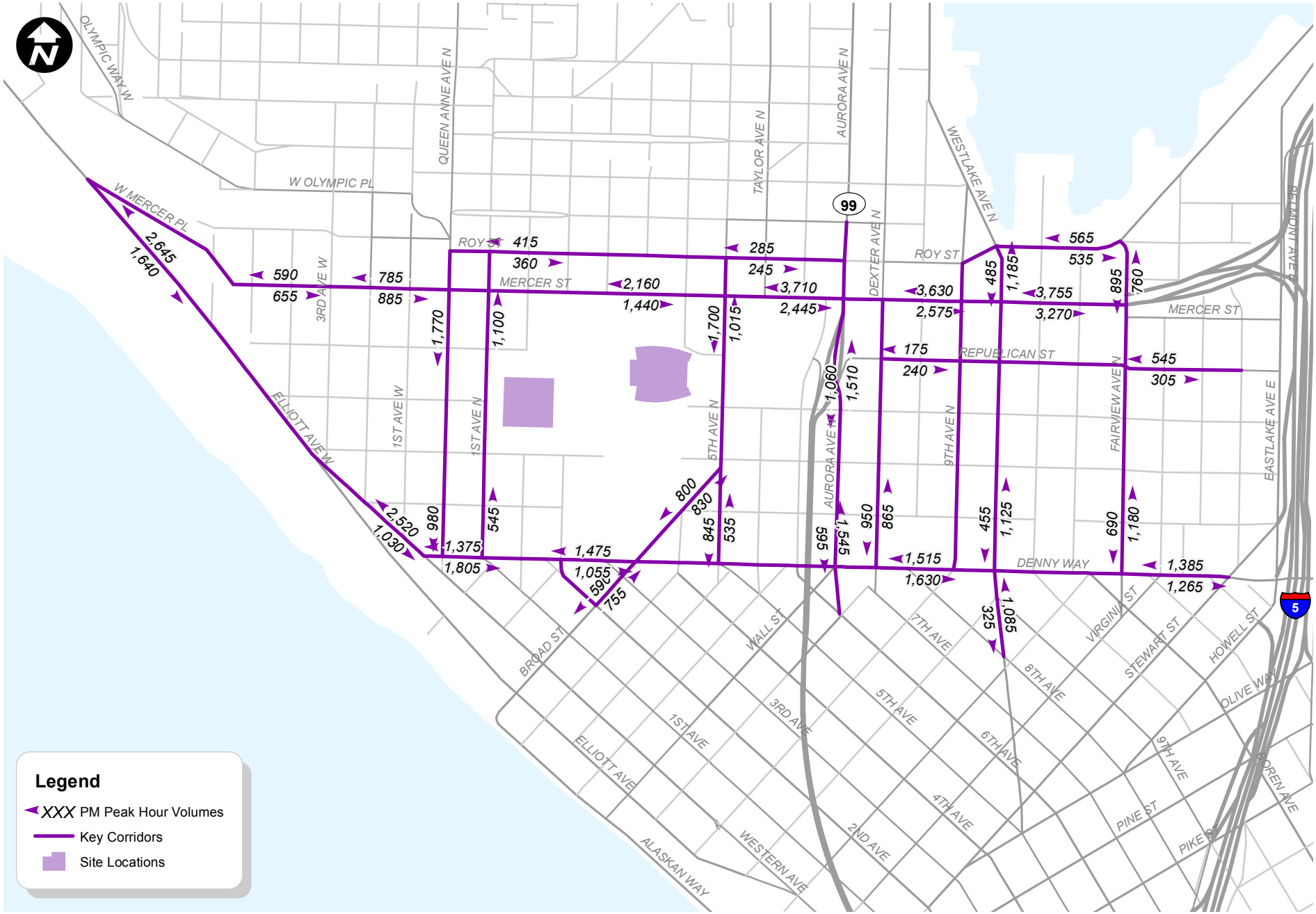
- XXX PM Peak Hour Volumes
- Key Corridors
- Site Locations

# Seattle Center Area 2030 Alternative 5 Case M1 Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE **3-43**

transpoGROUP




# Seattle Center Area 2030 Alternative 5 Case M2
# Weekday PM Peak Hour Traffic Volumes

*Seattle Arena*

FIGURE
**3-44**

transpoGROUP

### 3.5.5.3 Transportation Concurrency

The City of Seattle has implemented a Transportation Concurrency system to comply with one of the requirements of the Washington State Growth Management Act (GMA). The system, described in the DPD Director's Rule5-2009 and the City's Land Use and Zoning Code, is designed to provide a mechanism that determines whether adequate transportation facilities would be available "concurrent" with proposed development projects.

The screenlines closest to the project site were chosen for review. The screenlines that were analyzed are shown in Table 2-13 and include:

- Magnolia (Screenline 2)
- Ship Canal (Freemont Bridge, Screenline 5.12),
- Ship Canal (Aurora Bridge, Screenline 5.13), and
- South of Lake Union (Screenline 8).

As a conservative estimate, it was assumed that all project-generated traffic traveling in the direction of the screenlines would extend across the screenlines included in this analysis.

**Table 3-10**
**Alternative 5 Transportation Concurrency Analysis**

| SL#[1] | Location | Dir[2] | Capacity | 2008 Volume | Alternative 5 Traffic[3] | V/C Ratio with Project | LOS Standard |
|---|---|---|---|---|---|---|---|
| 2 | Magnolia | EB | 4,300 | 611 | 39 | 0.15 | 1.00 |
| | | WB | 4,300 | 1,141 | 3 | 0.27 | 1.00 |
| 5.12 | Ship Canal (Freemont Bridge) | NB | 1,600 | 1,757 | 3 | 1.10 | 1.20 |
| | | SB | 1,600 | 1,229 | 40 | 0.79 | 1.20 |
| 5.13 | Ship Canal (Aurora Bridge | NB | 5,100 | 4,472 | 3 | 0.88 | 1.20 |
| | | SB | 5,100 | 3,756 | 40 | 0.74 | 1.20 |
| 8 | South Lake Union | EB | 6,000 | 4,509 | 55 | 0.76 | 1.20 |
| | | WB | 3,600 | 3,020 | 195 | 0.89 | 1.20 |

1. SL# = Screenline Number
2. Direction: NB = Northbound, SB = Southbound, EB = Eastbound, WB = Westbound
3. 2018 trip generation and assignment

The transportation concurrency analysis indicates that with traffic generated by the project, the screenlines would have v/c ratios that are less than the City level of service threshold and thus, the conditions would meet concurrency requirements.

## 3.5.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This

summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Event schedule protocol and management
- Public information coordinator
- Directional event signage
- Variable message and parking guidance signage
- Construction management plan

### 3.5.7 Secondary & Cumulative Impacts

The effective implementation of transportation demand reduction strategies through a Transportation Management Program would result in increases in demands on other transportation modes and systems, including pedestrians, transit, and bicycles.

### 3.5.8 Significant Unavoidable Adverse Impacts

Peak hour traffic volumes would increase substantially over current levels under No Action conditions and the order of magnitude of change in traffic volumes associated with an arena for any event case falls within the range of current event experience. There would be an increase in traffic volumes during peak conditions on event days, which would occur more frequently with an arena. A number of measures have been identified to reduce the level of increase in traffic volumes, including demand reduction, and management of vehicles to orient them to the most appropriate route.

## 3.6 Traffic Operations

This section evaluates the impacts of the project with respect to traffic operations within the defined Seattle Center study area. The traffic operations analysis included a review of three primary areas. This includes an analysis of the intersection levels of service, corridor performance measured through an assessment of travel times, and regional impacts as identified through a review of mainline I-5 and I-90 travel speeds and ramp terminal LOS. The following section provides further detail regarding the methodology applied to each of the three analyses.

### 3.6.1 Methodology

**Intersection Level of Service:** The operational performance of an intersection was determined by calculating the intersection LOS based on the procedures presented in HCM 2000 rather than the most recent HCM 2010. The use of HCM 2000 is due to limitations related to the HCM 2010 methodology for some conditions, analysis software coding bugs, a desire to apply a

consistent methodology throughout the study area, and long-term acceptance of the previous HCM results. Specific limitations of the HCM 2010 methodology include the inability to model five-legged intersections as well as restrictions related to signal phasing that result in the inability to model some of the study area signalized locations. As a consistent approach to measuring intersection and corridor performance, the LOS analysis was completed using the HCM 2000 methodologies as implemented in the Synchro version 8 software program.

At signalized and all-way stop-controlled intersections, LOS is measured in average delay per vehicle for all vehicles at the intersection. At two-way stop-sign-controlled intersections, LOS is reported for the worst operating approach of the intersection. Traffic operations for an intersection can be described alphabetically with a range of LOS values (LOS A through F), with LOS A indicating free-flowing traffic and LOS F indicating extreme congestion and long vehicle delays. Intersection levels of service incorporate several intersection characteristics including signal timing, signal phasing, intersection channelization, traffic volumes, and pedestrian volumes. Table 3-11 summarizes the LOS criteria for signalized and unsignalized intersections.

The City of Seattle's Comprehensive Plan does not define a LOS standard for individual intersections; however, the City generally recognizes LOS E and F as poor operations for signalized locations and LOS F for unsignalized locations. As noted above, given the event-related nature of this analysis, and variant frequencies and intensities, traditional intersection LOS standards would not be appropriate as the sole measure of impacts on traffic operations.

**Table 3-11**
**Level of Service Criteria**

| LOS[1] | Average Signalized Delay[2] | Average Unsignalized Delay[2] | General Description[2] |
|---|---|---|---|
| A | < 10 seconds | < 10 seconds | Free Flow |
| B | 10 - 20 seconds | 10 - 15 seconds | Stable Flow (slight delays) |
| C | 20 - 35 seconds | 15 - 25 seconds | Stable flow (acceptable delays) |
| D | 35 - 55 seconds | 25 - 35 seconds | Approaching unstable flow (tolerable delay, occasionally wait through more than one signal cycle before proceeding) |
| E | 55 - 80 seconds | 35 - 50 seconds | Unstable flow (intolerable delay) |
| F | > 80 seconds | > 50 seconds | Forced flow (jammed) |

1. LOS = level of service
2. *Highway Capacity Manual*, Transportation Research Board, Special Report 209, 2000.

**Corridor Performance:** Route performance along key corridors was calculated within the study area to provide an additional level of analysis regarding the overall operations of the roadway system. This type of analysis adds context to the results of the intersection LOS described earlier, because it takes into account general travel times between intersections as

well as additional delay anticipated at intersections for the specific movements relevant to the identified route.

Travel times were evaluated for three routes and were chosen based on a review of existing travel patterns in the area including key travel routes for commuters and the movement of freight and goods. These routes are generally representative of local circulation or regional travel. Figure 3–45 highlights the travel time routes identified for this analysis. The four routes are described as follows:

- **Route 1** focuses on east-west travel along W. Mercer Street between 3rd Avenue W. and Fairview Avenue.
- **Route 2** focuses on an east-west route along Denny Way between Queen Anne Avenue and Stewart Street.
- **Route 3** includes north-south travel along 5th Avenue N. between Denny Way and W. Mercer Street.

Travel times were calculated consistent with HCM methodologies defined for the analysis of arterial systems, consistent with the analysis of Stadium District travel routes associated with the evaluation of Alternatives 2 and 3.

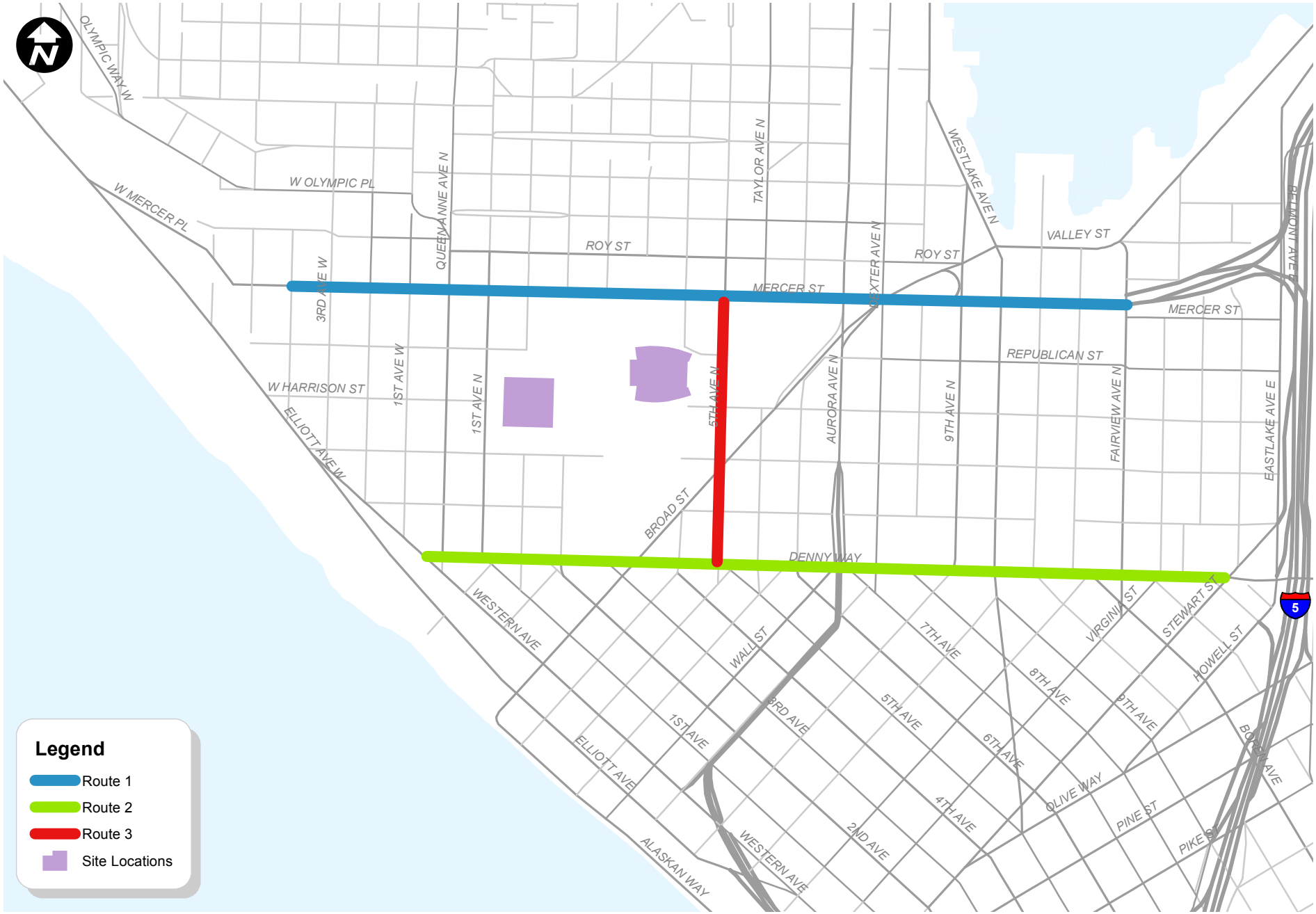
**Freeway / Regional Access Analysis:** The analysis of regional access to the Seattle Center study area focused on both mainline performance considering corridor travel speeds as well as the LOS at the ramp intersections with the surface arterials. The analysis included a review of southbound I-5 between NE 145th and SR 520 and westbound I-90 between Rainier Avenue and I-5. Information prepared by the King County expert review panel in 2012 for the potential Arena was included in this analysis. This information highlights historical congestion patterns along the I-5 and I-90 corridors under event conditions. Ramp intersections also evaluated as part of the intersection LOS are highlighted in this section. The analysis of the ramp intersections is consistent with the LOS methodology previously described.

## 3.6.2 Affected Environment

The following sections summarize existing traffic operations within the Seattle Center study area.

### 3.6.2.1 Intersection Operations

As part of the intersection operations analysis, signal timing and phasing information was obtained from either the SDOT or collected in the field. Lane geometrics and traffic control was confirmed in the field and are summarized for each study area intersection in Attachment E-2, which is available from DPD upon request. LOS results for existing weekday PM peak hour conditions are summarized on Figure 3–46.

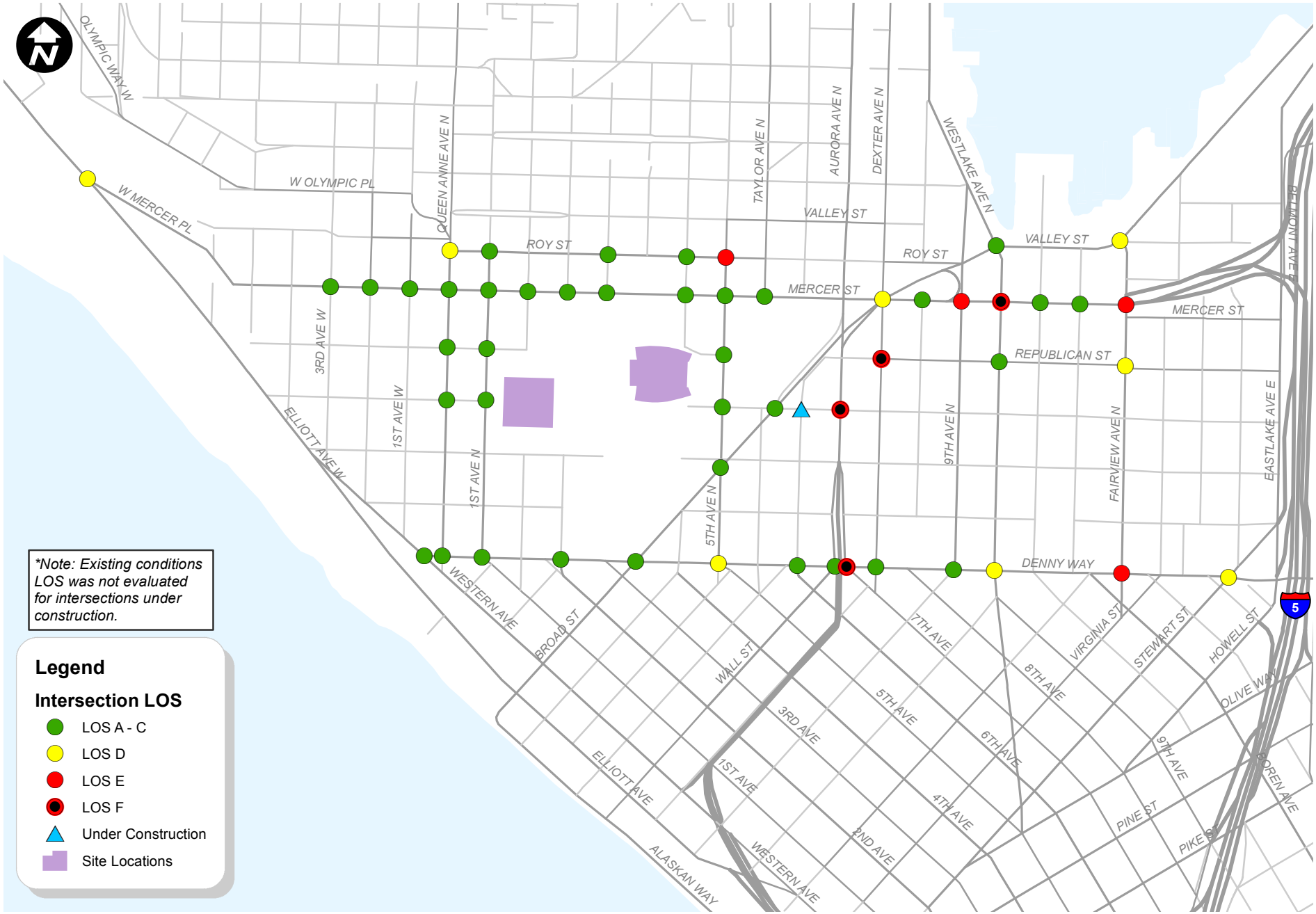



# Seattle Center Area Corridor Travel Time Routes

*Seattle Arena*

FIGURE
**3-45**

transpoGROUP




# Seattle Center Area Existing Weekday PM Peak Hour Level of Service

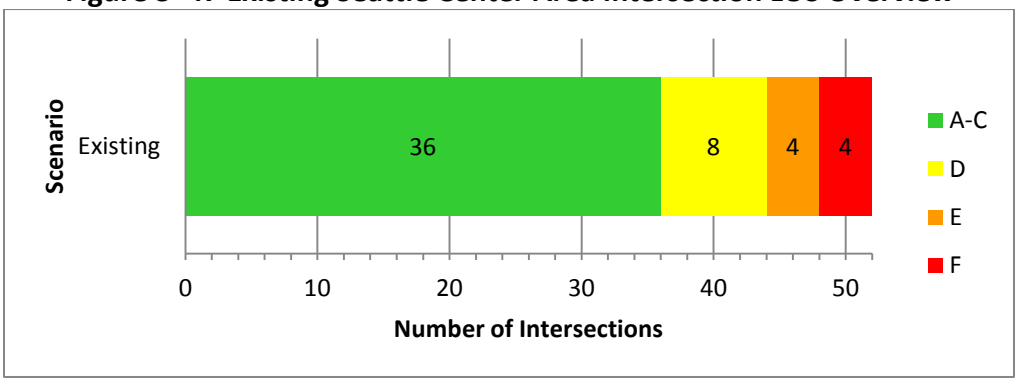
*Seattle Arena*

FIGURE
**3-46**

transpoGROUP

The number of intersections operating at LOS C or better, LOS D, LOS E, and LOS F, are summarized on Figure 3–47. Detailed LOS summary tables and worksheets for each scenario are included in Attachment E-3, which is available from DPD upon request. As shown on Figure 3–46 and Figure 3–47, all study intersections operate at LOS D or better under existing conditions with the exception of the nine intersections that operate at LOS E or LOS F.

**Figure 3–47 Existing Seattle Center Area Intersection LOS Overview**




### 3.6.2.2 Corridor Travel Times

Table 3-12 summarizes the estimated existing travel times on the various routes for weekday PM peak hour conditions.

**Table 3-12**
**Seattle Center Area Existing Weekday PM Peak Hour Corridor Travel Times**

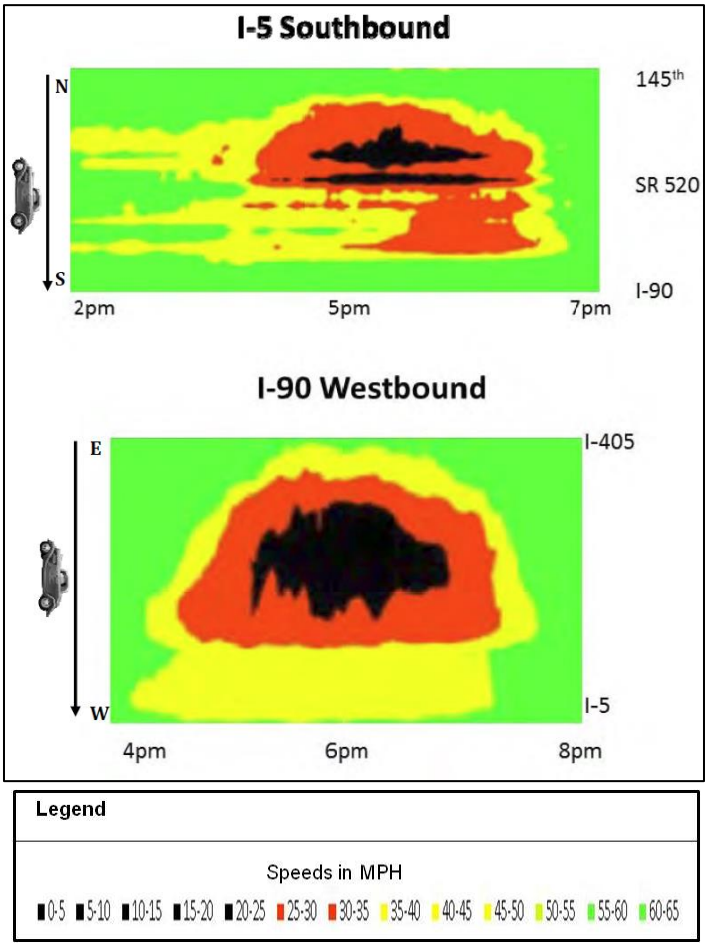
| Route | Extents | Direction | Without Event (m:ss)[1] |
|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 8:59 |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 8:32 |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 6:18 |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 6:54 |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 2:55 |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 2:40 |

1. m:ss = minutes:seconds

As shown in Table 3-12, travel times in both travel directions on each route are similar in each direction. Several intersections along the travel time routes are shown to have left-turn queue lengths that exceed allowable storage, but occur along arterials that have multiple through lanes. As a result, vehicles potentially blocked by these queues are anticipated to utilize the other through lanes, minimizing the impact on the overall intersection capacity.

### 3.6.2.3 Regional Access Analysis

**Figure 3–48 I-5 and I-90 Existing Weekday Congestion**




Primary freeway corridors that provide regional access to the Seattle Center area include I-5, I-90, SR 520, and SR 99. The PM peak commute period for these corridors occurs between 3:00 and 7:00 PM.

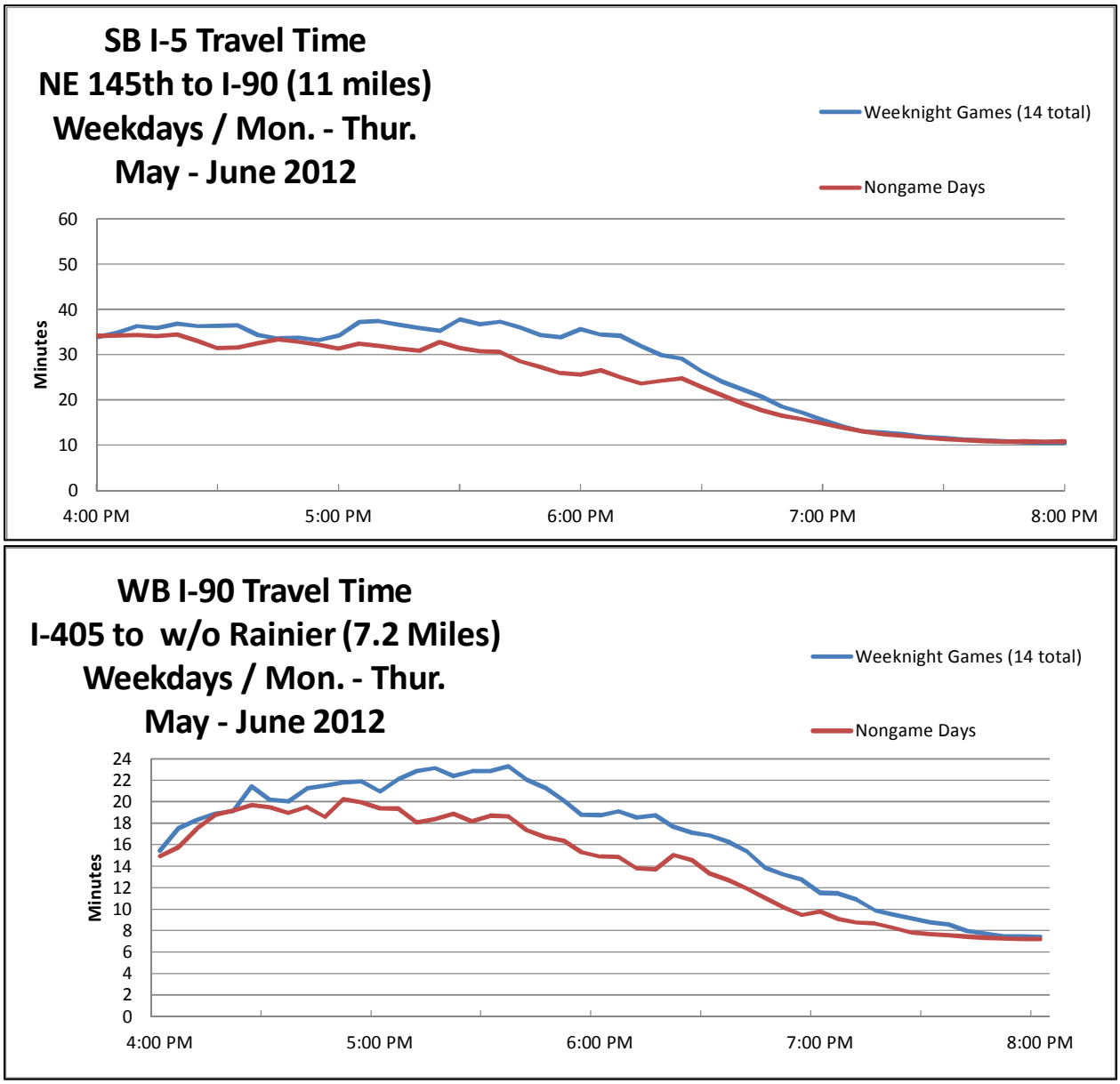
I-5 is a north-south corridor with 8 to 10 lanes of capacity through the downtown Seattle area. The corridor serves 7,000 to 7,500 vph in each direction through downtown during the evening commute. The I-5 corridor also includes a set of reversible lanes between Downtown Seattle and Northgate. This four-lane facility operates in the northbound direction during the PM peak period with a volume of 4,500 vph.

I-90 is an east-west corridor connecting cities east of the Lake Washington (such as Bellevue, Issaquah, Redmond, Mercer Island) and terminates in the SoDo area of Seattle. Approaching I-5 from the east, I-90 serves up to 9,300 vph during the PM peak period, with higher eastbound volumes leaving Seattle.

The I-5 and I-90 corridors experience congestion today during the PM peak commute (4:00 to 7:00 PM). I-5 southbound is congested with speeds less than 30 mph from 145th Street NE through downtown Seattle (north of I-90). I-90 westbound operates with speeds less than 30 mph from I-405 to the approach to I-5. Figure 3–48 depicts typical daily congestion that occurs today on I-5 southbound and I-90 westbound.

When events occur at existing downtown stadiums, peak travel times through the city increase (see Figure 3–49). PM peak travel times (on days with events in 2012) increased by up to eight minutes on southbound I-5 between NE 145th and I-90 and up to four minutes on westbound I-90 between I-405 and Rainer Avenue S.

**Figure 3–49 I-5 and I-90 Existing Weekday Travel Times with and without an Event**




SR 520 is a second east-west cross-lake corridor operating between Redmond and Seattle. SR 520 is currently a four-lane tolled corridor and serves up to 4,800 vph during the PM peak period. Ultimately, the corridor will be six lanes (two general purpose lanes and an HOV lane in each direction). Portions of the project are funded and under construction.

SR 99 is a north-south corridor along the Seattle waterfront. SR 99 is also currently under construction. Today, the corridor provides six lanes through the downtown Seattle area and will be replaced by a four-lane tunnel and expanded Alaskan Way surface street when the project is complete. The tunnel is scheduled to open in 2015-2016, and the new surface street will follow in 2018.

The traffic signals or intersections at the ramp terminals operate as a constraint as traffic exits the freeway to access the Seattle Center area. The overall capacity of the intersection and off-ramp approach of two arterial intersections at the I-5 ramp terminals were reviewed to determine existing off-ramp constraints. This analysis focuses on the off-ramps only as it is most impacted by the inbound regional flows to the arena. On-ramp capacity is discussed in the intersection operations section. The analysis was completed for existing conditions. The study intersections include Mercer Street / Fairview Avenue and Denny Way / Stewart Street. Although Denny Way / Stewart Street does not operate as the actual southbound I-5 off-ramp at Eastlake Avenue / Stewart Street, southwest-bound traffic at Denny Way / Stewart Street has been observed to back up into the Eastlake Avenue / Stewart Street and is the source of off-ramp congestions.

Both intersections operate with a LOS E or better during normal peak operations and during an event. LOS and delay per vehicle is shown in Table 3-13.

**Table 3-13**
**Seattle Center Area Existing Weekday PM Peak Hour Ramp Termini Intersection Operations**

| Ramp Terminal Intersection | Overall LOS / Delay | Off-Ramp LOS / Delay |
|---|---|---|
| Mercer Street / Fairview Avenue | E / 67 | E / 61 |
| Denny Way / Stewart Street | C / 28 | D / 36 |

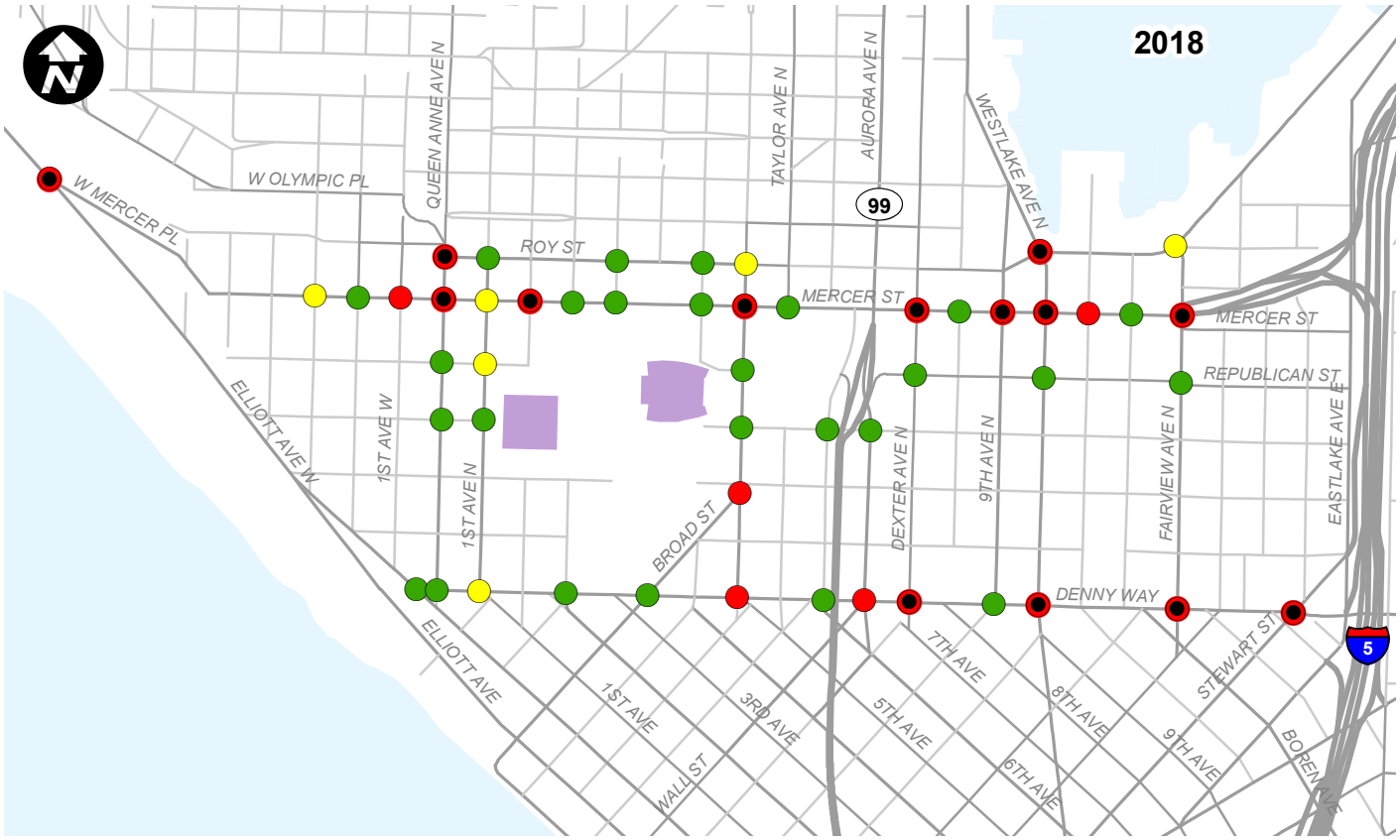
The peak flow of traffic occurs as event patrons arrive for (5:00 to 7:00 PM) and leave (9:00 to 11:00 PM) an event. The peak or worst operating time period occurs during the evening commute when trips not related to events are also operating at their peak. The weekday PM peak hour represents the combined peak activity associated with the arena and peak activity related to the PM peak commute. When traffic exits the Seattle Center in the later evening (9:00 to 11:00 PM), other traffic volumes on the system have decreased.

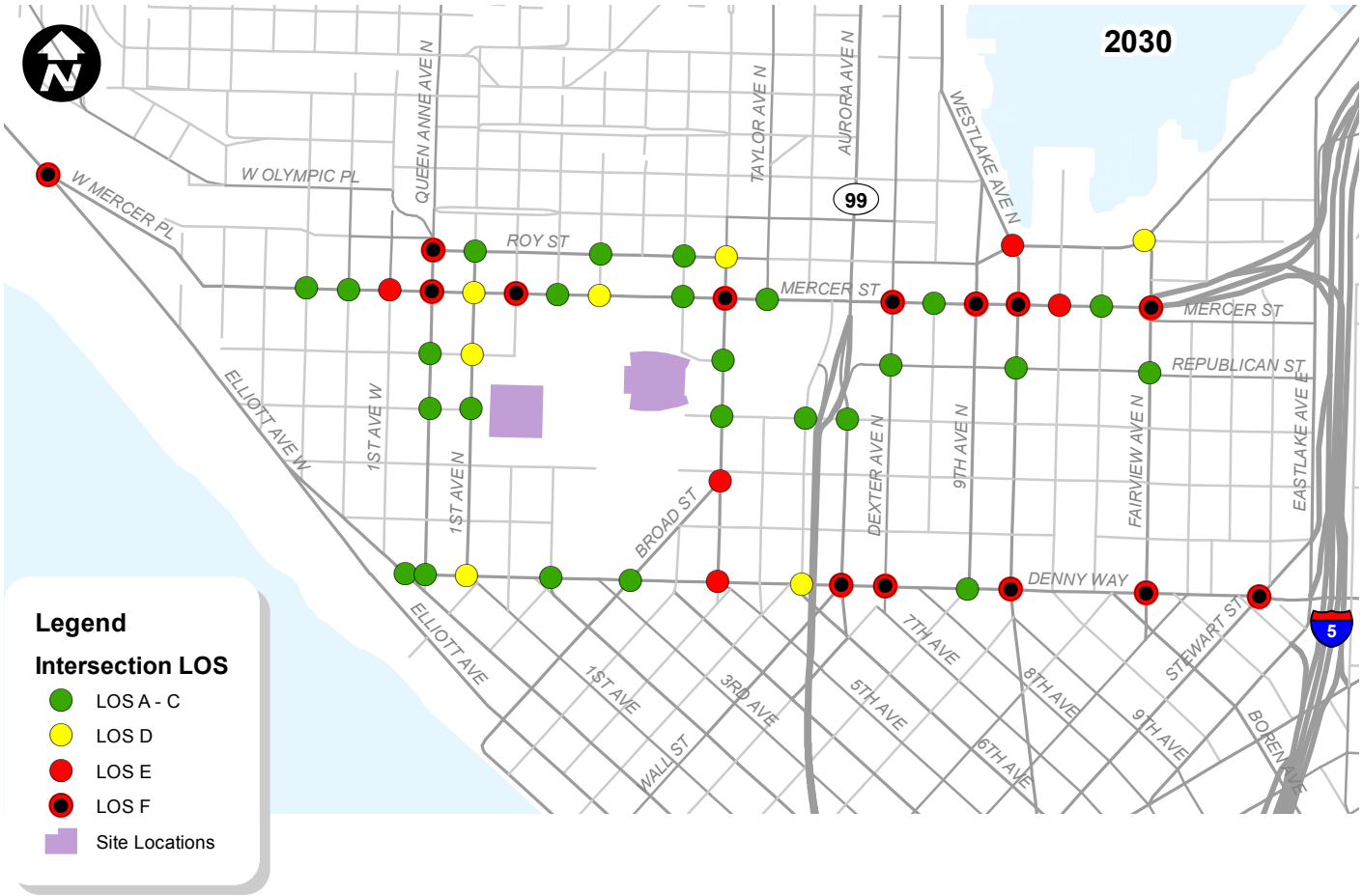
## 3.6.3 Impacts of No Action Alternative

The following sections summarize the results of the traffic operations analysis conducted for the No Action alternative for the Seattle Center study area. This analysis reflects the forecast traffic volumes and roadway improvements anticipated to be completed by the 2018 and 2030 horizon years. Consistent with the analysis of the Affected Environment, this section presents the results of the intersection LOS analysis, corridor performance, and an analysis of regional access to the Seattle Center area.

### 3.6.3.1 Intersection Operations

LOS results for 2018 and 2030 non-event peak hour conditions, with a 12,000 attendee event at KeyArena (Case K1), a 5,000 attendee event at Memorial Stadium (Case M1), and both events concurrently (Case K2/M2), are summarized on Figure 3–50 through Figure 3–52. Detailed LOS summary tables and worksheets for each of these scenarios are included in Attachment E-3, which is available from DPD upon request.



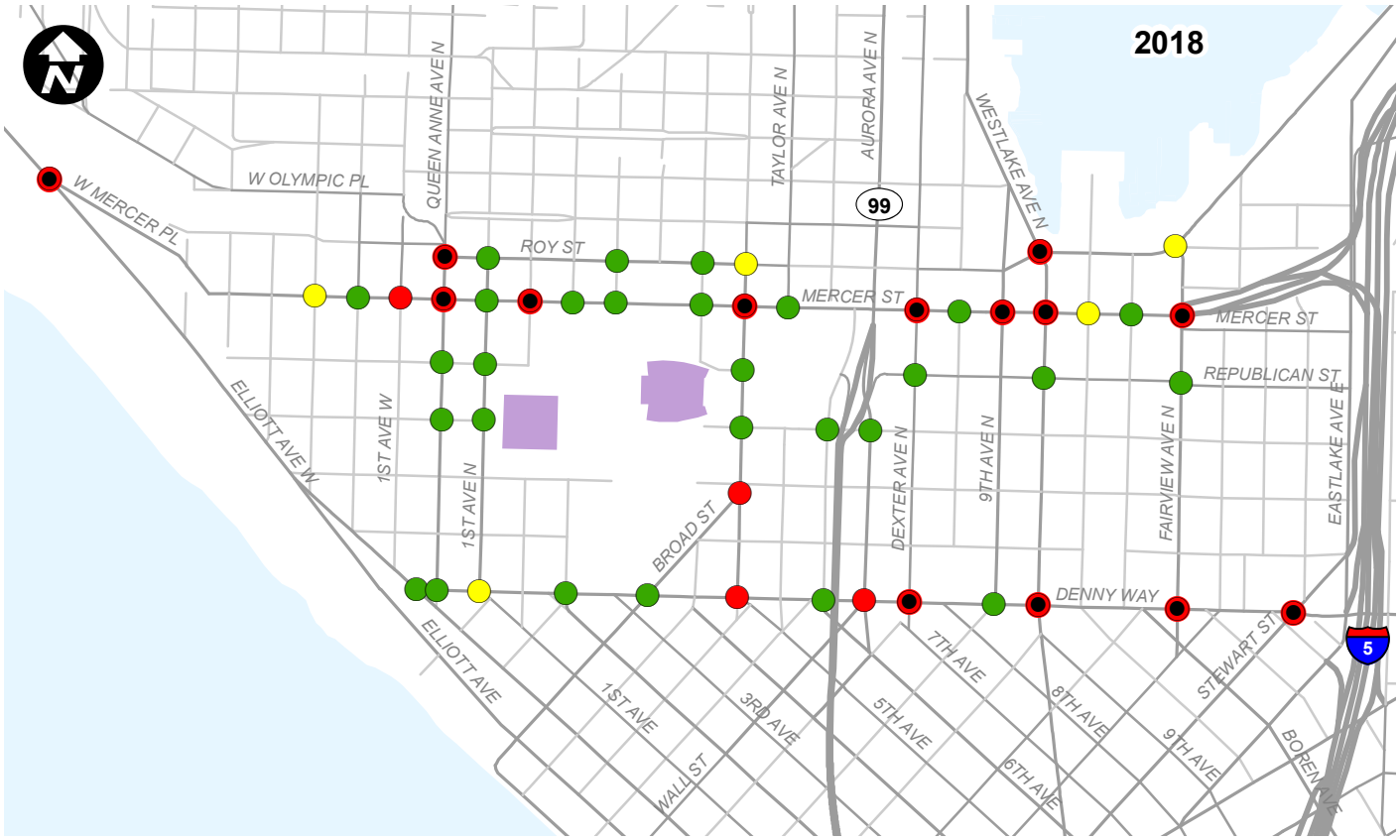



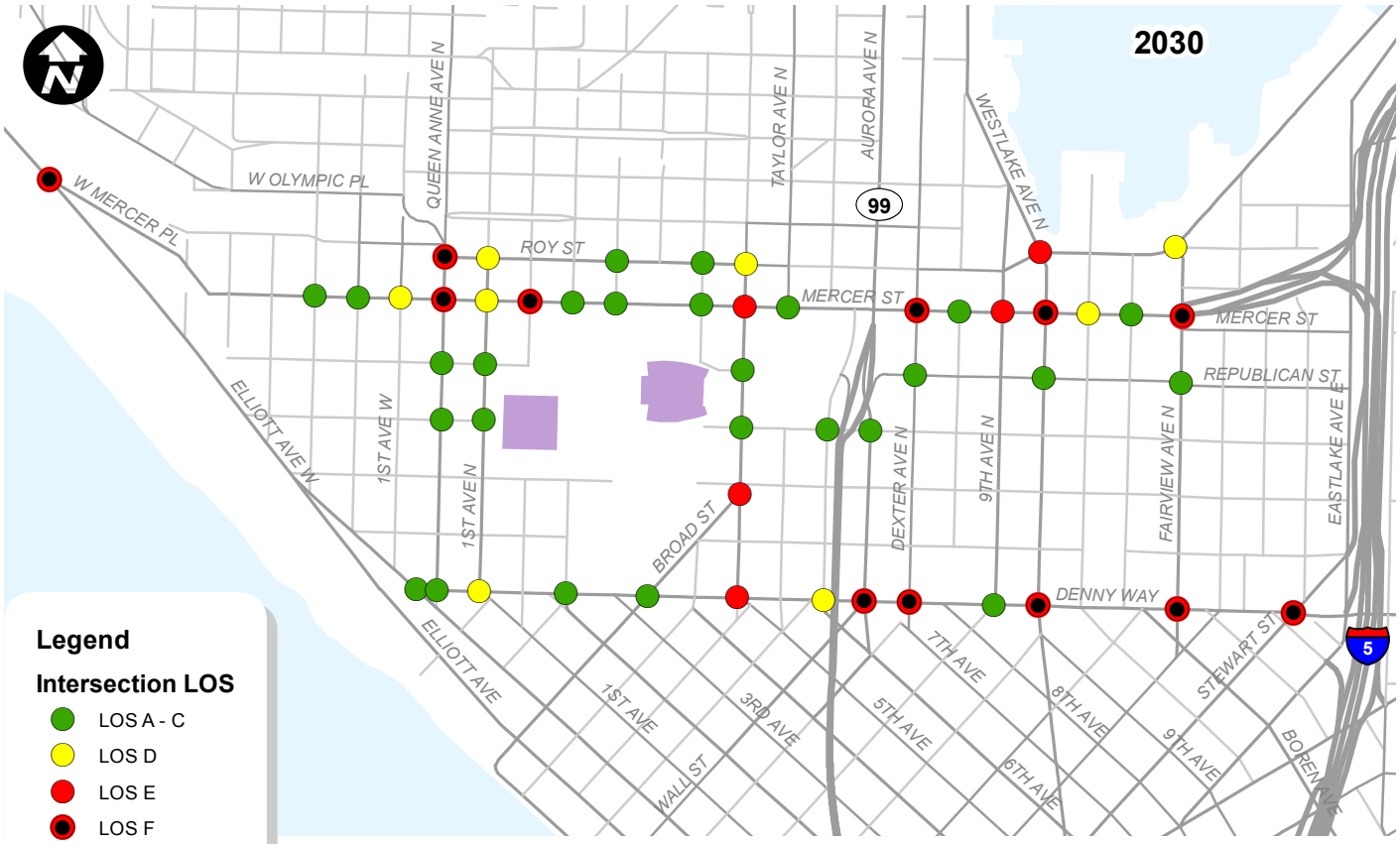

# Seattle Center Area No Action Case K1
# Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**3-50**

transpoGROUP



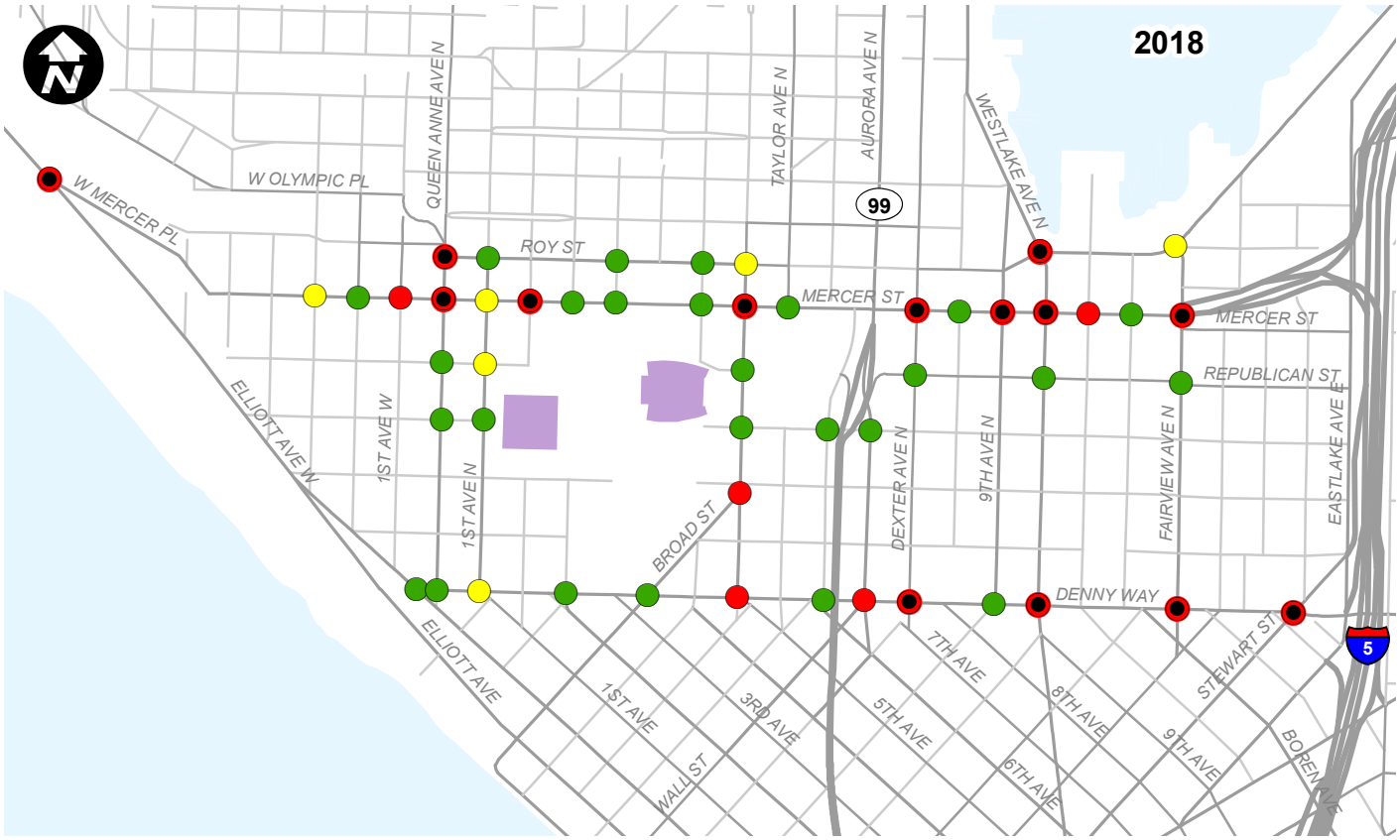



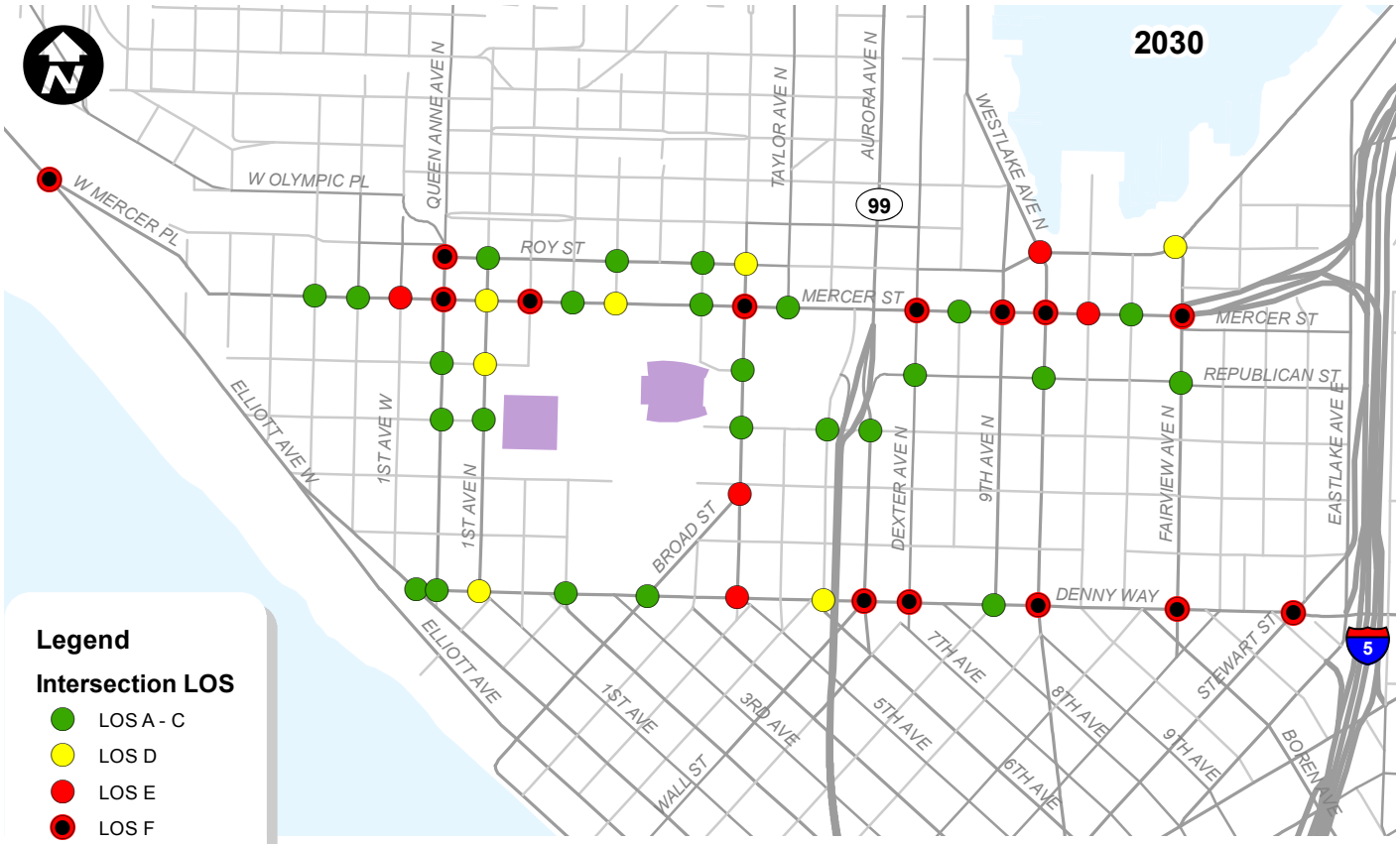

# Seattle Center Area No Action Case M1
# Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**3-51**

transpoGROUP




# Seattle Center Area No Action Case K2/M2 Weekday PM Peak Hour Level of Service

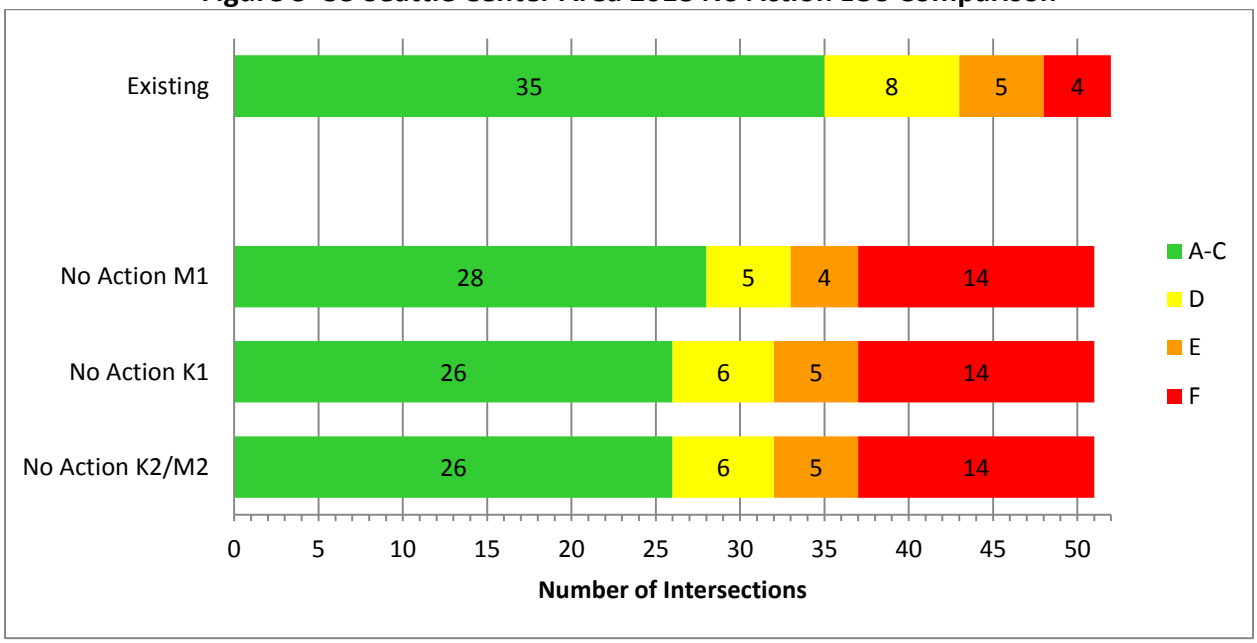
*Seattle Arena*

FIGURE
**3-52**

transpoGROUP

A summary of the No Action LOS for all study area intersections was prepared and compared to existing conditions as summarized on Figure 3–53 for 2018 conditions, and Figure 3–54 for 2030 conditions.

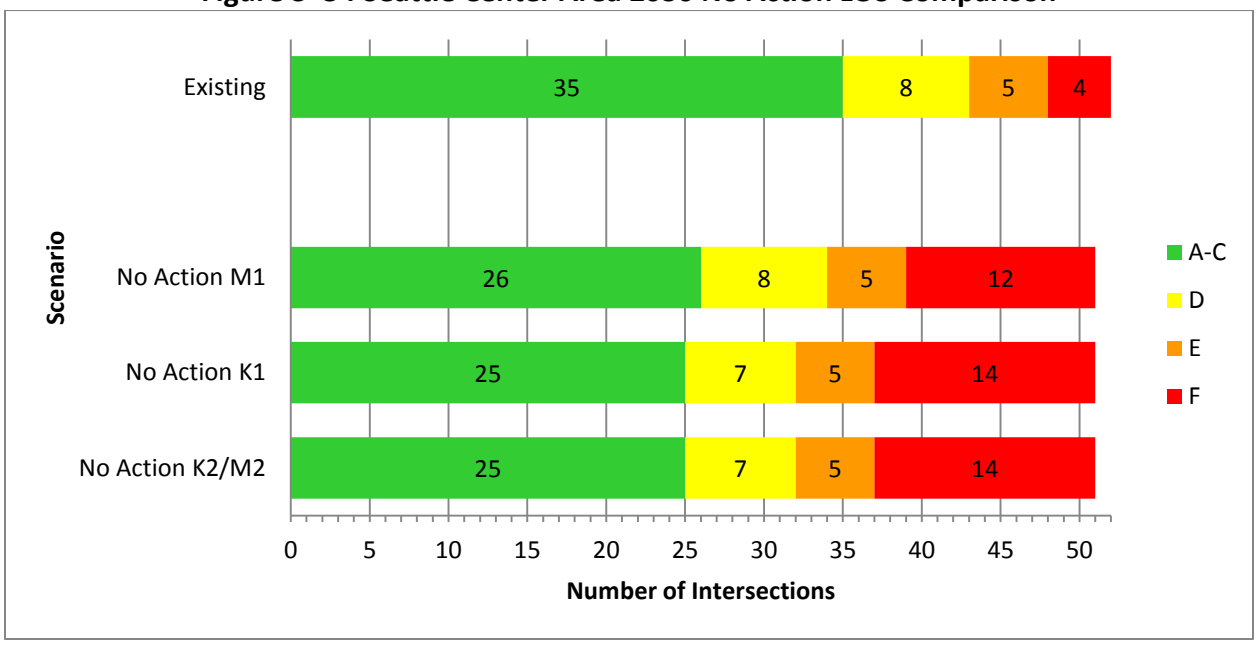
**Figure 3–53 Seattle Center Area 2018 No Action LOS Comparison**




As summarized in these figures:

- Increased traffic volumes and changes in travel patterns result in a greater number of intersections operating at LOS E/F under both 2018 and 2030 conditions.
- The greater attendance level of an event under Case K1 and K2/M2 results in one additional intersection operating at LOS E under 2018 conditions as compared to Case M1 and two additional operating at LOS F for 2030 conditions.

**Figure 3–54 Seattle Center Area 2030 No Action LOS Comparison**




Of the intersections shown to operate at LOS E or LOS F under 2018 No Action conditions (Cases K1, M1, and K2/M2), three are located within the vicinity of the Seattle Center area:

- Warren Avenue N. / Mercer Street
- 5th Avenue N. / Mercer Street
- 5th Avenue N. / Denny Way

All three of these intersections would operate at the same LOS regardless of event case.

Under 2030 No Action conditions (Cases K1, M1, and K2/M2), up to four intersections would operate at LOS E or LOS F within the vicinity of the Seattle Center area:

- Warren Avenue N. / Mercer Street
- 5th Avenue N. / Mercer Street
- 5th Avenue N. / Denny Way
- 1st Avenue N. / Denny Way

Four of these intersections would operate at the same LOS regardless of event case under 2030 conditions, with the 5th Avenue N. / Mercer Street intersection degrading from LOS E for Case K1and M1 to LOS F under Case K2/M2.

As discussed for the Stadium District alternatives, the methodology adds event traffic to non-event PM peak hour conditions with no regard for capacity constraints; congestion often results

in modified travel behavior for non-event traffic. As a result, the cumulative conditions with an event in all cases likely overstate future congestion levels during the PM peak hour.

### 3.6.3.2 Corridor Travel Times

Table 3-14 summarizes the calculated travel times under 2018 conditions on the various routes for weekday PM peak hour under non-event and with event conditions. Table 3-15 summarizes the estimated travel times under 2030 conditions. Existing non-event conditions are also provided for comparison purposes.

**Table 3-14**
**Seattle Center Area 2018 No Action Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case M1 (m:ss[1]) | Case K1 (m:ss) | Case M2/K2 (m:ss) |
|---|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 17:40 (8:59)[2] | 19:30 | 21:09 |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 10:01 (8:32) | 12:37 | 14:47 |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 15:14 (6:18) | 16:48 | 17:30 |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 12:04 (6:54) | 12:42 | 13:06 |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 5:04 (2:55) | 5:16 | 5:25 |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 3:00 (2:40) | 3:02 | 3:04 |

1. m:ss = minutes:seconds
2. Existing non-event travel times provided for comparison.

As shown in Table 3-14:

- Calculated travel times under 2018 conditions increase from existing conditions and further increase with the addition of event traffic, under some cases approximately tripling.
- Travel times under 2018 conditions along routes #1 and #2 which are calculated to exceed 10 minutes with the addition of event traffic, with the addition of event traffic resulting in travel times of approximately 20 minutes or greater for eastbound route #1.
- Travel times along route #3 are calculated to increase to a lesser degree than the other routes. This route is along a north-south roadway that does not provide any direct connect to regional facilities under future conditions and as a result would serve less event traffic than route #1 and #2 corridors.

**Table 3-15**
**Seattle Center Area 2030 No Action Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case M1 (m:ss[1]) | Case K1 (m:ss) | Case M2/K2 (m:ss) |
|---|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 18:37 (8:59)[2] | 21:04 | 22:38 |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 8:28 (8:32) | 10:58 | 13:06 |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 19:46 (6:18) | 21:37 | 22:24 |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 13:00 (6:54) | 13:58 | 14:36 |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 5:18 (2:55) | 5:26 | 5:35 |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 3:09 (2:40) | 3:11 | 3:14 |

1. m:ss = minutes:seconds
2. Existing non-event travel times provided for comparison.

As shown in Table 3-15:

- Under 2030 conditions travel times are generally similar to 2018 conditions. Some travel time routes increase while others decrease under 2030 conditions.
- Travel time changes result from small differences in forecast volumes at some study intersections.
- Similar to 2018 conditions, travel times along route #3 are calculated to only slightly increase since this route does not provide any direct connect to regional facilities under future conditions and would serve less event traffic than route #1 and #2 corridors.

As previously discussed, the event case methodology likely overstates future travel times and congestion due to events.

### 3.6.3.3 Regional Access Analysis

The primary corridors serving the downtown area are I-5 and I-90. Today during the late afternoon commute, these freeways are congested for approximately two to three hours. As traffic demand increases by 2018 and 2030, the hours of congestion or "peak spreading" would lengthen or transit ridership may increase. However because the corridors are "at capacity" today, traffic volumes served would not increase during the peak period of 4:00 to 6:00 PM.

The analysis was conducted for the PM peak hour for the Year 2018 and the Year 2030, with and without an event at the existing stadiums. The expected operations of the study intersections are shown in Table 3-16.

**Table 3-16**
**Seattle Center Area No Action Weekday PM Peak Hour Ramp Terminal Intersection Operations**

| Ramp Terminal Intersection | Scenario | 2018 | | 2030 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Mercer Street / Fairview Avenue | Case K1 | F / >180 | E / >76 | F / >180 | F / 100 |
| | Case M1 | F / >180 | F / >79 | F / >180 | F / 106 |
| | Case M2/K2 | F / >180 | F / >75 | F / >180 | F / 97 |
| Denny Way / Stewart Street | Case K1 | F / 158 | F / >180 | F / 164 | F / 167 |
| | Case M1 | F / 153 | F / >180 | F / 160 | F / 167 |
| | Case M2/K2 | F / 162 | F / >180 | F / 168 | F / 169 |

Under both 2018 and 2030 conditions during the PM peak hour off-ramp intersections are calculated to operate at LOS F at both Denny Way and Mercer Street. I-5 off-ramp approaches operate at LOS F for all cases and analysis years. Long overall intersection delays encountered by drivers are calculated for 2030 conditions at both intersections, and also would occur for the intersection approach from I-5.

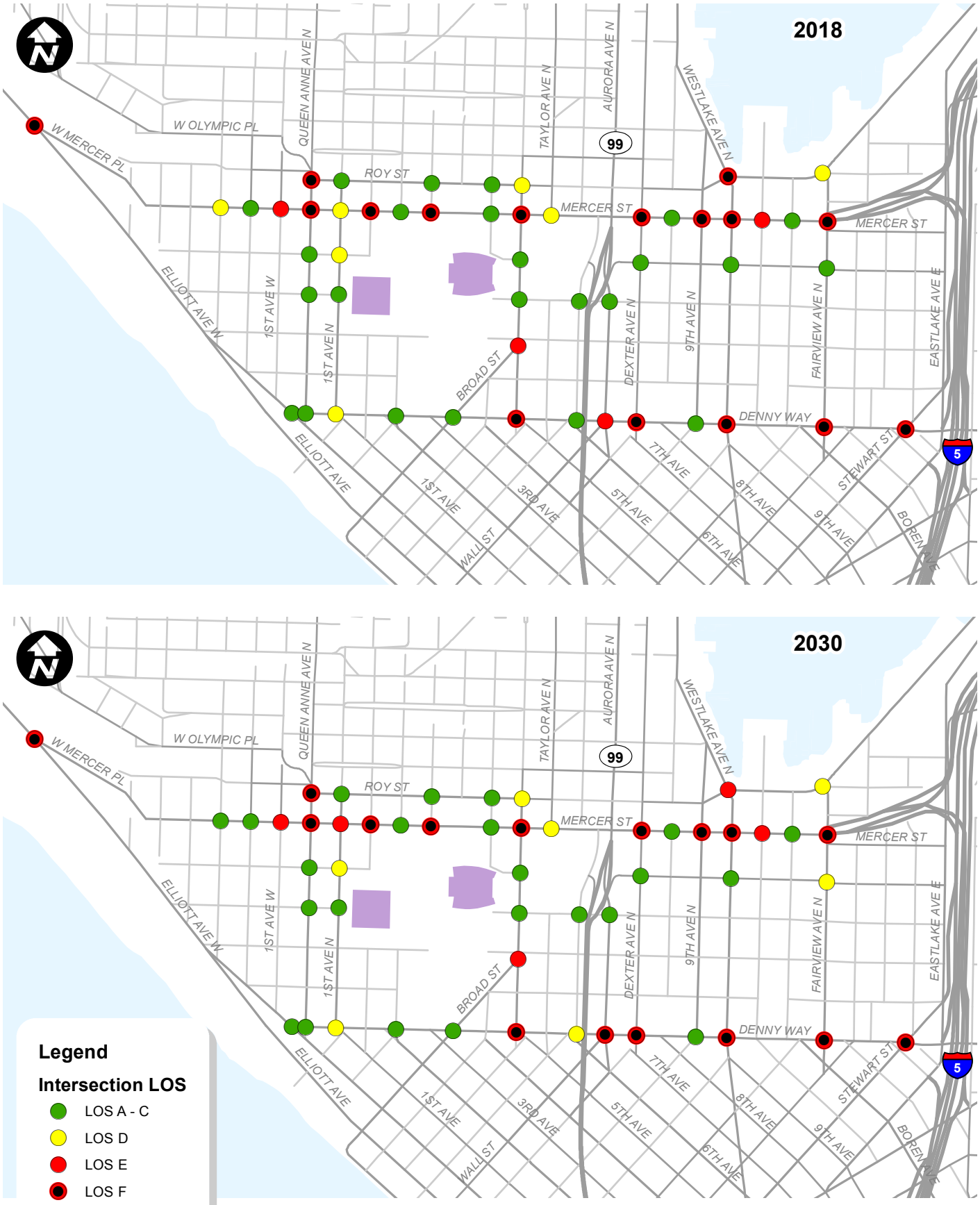
## 3.6.4 Impacts of Alternative 4

As described for traffic volumes, construction impacts related to traffic operations would occur as a result of increased traffic levels. To minimize impacts to operations, a construction management plan would be developed and could include scheduling the most intensive construction activities such that they are spread out over time and prohibiting material deliveries from leaving or entering the area during AM and PM peak hours when feasible.

The following sections summarize the results of the traffic operation analysis conducted for Alternative 4. This analysis reflects the addition of traffic with a 20,000 attendee event at KeyArena (Case K1), and the further addition of a 5,000 attendee event at Memorial Stadium (Case K2). Consistent with the analysis of the Affected Environment, this section presents the results of the intersection LOS analysis, corridor performance, and an analysis of regional access to the Seattle Center area. Methodologies used in the evaluation of the Proposed Action conditions are consistent with those described previously in this chapter.

### 3.6.4.1 Intersection Operations

LOS results for 2018 and 2030 peak hour conditions with the arena event at KeyArena (Case K1) and with the addition of a 5,000-person event at Memorial Stadium (Case K2) are summarized on Figure 3-55 and Figure 3-56. Detailed LOS summary tables and worksheets for each of these scenarios are included in Attachment E-3, which is available from DPD upon request.

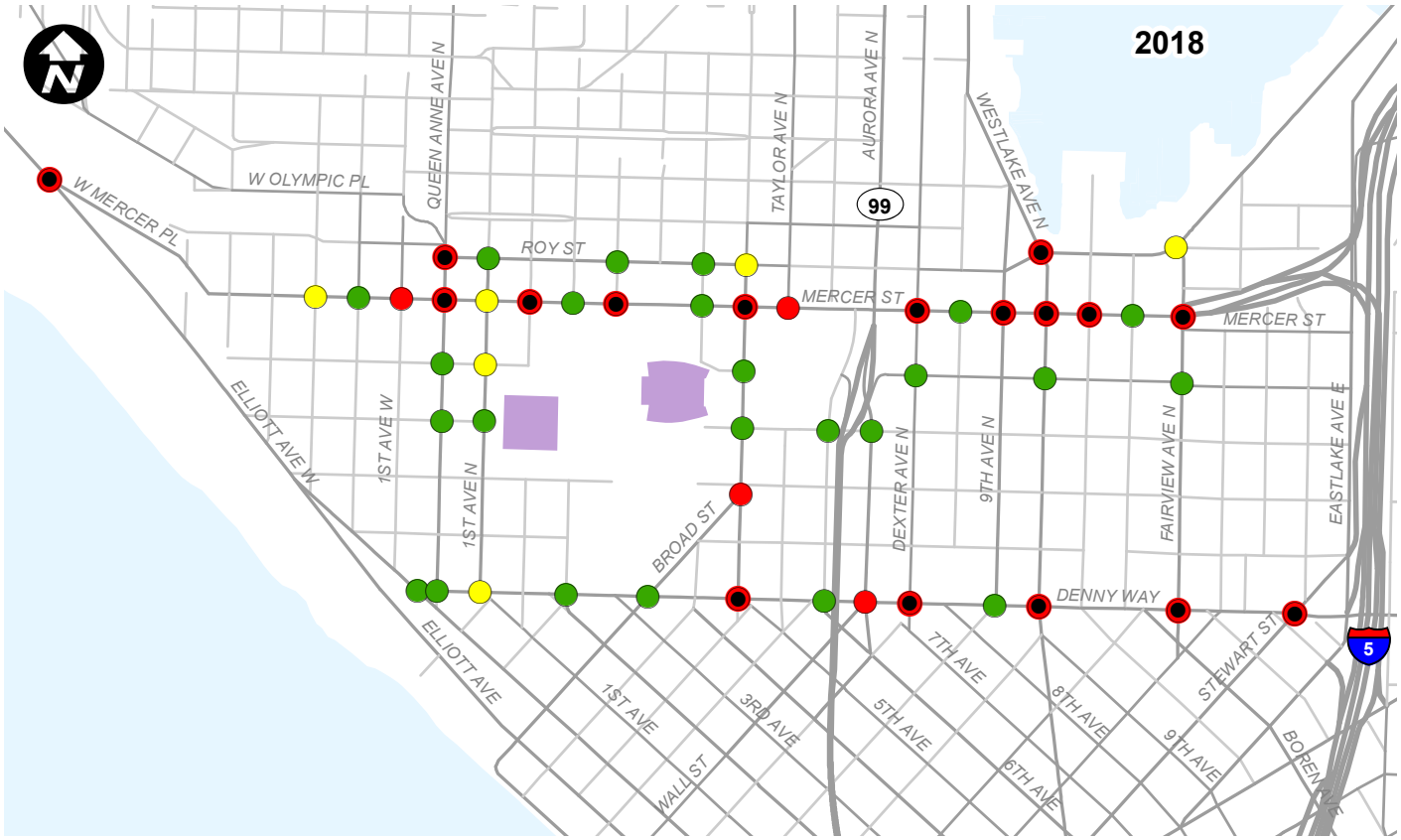


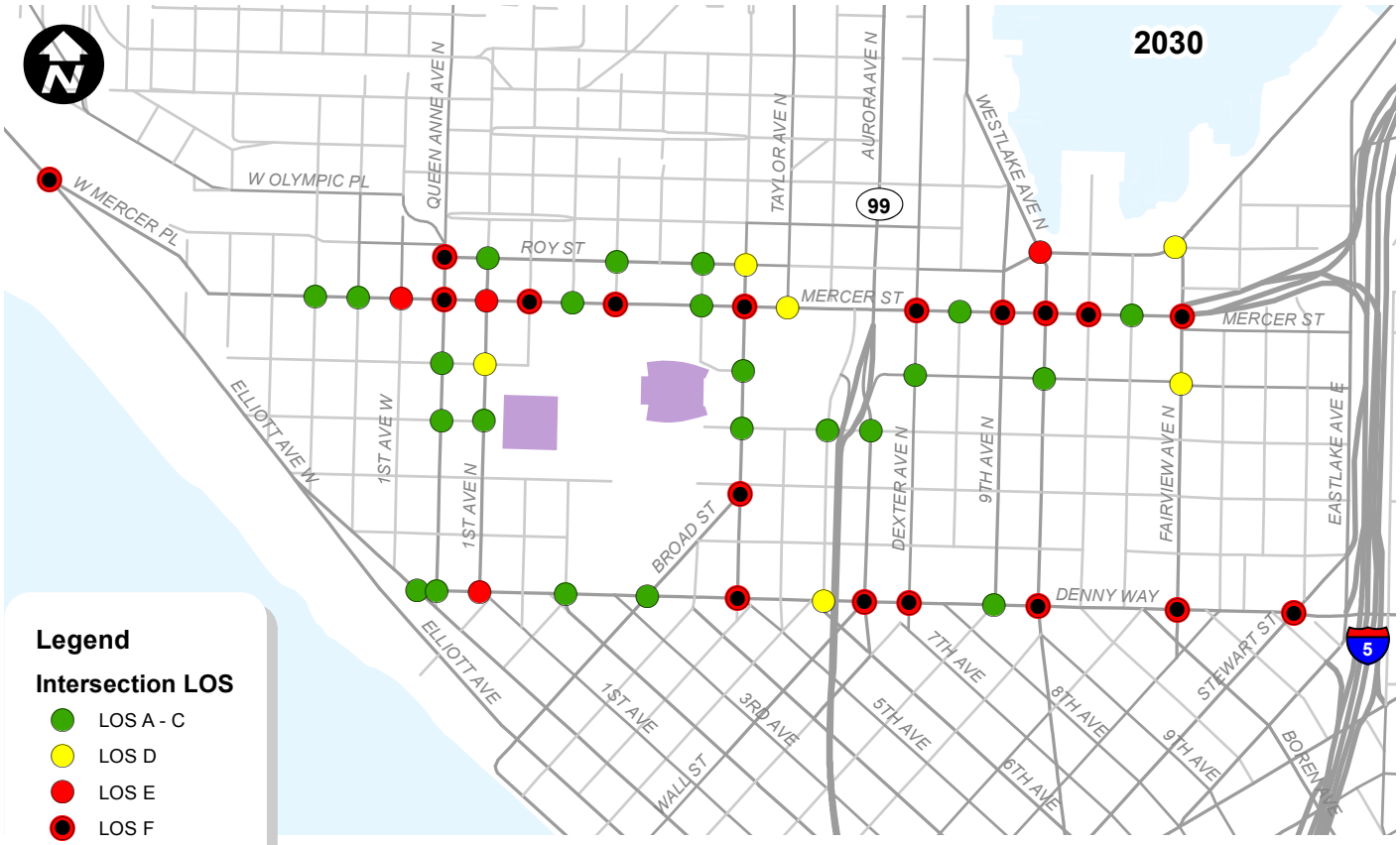

# Seattle Center Area Alternative 4 Case K1
# Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**3-55**

transpoGROUP




# Seattle Center Area Alternative 4 Case K2
# Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**3-56**

transpoGROUP

A summary of the Alternative 4 LOS for all study area intersections was prepared and compared No Action conditions as summarized on Figure 3-57 for 2018 conditions, and Figure 3–58 for 2030 conditions.

**Figure 3–57 Seattle Center Area 2018 Alternative 4 Intersection LOS Comparison**

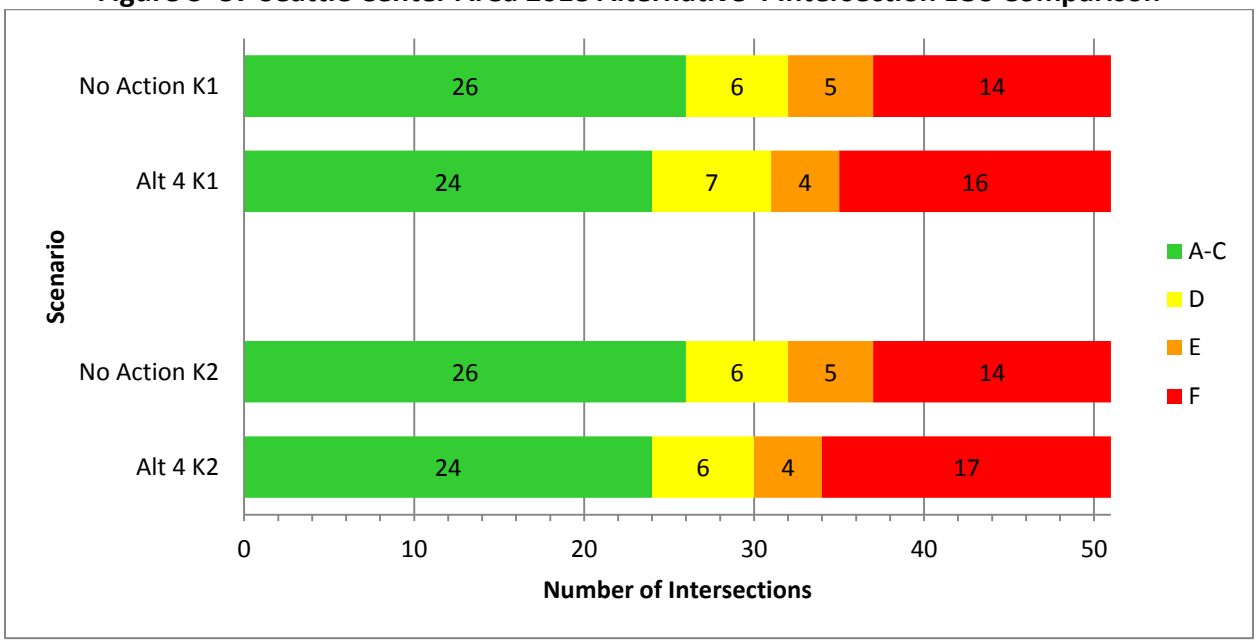
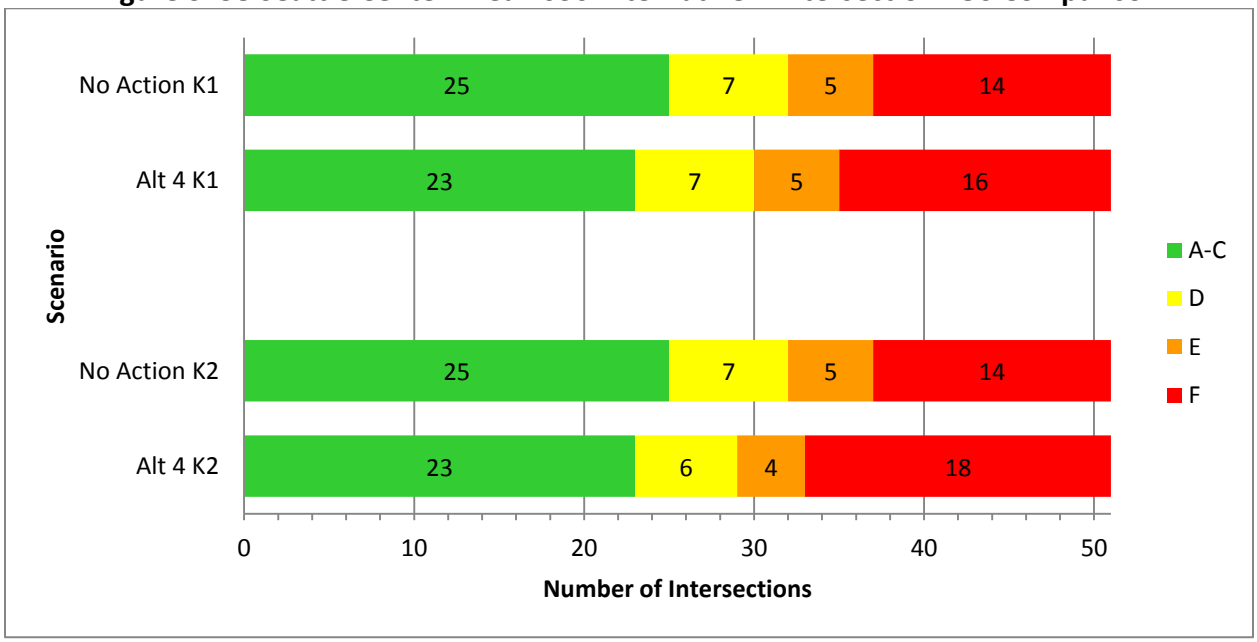



**Figure 3–58 Seattle Center Area 2030 Alternative 4 Intersection LOS Comparison**



As shown on Figure 3–55 and Figure 3–58:

- Throughout the wider study area, the addition of arena event trips would result in one additional intersection operating at a calculated LOS E/F under 2018 Case K1 and two additional intersections under Case K2.
- Under 2030 conditions two additional intersections would operate at LOS E/F under Alternative 4 Case K1 and three additional intersections would operate at LOS E/F under the multiple event case (Alternative 4 Case K2).

Table 3-17 summarizes the intersections that operate at LOS E or LOS F with the addition of arena event traffic under 2018 conditions and forecast results for 2030 conditions are summarized in Table 3-18. Note that some intersections would only operate at LOS E or LOS F under the multiple event scenario (Case K2).

**Table 3-17**
**2018 Alternative 4 Weekday PM Peak Hour Intersections at LOS E or LOS F**

| | Case K1 | | Case K2 | |
|---|---|---|---|---|
| **Roadway** | **No Action** | **Alternative 4** | **No Action** | **Alternative 4** |
| Elliott Avenue W. / W. Mercer Pl | F | F | F | F |
| Queen Anne Avenue N. / Roy Street | F | F | F | F |
| Broad Street / Valley Street | F | F | F | F |
| 1st Avenue W. / W. Mercer Street | E | E | E | E |
| Mercer Street / Queen Anne Avenue N. | F | F | F | F |
| Mercer Street / Warren Avenue N. | F | F | F | F |
| 3rd Avenue N. / Mercer Street | C | F | C | F |
| 5th Avenue N. / Mercer Street | F | F | F | F |
| Mercer Street / Taylor Avenue N. | C | D | C | E |
| Dexter Avenue N. / Mercer Street | F | F | F | F |
| 9th Avenue N. / Mercer Street | F | F | F | F |
| Mercer Street / Westlake Avenue N. | F | F | F | F |
| Mercer Street / Terry Avenue N. | E | E | E | F |
| Fairview Avenue N. / Mercer Street | F | F | F | F |
| 5th Avenue N. / Broad Street | E | E | E | E |
| 5th Avenue / Denny Way | E | F | E | F |
| Aurora Avenue N. / Denny Way | E | E | E | E |
| Denny Way / Dexter Avenue | F | F | F | F |
| Denny Way / Westlake Avenue | F | F | F | F |
| Denny Way / Fairview Avenue | F | F | F | F |
| Denny Way / Stewart Street | F | F | F | F |

**Table 3-18**
**2030 Alternative 4 Weekday PM Peak Hour Intersections at LOS E or LOS F**

| | Case K1 | | Case K2 | |
|---|---|---|---|---|
| **Roadway** | **No Action** | **Alternative 4** | **No Action** | **Alternative 4** |
| Elliott Avenue W. / W. Mercer Pl | F | F | F | F |
| Queen Anne Avenue N. / Roy Street | F | F | F | F |
| Broad Street / Valley Street | E | E | E | E |
| 1st Avenue W. / W. Mercer Street | E | E | E | E |
| Mercer Street / Queen Anne Avenue N. | F | F | F | F |
| 1st Avenue N. / Mercer Street | D | E | D | E |
| Mercer Street / Warren Avenue N. | F | F | F | F |
| 3rd Avenue N. / Mercer Street | D | F | D | F |
| 5th Avenue N. / Mercer Street | F | F | F | F |
| Dexter Avenue N. / Mercer Street | F | F | F | F |
| 9th Avenue N. / Mercer Street | F | F | F | F |
| Mercer Street / Westlake Avenue N. | F | F | F | F |
| Mercer Street / Terry Avenue N. | E | E | E | F |
| Fairview Avenue N. / Mercer Street | F | F | F | F |
| 5th Avenue N. / Broad Street | E | E | E | F |
| 1st Avenue S. / Denny Way | D | D | D | E |
| 5th Avenue / Denny Way | E | F | E | F |
| Aurora Avenue N. / Denny Way | F | F | F | F |
| Denny Way / Dexter Avenue | F | F | F | F |
| Denny Way / Westlake Avenue | F | F | F | F |
| Denny Way / Fairview Avenue | F | F | F | F |
| Denny Way / Stewart Street | F | F | F | F |

### 3.6.4.2 Corridor Travel Times

Table 3-19 summarizes the calculated weekday PM peak hour travel times under 2018 conditions on the defined routes. Table 3-20 summarizes the calculated travel times under 2030 conditions. No Action results conditions are shown in parentheses and provided for comparison purposes.

**Table 3-19**
**2018 Alternative 4 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case K1 (m:ss)[1] | Case K2 (m:ss) |
|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 23:14 (19:30)[2] | 24:31 (21:09) |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 27:02 (12:37) | 31:05 (14:47) |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 17:23 (16:48) | 17:44 (17:30) |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 15:24 (12:42) | 16:00 (13:06) |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 6:13 (5:16) | 6:24 (5:25) |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 3:40 (3:02) | 4:02 (3:04) |

1. m:ss = minutes:seconds
2. No Action travel times provided for comparison.

As shown in Table 3-19 and Table 3-20:

- Travel times under both 2018 and 2030 conditions are calculated to increase with the addition of arena event traffic. In particular, westbound Mercer Street increases substantially to over 30 minutes with the addition of arena traffic due to the majority of traffic (approximately 70 percent) travelling to the Seattle Center area utilizing the Mercer Street corridor.

- It is noted that No Action and all future estimates of event traffic volumes are simply additive to No Action conditions. This additive approach likely overestimates future traffic and congestion related to events. However, it does provide a consistent basis for comparing alternatives. There is no reliable way to assess the amount of diverted non-event traffic likely to occur for any given event.

**Table 3-20**
**2030 Alternative 4 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case K1 (m:ss[1]) | Case K2 (m:ss) |
|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 24:11 (21:04)[2] | 25:29 (22:38) |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 25:20 (10:58) | 29:09 (13:06) |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 22:24 (21:37) | 23:10 (22:24) |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 17:55 (13:58) | 18:48 (14:36) |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 6:19 (5:26) | 6:27 (5:35) |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 3:46 (3:11) | 4:07 (3:14) |

1. m:ss = minutes:seconds
2. No Action travel times provided for comparison.

### 3.6.4.3 Regional Access Analysis

Traffic would access the new arena in the Seattle Center area via I-5, SR 99, and local arterials. It is estimated up to 20 percent of the trips that would access the arena would come from the north via I-5 and 55 percent via I-5 from the south. The other 25 percent of the trips would access the area via local arterials and SR 99.

For an event only at the new arena, up to an additional 1,500 vph would enter the city via I-5 to reach the arena. This is a 6-16 percent increase in trips compared to a typical evening commute on any one of those corridors. Table 3-21 shows the typical traffic volumes for a weekday and the anticipated increase in traffic, with the arena, for each of the event cases.

The typical weekday traffic flow values shown in Table 3-21 are existing volumes but represent anticipated traffic volumes in year 2018. Traffic demand (or volume of vehicles that want to use these corridors) typically increase as redevelopment occurs over time. However because the corridors are at or near capacity, additional traffic is not served during the peak hour of congestion. Therefore today's traffic volume served through these areas during the peak of congestion would be similar in future years unless capacity was increased for I-5.

Table 3-21 also focuses on the directions and locations of I-5 that would experience the greatest increase in trips from an arena event. During the PM peak hour, the majority of the trips (about 94 percent) associated with the arena are inbound trips (or trips heading to the arena).

**Table 3-21**
**2018 Alternative 4 Increase in Weekday PM Peak Hour Traffic on Freeway Corridors**

| Location | Typical Weekday PM Peak Hour Traffic (vph) | Increase in traffic with Arena (vph / % compared to typical weekday traffic) | |
|---|---|---|---|
| | | Case K1 | Case K2 |
| I-5 Southbound (north of Mercer) | 6,700 vph | 400 vph / 6% | 450 vph / 7% |
| I-5 Northbound (south of Olive) | 6,800 vph | 1,100 vph / 16% | 1,250 vph / 18% |

The I-5 and I-90 corridors experience congestion today during the PM peak commute. Today, events at the downtown arenas results in an increase in travel time approaching the city center. The PM peak travel times (on days with events in 2012) increased by up to eight minutes on southbound I-5 between NE 145th and I-90 and up to four minutes on I-90 between I-405 and Rainer Avenue S. It is anticipated with the arena with capacity for 20,000 spectators, PM peak travel times would be similarly affected for a typical event day.

For an event only at the new arena, up to an additional 1,400 vph would enter the city via I-5 to reach the new arena in the year 2030. This is slightly less than the year 2018 condition as it's assumed more people would use transit to access this area. This is a result of Link light rail extensions and other transit improvements that will provide event attendees more options. Increases in traffic and effect to regional travel times on the I-5 and I-90 freeways would be similar in the year 2030 as experienced in the year 2018.

Regional or freeway access to the Seattle Center area is constrained by signals at the terminal of the off-ramps. Overall intersection and off-ramp approach operations of two arterial intersections at the I-5 ramp termini were reviewed. The analysis was conducted for the weekday PM peak hour for 2018 and 2030 horizon years, under Case K1 and K2 and summarized in Table 3-22 and Table 3-23, respectively.

**Table 3-22**
**2018 Alternative 4 Weekday PM Peak Hour Ramp Terminal Intersection Operations**

| Intersection | Scenario | 2018 No Action | | 2018 Alternative 4 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Mercer Street / Fairview Avenue | Case K1 | F / >180 | E / >76 | F / >180 | F / 103 |
| | Case K2 | F / >180 | F / >75 | F / >180 | F / 122 |
| Denny Way / Stewart Street | Case K1 | F / 158 | F / >180 | F / 160 | F / >180 |
| | Case K2 | F / 162 | F / >180 | F / 163 | F / >180 |

**Table 3-23**
**2030 Alternative 4 Weekday PM Peak Hour Ramp Terminal Intersection Operations**

| Intersection | Scenario | 2030 No Action | | 2030 Alternative 4 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Mercer Street / Fairview Avenue | Case K1 | F / >180 | F / 100 | F / >180 | F / 102 |
| | Case K2 | F / >180 | F / 97 | F / >180 | F / 113 |
| Denny Way / Stewart Street | Case K1 | F / 164 | F / 167 | F / 166 | F / 169 |
| | Case K2 | F / 168 | F / 169 | F / 169 | F / 169 |

Under both 2018 and 2030 conditions during the PM peak hour off-ramp conditions operate at LOS E/F at both Denny Way and Mercer Street and are similar to No Action conditions. The further addition of event traffic would add to the already poor off-ramp terminal operations that are forecast to occur under No Action conditions.

In addition to the traffic operations impacts outlined above, the increases in event traffic volumes related to an arena would have an impact on emergency vehicle access and circulation to the KeyArena site as well as through the area. This may require emergency response vehicles to use on-board flashing lights and sirens to navigate through the congestion and reduce delays. In addition, during periods of heavy congestion, manual traffic control may be necessary to facilitate the passage of emergency vehicles.

### 3.6.4.4 Post-Event Traffic Operations

At the end of a sporting event at the Seattle Center attendees typically depart the venue in a highly concentrated flow that can affect traffic operations within the vicinity of the venue. Post-event traffic counts for sporting event in the SoDo area[33] indicate that the peak 15 minutes near the end of an event can range between 30 to 40 percent of the total hourly flow that includes this peak with traffic volumes greatest travelling away from the venue.

[33] Seattle Mariners, April 11, 2013

As a result of this surge, professional sporting events in Seattle typically implement a Traffic Control Plan (TCP) to aid in the dispersion of event attendees to the transportation network. A TCP helps to alleviate this outbound surge in event attendees. However, post-event surge traffic volumes are usually less than the peak 15-minute period during a non-event peak evening commute period. As a result, the analysis of the peak evening commute period represents a worst-case condition.

### 3.6.5 Impacts of Alternative 5

As described for traffic volumes, construction impacts related to traffic operations would occur as a result of increased traffic levels. To minimize impacts to operations, a construction management plan would be developed and could include scheduling the most intensive construction activities such that they are spread out over time and prohibiting material deliveries from leaving or entering the area during AM and PM peak hours when feasible.

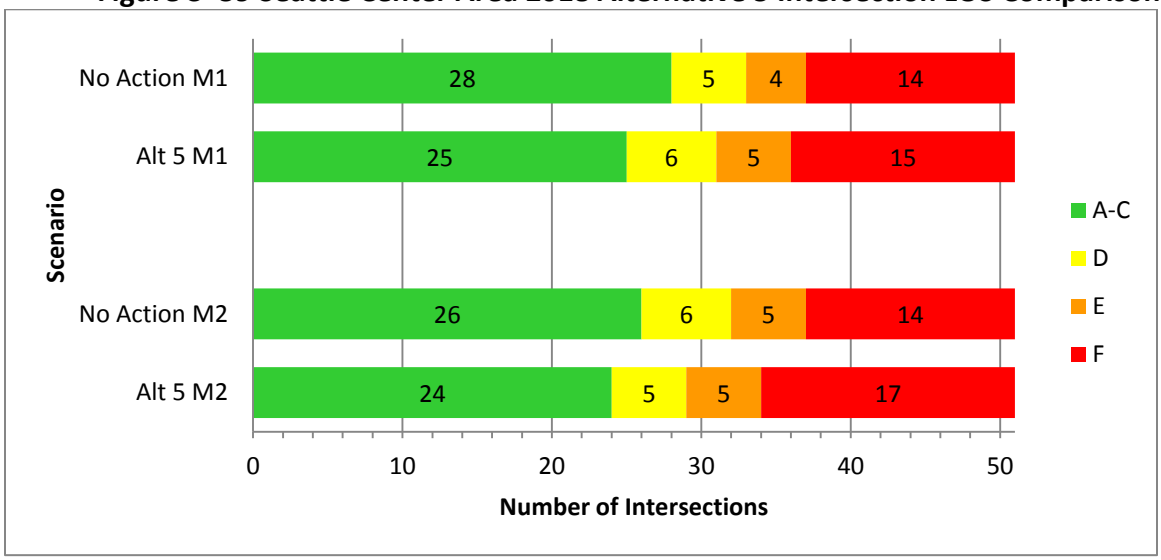
The following sections summarize the results of the traffic operation analysis conducted for Alternative 5. This analysis reflects the addition of traffic with a 20,000 attendee event at Memorial Stadium (Case M1), and the addition of a 12,000 attendee event at KeyArena (Case M2).

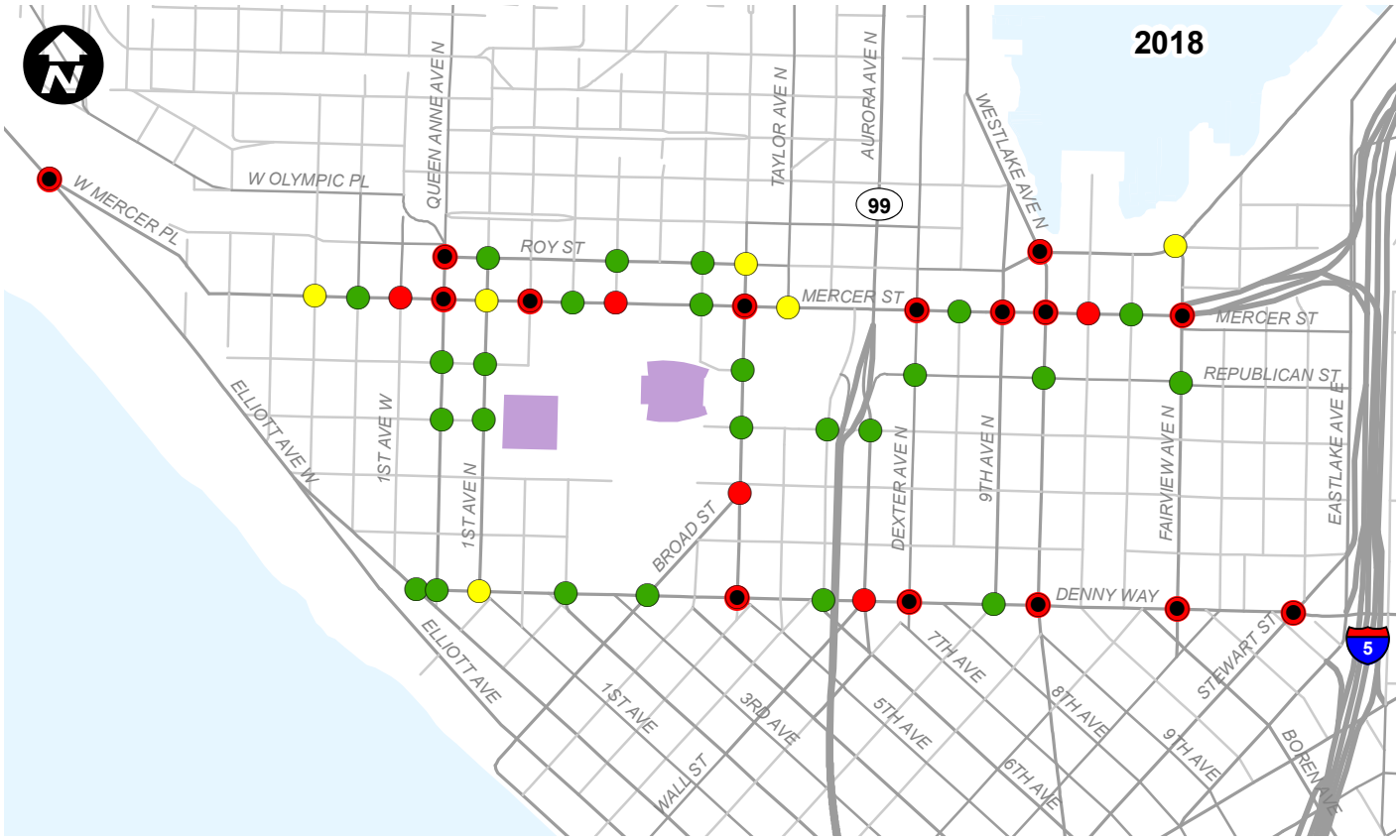
#### 3.6.5.1 Intersection Operations

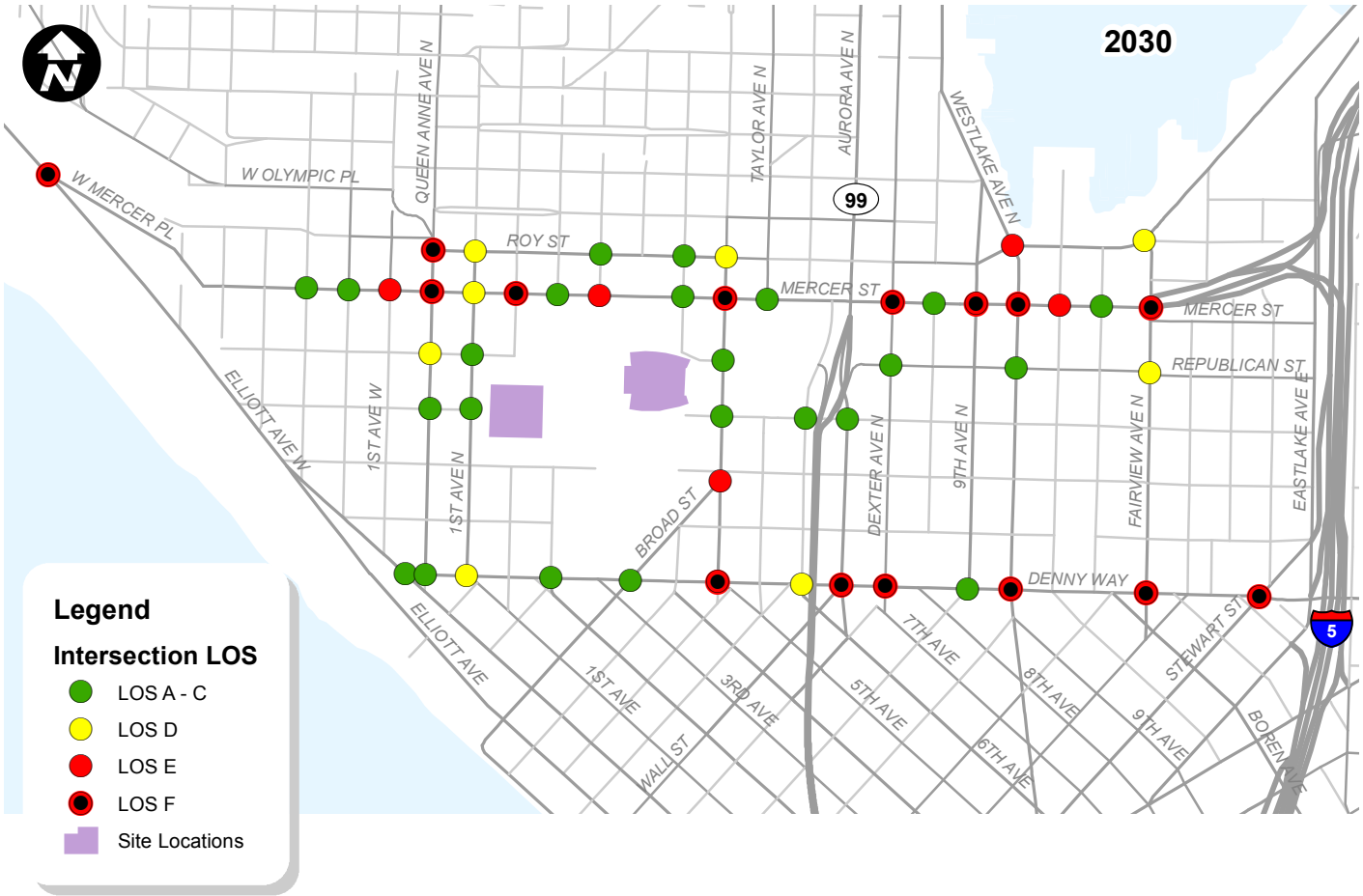
LOS results for 2018 and 2030 peak hour conditions for Alternative 5 Cases M1 and M2 are presented on Figure 3–60 and Figure 3–61. Detailed LOS summary tables and worksheets for each of these scenarios are included in Attachment E-3, which is available from DPD upon request.

A summary of the Alternative 5 LOS for all study area intersections was prepared and compared No Action conditions as summarized on Figure 3–59 for 2018 conditions, and Figure 3–62 for 2030 conditions.

**Figure 3–59 Seattle Center Area 2018 Alternative 5 Intersection LOS Comparison**





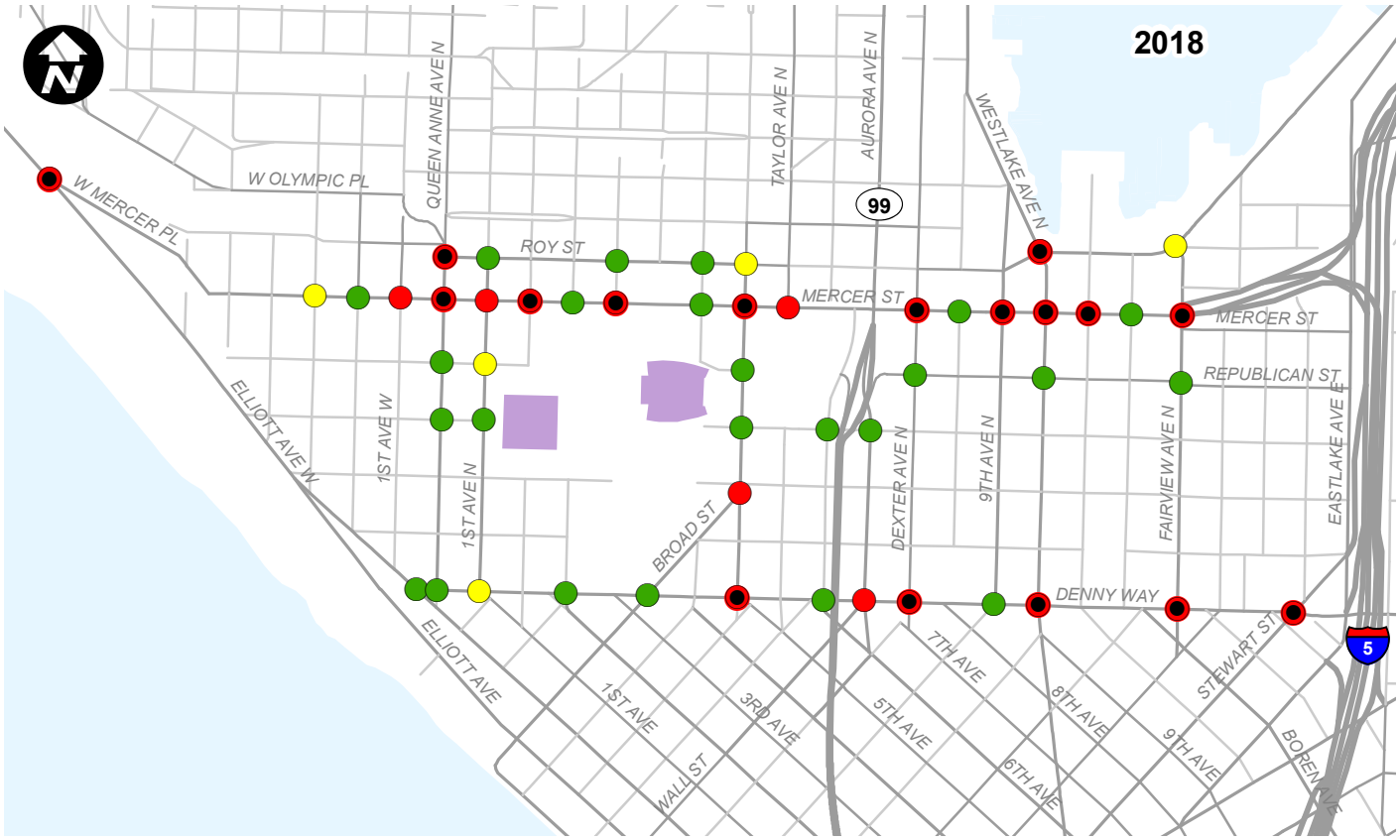



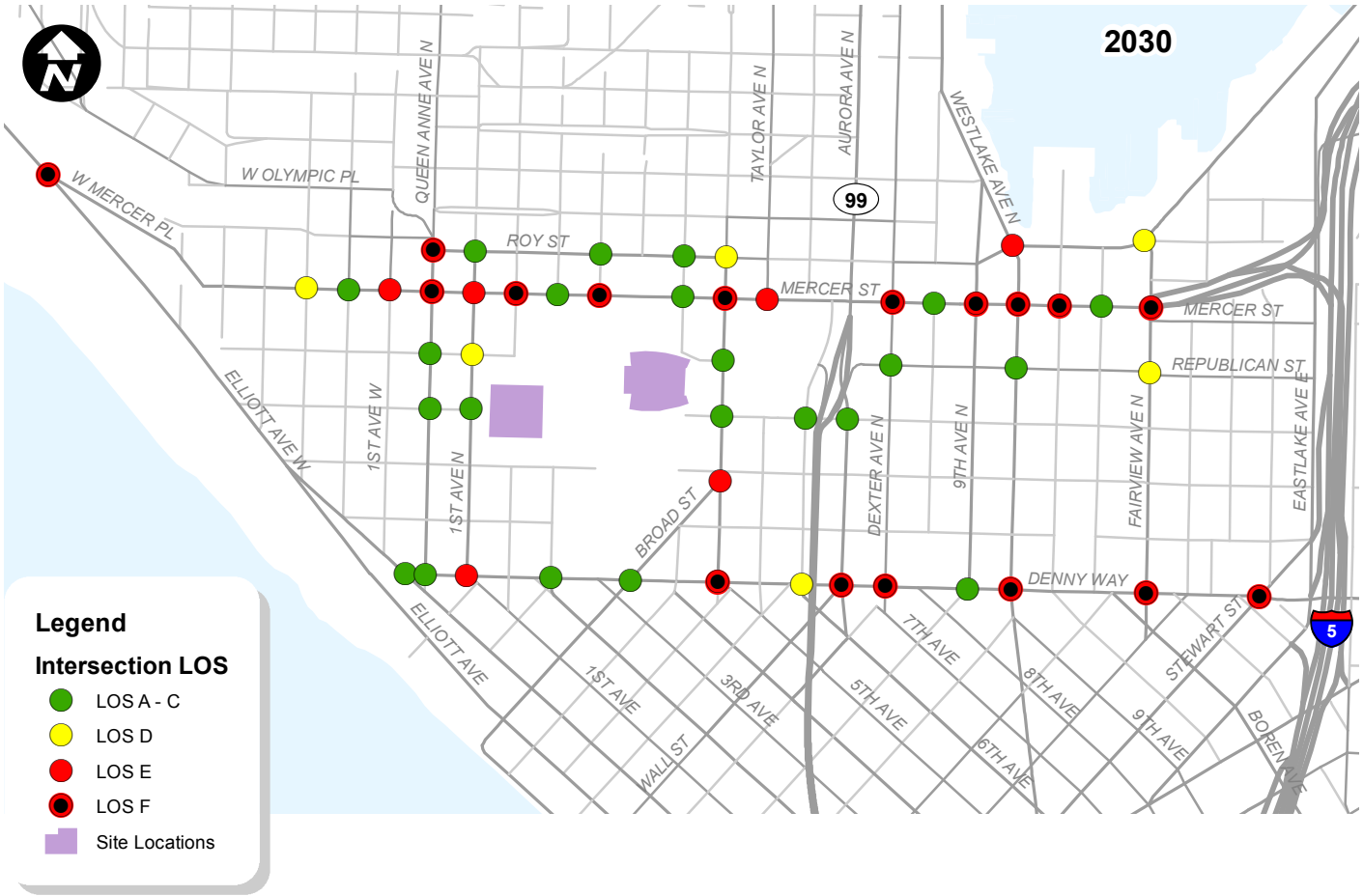

# Seattle Center Area Alternative 5 Case M1
# Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**3-60**

transpoGROUP



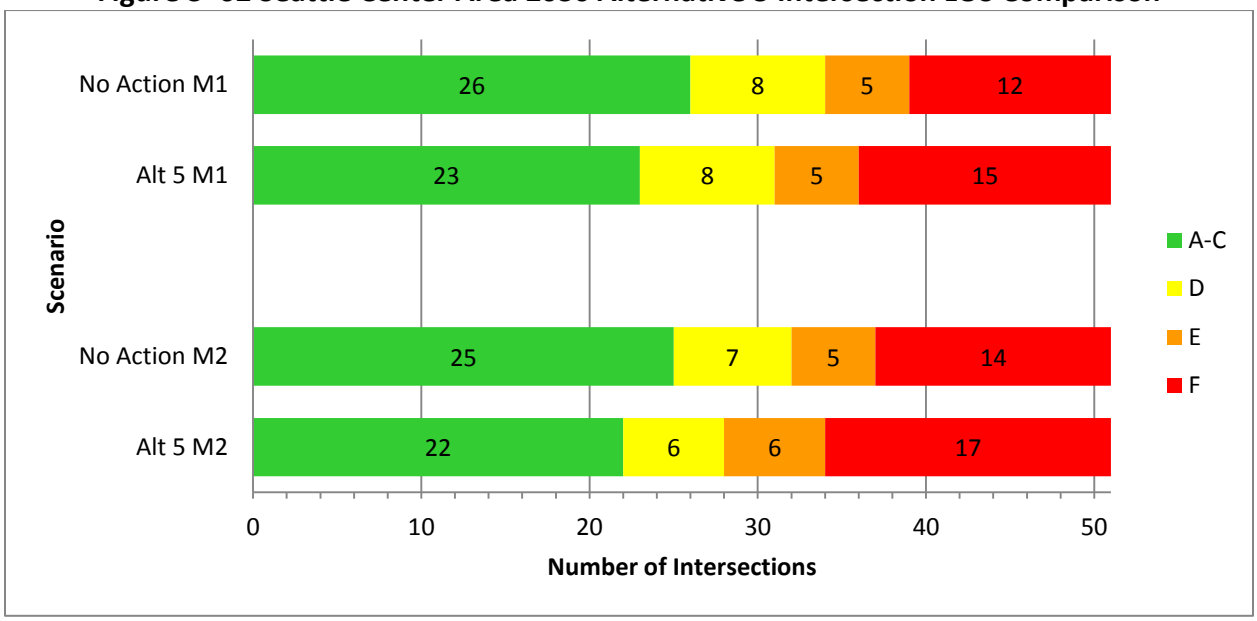

# Seattle Center Area Alternative 5 Case M2
# Weekday PM Peak Hour Level of Service

*Seattle Arena*

FIGURE
**3-61**

transpoGROUP

**Figure 3–62 Seattle Center Area 2030 Alternative 5 Intersection LOS Comparison**




As shown:

- Throughout the wider study area, the addition of arena event trips would result in two additional intersections operating at a calculated LOS E/F under 2018 Case M1 and three additional intersections under Case M2.
- Under 2030 conditions, three additional intersections would operate at LOS F for Alternative 5 Case M1 and four additional intersections would operate at LOS E/F for Alternative 5 Case M2.

Table 3-24 summarizes the intersections that operate at LOS E or LOS F with the addition of arena event traffic under 2018 conditions and forecast results for 2030 conditions are summarized in Table 3-25. Note that some intersections would only operate at LOS E or LOS F under the multiple event scenario (Case M2).

**Table 3-24**
**2018 Alternative 5 Weekday PM Peak Hour Intersections at LOS E or LOS F**

| | Case M1 | | Case M2 | |
|---|---|---|---|---|
| **Roadway** | **No Action** | **Alternative 5** | **No Action** | **Alternative 5** |
| Elliott Avenue W. / W. Mercer Pl | F | F | F | F |
| Queen Anne Avenue N. / Roy Street | F | F | F | F |
| Broad Street / Valley Street | F | F | F | F |
| 1st Avenue W. / W. Mercer Street | E | E | E | E |
| Mercer Street / Queen Anne Avenue N. | F | F | F | F |
| 1st Avenue N. / Mercer Street | C | D | D | E |
| Mercer Street / Warren Avenue N. | F | F | F | F |
| 3rd Avenue N. / Mercer Street | B | E | C | F |
| 5th Avenue N. / Mercer Street | F | F | F | F |
| Mercer Street / Taylor Avenue N. | C | D | C | E |
| Dexter Avenue N. / Mercer Street | F | F | F | F |
| 9th Avenue N. / Mercer Street | F | F | F | F |
| Mercer Street / Westlake Avenue N. | F | F | F | F |
| Mercer Street / Terry Avenue N. | D | E | E | F |
| Fairview Avenue N. / Mercer Street | F | F | F | F |
| 5th Avenue N. / Broad Street | E | E | E | E |
| 5th Avenue / Denny Way | E | F | E | F |
| Aurora Avenue N. / Denny Way | E | E | E | E |
| Denny Way / Dexter Avenue | F | F | F | F |
| Denny Way / Westlake Avenue | F | F | F | F |
| Denny Way / Fairview Avenue | F | F | F | F |
| Denny Way / Stewart Street | F | F | F | F |

**Table 3-25**
**2030 Alternative 5 Weekday PM Peak Hour Intersections at LOS E or LOS F**

| | Case M1 | | Case M2 | |
|---|---|---|---|---|
| **Roadway** | **No Action** | **Alternative 5** | **No Action** | **Alternative 5** |
| Elliott Avenue W. / W. Mercer Pl | F | F | F | F |
| Queen Anne Avenue N. / Roy Street | F | F | F | F |
| Broad Street / Valley Street | E | E | E | E |
| 1st Avenue W. / W. Mercer Street | D | E | E | E |
| Mercer Street / Queen Anne Avenue N. | F | F | F | F |
| 1st Avenue N. / Mercer Street | D | D | D | E |
| Mercer Street / Warren Avenue N. | F | F | F | F |
| 3rd Avenue N. / Mercer Street | C | E | D | F |
| 5th Avenue N. / Mercer Street | E | F | F | F |
| Mercer Street / Taylor Avenue N. | C | C | C | E |
| Dexter Avenue N. / Mercer Street | F | F | F | F |
| 9th Avenue N. / Mercer Street | E | F | F | F |
| Mercer Street / Westlake Avenue N. | F | F | F | F |
| Mercer Street / Terry Avenue N. | D | E | E | F |
| Fairview Avenue N. / Mercer Street | F | F | F | F |
| 5th Avenue N. / Broad Street | E | E | E | E |
| 1st Avenue S. / Denny Way | D | D | D | E |
| 5th Avenue / Denny Way | E | F | E | F |
| Aurora Avenue N. / Denny Way | F | F | F | F |
| Denny Way / Dexter Avenue | F | F | F | F |
| Denny Way / Westlake Avenue | F | F | F | F |
| Denny Way / Fairview Avenue | F | F | F | F |
| Denny Way / Stewart Street | F | F | F | F |

### 3.6.5.2 Corridor Travel Times

Table 3-26 summarizes the calculated weekday PM peak hour travel times under 2018 conditions on the defined routes. Table 3-27 summarizes the calculated travel times under 2030 conditions. No Action results conditions are shown in parentheses and provided for comparison purposes.

**Table 3-26**
**2018 Alternative 5 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case M1 (m:ss)[1] | Case M2 (m:ss) |
|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 22:47 (17:40)[2] | 26:37 (21:09) |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 25:40 (10:01) | 37:33 (14:47) |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 16:57 (15:14) | 19:17 (17:30) |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 15:21 (12:04) | 17:00 (13:06) |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 6:20 (5:04) | 6:44 (5:25) |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 3:22 (3:00) | 3:51 (3:04) |

1. m:ss = minutes:seconds
2. No Action travel times provided for comparison.

As shown in Table 3-26 and Table 3-27:

- Travel times under both 2018 and 2030 conditions are calculated to increase with the addition of arena event traffic. In particular, westbound Mercer Street increases substantially to over 30 minutes with the addition of arena traffic due to the majority of traffic (approximately 70 percent) travelling to the Seattle Center area utilizing the Mercer Street corridor.

- It is noted that No Action and all future estimates of event traffic volumes are simply additive to No Action conditions. While existing counts and analysis show modest impacts to traffic volumes and operations on event days, this additive approach likely overestimates future traffic and congestion related to events. However, it does provide a consistent basis for comparing alternatives. There is no reliable way to assess the amount of diverted non-event traffic likely to occur for any given event.

**Table 3-27**
**2030 Alternative 5 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case M1 (m:ss[1]) | Case M2 (m:ss) |
|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 23:21 (18:37)[2] | 27:11 (22:38) |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 22:26 (8:28) | 33:18 (13:06) |
| 2 | Denny Way from Queen Anne Avenue to Stewart Street | EB | 21:55 (19:46) | 24:26 (22:24) |
| | Denny Way from Stewart Street to Queen Anne Avenue | WB | 17:29 (13:00) | 19:40 (14:36) |
| 3 | 5th Avenue N. from Denny Way to W. Mercer Street | NB | 6:19 (5:18) | 6:38 (5:35) |
| | 5th Avenue N. from W. Mercer Street to Denny Way | SB | 3:28 (3:09) | 3:52 (3:14) |

1. m:ss = minutes:seconds
2. No Action travel times provided for comparison.

### 3.6.5.3 Regional Access Analysis

Traffic would access the new arena in the Seattle Center area via I-5, SR 99, and local arterials. It is estimated up to 20 percent of the trips that would access the arena would come from the north via I-5 and 55 percent via I-5 from the south. The other 25 percent of the trips would access the area via local arterials and SR 99.

For an event only at the new arena, up to an additional 1,500 vph would enter the city via I-5 to reach the Seattle Center area. This is a 6-15 percent increase in trips compared to a typical evening commute on any one of those corridors. Table 3-28 shows the typical traffic volumes for a weekday and the anticipated increase in traffic with the arena, and also with the combined with other events.

The typical weekday traffic flow values shown in Table 3-28 are existing volumes but represent anticipated traffic volumes in year 2018. Traffic demand (or volume of vehicles that want to use these corridors) increase as land use changes. However because the corridors are at or near capacity, additional traffic is not served during the peak hour of congestion. Therefore today's traffic volume served through these areas during the peak of congestion would be similar in future years unless capacity was increased for I-5.

Table 3-28 also focuses on the directions and locations of I-5 that would experience the greatest increase in trips from an arena event. During the PM peak hour, the majority of the trips (about 94 percent) associated with the arena are inbound trips (or trips heading to the arena).

**Table 3-28**
**2018 Alternative 5 Weekday PM Peak Hour Increase in Traffic on Freeway Corridors**

| Location | Typical Weekday PM Peak Hour Traffic (vph) | Increase in traffic with Arena (vph / % compared to typical weekday traffic) | |
|---|---|---|---|
| | | Case M1 | Case M2 |
| I-5 Southbound (north of Mercer) | 6,700 vph | 400 vph / 6% | 550 vph / 8% |
| I-5 Northbound (south of Olive) | 6,800 vph | 1,100 vph / 15% | 1,450 vph / 21% |

The I-5 and I-90 corridors experience congestion today during the PM peak commute. Today, events at the downtown arenas results in an increase in travel time approaching the city center. The PM peak travel times (on days with events in 2012) increased by up to eight minutes on southbound I-5 between NE 145th and I-90 and up to four minutes on I-90 between I-405 and Rainer Avenue S. It is anticipated with the arena with capacity for 20,000 spectators, PM peak travel times would be similarly affected for a typical event day with an event only at the new arena (Case M1).

For an event only at the new arena, up to an additional 1,400 vph would enter the city via I-5 to reach the new arena in the year 2030. This is slightly less than the year 2018 condition as it's assumed more people would use transit to access this area. This is a result of Link light rail extensions and other transit improvements that will provide event attendees more options. Increases in traffic and effect to regional travel times on the I-5 and I-90 freeways would be similar in the year 2030 as experienced in the year 2018.

Regional or freeway access to the Seattle Center area is constrained by signals at the terminal of the off-ramps. Overall intersection and off-ramp approach operations of two arterial intersections at the I-5 ramp termini were reviewed. The analysis was conducted for the weekday PM peak hour for 2018 and 2030 horizon years, under Case M1 and M2 and summarized in Table 3-29 and Table 3-30, respectively.

**Table 3-29**
**2018 Alternative 5 Weekday PM Peak Hour Ramp Terminal Intersection Operations**

| Intersection | Scenario | No Action | | Alternative 5 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Mercer Street / Fairview Avenue | Case M1 | F / >180 | E / >79 | F / >180 | F / 97 |
| | Case M2 | F / >180 | E / 75 | F / >180 | F / 148 |
| Denny Way / Stewart Street | Case M1 | F / 153 | F / >180 | F / 160 | F / >180 |
| | Case M2 | F / 162 | F / >180 | F / 168 | F / >180 |

**Table 3-30**
**2030 Alternative 5 Weekday PM Peak Hour Ramp Terminal Intersection Operations**

| Intersection | Scenario | No Action | | Alternative 5 | |
|---|---|---|---|---|---|
| | | Overall LOS / Delay | Off-Ramp LOS / Delay | Overall LOS / Delay | Off-Ramp LOS / Delay |
| Mercer Street / Fairview Avenue | Case M1 | F / >180 | F / 106 | F / >180 | F / 96 |
| | Case M2 | F / >180 | F / 97 | F / >180 | F / 126 |
| Denny Way / Stewart Street | Case M1 | F / 159 | F / 167 | F / 166 | F / 169 |
| | Case M2 | F / 168 | F / 169 | F / 174 | F / 170 |

Under both 2018 and 2030 conditions during the PM peak hour off-ramp conditions operate at LOS E/F at both Denny Way and Mercer Street and are similar to No Action conditions. The further addition of event traffic would add to the already poor off-ramp terminal operations that are forecast to occur under No Action conditions.

In addition to the traffic operations impacts outlined above, the increases in event traffic volumes related to an arena would have an impact on emergency vehicle access and circulation to the Memorial Stadium site as well as through the area. This may require emergency response vehicles to use on-board flashing lights and sirens to navigate through the congestion and reduce delays. In addition, during periods of heavy congestion, manual traffic control may be necessary to facilitate the passage of emergency vehicles.

### 3.6.5.4 Post-Event Traffic Operations

At the end of a sporting event at the Seattle Center attendees typically depart the venue in a highly concentrated flow that can affect traffic operations within the vicinity of the venue. Post-event traffic counts for sporting event in the SoDo area[34] indicate that the peak 15 minutes near the end of an event can range between 30 to 40 percent of the total hourly flow that includes this peak with traffic volumes greatest travelling away from the venue.

[34] Seattle Mariners, April 11, 2013

As a result of this surge, professional sporting events in Seattle typically implement a Traffic Control Plan (TCP) to aid in the dispersion of event attendees to the transportation network. A TCP helps to alleviate this outbound surge in event attendees. However, post-event surge traffic volumes are usually less than the peak 15-minute period during a non-event peak evening commute period. As a result, the analysis of the peak evening commute period represents a worst-case condition.

### 3.6.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Event schedule protocol and management
- Public information coordinator
- Directional event signage
- Variable message and parking guidance signage
- SDOT traffic control center improvements
- Traffic signal control / improvements
- Event ingress / egress plan
- Construction management plan

### 3.6.7 Secondary and Cumulative Impacts

There would be direct impacts to general vehicular traffic caused by an increase in traffic volumes and congestion for the No Action Alternative by 2018 and 2030. These impacts would be increased on game days. Secondary and cumulative impacts to other motorists could occur by drivers choosing to reroute to avoid congestion at specific intersections.

### 3.6.8 Significant Unavoidable Adverse Impacts

Several additional intersections are forecast to operate at LOS E or LOS F, in No Action and with additional traffic due to events at an arena at the site of KeyArena or Memorial Stadium. On event days, delays would be expected to increase as a result of arena event traffic. Some of these increases may be significant.

## 3.7 Freight and Goods Movement

This section describes the existing, No Action, and magnitude of future impacts associated with Alternatives 4 and 5 on the movement of freight and goods within the Seattle Center area.

### 3.7.1 Methodology

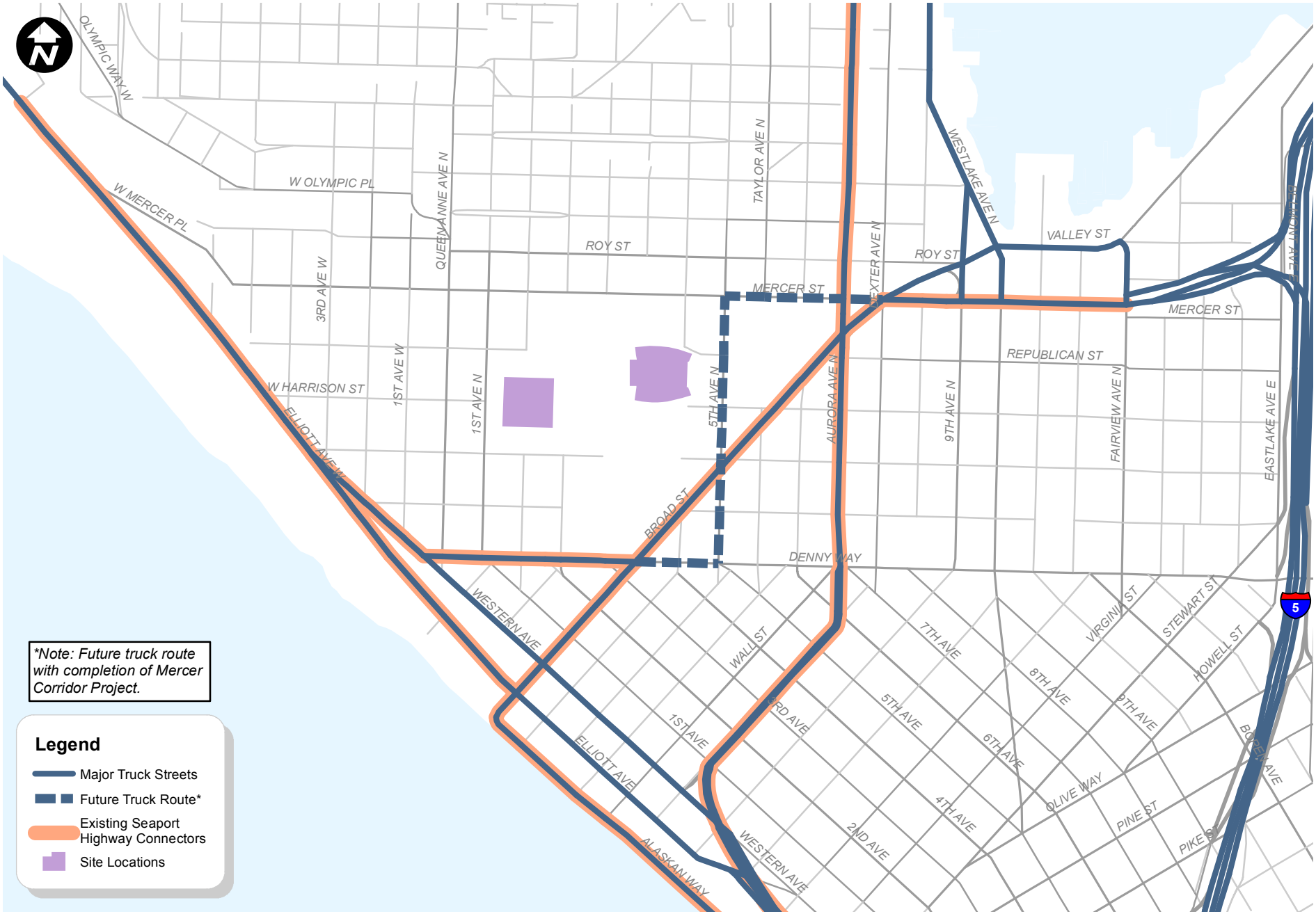
The impacts of the alternatives on freight and goods movements are evaluated based on the effect of the added magnitude and frequency of additional event traffic on freight activity. Thus, changes in specific intersection and arterial performance at locations along identified truck routes are evaluated. Technical data presented in this section is consistent with data presented in the traffic operations section of this report.

### 3.7.2 Affected Environment

#### 3.7.2.1 Transportation Network

Within the Seattle Center area, local and federal agencies have designated several roadways in the study area as Major Truck Routes and Seaport Highway Connectors. Figure 3–63 identifies these truck facilities within the study area. Two classes of truck facility are identified:

- Major Truck Routes and Seaport Highway Connector
    - Elliott Avenue W., north of Broad Street
    - Broad Street south of Mercer Street
    - Aurora Avenue N.
    - Western Avenue from Elliott Avenue W. to Denny Way
    - Denny Way from Western Avenue to Broad Street
    - Mercer Street from Dexter Avenue N. and Broad Street to Fairview Avenue N.
- Major Truck Routes only
    - Western Avenue south of Denny Way
    - Broad Street north of Mercer Street
    - 9th Avenue N., north of Mercer Street
    - Westlake Avenue N., north of Mercer Street
    - Fairview Avenue N., north of Mercer Street
    - Valley Street between Westlake Avenue N. and Fairview Avenue N
    - Elliott Avenue south of Broad Street




# Seattle Center Area Freight Facilities

*Seattle Arena*

FIGURE
**3-63**

transpoGROUP

Trucks with over-legal loads utilize Mercer Street and Broad Street to access the waterfront and the CBD. These routes maintain a 20' by 20' design envelope.

#### 3.7.2.2 Traffic Volumes

Due to ongoing construction along the Mercer Street corridor, current traffic counts were not conducted, as the data would not be indicative of stable conditions. Historical traffic counts[35] along the corridor showed that truck volumes over a 16-hour period totaled 450 semi-trucks utilized the I-5 ramps, 100 semi-trucks along Broad Street and 50 trucks were noted to use Westlake Avenue. The Synchro traffic models obtained from the City included heavy vehicles percentages of two percent. Future analyses conducted for this evaluation utilized the same assumptions.

#### 3.7.2.3 Traffic Operations

Individual intersection and corridor operations have a significant impact on the efficiency and cost associated with the movement of freight and goods. This section highlights the traffic operations along the key corridors utilized by freight, as designated by the City of Seattle. This analysis focuses mainly on the Mercer Street corridor as that is the primary connection to the area from the regional system.

The analysis of existing conditions reflects the completion of the east section of the Mercer Street corridor. The results of the intersection analysis identified three of the seven intersections east of and including the Dexter Avenue N. intersection that are "currently"[36] operating at LOS E/F during the weekday PM peak hour. Truck traffic utilizing Mercer Street to access Elliot Avenue or Western will incur delay at these intersections commensurate with the delay experienced by all traffic. Likewise, corridor level impacts would experience similar delay and travel time impacts. It is noted that large trucks may experience additional delays during periods of extreme congestion as trucks require more clear space to enter and clear an intersection.

The travel time corridors identified for this review included Mercer Street from 3rd Avenue W. to Fairview Avenue N. This corridor was identified based on its designation as a Major Truck Street as well as its functionality with respect to access to the Seattle Center Area alternative sites. Existing travel times for this section of Mercer Street were calculated at approximately 9 minutes in the eastbound direction and 8.5 minutes in the westbound direction.

### 3.7.3 Impacts of No Action Alternative

Forecast conditions under the No Action alternative for freight and goods movement within the Seattle Center area are described in the following sections. With the changes in roadway infrastructure future discussions focus primarily on the Mercer Street corridor, due to its

[35] Mercer Corridor Improvements Project Transportation Discipline Report, November 2006.

[36] Assumes completion of the east portion of the West Mercer Improvement Project

regional access and future east-west linkages and future impacts of the development alternatives.

#### 3.7.3.1 Transportation Network

Several planned projects were identified that will affect truck travel within the study area. These include:

- **Alaskan Way Viaduct Replacement – North Portal**: This portion of the project provides connections to the transportation system in the Seattle Center area. This includes the following connections:
    - **Tunnel Access at Republican Street and 6th Avenue N.:** Access to SR 99 will be provided via new ramps at Republican Street. The northbound off-ramp traffic will exit to the east toward Dexter Avenue N. and the southbound traffic will merge onto SR 99 via a reconfigured 6th Avenue N. between Harrison Street and Mercer Street west of SR 99. The new 6th Avenue N. roadway will have one to two lanes in each direction and a traffic signal at the SR 99 ramp intersection.
    - **New Street Connections to Aurora Avenue N. (SR 99):** John Street, Thomas Street, and Harrison Street will connect to Aurora Avenue N. Thomas Street will have bike lanes between Dexter Avenue N. and 5th Avenue N. Aurora Avenue N. will have two travel lanes in each direction, an additional transit-only lane, and turn pockets between Denny Way and Harrison Street. The Denny Way intersections with John Street, Thomas Street, and Harrison Street will be signalized.
- **Mercer Corridor:** This project includes the conversion of two-way traffic flows along Mercer Street between I-5 and Elliott Avenue W. The main purpose is to improve the east-west connection in the area by turning Mercer Street into a two-way corridor and improving access for pedestrians and bicyclists. The project is separated into two phases: Mercer East and Mercer West. The impact to the study area of each phase is:
    - **Mercer East:** This portion of the project is located between Fairview Avenue N. and Dexter Avenue N. It provides two-way operations along both Mercer Street and Valley Street. The portion along Mercer Street is complete and has three travel lanes in each direction and sidewalks on both sides. Two new traffic signals are provided along Mercer Street at the Terry Avenue NE and Boren Avenue N. intersections. Valley Street is currently under construction and will have one lane in each direction with bicycle and pedestrian improvements. The project is scheduled to be completed by summer of 2013.
    - **Mercer West:** The portion stretches from Dexter Avenue N. to 5th Avenue W. Mercer Street will have three travel lanes in each direction between Dexter Avenue N. and Aurora Avenue N., two lanes in each direction between 5th Avenue N. and 2nd Avenue N., and one lane in each direction between 2nd

Avenue N. and 5th Avenue W. Roy Street will also be converted to have two-way operations with one lane of travel lane in each direction. Pedestrian and bicycle improvements will be provided along both Mercer Street and Roy Street, including bike lanes in both directions along Roy Street between 5th Avenue N. and Queen Anne Avenue N., a bike path on the north side of Mercer Street near the Aurora Avenue underpass, and new and / or improved sidewalks along the project corridor. In addition, with completion of the project Broad Street will be removed and the major truck street / seaport highway connector will shift to 5th Avenue N. between Denny Way and Mercer Street and Mercer Street from 5th Avenue N. to I-5. This project is scheduled to be complete by mid-2015 and will connect to improvements made in the area related to the Alaskan Way Viaduct Replacement Project.

#### 3.7.3.2 Traffic Volumes

2018 traffic volumes along the Mercer Street corridor are forecast to nominally increase over the existing estimates by less than one percent during the weekday PM peak hour conditions. Traffic forecasts for the year 2030 are approximately two percent greater than the 2018 forecasts. Truck percentages assumed in the future No Action analyses were two percent for all approaches to each intersection. Based on the application of a 2 percent truck factor, traffic volumes along Mercer Street would total 100 trucks per weekday PM peak hour. Given the estimates of 450 trucks counted at the I-5 off-ramp in a 16-hour period, the assumption of 2 percent should be considered conservative as it totals approximately 25 percent of the total truck volume. It is unlikely that 25 percent of the observed truck volumes would occur during the 1-hour PM peak hour time period. In fact, many truck drivers specifically avoid travel during these periods given the difficulty of travel.

Along Broad Street the 2018 and 2030 forecasts reflect negligible growth over the existing traffic volumes. This is due primarily due to the reconfiguration of Broad Street and the elimination of the direct connection to W. Mercer Street. Trucks exiting I-5 at W. Mercer Street will still be able to access Broad Street, but utilize the 5th Avenue N. connection to do so.

#### 3.7.3.3 Traffic Operations

Since the 2030 analysis presented in the Traffic Operations section represents the worst operating condition, this analysis reports operations for 2030 conditions only. The analysis indicates that in the future (2030) five of the seven intersections are forecast to operate at LOS E/F along W. Mercer Street from Dexter Avenue N. to I-5. Truck traffic utilizing Mercer Street to access Elliot Avenue or Western Avenue will incur delay at key intersections increasing travel times through the corridor overall.

The travel time analysis conducted for the W. Mercer Street corridor showed 2030 travel times of 18.5 minutes in the westbound direction and 8.5 in the eastbound direction. This represents no noticeable change in the eastbound direction and increase of approximately 9.5 minutes in the westbound direction as compared to the “existing” conditions. This change is likely due to several factors including development within the SLU neighborhood, planned changes to the

roadway including the two-way Mercer Street improvement projects and Alaskan Way North Portal improvements, changes in travel patterns, and varying growth in traffic volumes along the length of the corridor.

## 3.7.4 Impacts of Alternative 4

Major truck routes surrounding the site could be intermittently impacted by construction. A construction management plan would be developed to minimize any street closures or other impacts as a result of the arena construction. This management plan would use of manual flaggers and signs to provide vehicle circulation. In addition, key stakeholders would be notified of any major roadway closures.

Forecast conditions in the Seattle Center area were evaluated for Alternative 4.

### 3.7.4.1 Transportation Network

No modifications to the transportation system that would impact freight and goods movements are identified as part of this Alternative.

### 3.7.4.2 Traffic Volumes

Traffic volume forecasts were developed for Alternative 4 for both K1 and K2. A comparison of the future volumes for the No Action Alternative and Alternative 4 are summarized in Table 3-31. As shown in this table, along W. Mercer Street, east of Terry Avenue, weekday PM peak hour traffic volumes are anticipated to increase by approximately 14 to 15 percent under either event case. This increase in traffic is representative of the incremental impact assuming an existing (12,000 attendance) event at the KeyArena. The No Action Case K1 includes the 12,000 attendance event and No Action Case K2 includes 12,000 attendance at the KeyArena and 5,000 at Memorial Stadium.

**Table 3-31**
**2030 Alternative 4 Weekday PM Peak Hour Traffic Volumes Comparison**

| | Case K1 | | Case K2 | |
|---|---|---|---|---|
| **Location** | **No Action** | **Alternative 4** | **No Action** | **Alternative 4** |
| Mercer Street east of Terry Avenue N. | 5,785 | 6,645 (+15%)[1] | 5,990 | 6,835 (+14%) |

### 3.7.4.3 Traffic Operations

Intersections along the W. Mercer Street corridor as well as the performance of the corridor itself were reviewed to determine the potential impact on the movement of freight and goods through the corridor. As previously summarized and discussed in the traffic operations section, by 2030 five of the seven intersections along Mercer Street are projected to operate at LOS E/F

under Alternative 4. This is compared to five intersections forecasted to operate at LOS E/F in either of the No Action event cases.

2030 PM peak hour travel times for the W. Mercer Street corridor were reviewed for the Alternative 4 event cases. The results of the analyses are summarized in Table 3-32.

**Table 3-32**
**2030 Alternative 4 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case K1 (m:ss[1]) | Case K2 (m:ss) |
|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 24:11 (21:04)[2] | 25:29 (22:38) |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 25:20 (10:58) | 29:09 (13:06) |

3. m:ss = minutes:seconds
4. No Action travel times provided for comparison.

It is noted that No Action and all future estimates of event traffic volumes are simply additive to No Action conditions. While existing counts and analyses show modest impacts to traffic volumes and operations on event days, this additive approach likely overestimates future traffic and congestion related to events. However, it does provide a consistent basis for comparing alternatives.

## 3.7.5 Impacts of Alternative 5

Major truck routes surrounding the site could be intermittently impacted by construction. A construction management plan would be developed to minimize any street closures or other impacts as a result of the arena construction. This management plan would use of manual flaggers and signs to provide vehicle circulation. In addition, key stakeholders would be notified of any major roadway closures.

Forecast conditions in the Seattle Center area were evaluated for Alternative 5.

### 3.7.5.1 Transportation Network

No modifications to the transportation system that would impact freight and goods movements are identified as part of this Alternative.

### 3.7.5.2 Traffic Volumes

Traffic volume forecasts were developed for Alternative 5 for both M1 and M2. A comparison of the future volumes for the No Action and Alternative 5 are summarized in Table 3-33. As shown in this table, along Mercer Street, east of Terry Avenue, weekday PM peak hour traffic volumes are anticipated to increase by approximately 17 to 19 percent during under either event case. This increase in traffic is representative of the incremental impact assuming an existing (5,000 attendance) event at Memorial Stadium. The No Action Case M1 includes the

5,000 attendance event and No Action Case M2 includes 5,000 attendance at the Memorial Stadium and 12,000 at KeyArena.

**Table 3-33**
**2030 Alternative 5 Weekday PM Peak Hour Traffic Volumes Comparison**

| Location | Case M1 | | Case M2 | |
|---|---|---|---|---|
| | No Action | Alternative 5 | No Action | Alternative 5 |
| Mercer Street east of Terry Avenue N. | 5,460 | 6,495 (+19%)[1] | 5,990 | 7,025 (+17%) |

### 3.7.5.3 Traffic Operations

Intersections along the Mercer Street corridor as well as the performance of the corridor itself were reviewed to determine the potential impact on the movement of freight and goods through the corridor. As previously summarized and discussed in the traffic operations section, by 2030 five of the seven intersections along Mercer Street are projected to operate at LOS E/F under Alternative 5. This is compared to five intersections forecasted to operate at LOS E/F in either of the No Action event cases.

2030 PM peak hour travel times for the Mercer Street corridor were reviewed for the Alternative 5 event cases. The results of the analyses are summarized in Table 3-34.

**Table 3-34**
**2030 Alternative 5 Weekday PM Peak Hour Corridor Travel Times**

| Route | Extents | Direction | Case M1 (m:ss[1]) | Case M2 (m:ss) |
|---|---|---|---|---|
| 1 | W. Mercer Street from 3rd Avenue W. to Fairview Avenue N. | EB | 24:11 (21:04)[2] | 25:29 (22:38) |
| | W. Mercer Street from Fairview Avenue N. to 3rd Avenue W. | WB | 25:20 (10:58) | 29:09 (13:06) |

1. m:ss = minutes:seconds
2. No Action travel times provided for comparison.

## 3.7.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Public information coordinator
- Construction management plan

### 3.7.7 Secondary and Cumulative Impacts

As described previously, there would be direct impacts to the movement of freight and goods caused by an increase in traffic volumes and congestion for the No Action Alternative by 2018 and 2030. These impacts would be increased on game days. Secondary and cumulative impacts to other motorists could occur by truck drivers choosing to reroute to avoid congestion at specific intersections.

### 3.7.8 Significant Unavoidable Adverse Impacts

Several additional intersections are forecast to operate at LOS E or LOS F, in No Action and with additional traffic due to events at the Arena. On event days, delays would be expected to increase as a result of Arena event traffic. These conditions would impact freight activity to the extent identified in the impact analysis.

## 3.8 Parking

SMC parking requirements would be reviewed as part of the Master Use Permit application. This analysis assumes that no new parking would be built as part of Alternatives 4 and 5. The remainder of this discussion focusses on the impact of arena parking demand on the existing and future parking supply in the study area.

### 3.8.1 Methodology

The following describes the general approach to the parking analysis:

- Establish the study area and appropriate time period for the evaluation
- Document existing parking conditions to provide an understanding of the underlying parking demands
- Examine effect of future “pipeline” development on parking supply and demand under the No Action Alternative
- Evaluate No Action conditions associated with the existing large event venues (KeyArena and Memorial Stadium) to provide a basis for understanding the impact of the arena on multiple large event conditions
- Add parking demand for the arena to each of the defined No Action baseline event cases and compare arena parking demand to the No Action condition to identify impacts of Alternatives 4 and 5
- Identify mitigation strategies, where appropriate, to reduce the effect of the identified Alternative 4 and 5 impacts

The balance of this methodology section describes the study area for the parking analysis, how the Seattle Center area parking patterns were used to determine the analysis time periods, and parking supply assumptions. Parking demand assumptions specific to existing and future conditions are described in the individual Affected Environment, No Action, and Alternatives 4 and 5 sections.

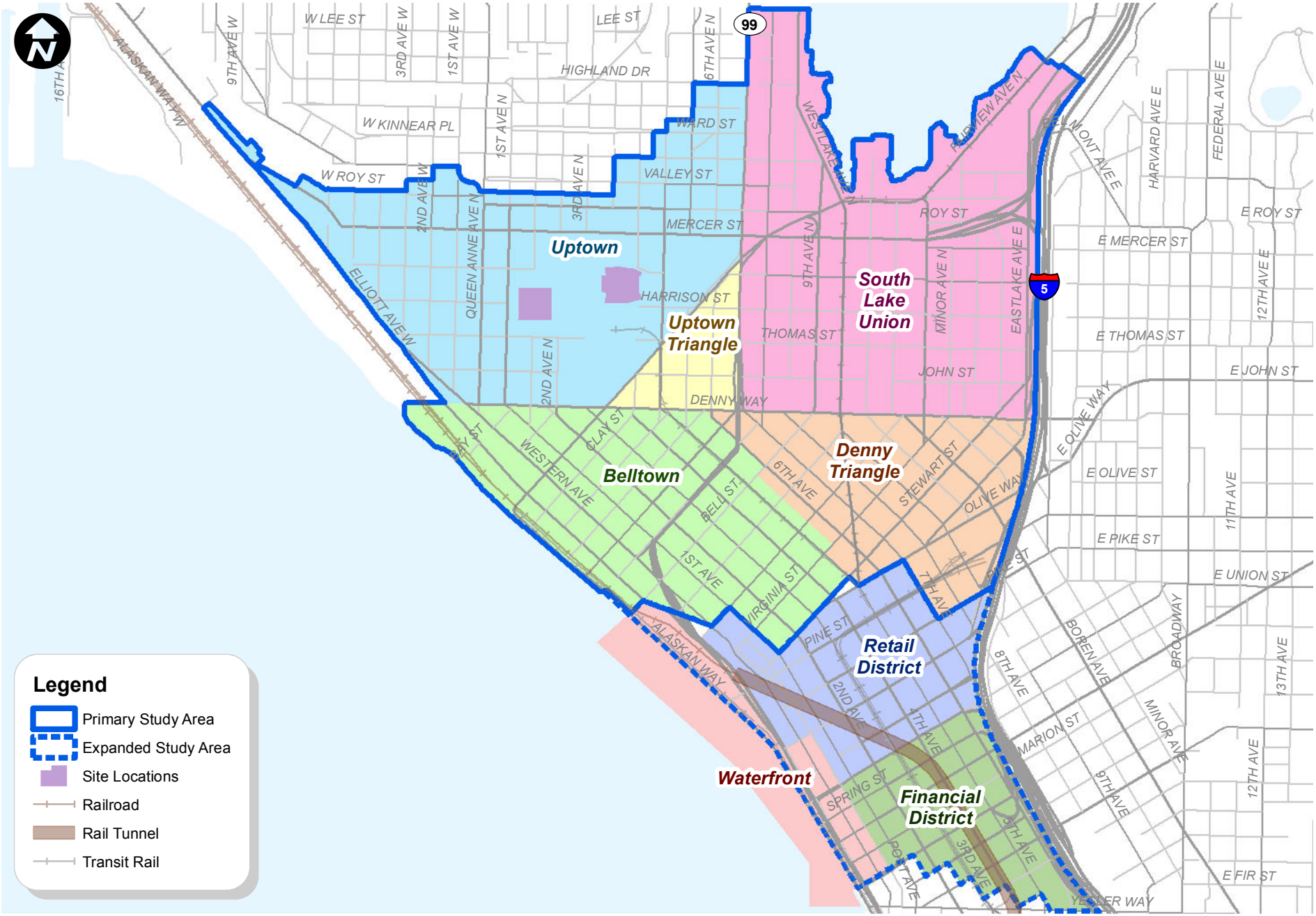
#### 3.8.1.1 Study Area

The study area evaluated for parking is shown on Figure 3–64. Similar to the Stadium District sites, a primary and expanded study area were evaluated, with the expanded study area reflecting potential parking supply opportunities in the case of larger attendance events. The Seattle Center primary study area is reflective of approximately the same walking distance as assumed for the Stadium District primary study area.

SR 99 currently creates a barrier in the study area, effectively separating SLU from the Seattle Center area for pedestrians. Future improvements in the study area will provide connections across SR 99 allowing for better access between the Seattle Center area and SLU, which will increase the available parking supply. North of the Seattle Center, steep uphill grades north of Roy Street make parking and accessing the Seattle Center area more difficult; the area is generally restricted to those with residential permits.

The primary study area considers parking between I-5, Elliott Avenue W., Roy Street/Valley Street, and Downtown. It includes the neighborhoods of Uptown, Uptown Triangle, Belltown, SLU, and Denny Triangle.

An expanded study area was also evaluated considering the CBD consistent with the Stadium District study area. The evaluation of the expanded study area provides a basis for understanding how parking for larger events may be accommodated by parking available at greater distances from the venues.




# Seattle Center Area Parking Study Area

*Seattle Arena*

FIGURE
**3-64**

transpoGROUP

### 3.8.1.2 Analysis Time Periods

The parking analysis period was determined in the same manner as the Stadium District evaluation. Existing non-event and arena hourly parking demands for weekday and weekend conditions between 4:00 and 8:00 PM were examined assuming a 7:00 PM game start.

Weekday

The following figures illustrate the hourly parking demand for the existing weekday non-event, arena-only, and combined non-event and arena conditions. Figure 3–65 illustrates the weekday hourly demand in the study area and shows that parking demand decreases sharply until about 6:00 PM. Between 6:00 and 7:00 PM a slight increase in parking was observed, coinciding with arrivals for evening activities in some neighborhoods. Figure 3–66 shows arena-only hourly parking demand for a 7:00 PM start time. A majority of vehicles associated with the arena would be parked by 7:00 PM with approximately five percent of the vehicles arriving after the game start. Figure 3–67 illustrates the total (non-event plus arena) hourly parking demand and shows that on weekdays the peak occurs at 7:00 PM (start time).

**Figure 3–65 Seattle Center Area Hourly Parking Demand – Weekday: Non-Event**

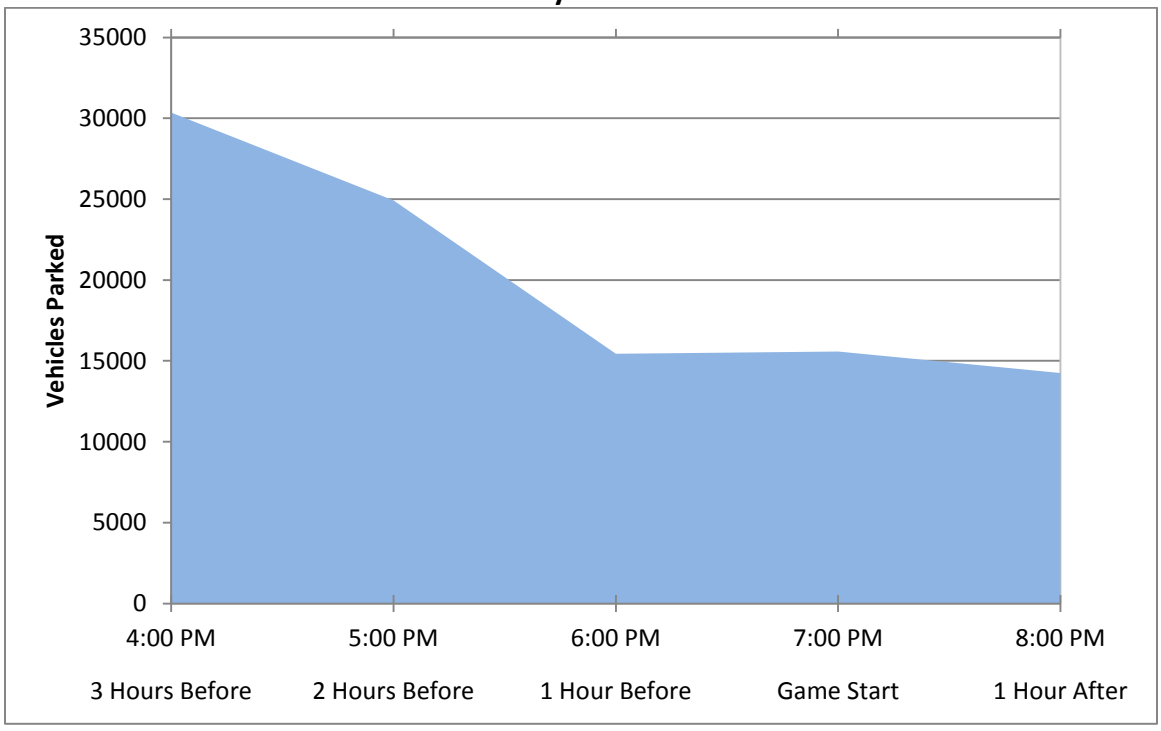


**Figure 3–66 Seattle Center Area Hourly Parking Demand – Weekday: Arena Only**

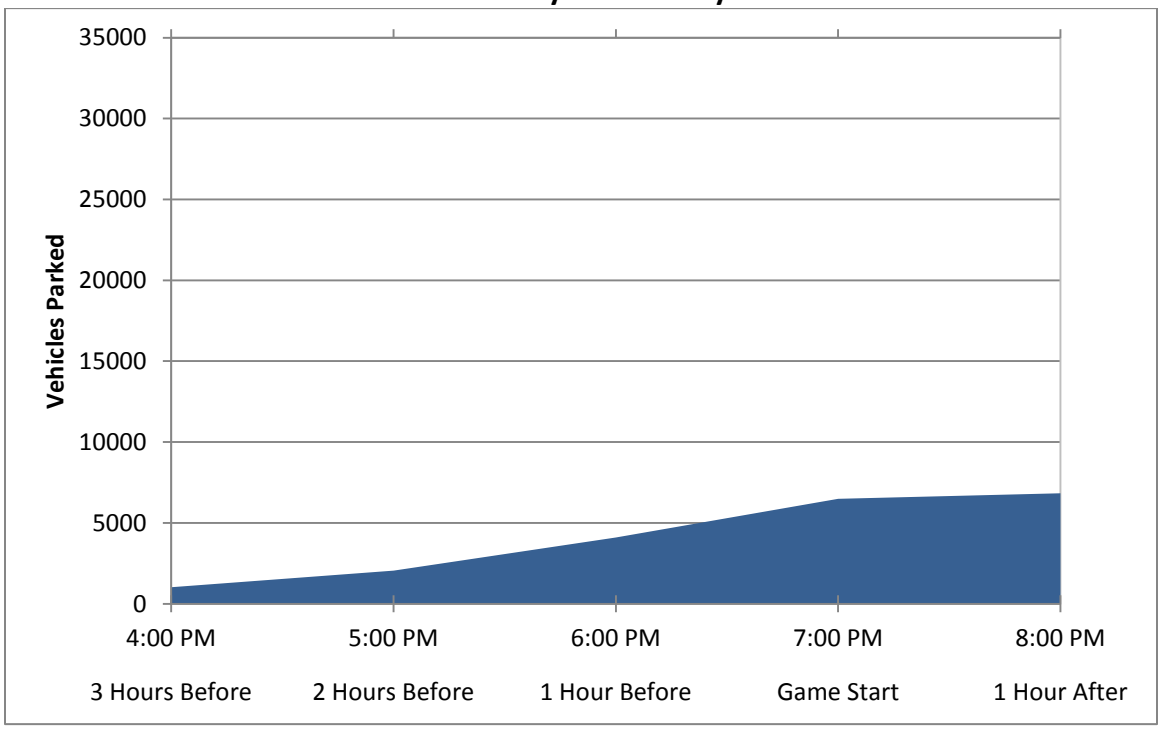
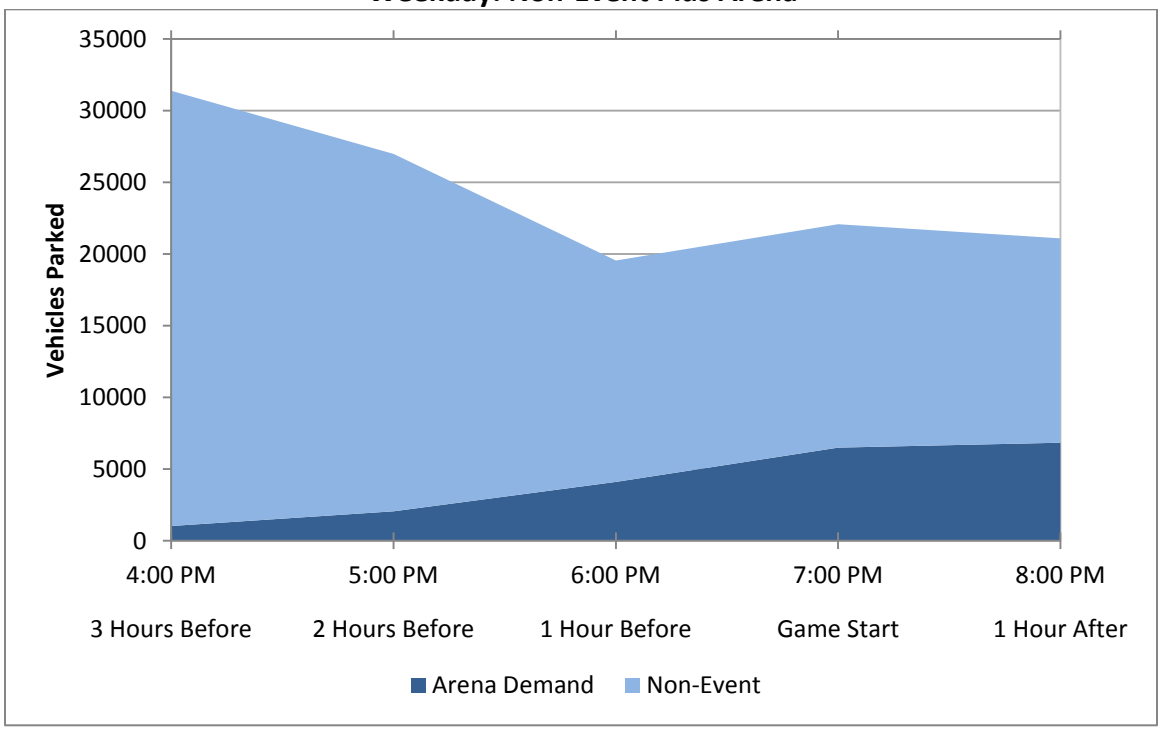



**Figure 3–67 Seattle Center Area Hourly Parking Demand – Weekday: Non-Event Plus Arena**



Weekend

This same approach was taken for the weekend conditions. Conditions are documented for a Saturday evening, which typically has higher non-event parking demand than occurs on a Sunday. In addition, Saturday evening parking demand is higher than weekday evening conditions. Figure 3–68 illustrates the existing non-event Saturday hourly demand in the study area and shows that parking demand steadily increases between 4:00 and 6:00 PM with arrivals related to evening activities in the study area. Figure 3–69 shows the arena hourly parking demand for a 7:00 PM event start time. As discussed for the weekday, a majority of vehicles associated with the arena would be parked by 7:00 PM (start time) with approximately five percent of the vehicles arriving after the game start. Figure 3–70 illustrates the total (non-event plus arena) hourly parking demand and shows that on weekends the peak occurs at 8:00 PM for a 7:00 PM game.

**Figure 3–68 Seattle Center Area Hourly Parking Demand – Weekend: Non-Event**

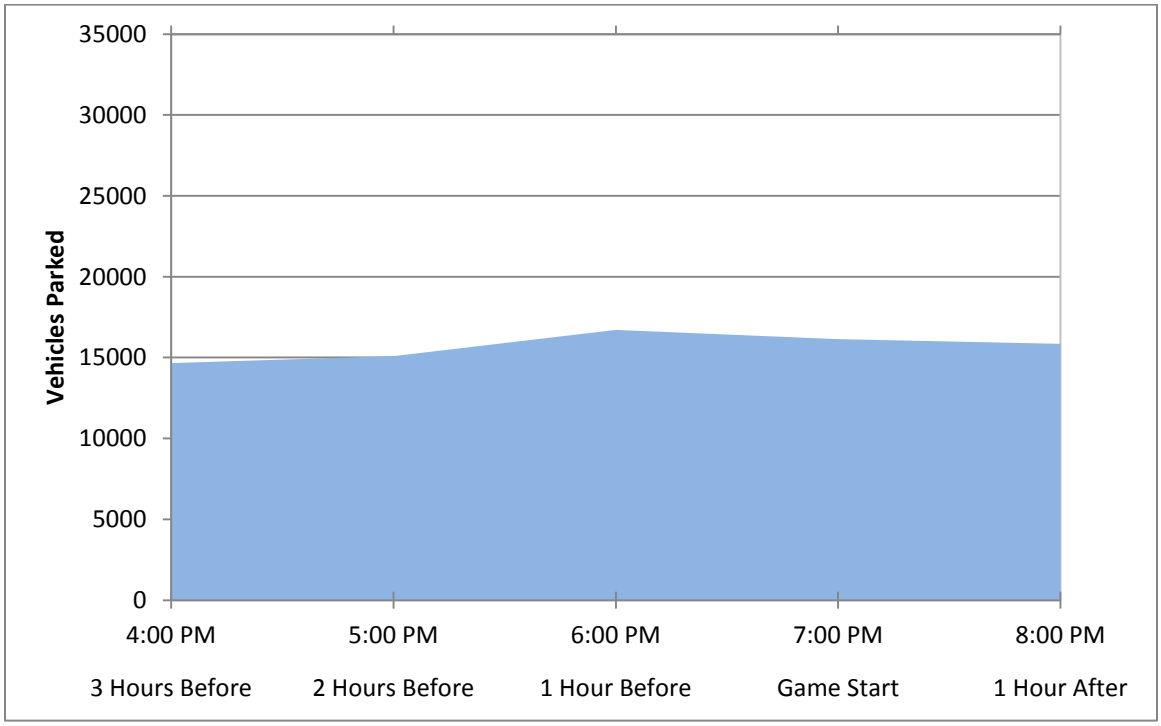


**Figure 3–69 Seattle Center Area Hourly Parking Demand – Weekend: Arena Only**

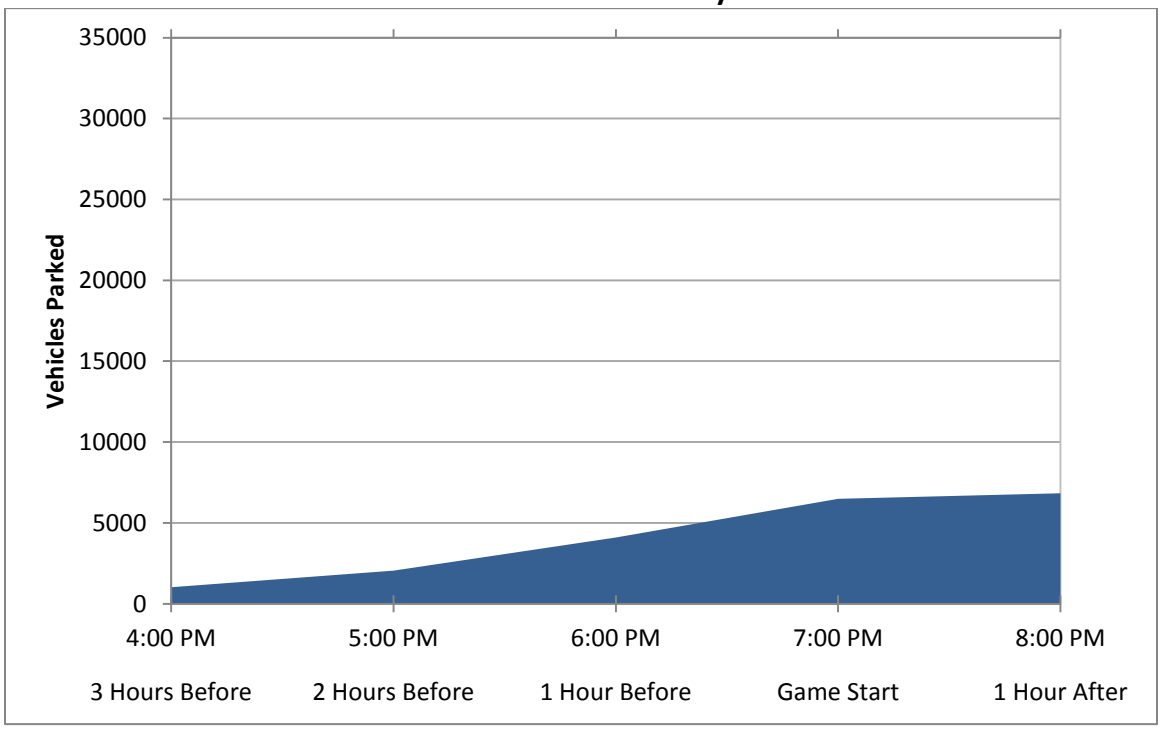
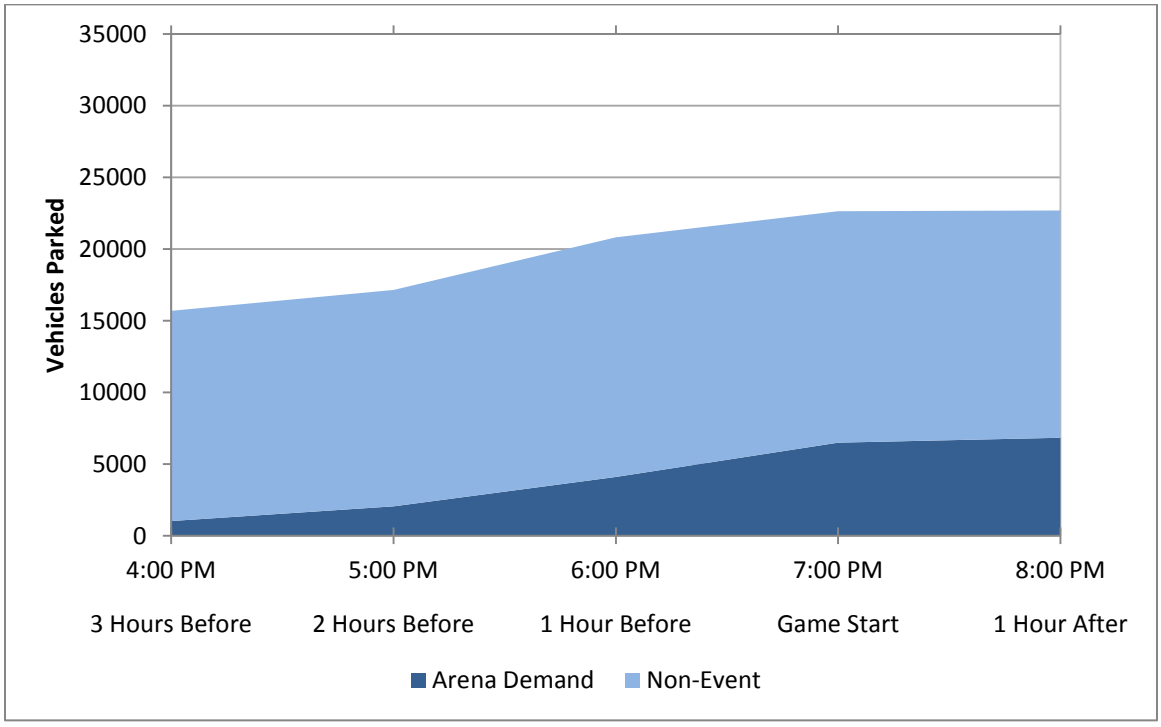



**Figure 3–70 Seattle Center Area Hourly Parking Demand – Weekend: Non-Event Plus Arena**



Based on the information presented above, the quantified parking impact illustrations focus on:

- Weekday: 7:00 PM (Game Start) conditions
- Weekend: 8:00 PM (One-Hour After Game Start) conditions

#### 3.8.1.3 Parking Supply Assumptions

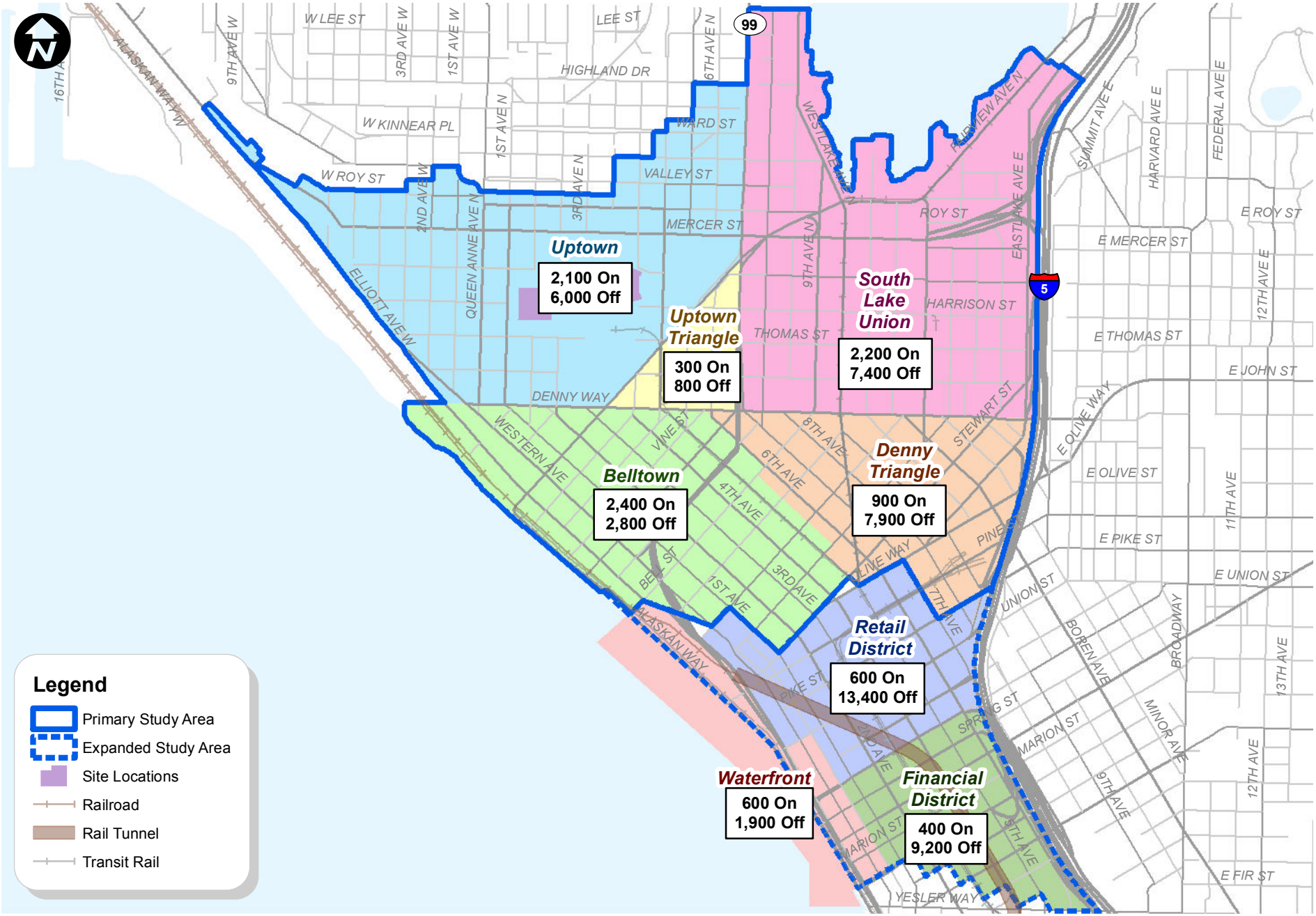
For the purposes of this analysis, a single parking supply for both weekday and weekend conditions is used to represent physical availability of parking that is generally open to or that could be made available to the public. These include on-street and off-street parking spaces that are available to the general public and would be available for arena event parking. Different from the Stadium District, the Seattle Center study areas generally do not have private customer, employee, or residential parking that would be available for arena events so there appears to be little practical potential that additional private parking spaces would become available.

Like the Stadium District, parking supply varies by time of day and day of the week. On-street parking supply is impacted by time and loading zone restrictions. There are wide variety of time restrictions that apply Monday through Saturday and a mix of both paid and unpaid on-street parking spaces within the study area. For example, Uptown and Belltown have on-street paid parking until 8:00 PM with a four-hour time limit. Uptown Triangle has a 10-hour time limit until 6:00 PM for paid parking areas and a two-hour time limit until 6:00 PM outside the paid areas.

**Existing Supply:** Parking supply is based on data collected by Transpo Group supplemented by data from the SDOT, and PSRC. Figure 3–71 illustrates the on-and off-street parking within the primary study area.

As describe for the Stadium District study area, drivers utilize on- and off-street parking supply differently and these supplies are managed in different ways. On-street parking supply is often more desirable than off-street parking because there is an opportunity to be in close proximity or even adjacent to a driver's destination. In addition, on-street hourly parking rates are often less expensive than off-street parking and within the study area on-street parking is free after 6:00 or 8:00 PM (as well as all day Sunday). From 8:00 AM to 6:00 / 8:00 PM when on-street parking has time restrictions (e.g., one- to two-hour time limits), it is used for short-term parking; however, lifting time limits at event start times causes long-term use by event attendees. Given the convenient location and limited cost, on-street parking typically fills first during Seattle Center events, which results in limited short-term parking for adjacent businesses.

Off-street parking is generally provided for long-term use. Off-street parking in the Seattle Center area is typically easier to locate during an event given that there is more than double the supply.




# Seattle Center Area Existing On- and Off-Street Event Parking Supply

*Seattle Arena*

FIGURE
**3-71**

transpoGROUP

There are approximately 32,800 parking spaces located within the primary study area and an additional 26,100 spaces within the expanded study area for a total of 58,900 spaces. The primary study area has approximately 7,900 on-street and 24,900 off-street spaces while the expanded study area has approximately 1,600 on-street and 24,500 off-street spaces.

**No Action Supply:** The City provided information on future pipeline development that would likely be constructed and occupied by 2018. There are over seven million square-feet (7,000,000 square-feet) of redevelopment planned in association with nearly 20 development projects within the study area. The majority are located within the SLU and Denny Triangle neighborhoods. A substantial proportion of the planned development is office use.

Developments most proximate to the Seattle Center would be a hotel / residential development along John Street near 5th Avenue N. and the Experience Music Project warehouse / metal shop; none of which would likely provide event parking. Based on a review of pipeline projects, over 8,000 additional parking spaces will be developed with over 65 percent of these spaces located in the SLU neighborhood. Even if all residential and retail parking were reserved, a substantial portion of the office parking would likely be available. However, to be conservative and consistent with the Stadium District assumptions, no additional parking supply was assumed under the No Action Alternative.

**Action Alternative Supply:** Development of Alternatives 4 and 5 would not result in loss of parking within the Seattle Center study area. Parking supply was assumed to be consistent with existing conditions with a total of 32,800 parking spaces within the study area.

The following sections (Affected Environment, Impacts of No Action Alternative, and Impacts of Alternatives 4 and 5) describe the existing and 2018 parking demand for the primary and expanded study areas. No additional analysis is provided for the 2030 parking conditions as overall analysis and conclusions regarding parking would be consistent with 2018. Accurately forecasting long-term parking demand is difficult given the uncertainty of area wide development and economic drivers. In addition, changes to parking policies relate to TDM may continue to evolve.

With the continued investments in transit (i.e., light rail, streetcar, etc.) by 2030, it is anticipated that there would be continued mode shift from auto to transit. This would result in lower overall parking demand rates associated with existing and future development. Given this, overall parking impacts for Cases K1, K2, M1, and M2 may be less than described herein for 2018 depending on the amount and type of redevelopment that occurs.

### 3.8.2 Affected Environment

Parking demand is based on data collected by Transpo Group supplemented by data from the SDOT and PSRC. Different from the Stadium District, no specific event-day parking demand was collected since events (i.e., performance, recreational sports, etc.) occur at the Seattle Center area on a daily basis. The following describes the existing weekday and weekend parking demand within the primary and expanded study areas.

### 3.8.2.1 Weekday Occupancy

Figure 3–72 and Figure 3–73 illustrate weekday parking occupancy within the primary and expanded study areas.

**Figure 3–72 Seattle Center Area Parking Occupancy – Weekday: Existing Non-Event 7:00 p.m. (Primary Study Area)**

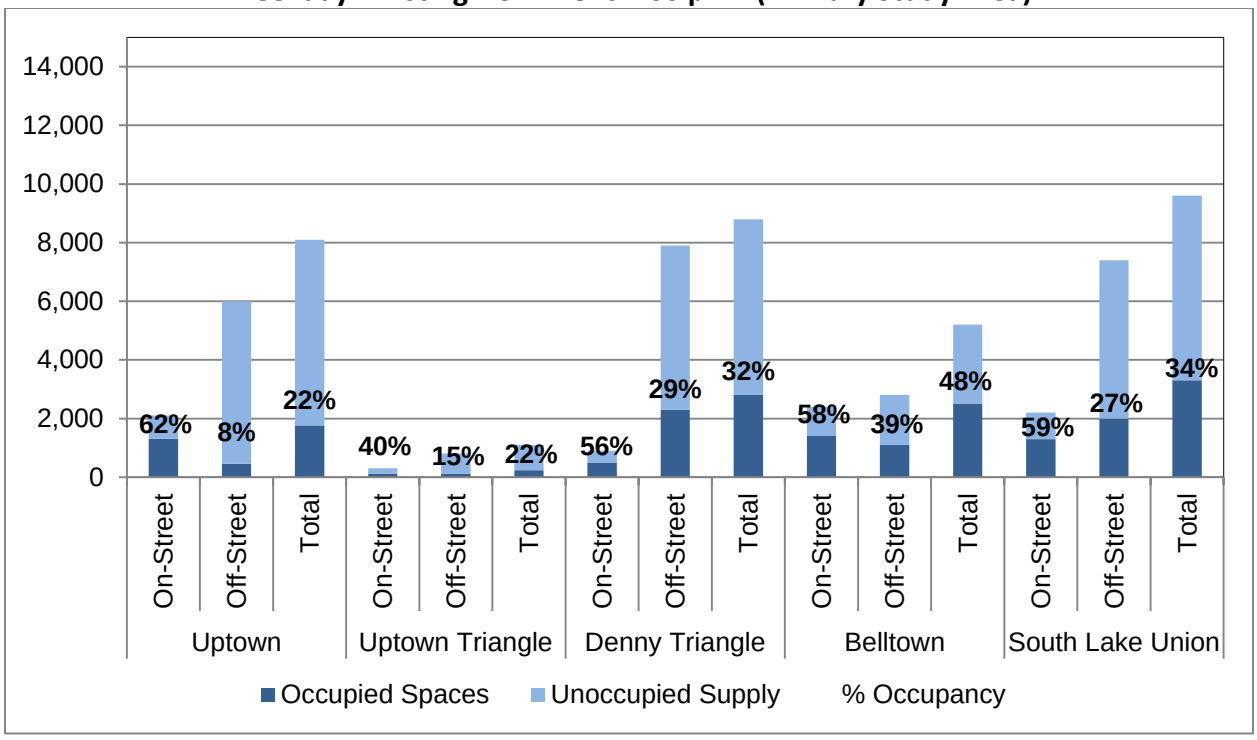
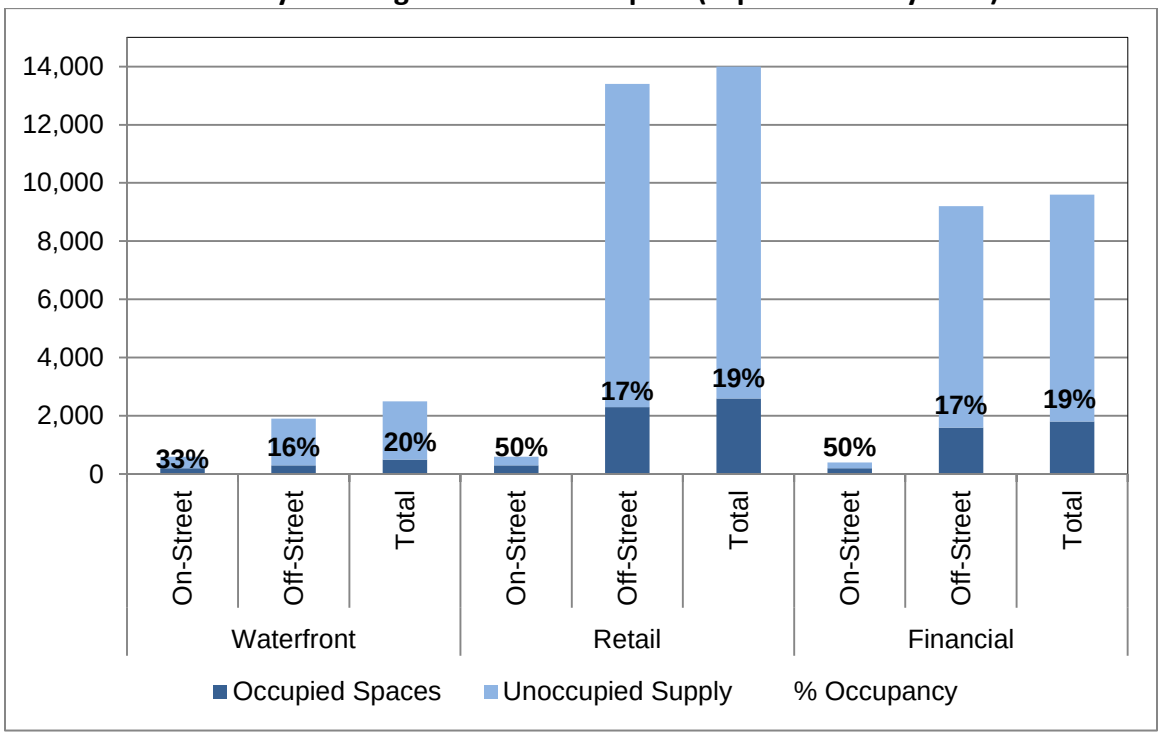


**Figure 3–73 Seattle Center Area Parking Occupancy – Weekday: Existing Non-Event 7:00 p.m. (Expanded Study Area)**




It becomes difficult to locate parking spaces within an area when occupancies are 85 to 90 percent and generally areas with occupancies at that level are considered "full." As shown in the figures above:

- Within the primary study area, on-street parking is more utilized than off-street parking; however, at these occupancy levels, parking utilization would not be considered full for either location.
- The expanded study area parking utilization is similar to the primary study area with on-street parking more utilization than off-street, but with availability both on-and off-street.
- Field observations showed that immediately proximate to restaurant and retail uses within both the primary and expanded study area on-street parking is difficult to locate.

### 3.8.2.2 Weekend Occupancy

Figure 3–74 and Figure 3–75 illustrate weekend (Saturday) parking occupancy within the primary and expanded study areas.

**Figure 3–74 Seattle Center Area Parking Occupancy – Weekend: Existing Non-Event 8:00 p.m. (Primary Study Area)**

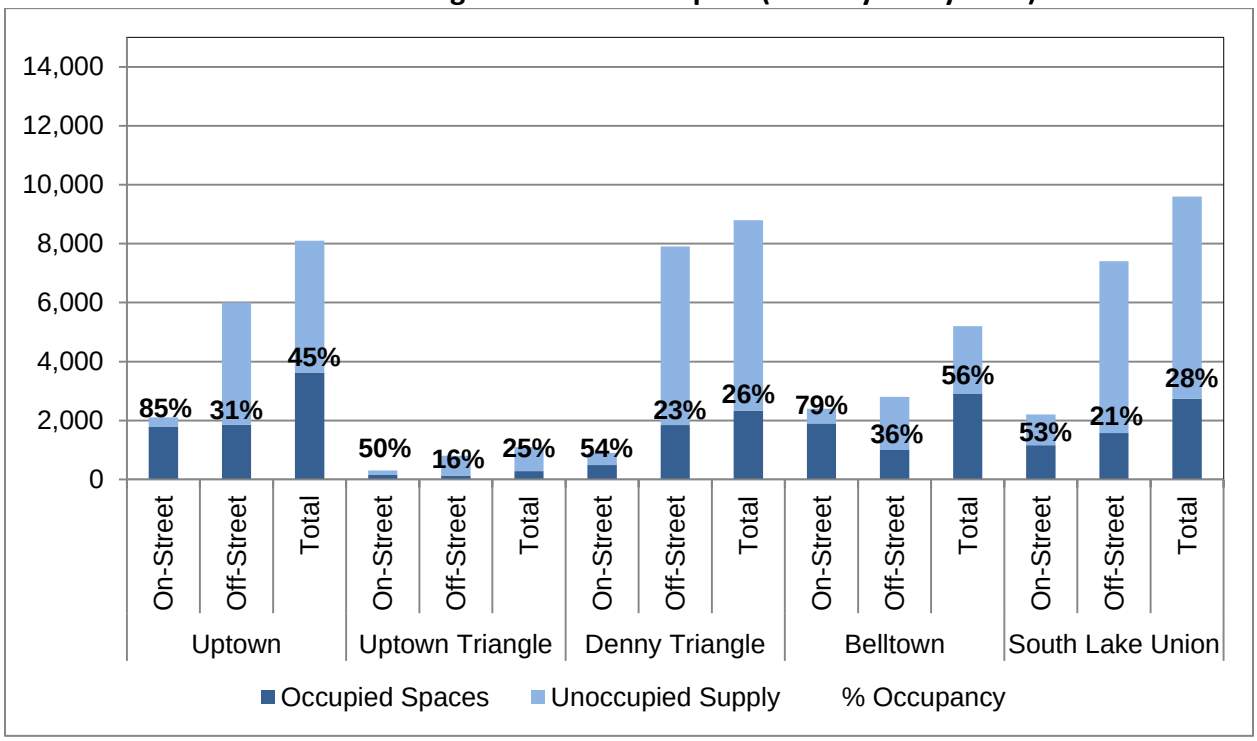
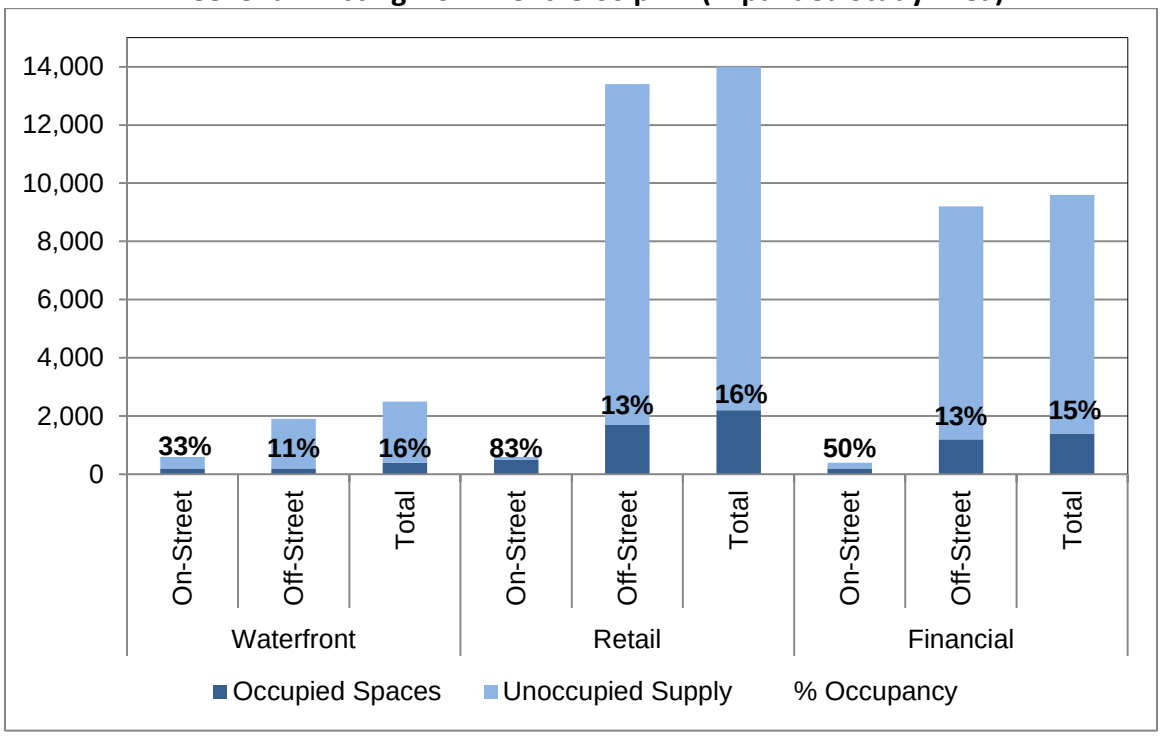



**Figure 3–75 Seattle Center Area Parking Occupancy – Weekend: Existing Non-Event 8:00 p.m. (Expanded Study Area)**



As shown in the figures above:

- Weekend evening activity within the primary study area is considerably higher than weekday evenings especially in the Uptown neighborhood, which is most proximate to restaurants and the Mercer Street arts corridor, and Belltown, which has many restaurants and bars located within the neighborhood.

- On-street parking utilization within Uptown is 85 percent, which is an indicator that drivers have difficulty locating this type of parking without excess circulation.

- Consistent with weekday conditions, field observations showed that immediately proximate to restaurant and retail uses within both the primary and expanded study area on-street parking is more difficult to locate.

## 3.8.3 Impacts of No Action Alternative

The No Action conditions provides for a basis for comparing impacts of the proposal related to on- and off-street parking supply. However, projecting specifically where someone would park is difficult because the location depends on a variety of factors such as duration of stay, proximity to use, cost of parking, etc. Given this, the review of future conditions considers the parking supply as a whole rather than separate consideration of on- and off-street parking.

### 3.8.3.1 Demand Forecasts

As described in the methodology portion of this section, the City provided information on future pipeline development that would likely be constructed and occupied by 2018. Based on the pipeline developments identified in the study area, evening parking demand increases are anticipated to be small compared to the added supply. As a conservative estimate of background parking and consistent with the Stadium District evaluation, the existing parking demand was increased by 10 percent on the weekday and 5 percent on the weekend for the overall study area. Parking demand in specific neighborhoods within the primary and expanded study areas reflect higher increases for Denny Triangle and SLU where most of the pipeline development would occur.

For the No Action Case K1, K2, M1, and M2, parking demand for the KeyArena and Memorial Stadium was added to the background conditions. It was assumed that there was a 7:00 PM start time for events at these venues and that the arrival curve would be consistent with that described on Figure 1–5, Event Traffic Arrival Patterns (see Introduction), with 95 percent arrival by 7:00 PM and 100 percent by 8:00 PM. The distribution of parking among neighborhoods assumed 80 percent within the primary study area, which is closest to the venues and the remaining 20 percent within the expanded study area. The No Action event case parking demand was determined by adding the KeyArena and Memorial Stadium parking demand to the background parking demand with no adjustments or reductions in non-event demand. As described in relation to traffic operations this likely results in an overestimate of actual future demands, but reflects a conservative approach.

Weekday Occupancy

Figure 3–76 through Figure 3–81 illustrate weekday No Action Cases K1, M1, and K2/M2 parking occupancy within the primary and expanded study areas. Case K2 and M2 are the same relative to the No Action; therefore, these are presented together using the same bar charts.

**Figure 3–76 Seattle Center Area Parking Occupancy – Weekday: No Action Case K1 7:00 p.m. (Primary Study Area)**

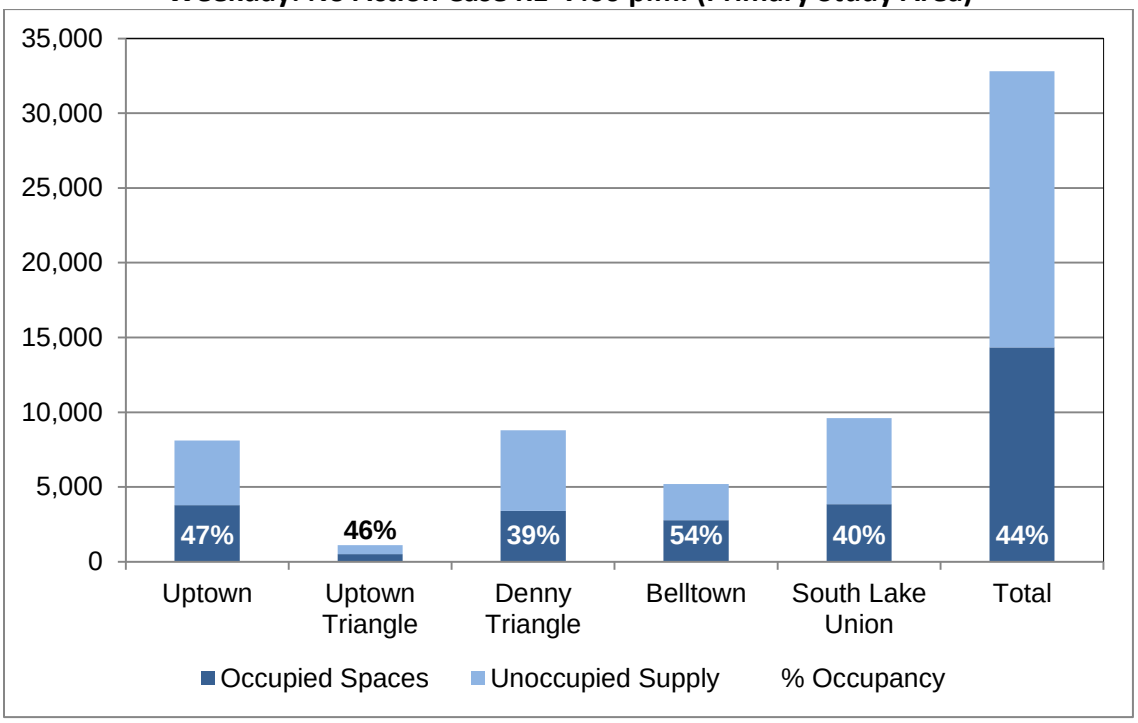


**Figure 3–77 Seattle Center Area Parking Occupancy – Weekday: No Action Case K1 7:00 p.m. (Expanded Study Area)**

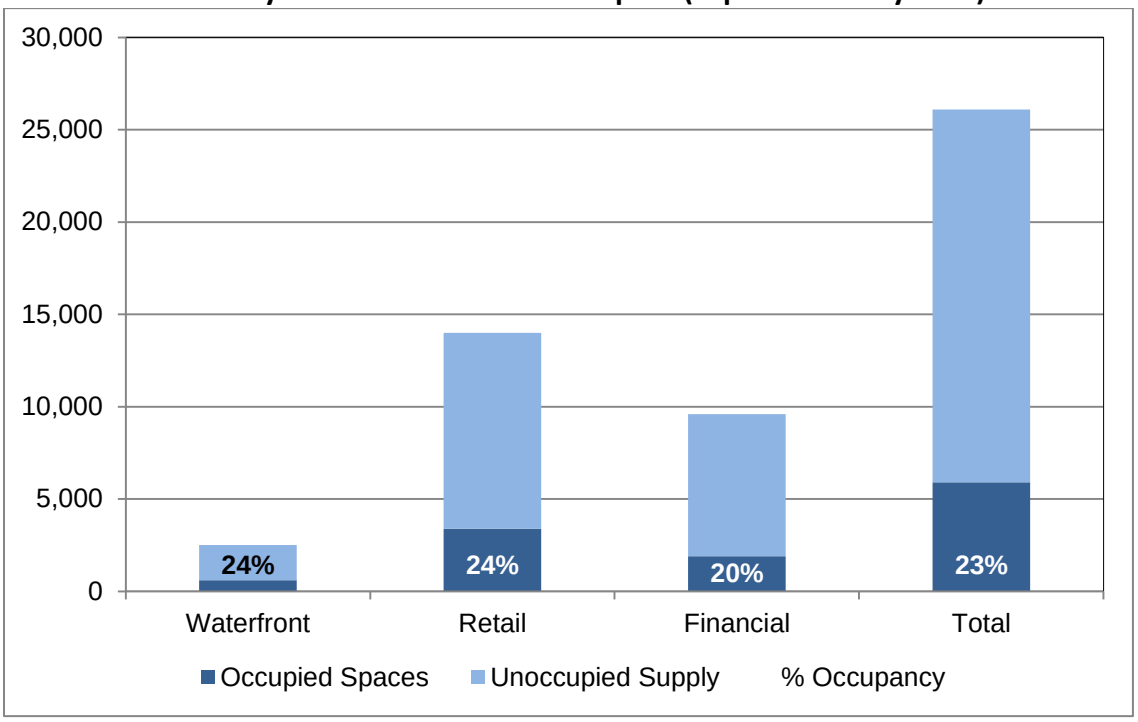



**Figure 3–78 Seattle Center Area Parking Occupancy – Weekday: No Action Case M1 7:00 p.m. (Primary Study Area)**

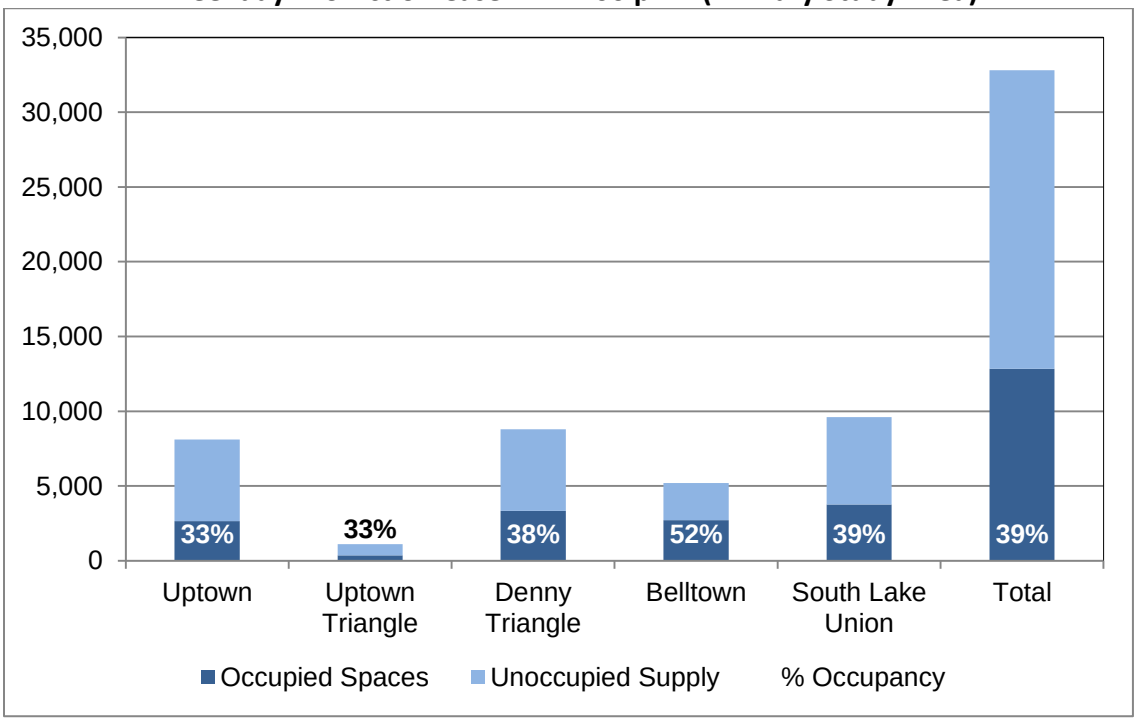


**Figure 3–79 Seattle Center Area Parking Occupancy – Weekday: No Action Case M1 7:00 p.m. (Expanded Study Area)**

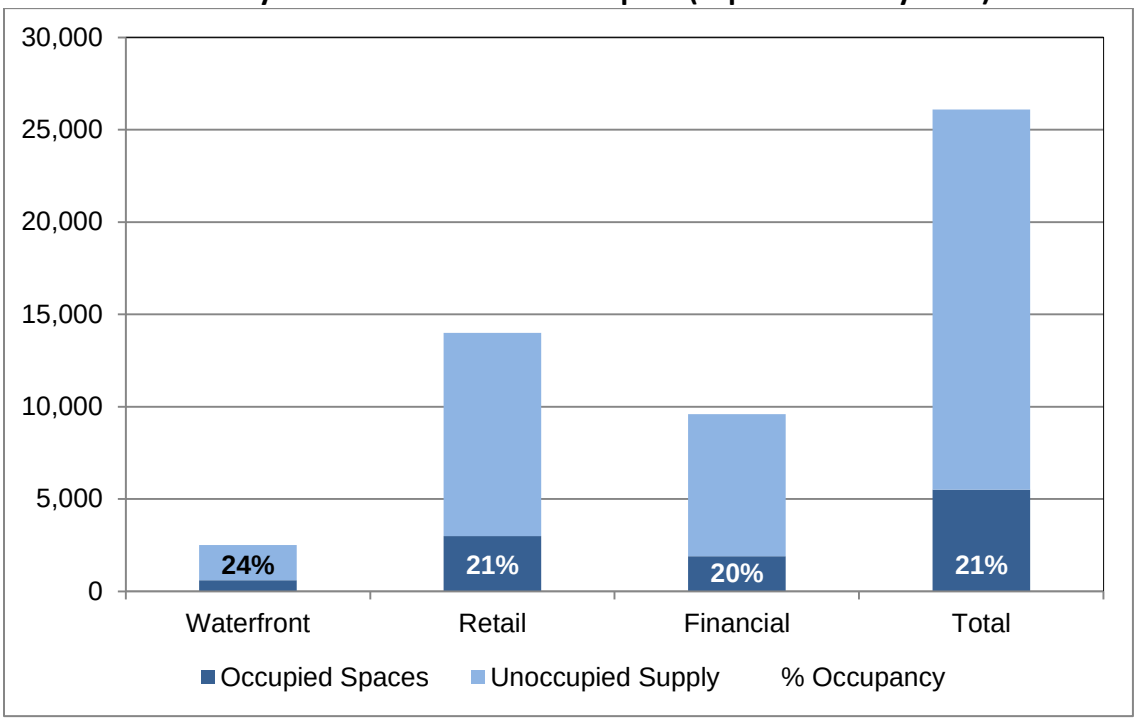



**Figure 3–80 Seattle Center Area Parking Occupancy – Weekday: No Action Case M2/K2 7:00 p.m. (Primary Study Area)**

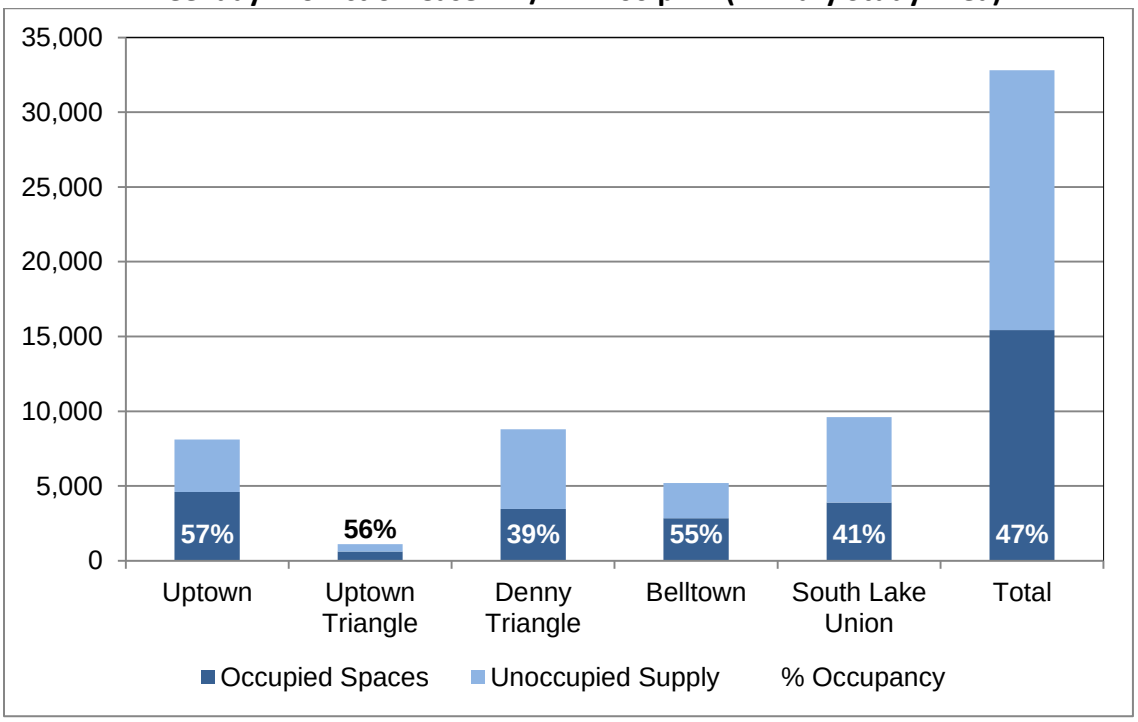
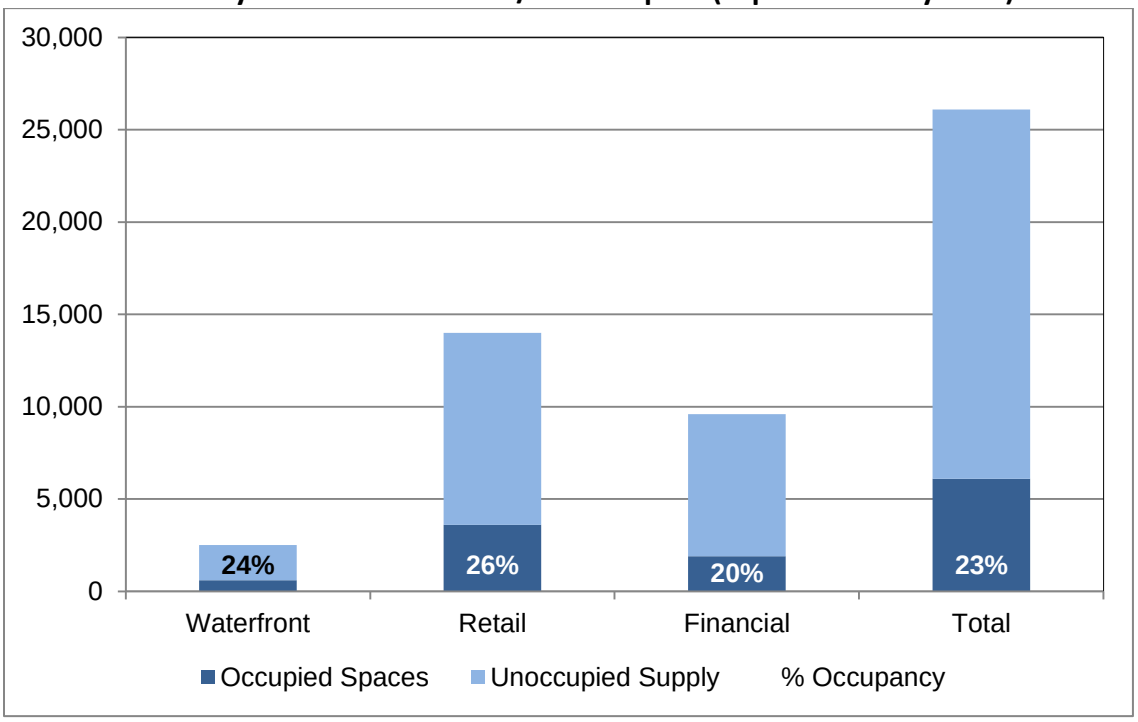


**Figure 3–81 Seattle Center Area Parking Occupancy – Weekday: No Action Case M2/K2 7:00 p.m. (Expanded Study Area)**




As shown in the figures above:

- The No Action occupancy for each of the cases are higher than existing conditions both in the primary and expanded studies areas due to the assumed increases in parking demand caused by anticipated development as well as demand associated with events at KeyArena and Memorial Stadium.
- A comparison of case K1 and M1 shows that utilization is about 13 to 14 percent less in neighborhoods nearest the two sites (Uptown and Uptown Triangle) with No Action Case M1 given the smaller event (i.e., 5,000 attendees) at Memorial Stadium as compared to KeyArena (i.e., 12,000 attendees).
- For single and dual events, Case K1, M1, or M2/K2, all of the anticipated parking demand could be fully accommodated within the primary study area.
- Overall the total primary study area occupancies are calculated to be approximately 39 to 47 percent for the No Action event cases, which would allow for some additional parking.

It is likely that attendees of events at KeyArena or Memorial Stadium would desire to park close to the venues. Based on the review of existing conditions, on-street parking would likely be difficult to find close to the venues; however, off-street parking is more readily accessible and the Seattle Center area has several large garages in close proximity of both venues.

### 3.8.3.2 Weekend Occupancy

Figure 3–82 through Figure 3–87 illustrate weekend No Action Cases K1, M1, and K2/M2 parking occupancy within the primary and expanded study areas.

**Figure 3–82 Seattle Center Area Parking Occupancy – Weekend: No Action Case K1 8:00 p.m. (Primary Study Area)**

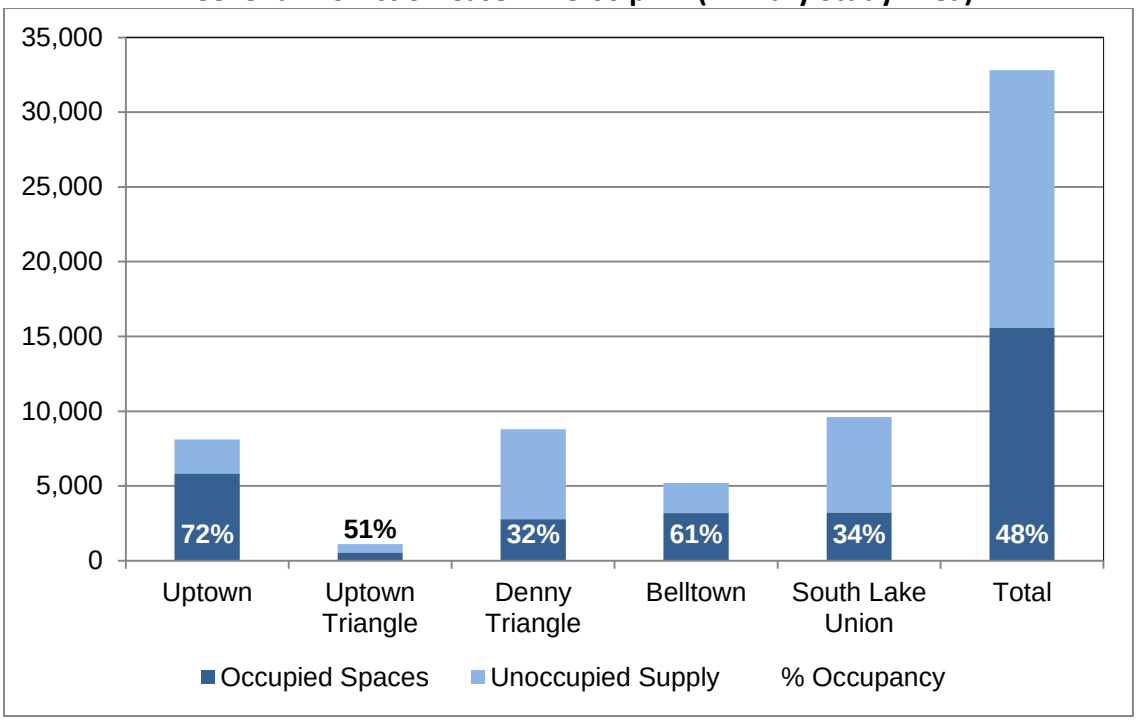


**Figure 3–83 Seattle Center Area Parking Occupancy – Weekend: No Action Case K1 8:00 p.m. (Expanded Study Area)**

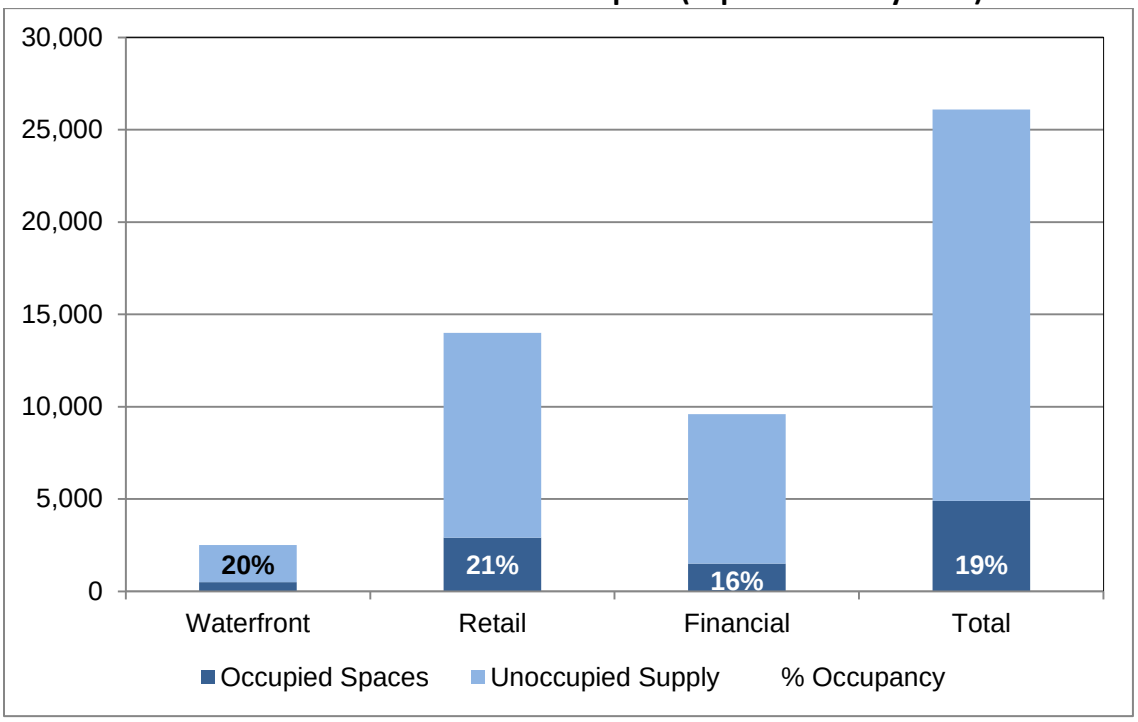



**Figure 3–84 Seattle Center Area Parking Occupancy – Weekend: No Action Case M1 8:00 p.m. (Primary Study Area)**

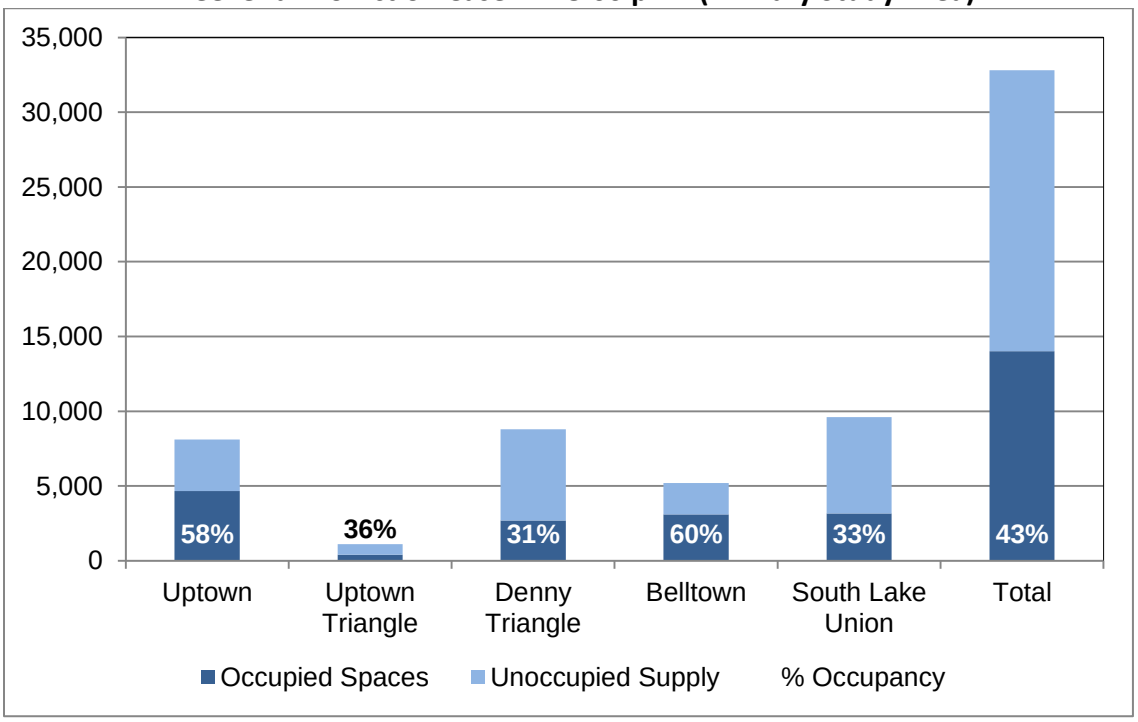


**Figure 3–85 Seattle Center Area Parking Occupancy – Weekend: No Action Case M1 8:00 p.m. (Expanded Study Area)**

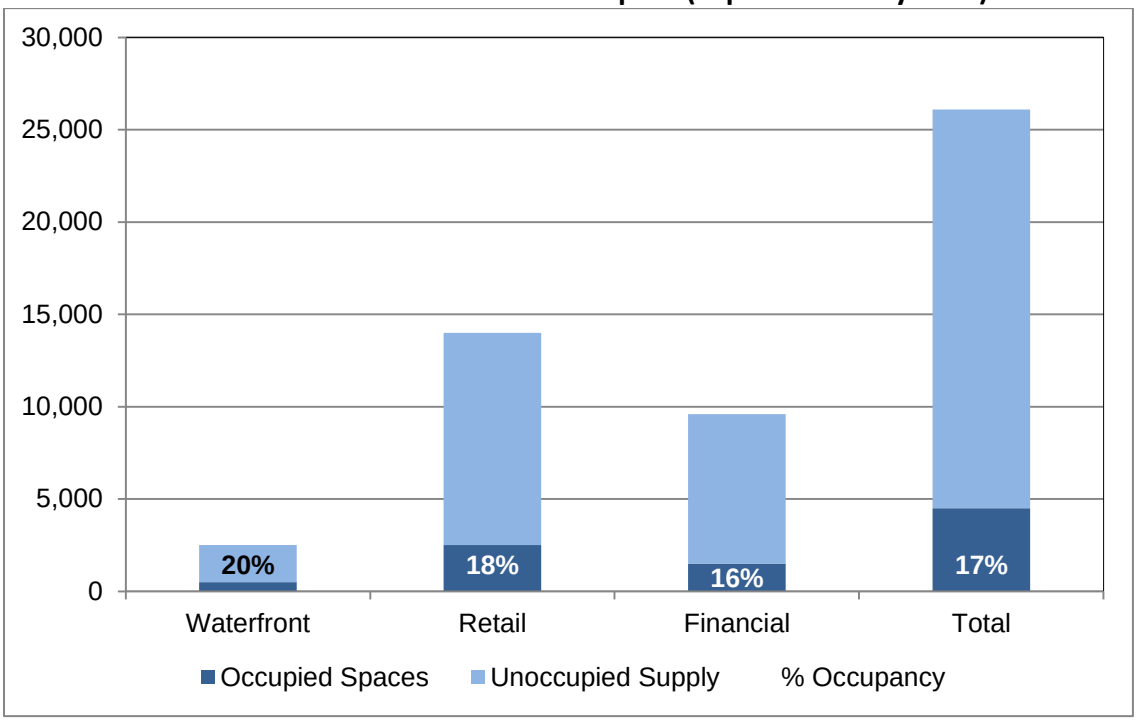



**Figure 3–86 Seattle Center Area Parking Occupancy – Weekend: No Action Case M2/K2 8:00 p.m. (Primary Study Area)**

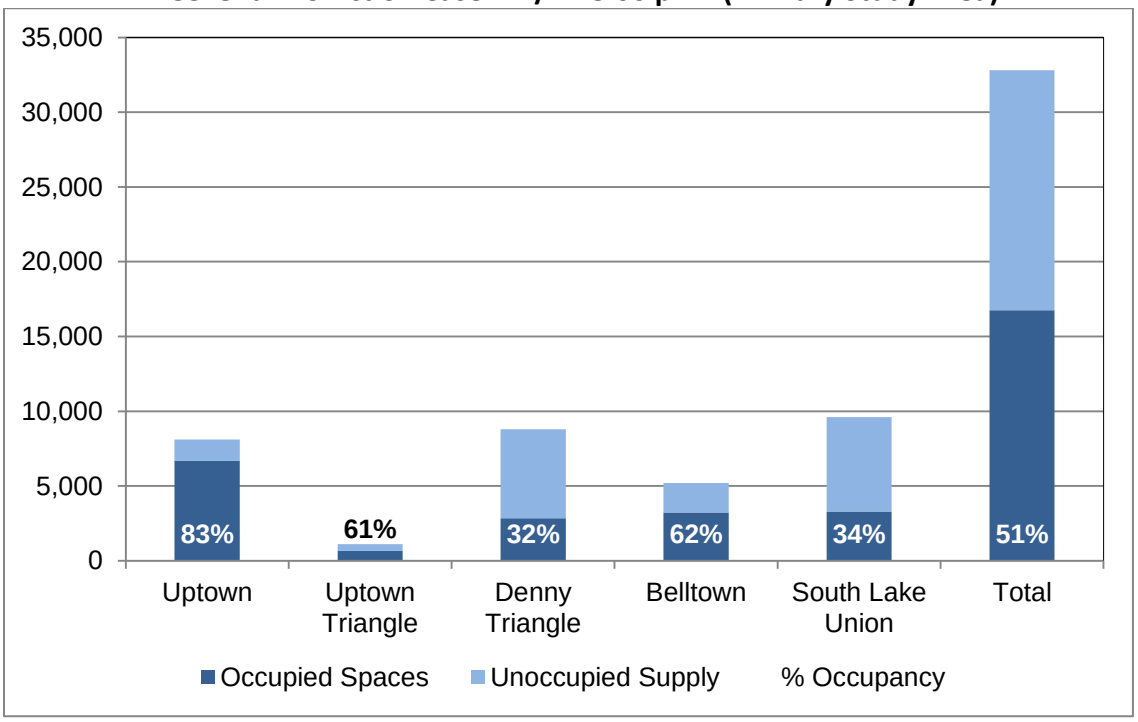
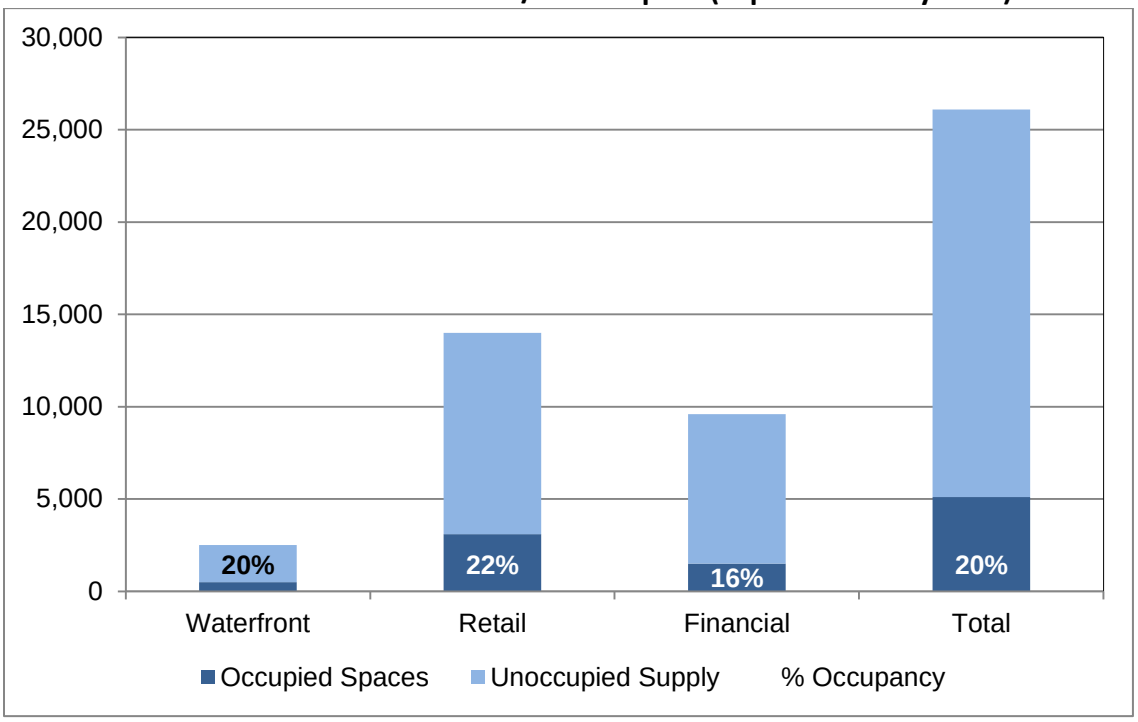


**Figure 3–87 Seattle Center Area Parking Occupancy – Weekend: No Action Case M2/K2 8:00 p.m. (Expanded Study Area)**




As shown in the figures above:

- As described in existing conditions, in neighborhoods closest to the venues weekend utilization is generally higher in the primary study area as compared to weekday. Given the higher baseline, the No Action event cases have occupancies up to approximately 85 percent in the Uptown neighborhood.
- For single and dual events, Case K1, M1, or M2/K2, all of the anticipated parking demand could be fully accommodated within the primary study area.
- The primary study area total occupancy would be approximately 43 to 51 percent for No Action event cases indicating approximately 49 to 57 percent of the spaces would be available for arena use.
- The results indicate that there would be limited reliance on the expanded study area to accommodate parking even in multi-event cases.

As discussed previously, attendees of events at KeyArena or Memorial Stadium would likely desire to parking close to the venues. Based on the review of existing conditions, on-street parking would likely be difficult to find close to the venues; however, off-street parking is more readily accessible and the Seattle Center area has several large garages in close proximity of both venues.

### 3.8.4 Impacts of Alternative 4

Parking impacts related to construction would be minimized by providing off-street parking, securing parking in near-by garages, as well as encouraging use of alternative modes. It is anticipated that parking impacts related to construction would be less than the 20,000-seat arena. In addition, construction activities could result in the need to close on-street parking adjacent to the site. These closures would be coordinated with SDOT and appropriate notice and signs would be provided.

Alternative 4 is compared to the No Action Alternative to identify parking impacts of an arena development on the KeyArena site. No additional parking supply is proposed as part of the development of an arena at this location. Should an arena go forward at this location, code-required parking would have to be satisfied either through added supply or parking agreements.

#### 3.8.4.1 Arena Demand Forecasts

Alternative 4 parking demand represents an arena event with an attendance of 20,000 people, which represents a net increase of 8,000 attendees as it relates to the KeyArena site (see Table 1-12 in the event transportation demands section of this report). The arrivals patterns are consistent with the Stadium District site and the event arrival curve presented earlier. With a 7:00 PM game start, 95 percent of the attendee arrivals occur by 7:00 PM and 100 percent by 8:00 PM. Similar to the No Action, 80 percent of the parking was assumed within the primary study area, which is closest to the venues and the remaining 20 percent within the expanded study area or CBD. The total Alternative 4 parking demand for each event case is determine by adding the arena parking demand to the No Action Case K1 and K2. A simple layering process was used with no adjustments or reductions in non-event demand, as described earlier.

#### 3.8.4.2 Weekday Occupancy

Figure 3–88 through Figure 3–91 provide a comparison between the No Action and Alternative 4 event cases within the primary and expanded study areas.

**Figure 3–88 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 4 Case K1 7:00 p.m. (Primary Study Area)**

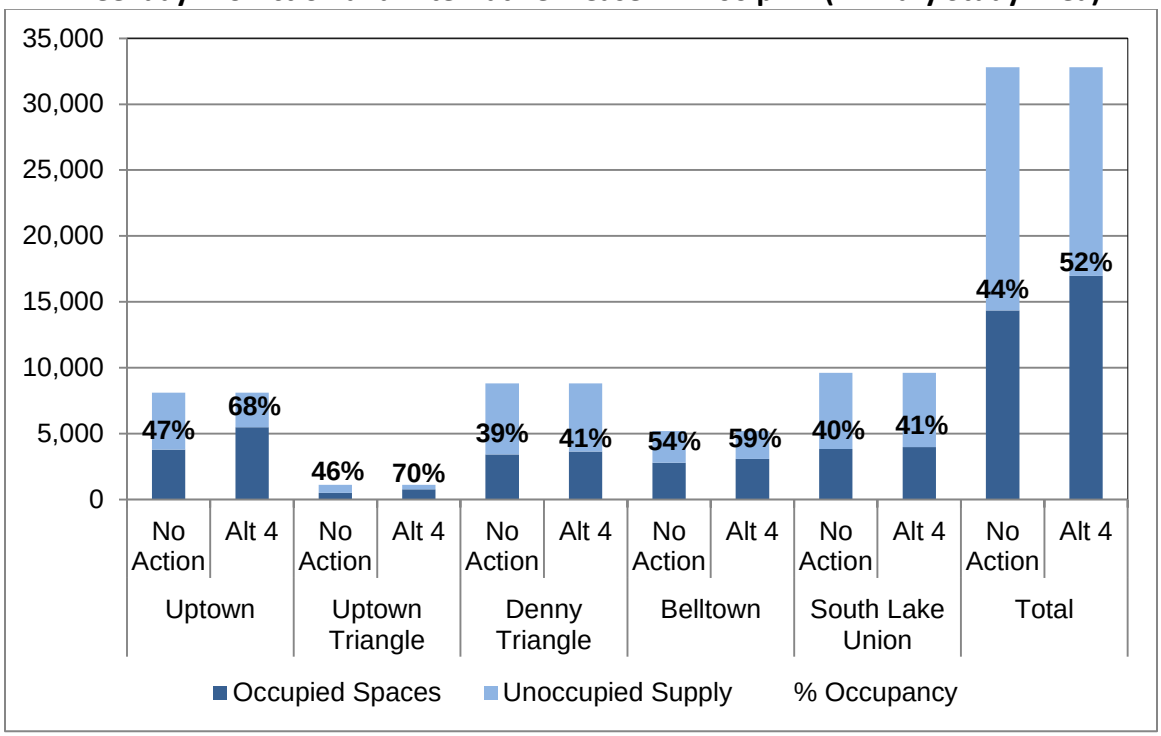



**Figure 3–89 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 4 Case K1 7:00 p.m. (Expanded Study Area)**

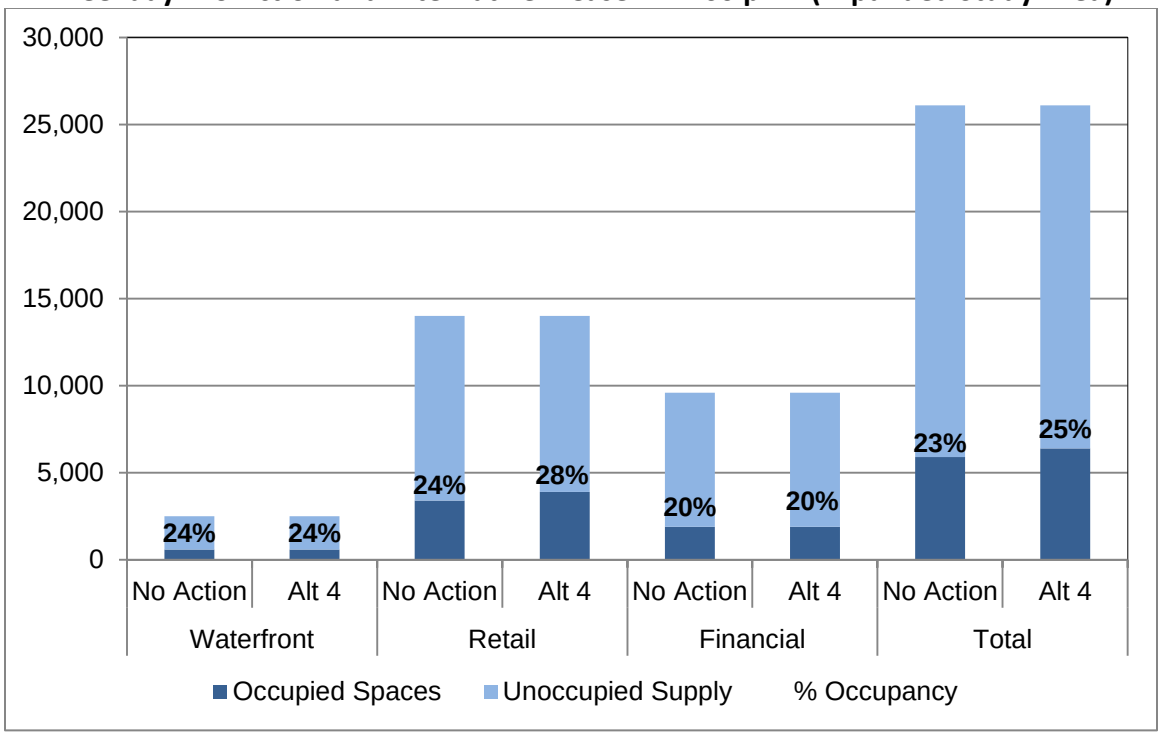


**Figure 3–90 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 4 Case K2 7:00 p.m. (Primary Study Area)**

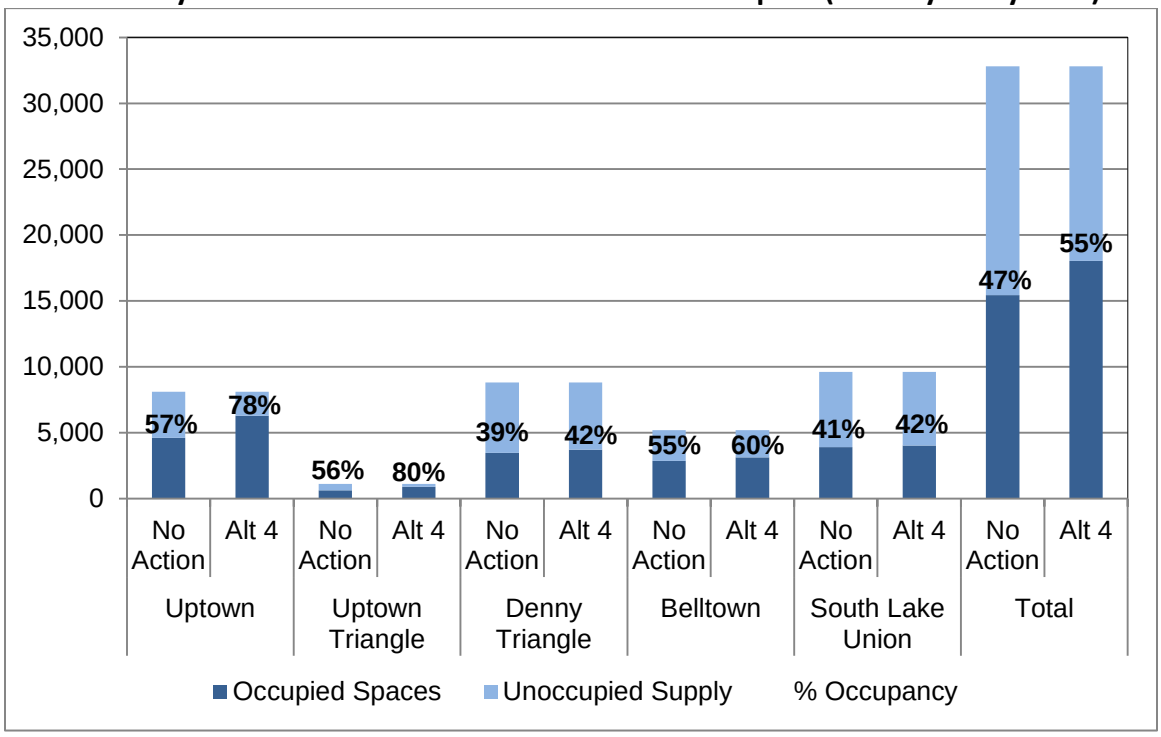
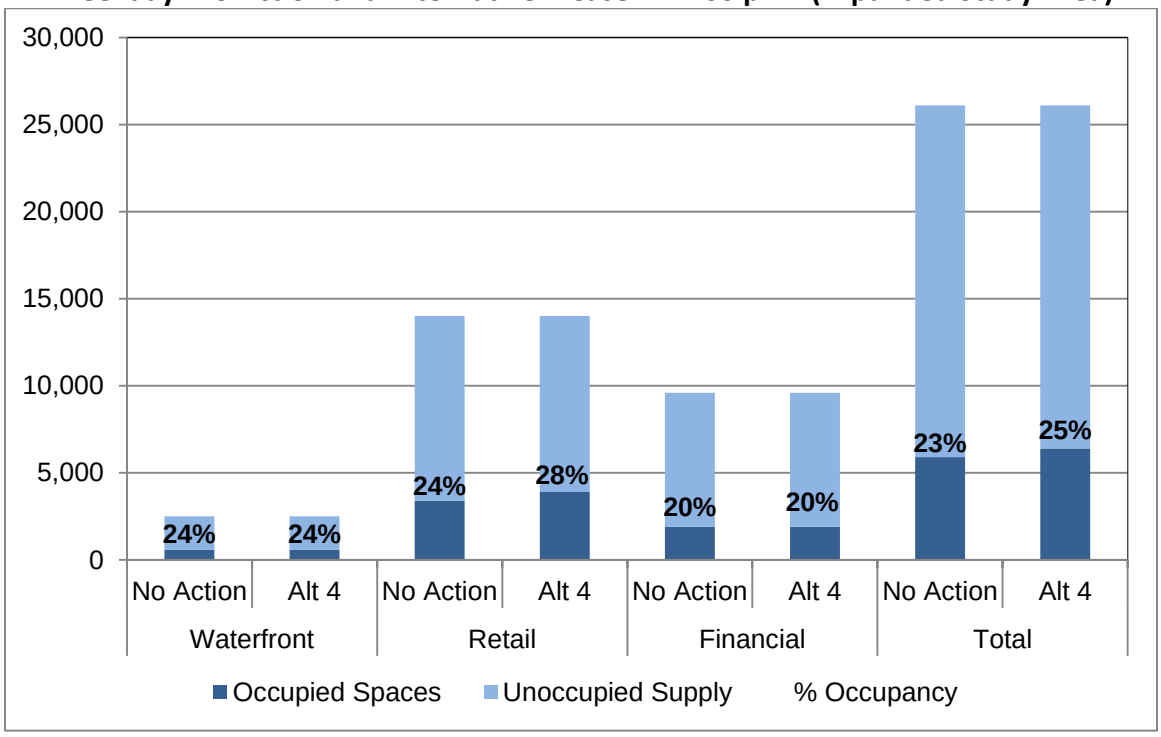



**Figure 3–91 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 4 Case K2 7:00 p.m. (Expanded Study Area)**



As shown on the figures above:

- Alternative 4 Case K1, with the arena only, would result in an almost 10 percent increase in parking occupancy within the primary study area.
- For a multi-event scenario, Alternative 4 Case K2, the primary study area would reach 55 percent occupancy, an increase of almost 10 percent in parking occupancy compared to No Action.
- Although the overall primary study area would be 55 percent for Alternative 4 Case K2, the Uptown neighborhoods closest to the venue would begin to fill up with occupancies of approximately 80 percent. SLU and Denny Triangle within the primary study area would have ample parking to accommodate arena parking.

### 3.8.4.3 Weekend Occupancy

Figure 3–92 through Figure 3–95 illustrate weekend Case K1 and K2 parking occupancy within the primary and expanded study areas.

**Figure 3–92 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 4 Case K1 8:00 p.m. (Primary Study Area)**

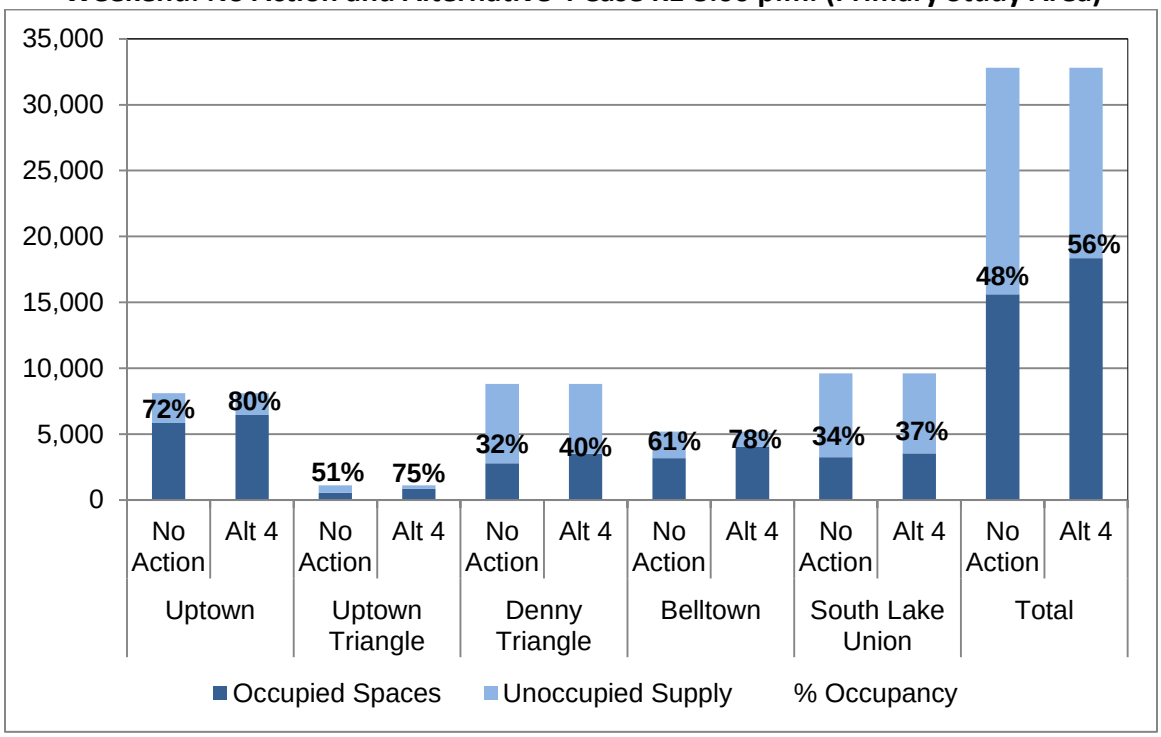


**Figure 3–93 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 4 Case K1 8:00 p.m. (Expanded Study Area)**

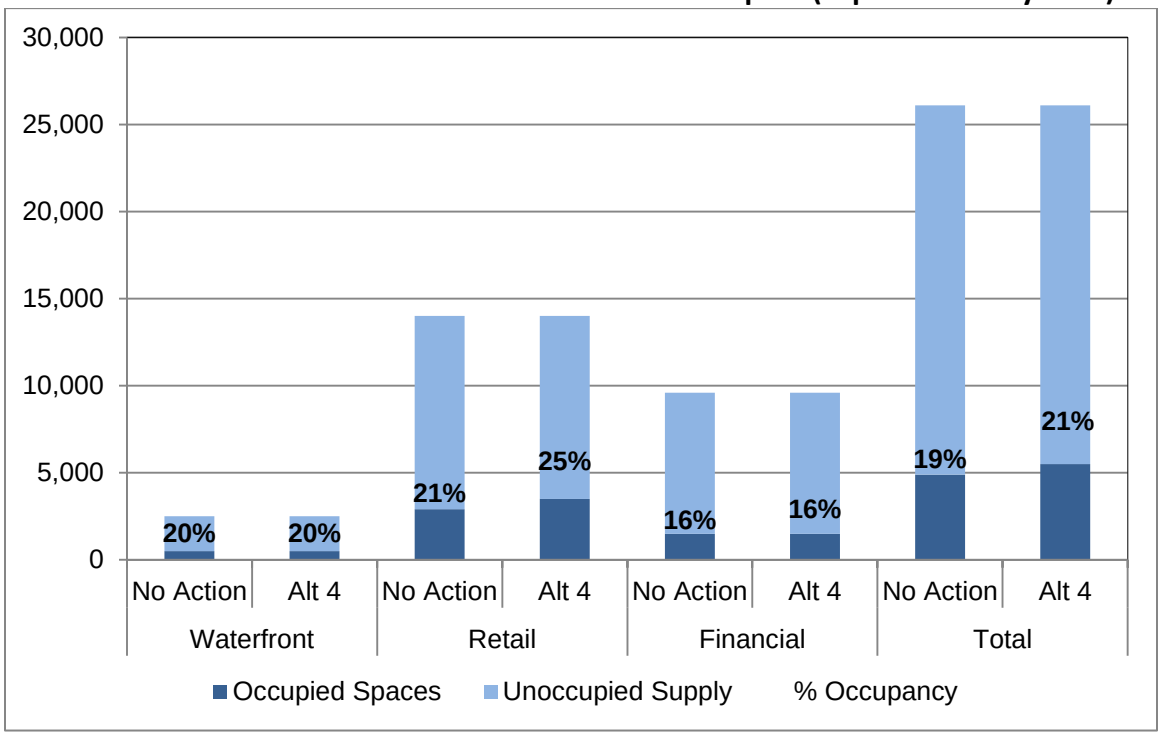



**Figure 3–94 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 4 Case K2 8:00 p.m. (Primary Study Area)**

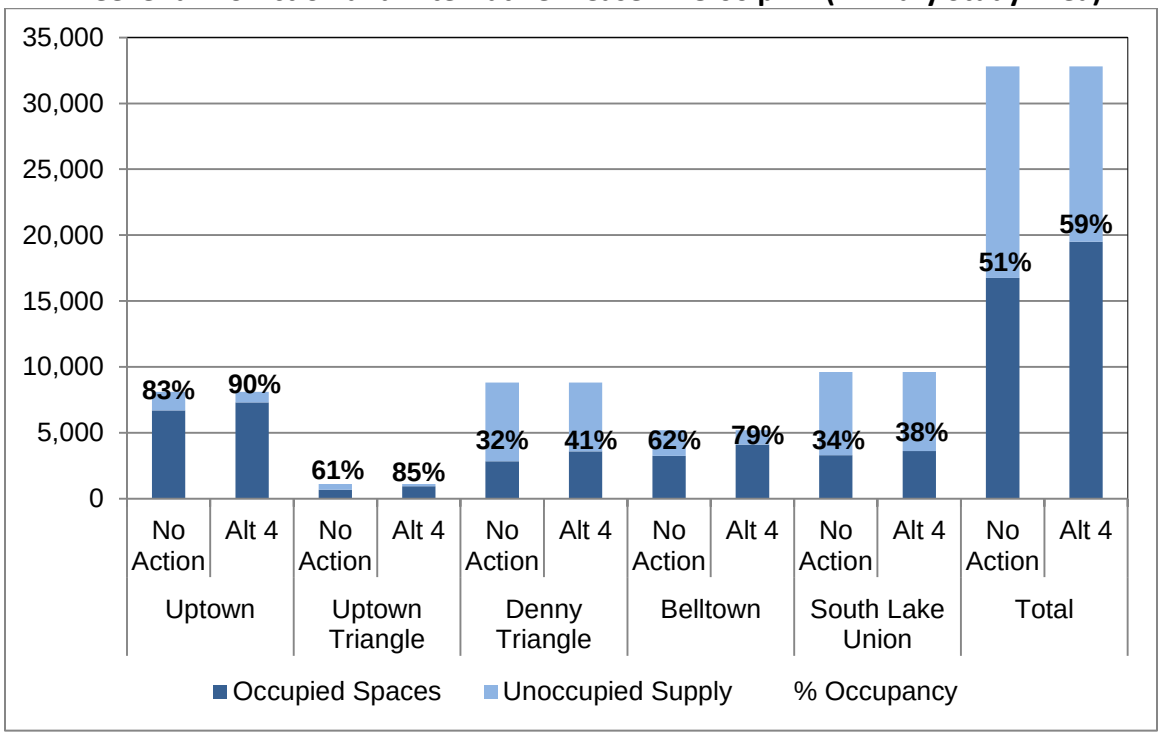
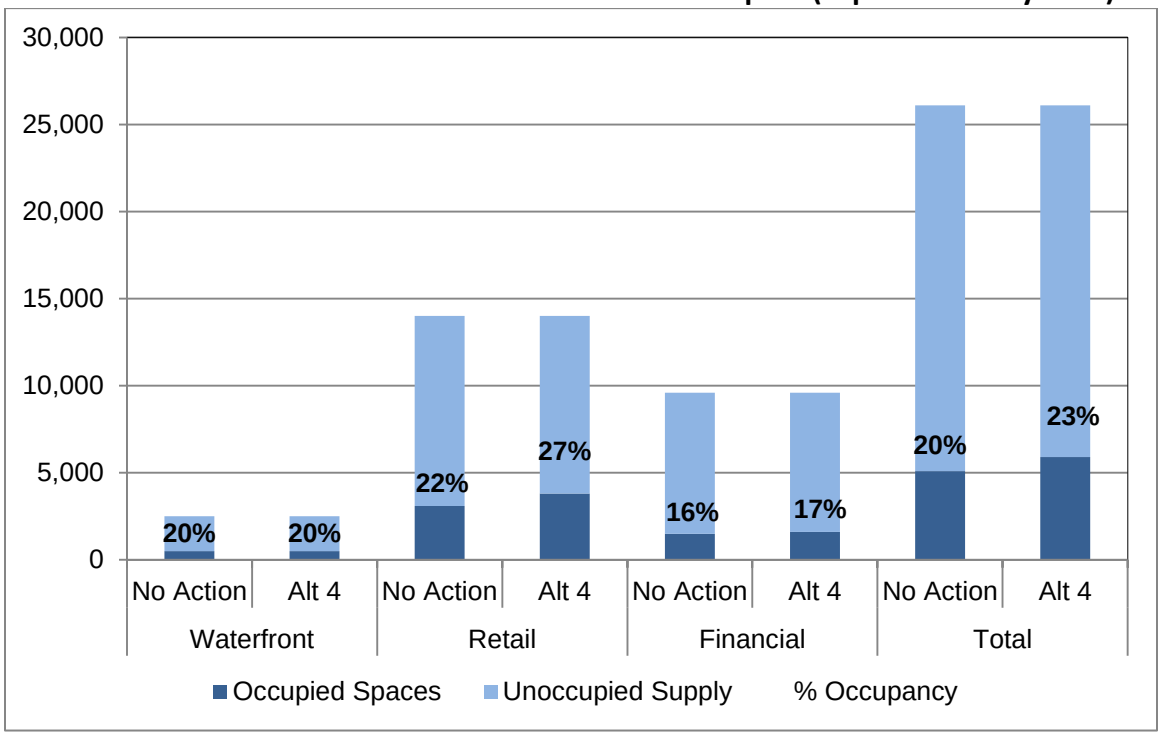


**Figure 3–95 Seattle Center Area Parking Occupancy –**
**Weekend: No Action and Alternative 4 Case K2 8:00 p.m. (Expanded Study Area)**




As shown on the figures above:

- The primary study area parking occupancy would reach approximately 55 percent occupancy with Alternative 4 Case K1 and 60 percent with Alternative 4 Case K2, an increase of almost 10 percent in parking occupancy compared to No Action on the weekend.
- Although the overall primary study area would be 55 to 60 percent, the Uptown neighborhoods closest to the venue would be highly utilized and for Alternative 4 Case K2 this area would become full with occupancies of 85 to 90 percent. Finding parking would become more difficult in these areas. SLU and Denny Triangle within the primary study area would have ample parking to accommodate arena parking.

### 3.8.5 Impacts of Alternative 5

Parking impacts related to construction would be minimized by providing off-street parking, securing parking in near-by garages, as well as encouraging use of alternative modes. It is anticipated that parking impacts related to construction would be less than the 20,000-seat arena. In addition, construction activities could result in the need to close on-street parking adjacent to the site. These closures would be coordinated with SDOT and appropriate notice and signs would be provided.

Alternative 5 is compared to the No Action Alternative to identify parking impacts of an arena development on the Memorial Stadium site. Similar to Alternative 4, no additional parking supply is proposed as part of the defined alternative. It is noted that the adopted Seattle Center Master Plan calls for 1,300 spaces to be developed under a new transportation center at the Memorial Stadium site. The compatibility of a new arena with underground parking and transportation would require further analysis. For purposes of this review, no new parking is assumed.

### 3.8.5.1 Arena Demand Forecasts

Parking demand forecasts for the arena are consistent with Alternative 4. Alternative 5 parking demand represents a net increase of 15,000 attendees as it relates to the Memorial Stadium site (see Table 1-14 in the event transportation demands section of this report).

### 3.8.5.2 Weekday Occupancy

Figure 3–96 through Figure 3–99 provide a comparison between the No Action and Alternative 5 event cases within the primary and expanded study areas.

**Figure 3–96 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 5 Case M1 7:00 p.m. (Primary Study Area)**

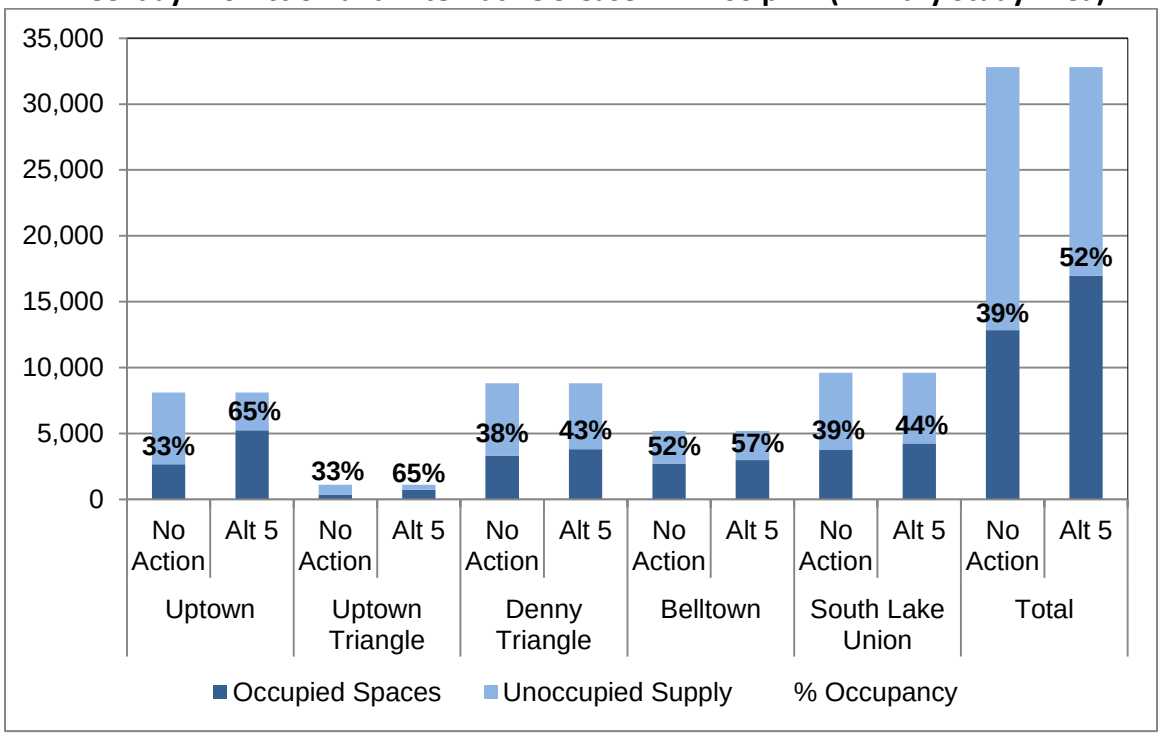


**Figure 3–97 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 5 Case M1 7:00 p.m. (Expanded Study Area)**

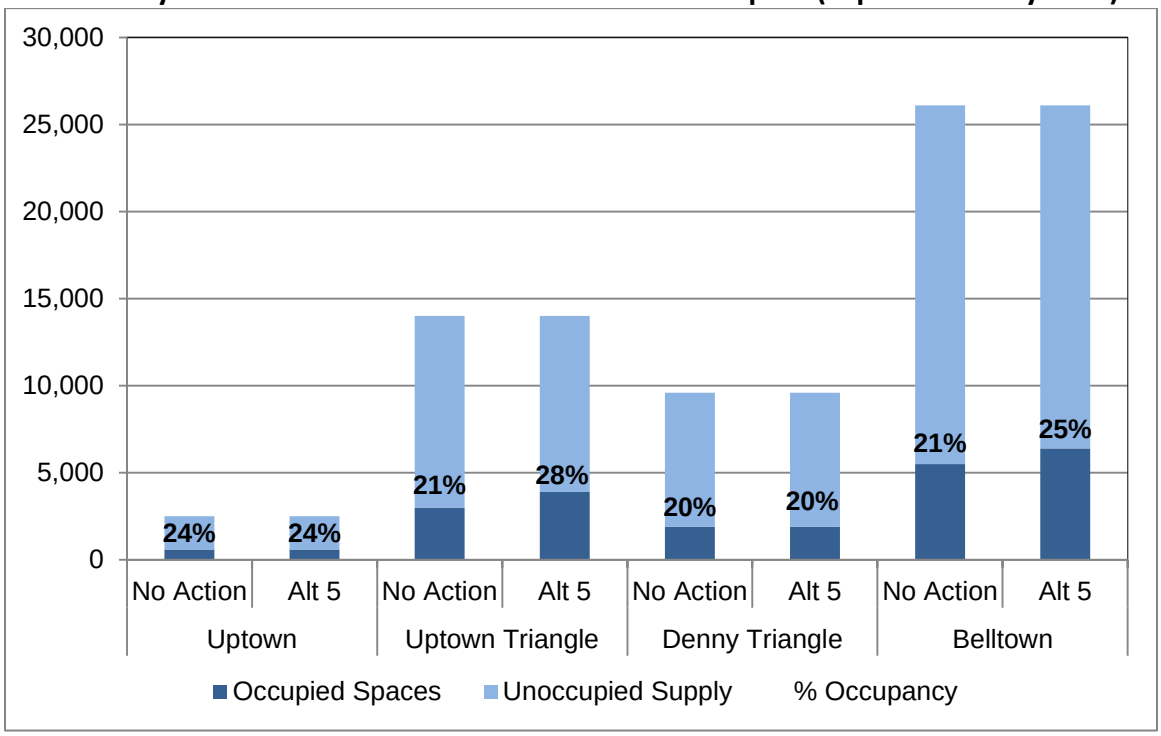



**Figure 3–98 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 5 Case M2 7:00 p.m. (Primary Study Area)**

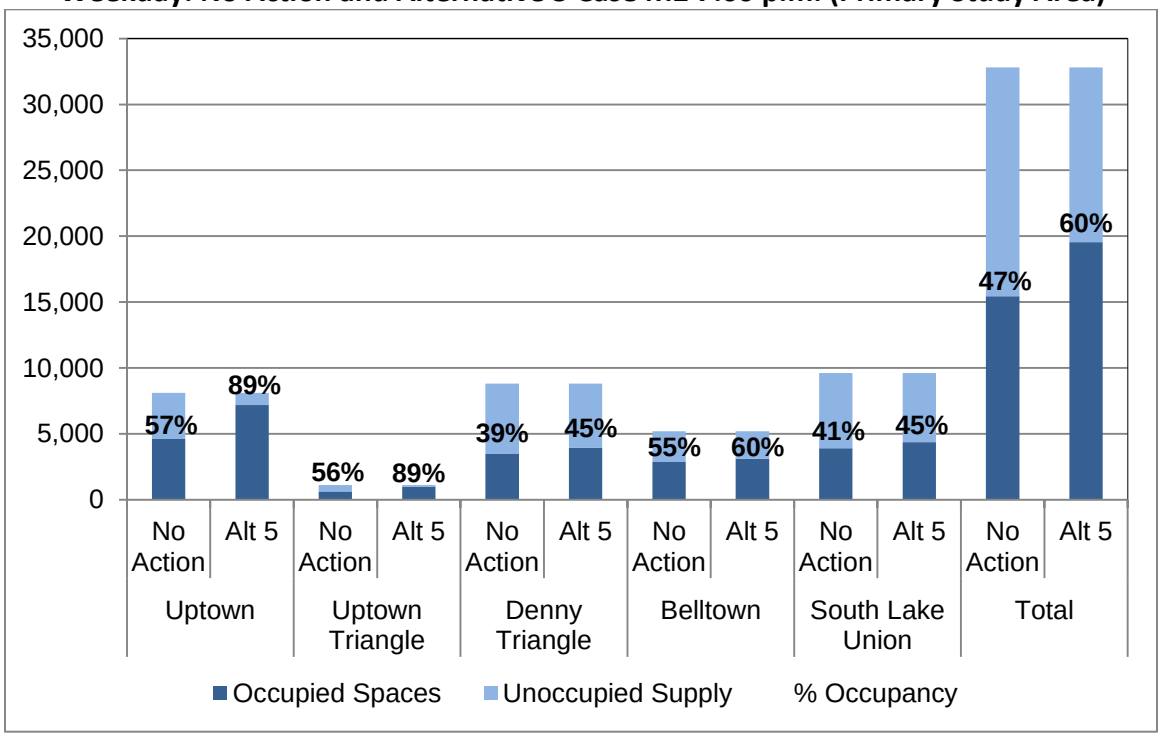
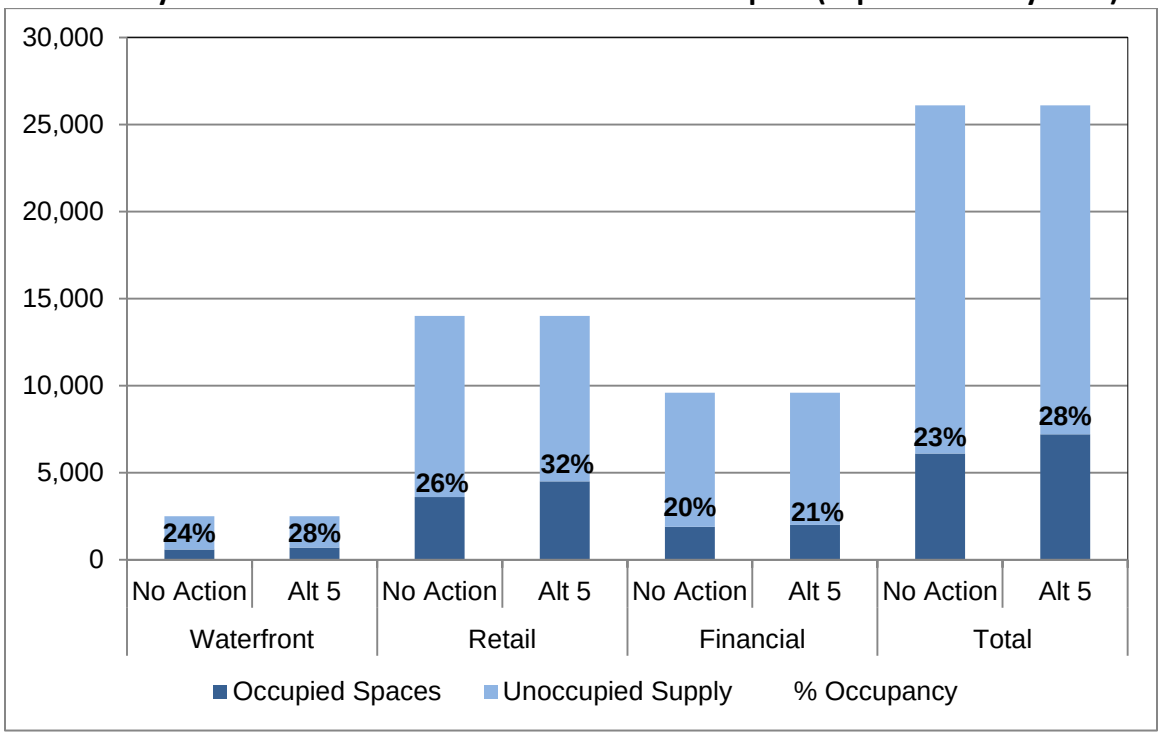


**Figure 3–99 Seattle Center Area Parking Occupancy – Weekday: No Action and Alternative 5 Case M2 7:00 p.m. (Expanded Study Area)**




As shown in the figures above:

- For a multi-event scenario, Alternative 5 Case M2, the primary study area would reach 60 percent occupancy, an increase of almost 15 percent in parking occupancy compared to No Action.
- Although the overall primary study area would be 60 percent for Alternative 5 Case M2, the Uptown neighborhoods closest to the venue would be more highly utilized and would become full with an 89 percent occupancy. Finding parking would become more difficult in these areas. SLU and Denny Triangle within the primary study area would have ample parking to accommodate arena parking.

### 3.8.5.3 Weekend Occupancy

Figure 3–100 through Figure 3–103 illustrate weekend Case M1 and M2 parking occupancy within the primary and expanded study areas.

**Figure 3–100 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 5 Case M1 8:00 p.m. (Primary Study Area)**

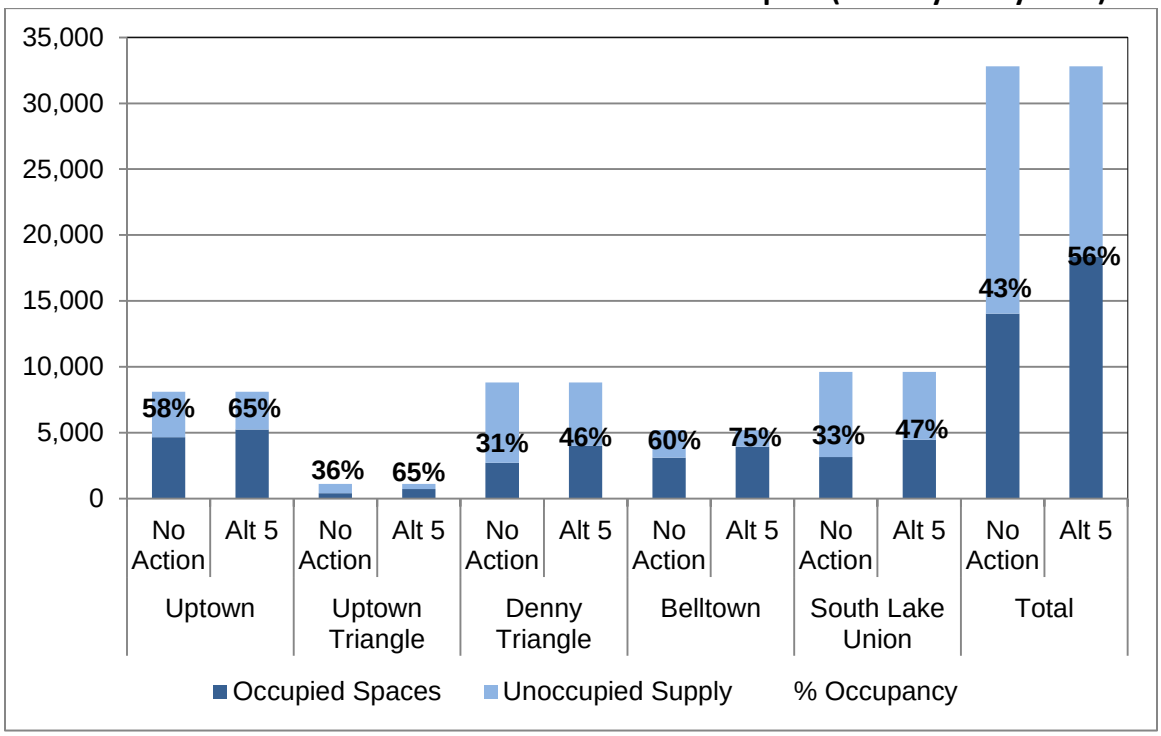



**Figure 3–101 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 5 Case M1 8:00 p.m. (Expanded Study Area)**

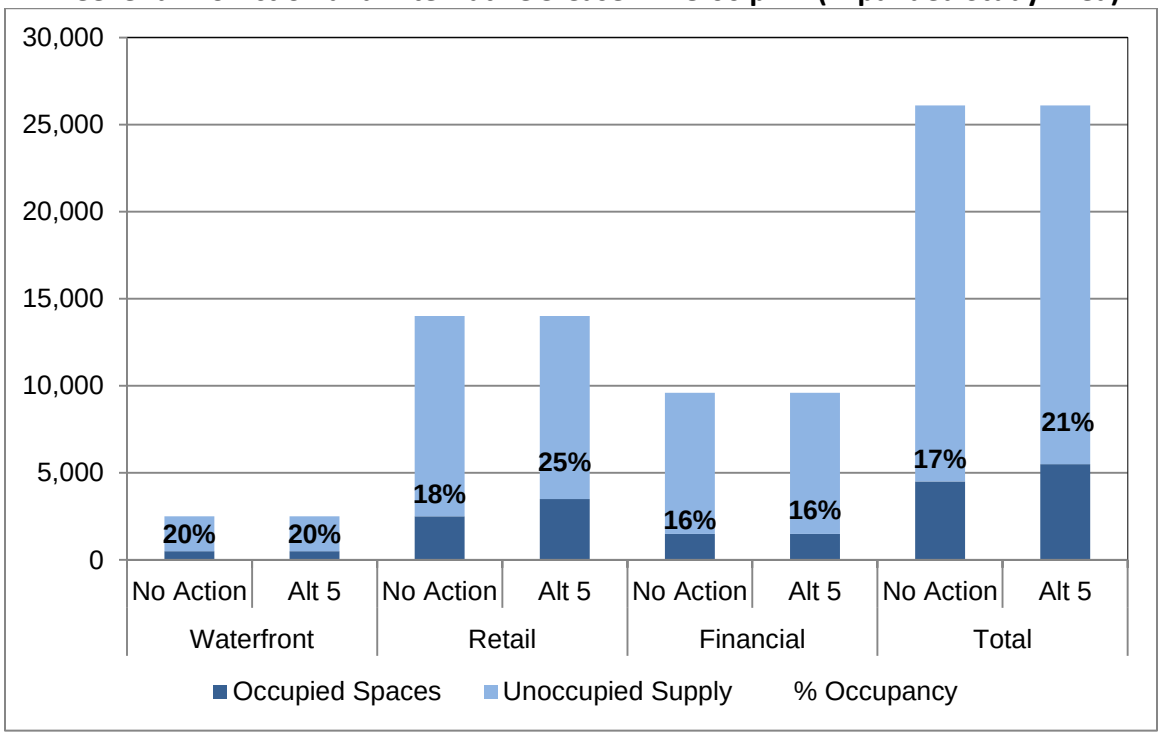


**Figure 3–102 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 5 Case M2 8:00 p.m. (Primary Study Area)**

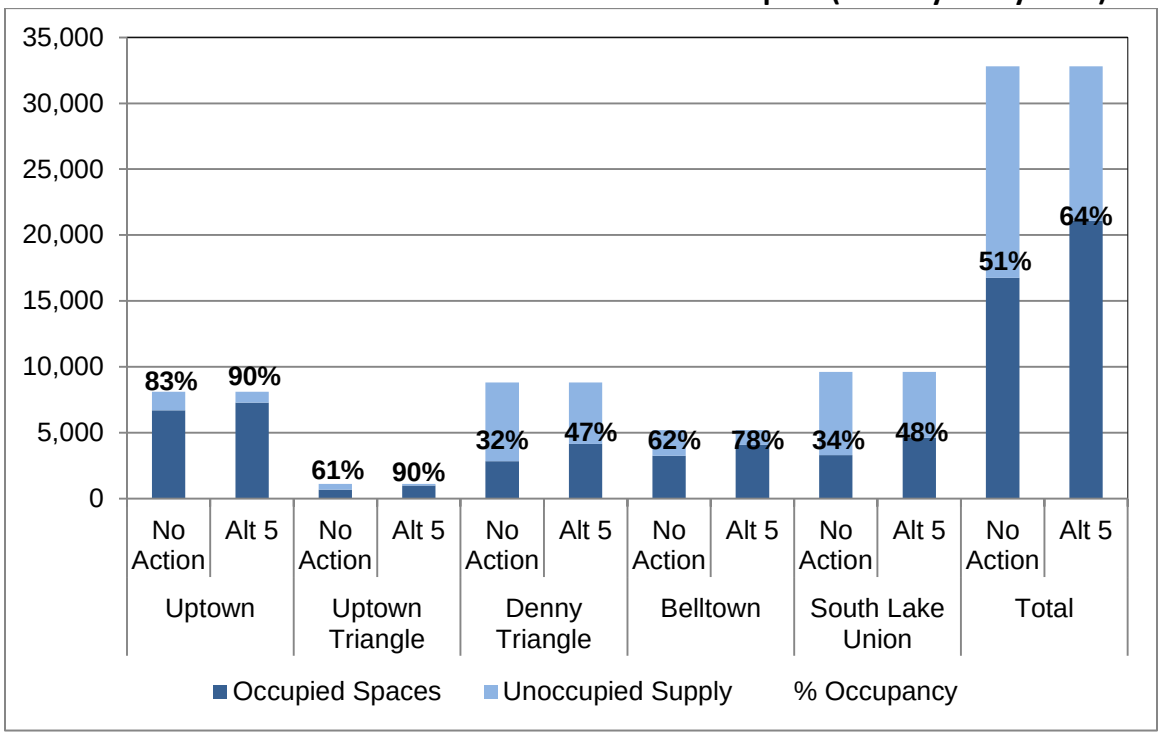
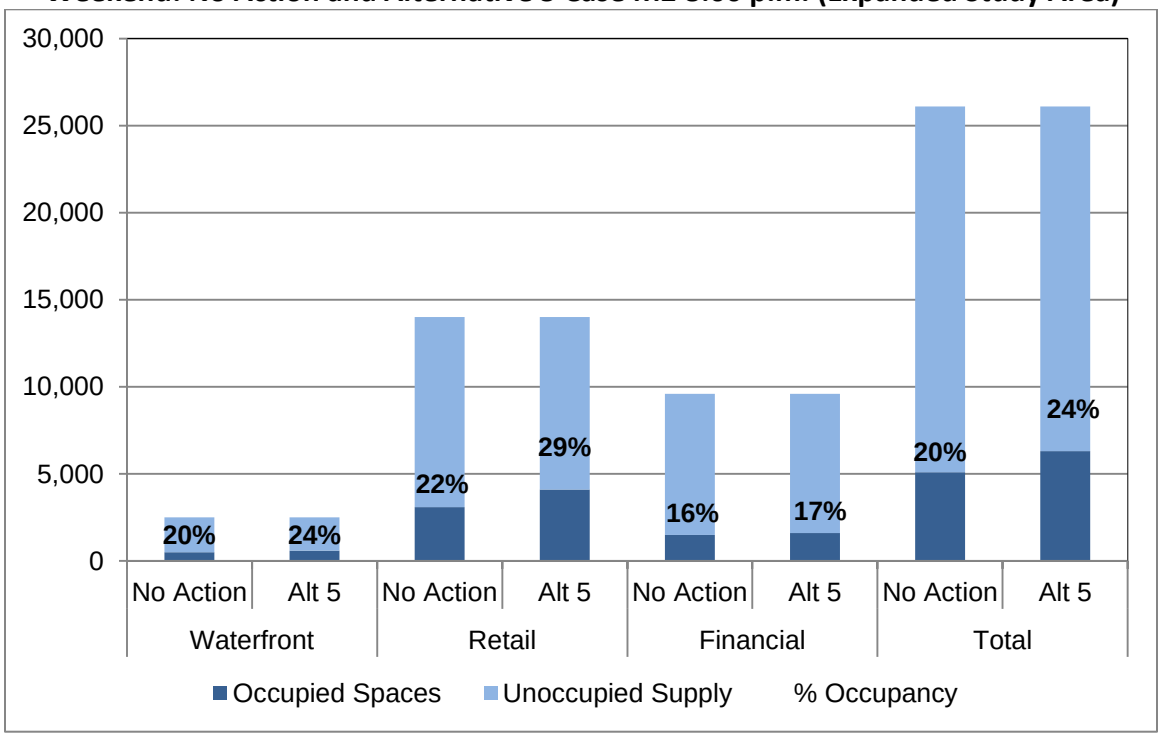



**Figure 3–103 Seattle Center Area Parking Occupancy – Weekend: No Action and Alternative 5 Case M2 8:00 p.m. (Expanded Study Area)**



As shown on the figures above:

- With the arena only on weekends, the primary study area would reach 56 percent occupancy for Alternative 5 Case M1 and 64 percent for Alternative 5 Case M2, an increase of almost 15 percent in parking occupancy compared to No Action.
- During the multi-event scenario on the weekend, the closest parking within the primary study area would reach 90 percent; however, SLU and Denny Triangle have ample parking to accommodate arena parking demand and it is anticipated parking supply would increase in the future with development.

### 3.8.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. The following identifies those potential mitigation measures considered to have a high influence on this transportation element. These potential mitigation measures are appropriate for both Alternative 4 and Alternative 5.

- Event schedule protocol and management
- Expand on-street parking controls
- Establish covenant parking agreements
- Parking for event staff
- Pre-sell reserved arena covenant parking

### 3.8.7 Secondary and Cumulative Impacts

Short term parking restrictions may be implemented to support event related activities as a result of traffic control plans, or other efforts to balance traffic, transit, freight and goods movement, and parking demands.

### 3.8.8 Significant Unavoidable Adverse Impacts

As described in the impact analysis, the increase in event days anticipated with an arena would result in increased frequency of parking impacts resulting in competition for parking throughout the primary, and, on occasion, the extended study area.

## 3.9 Safety

### 3.9.1 Methodology

Collisions were reviewed at the study area intersections. Records of reported collisions were obtained from SDOT for the five-year period between January 1, 2007, and December 31, 2011.

A summary of the total and average annual reported accidents at each study intersection is provided in Attachment E-4, which is available from DPD upon request. The City of Seattle has adopted criteria for assigning high accident location status to signalized intersections with 10 or more reported collisions per year and unsignalized intersections with five or more reported collisions per year. Intersections designated as high accident locations are targeted for future safety improvements in an effort to reduce the occurrence of accidents.

### 3.9.2 Affected Environment

Fewer than 10 collisions per year were reported at each signalized study intersections and for the unsignalized locations only the Mercer Street / Taylor Avenue intersection had an average of more than five collisions per year. No fatalities were identified in the study area for the five-year period.

A review of the collisions at the Mercer Street / Taylor Avenue intersection shows that roughly one-third of the collisions involved left-turning vehicles and in most of those cases, vehicles were improperly turning. There were four collisions with pedestrians, all of which involved the vehicle not granting right-of-way to the pedestrian. The Mercer West project would signalize this location in the future, which would likely minimize left-turning collisions and improve the overall safety for pedestrian and vehicular traffic at the intersection.

The data was reviewed for locations with collisions involving pedestrians or bicyclists. Of the 52 study intersections reviewed, 35 locations had collisions involving pedestrians and bicyclists over the 5-year study period. All locations with pedestrian or bicycle accidents experience less than two accidents per year. The corridors within the study area are undergoing significant pedestrian and bicycle safety improvements as part of the major transportation infrastructure projects. Elements related to pedestrian and bicyclists include signalized crossings, wider path / sidewalk, new bicycle facilities, etc. along Mercer Street and other nearby corridors. It is anticipated with these improvements conflicts between vehicular and pedestrian / bicycle traffic would be reduced and overall non-motorized safety could improve.

### 3.9.3 Impacts of No Action Alternative

As traffic volumes increase, the potential for traffic safety issues increases proportionately. The overall vehicular and non-motorized traffic in the area under 2018 and 2030 conditions are anticipated to be higher than occur under existing conditions; however, there are changes in transportation infrastructure underway and the impact of these changes on transportation safety is unknown. The projects are all designed to current standards of practice.

### 3.9.4 Impacts of Alternative 4

Alternative 4 construction would increase vehicular traffic within the study area, which could result in increased conflicts between vehicular, pedestrian, and bicycle traffic. It is anticipated that safety impacts related to construction would be less than the 20,000-seat arena.

As noted above, as traffic volumes increase, the potential for traffic safety issues increases proportionately. Alternative 4 would increase both vehicular and non-motorized traffic within

the study area, which could potentially increase conflicts between vehicular and non-motorized traffic resulting in the potential for increase safety issues.

### 3.9.5 Impacts of Alternative 5

Alternative 5 construction would increase vehicular traffic within the study area, which could result in increased conflicts between vehicular, pedestrian, and bicycle traffic. It is anticipated that safety impacts related to construction would be less than the 20,000-seat arena.

Safety impacts associated with Alternative 5 would be similar to those described for Alternative 4.

### 3.9.6 Mitigation Measures

A complete summary of potential mitigation measures to be considered across all the Transportation Elements evaluated in this report is included in Chapter 4.0 of Appendix E. This summary includes identification of both programmatic measures and physical improvements. A series of mitigation measures have been developed, but none have been identified as having a high influence on this transportation element and the remaining measures are included in Chapter 4.0 of Appendix E.

### 3.9.7 Secondary and Cumulative Impacts

No secondary or cumulative impacts have been identified.

### 3.9.8 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected.

# 4.0 SUMMARY OF MITIGATION MEASURES

The analysis preceding this section identified transportation impacts associated with the development of an 18,000 to 20,000 seat multi-purpose arena at either the Stadium District in SoDo or in the Seattle Center area. Potential mitigation measures to address the transportation impacts have been briefly discussed for each element of the transportation environment (traffic volumes, traffic operations, parking, pedestrians, etc.) in the preceding sections of this report. This section consolidates those mitigation measures and strategically groups them by type of mitigation.

Mitigation measures have been identified for both construction and operation. There are generally two types of mitigation measures discussed: (1) physical improvements; and (2) programmatic improvements to be identified as part of the Transportation Management Plan (TMP).

## 4.1 Construction Management Plan (CMP)

To mitigate potential construction-related impacts, ArenaCo shall develop a CMP in conjunction with site-specific development. This plan would be coordinated with the DPD Noise Abatement Officer and SDOT, and must be submitted and approved prior to issuance of a building permit. The plan would include, but not be limited to, the following elements:

- **Central Construction Coordination Office.** During construction, the construction manager shall maintain coordination with the existing venues and the Port of Seattle to advise them of major phases of construction that may create constraints or disruption along roads and sidewalks in the immediate vicinity of the Arena.
- **Construction Hours and Sensitive Receivers** – Identify demolition and construction activities within permissible construction hours.
- **Construction Noise Requirements** – Include the requirement that all demolition and construction activities shall conform to the Noise Ordinance, except as approved through the variance process.
- **Construction Milestones** – Include a description of the various phases of demolition and construction, including a description of noise and traffic generators, and anticipated construction hours for each phase.
- **Construction Noise Management** – Identify and list techniques and measures to minimize or prevent demolition and construction noise including: timing restrictions, noise reduction construction technologies, process modifications.
- **Construction Parking Management** – Identify areas for construction worker parking. As part of the agreement with the Arena, the general contractor would develop a construction worker parking program, so available public off-street and on-street parking is not adversely impacted by the influx of this large temporary population of workers. This would involve remote parking with a shuttle service, use of parking and

loading areas in vacant buildings, or other means of providing construction worker parking without impacting existing on- and off-street public parking.

- **Construction Traffic/Street and Sidewalk Closures** – As part of the Arena construction, the construction manager would be required to identify anticipated street closures, the timing for street closures, and the detour routes and signing plan to guide drivers, bicyclists, and pedestrians around these restrictions. The CMP shall identify potential sidewalk, transit stop, and bicycle lane closures or rerouting, and shall consider the need for construction truck traffic to avoid peak traffic periods (e.g., 6-9 AM, 3-6 PM). This proposal would be reviewed and coordinated with SDOT, the Port of Seattle, and others nearby venues through the Maintenance of Traffic Task Force (MOTTF).
- **Off-site Construction Coordination**. The Transportation Coordinator would regularly attend and / or be informed by the Maintenance of Traffic Task Force (MOTTF) relating to utility and road projects that would potentially impact Arena and other event access in the immediate area as well as more regional transportation projects like the SR 520 and Mercer Corridor projects that shift traffic patterns and may impact access to the Arena.
- **Priority Truck Routing and Loading.** Develop demolition, earthwork excavating, concrete and other truck routing plans and submit those plans for approval through SDOT for site-specific development. The Arena general contractor would specify priority truck routes and loading areas as part of a coordinated Construction Traffic Control Plan. This plan would be reviewed by SDOT and coordinated with other venue transportation managers and the Port of Seattle to ensure that there would be minimal conflicts with existing and scheduled operations.

The following elements shall be included in the CMP if applicable:

- Schedule the most intensive construction activities such that they are spread out over time and prohibit material deliveries from leaving or entering the area during AM and PM peak hours when feasible.
- Schedule street closures and other disruptions to the street system during off-peak periods, unless approved for other hours by SDOT to minimize impacts to the system.
- Provide safe pedestrian and bicycle circulation adjacent to the construction site through the use of temporary facilities, detours, and signs.
- If construction activities cause the need to close on-street parking adjacent to the site, coordinate such closures with SDOT and obtain appropriate street use permits.

## 4.2 Operation

### 4.2.1 Physical Capacity and Safety Improvements

Physical improvements are specific elements that have been identified to enhance the transportation infrastructure in a manner that directly or indirectly reduces the impact of the

Arena, or reduces the negative consequences of project or cumulative conditions associated with the Arena.

#### 4.2.1.1 Required Mitigation or Mitigation Included in Project Proposal (Alternatives 2) and 3

The following mitigation measures have been proposed by the applicant or have been identified to be required of the applicant as a condition of MUP approval:

**S Massachusetts Street Realignment.** As part of the Proposed Action, S. Massachusetts Street between Occidental and 1st Avenues S. would be realigned to the north to improve the direct alignment of the street with the section immediately east of Occidental Avenue S. This would enhance accessibility to the Safeco Field garage and service road. In addition, it would allow the pedestrian plaza at the north side of the Arena to be generous in size and limit the potential for pedestrian spillover onto S. Massachusetts Street, avoiding the potential for conflict with S. Massachusetts Street traffic. This realignment would also improve the alignment of this section of S. Massachusetts Street with the segment west of 1$^{st}$ Avenue S.

**North-South On-Site Connection.** As part of the Proposed Action, a north-south connection parallel to the proposed vacated Occidental Avenue S. would link S. Holgate Street with the extension of S. Massachusetts Street, along the east side of the property. This link could serve as direct ingress and egress to the Safeco Field garage, as well as replace the connection to the south for emergency and service vehicles to the Safeco Field garage, surface parking, and service and emergency road.

**Signal System Upgrades.** ArenaCo would be required to make a pro-rata contribution to projects such as the ITS Next Generation project list. The results of the transportation analysis suggest that there is an underlying need for area-wide improvements focusing on achieving a higher efficiency from the existing signal system as well as providing additional east/west connectivity in light of the increase in future rail activity.

**Traffic Control Equipment Upgrades.** ArenaCo would work with SDOT to upgrade the traffic control equipment at signalized intersections in the Stadium District to increase its reliability through improving communications with the SDOT traffic control center and by utilizing current Adaptive Traffic Control technology. These improvements are more than simply optimizing traffic signals but give signals the flexibility to respond to unanticipated surges, interruptions, and / or shift in traffic flows due to collisions, road construction projects and / or variation in tenant access patterns.

**Lander Street Pro-rata Contributions**. ArenaCo would be required to make a pro-rata contribution to the future grade separation of Lander Street. This has been identified based on existing and future deficiencies noted in the analysis. Further pressure would be put on the east/west capacity of the system and increases potential for vehicle/rail safety conflicts due to increases in the north/south rail activity and resulting decrease in capacity of the at-grade street crossings.

**Pedestrian Improvements.** Implementation of the following pedestrian improvements would contribute to increased safety and / or improved connectivity between the Arena and pedestrian connections to transit and / or offsite parking areas.

- The north-south crossing of S. Atlantic Street at Occidental Avenue S. would be improved by either:
    - Providing manual traffic control at the north-south crossing, and / or,
    - Developing a more-permanent improvement such as adding a staircase to the south side of S. Atlantic Street connecting to 3rd Avenue S.
- To improve the connectivity and safety of the east-west pedestrian connection between the Arena site and 4th Avenue S., ArenaCo would be required to develop or implement one of the following:
    - Construction of a pedestrian bridge from the Arena along S. Holgate Street to the east spanning such that it clears the easternmost railroad tracks. This would reduce the need for surface management pedestrian traffic control measures before or after events. The pedestrian bridge should directly connect to the Arena with a pathway wide enough to assure free flow of pedestrians during ingress and egress conditions.
    - Alternatively, the applicant may provide operating shuttles or jitneys that follow a fixed route on a fixed headway that link the Washington State Ferry terminal, Link Light Rail and Transit Stations to / from the Arena. The intent of these jitneys and / or shuttles would be to provide an incentive for walk-on ferry passengers, transit users and persons parking in more remote offsite parking spaces. A specific shuttle plan would be developed as part of the TMP. The shuttle option would be coupled with pedestrian lighting and sidewalk improvements along 1st Avenue S. from S. Holgate Street to S. Lander Street, and along S. Lander Street from 1st Avenue S. to 4th Avenue S.

**At-Grade Way-Finding System**. In coordination with other Stadium District stakeholders, ArenaCo could be required to contribute to development of a way-finding system to guide pedestrians and cyclists to the various venues in the Stadium District. To the extent possible this system will link with and through the Pioneer Square, International District, and SoDo.

#### 4.2.1.2 Required Mitigation Measures for Alternative 4 and 5

There are no proposals to construct an arena at either site of Alternative 4 or 5. The following measure has been identified as a condition of MUP approval if an application is submitted for Alternative 4 or 5.

**Traffic Control Equipment Upgrade.** The applicant would work with SDOT to upgrade traffic control equipment at signalized intersections in the Seattle Center Area to increase its reliability through improving communications with the SDOT traffic control center and by utilizing current Adaptive Traffic Control technology.

#### 4.2.1.3 Potential Mitigation Measures for Proposed Action (Alternative 2) and 3

These mitigation measures have been identified for consideration by DPD and SDOT:

**Directional (Dynamic/Static) Event Signage.** Directional signage between the freeway and other limited access facilities could be revised to incorporate the Arena. For Alternatives 2 and 3, this would complement the existing signage that currently exists for CenturyLink Field and Safeco Field.

**Parking Guidance Signage.** The Arena could participate with the City of Seattle in implementing a parking guidance system that provides direction and information regarding parking availability to those drivers who do not pre-purchase parking. This system could notify drivers as to the location and number of spaces available in public and event garages in the Stadium District area, reducing excess and erroneous circulation. This system will be similar to the downtown parking guidance system.

**SDOT Traffic Control Center Improvements.** The Arena could contribute to improvements to the SDOT Traffic Control Center. The improved Center would serve not only the Arena, but the other event venues and the surrounding neighborhood. The Traffic Control Center will have the ability to provide video feeds of information from WSDOT and SDOT traffic cameras and allow for posting of current conditions relating to congestion, parking, and traffic incidents that could help drivers' decision-making as they travel to an event at the Arena, Safeco Field, and/or CenturyLink Field, for Alternatives 2 and 3. For maximum effectiveness, this Center should be staffed during major events and the staff should be involved in coordinating the on-ground activities of event traffic control personnel. Additional intelligent transportation system (ITS) equipment such as CCTV cameras could be installed in coordination with the Arena at key locations in the Stadium District or Seattle Center area to better inform traffic management center (TMC) staff on current conditions to effectively manage traffic flows.

**Pedestrian Scale Street Lighting.** Consider upgrading street lighting to enhance safety for pedestrians in several areas where there are preexisting low light levels. The following locations have been identified as needing improvement or upgrades:

- 1st Avenue S. from S. Royal Brougham Way to S. Massachusetts (west side)
- 1st Avenue S. from S. Holgate Street to S. Walker Street (west side)
- 1st Avenue S. from S. Holgate Street to S. Stacy Street (east side)
- 1st Avenue S. from S. Holgate Street to S. Lander Street (both sides)
- S. Lander Street from 4th Avenue S. to the SoDo Busway (both sides)
- Edgar Martinez Drive S. from S. Occidental Street to 3rd Avenue S. (south side)
- 3rd Avenue S. from Edgar Martinez Drive S. to S. Royal Brougham Way (east side)
- 3rd Avenue S. from S. Atlantic Street to S. Holgate Street (both sides)
- 4th Avenue S. from S. Royal Brougham Way to S. Holgate Street (both sides)

- S. Royal Brougham Way from 3rd Avenue S. to the SoDo Busway (both sides)

**Bicycle Route Improvements.** The Arena could participate in marketing and upgrading the bike route system and prioritize bike lanes in the immediate vicinity of the site.

#### 4.2.1.4 Potential Mitigation Measures for Alternatives 4 and 5

These mitigation measures have been identified for consideration by DPD and SDOT if an arena were built at the site of Alternatives 4 and 5:

**Directional (Dynamic/Static) Event Signage.** Directional signage between the freeway and other limited access facilities could be revised to incorporate the Arena. For Alternatives 4 and 5, it would further integrate with the Seattle Center signage.

**Parking Guidance Signage.** The Arena could participate with the City of Seattle in implementing a parking guidance system that provides direction and information regarding parking availability to those drivers who do not pre-purchase parking. This system could notify drivers as to the location and number of spaces available in public and event garages in the Seattle Center area, reducing excess and erroneous circulation. This system will be similar to the downtown parking guidance system.

**SDOT Traffic Control Center Improvements.** The Arena could contribute to improvements to the SDOT Traffic Control Center. The improved Center would serve not only the Arena, but the other event venues and the surrounding neighborhood. The Traffic Control Center will have the ability to provide video feeds of information from WSDOT and SDOT traffic cameras and allow for posting of current conditions relating to congestion, parking, and traffic incidents that could help drivers' decision-making as they travel to an event at the Seattle Center area attractions for Alternatives 4 and 5. For maximum effectiveness, this Center should be staffed during major events and the staff should be involved in coordinating the on-ground activities of event traffic control personnel. Additional intelligent transportation system (ITS) equipment such as CCTV cameras could be installed in coordination with the Arena at key locations in the Stadium District or Seattle Center area to better inform traffic management center (TMC) staff on current conditions to effectively manage traffic flows.

### 4.2.2 Programmatic Measures/Transportation Management Plan Applicable to All Action Alternatives

Programmatic measures would be delivered in the form of a comprehensive plan, referred to as a Transportation Management Plan (TMP). A TMP would be required as a condition of approval of a new arena at any location and would be developed in concert with SDOT and other stakeholders. The TMP would include a range of programmatic strategies and actions, summarized within this section.

The finalized TMP would provide greater detail regarding how each measure is tailored to influence the travel and parking habits of each major tenant. For Alternatives 2 and 3, like other

Stadium District TMPs, the Arena TMP would be reviewed annually by the City of Seattle Parking and Access Review Committee (PARC) and modified to respond to changed conditions.

To ensure the effectiveness of the mitigation including the TMP, performance measures or goals are proposed as a measure of compliance and achievement. SDOT has suggested that these goals should be more consistent with TMP goals for other more traditional land use projects in the city by focusing on SOV reduction and transit mode split. In the case of a special event facility, the primary goal is to reduce the number of vehicles. Private vehicle reduction (reduction in traffic volume and parking demand) can be accomplished by encouraging all forms of public and private high occupancy transportation including regular service transit, park-and-ride transit, light link rail, charter bus, and ferry service as well as walking and cycling. While SOV reduction is important, it is equally important to encourage HOVs. Thus, a goal addressing average vehicle occupancy (AVO) addresses both SOV reduction and HOV increases.

The traffic forecast was based on non-automobile mode split and average vehicle occupancy that are reflective of the performance of the special event venues in the Stadium District and Seattle Center.

To ensure consistency with other existing venues, an initial goal consistent with 2018 assumptions is appropriate with progressive increase in non-automobile mode split and Average Vehicle Occupancy (AVO). Thus, goals for measuring the effectiveness of the TMP could include the following:

**Table 4-1**
**Transportation Management Program Goals**

| | Years 1-4 after Opening | Year 5-9 after Opening | Year 10 after Opening |
|---|---|---|---|
| Non-Automobile Mode Split | 18% | 20% | 22% |
| Average Vehicle Occupancy | 2.4 persons per vehicle | 2.4 persons per vehicle | 2.5 persons per vehicle |

The six primary categories of the TMP include the following:

- Event Management
- Public Information and Marketing
- Traffic and Parking Demand Reduction
- Management of Vehicle and Parking Demand
- Traffic Management Plan
- Implementation and Monitoring

#### 4.2.2.1 Event Management

This program group concentrates on event and facility management measures to: 1) eliminate and/or reduce event conflicts by ensuring coordination with other event facilities and neighbors; 2) ensure consistent and responsive implementation of the Transportation Program; and 3) provide the public and attendees with information on choices to avoid conflicts, take advantage of transportation and parking opportunities to reduce delay and frustration, and take advantage of opportunities that complement the event experience and minimize impact on the surrounding neighborhoods and business operations.

The most effective strategy for reducing the magnitude of traffic and parking impacts is to minimize the frequency of simultaneous or closely schedule time specific events.

- **Event Transportation Coordinator (ETC).** The Arena Manager would identify a staff person to coordinate and manage the Transportation Management Program (TMP) and Arena scheduling such that multiple event days with attendance in excess of an identified threshold are minimized or eliminated. This could be done in the context of an updated Event Scheduling Agreement with the Arena as an added party to the existing group (see Event Scheduling Protocol and Management described below). The ETC would represent the Arena on the Parking and Access Review Committee (PARC) and will coordinate with the City of Seattle, Port of Seattle, King County Metro Transit and other affected public and private transportation operators in the area on event schedules and implementation of the TMP. On an event day, implementation and monitoring of the TMP would be one of their primary functions prior to and following the event.
- **Event Access Guide.** ArenaCo would develop an event access guide to list alternatives to driving, preferred parking areas and other designated Arena parking areas that offer carpool incentives, neighborhood dinner/parking promotions, and other programs and resources to assist ticket purchasers with options for traveling to and from the area. This event guide will be integrated on the Arena webpage and on the webpages of the primary seasonal tenants.
- **Event Scheduling Protocol and Management.** Considering the existing and proposed event venues, their potential effect on each other and cumulative traffic and parking, and the effect of event traffic on localized freight movements, the City could work with the venues to establish a protocol for scheduling to minimize the conflict with events among the three major Stadium District venues. This protocol would strive to work with major tenants and franchises to minimize the occurrence of simultaneous and closely scheduled major events. When two or more time specific events with the combined forecasted attendance (not ticket sales) of over 58,000 persons appears to be scheduled, the protocol would identify a basic approach for resolving apparent conflicts. The separation of event start and end times could vary dependent on projected attendance levels, time of day, and the host facilities.

  The Port of Seattle could be a part of this protocol or a parallel process to work with

Stadium District event facilities to advise them when container ship loading/unloading requires double shifting, so events and TMP activities can be adjusted to accommodate priority truck routes and/or time windows.

- **Port of Seattle Protocols.** The Port of Seattle has expressed concern around increased levels of interference with freight access to and from the Port on days with events, especially when event days coincide with extended gate operations. Consistent with the event scheduling agreement or as part of MOTTF, ArenaCo, the City, the Port and other event stakeholders could work to identify protocols that can be implemented when notice of extended gate operations is provided. Such protocols could involve schedule adjustments, freight routing designations, event traffic routing, or other measures specifically tailored to support minimizing event traffic impacts on Port operations. Effective implementation of such a measure will require consistent engagement by all parties, including the Port of Seattle, in the event scheduling/management discussions.

#### 4.2.2.2 Public Information and Marketing

The single most effective suite of strategies for managing traffic and parking impacts for special events involves effectively communicating expectations and alternative transportation opportunities so event attendees have realistic expectations and make rational choices to avoid anticipated conflicts.

- **Public Information Coordinator.** The Public Relations coordinator for the Arena or their representative would include in their job responsibilities the development, coordination and distribution of transportation and parking information and advisory services. Information regarding events and community activities could be exchanged and incorporated in these media notices. The webpage may be an effective medium for ensuring timely and accurate updates.

  A major role of this staff person would be to ensure that non-event attendees are aware of an upcoming event. While not reflected in the traffic forecast (to ensure a worst case analysis condition for disclosure of potential impacts), experience at existing event venues have found that background volumes decline when there is a major weekday evening event. The decline in background traffic volumes reflect drivers who make a slight shift in their work or daily commute pattern or schedule, use another mode of travel, or telecommute for all or a portion of the day. These shifts can reduce the background traffic volume by 10 to 20 percent, which results in smaller delays and/or reduced duration of congesting at forced flow intersections.

  In addition, joint marketing programs targeted at event attendees could be pursued with transportation service providers like Washington State Ferries, Sound Transit, Link Light Rail and King County Metro Transit. This could include broadcast and print promotions by both the Arena and the service providers.

- **Survey and Market Research**. In order to better understand travel behavior of arena visitors, six months to 1-year after opening, ArenaCo would be required to conduct

market research of the greater Seattle area to identify statistically reliable information on likely event goers (Basketball and NHL game attenders, concerts, family shows, etc.) in order to determine trip origin, how attenders plan to travel to and from the stadium, and how this decision might differ by event type and for weekday vs weekend events. The survey should also include questions that help to understand which factors and incentives might be effective in encouraging public transportation or other travel options. This information should be used to update the TMP document to ensure that TMP elements directly address the impacts of this facility. The information would also be used to inform the types of strategies that should be required for dual/triple events.

- **Static Electronic Media.** ArenaCo would develop a webpage incorporating a transportation access guide as well as significant partnerships with community businesses and associations so the surrounding neighbors gain, to the degree desired, some of the benefits of additional Arena attendee activity. This transportation guide would be coordinated with the primary franchises and tenants.

- **Dynamic Electronic Media.** ArenaCo could use social media such as Twitter, Facebook and mass email broadcasts to alert guests of travel options and more particularly of incidents and real-time congestion and/or safety issues. This could include information about event day traffic conditions and regional traffic constraints (e.g. Alaska Way/Viaduct construction closures and significant incidents).

- **Arena Call Center.** ArenaCo could establish a call center with a central phone number specifically for transportation and parking information and referral.

- **Broadcast Advisory.** ArenaCo could coordinate with the broadcast team for each major franchise to actively promote alternative modes of travel in advance of games and major events and to provide real-time information within four-hours prior to an event. Real-time information could be coordinated with the ETC and video feeds from WSDOT and SDOT traffic control centers. Such advisory services could be coupled with other advertising and promotion through broadcasting contracts.

- **Event Access App (Application).** ArenaCo could develop a cellular phone application that provides event goers with a menu of features ranging from information and links to alternate transportation modes to real-time information regarding congested routes and alternative access. In addition, it would be desirable to link this application with a parking guidance system so those who drive can make more strategic decisions about the route they take before arriving in the immediate vicinity of the Arena. Information regarding parking pricing, comparisons against alternate modes, notification of street closures or restrictions, and other traffic related real-time features could be incorporated in this application.

- **Cross-Marketing with Area Businesses**: In order to spread the arrival and departure rates of fans traveling to and from the arena, ArenaCo could explore opportunities to cross-market events with local businesses (restaurants, bars) to encourage event

attendees to arrive in the area before an event and/or stay in the area longer following an event.

#### 4.2.2.3 Traffic and Parking Demand Reduction.

The programs in this group encourage non-automobile modes of travel including Sound Transit and King County Metro Transit, charter bus, rail (Sounder Commuter Rail, Link Light Rail and Amtrak), waterborne, and non-motorized modes or where possible increase average vehicle occupancy. These programs are intended to reduce the size and intensity of the arrival and departure experience.

The following programs are intended to reduce reliance on use of SOVs.

***Transit***

- **Premium Transit Service.** ArenaCo would coordinate with King County Metro Transit and Sound Transit (ST) to identify express bus service that connects Park-and-Ride lots in Northgate, South Kirkland, Eastgate and Federal Way with off-loading in the vicinity of the Arena. The intent would be to use under-capacity return routes at the end of the commuter peak. ArenaCo would work with King County Metro Transit on staging return coaches after events similar to the operation that currently exists after Sounders FC matches. Coaches can be staged on Occidental Avenue north of the Arena or south of Holgate Street.

- **Shuttles.** ArenaCo could consider operating shuttles or jitneys that follow a fixed route on a fixed headway that link the Washington State Ferry terminal, Link Light Rail and Transit Stations to/from the Arena. The intent of these jitneys and/or shuttles would be to provide an incentive for walk-on ferry passengers, transit users and persons parking in more remote offsite parking spaces. It is recommended that one stop be at the King Street Station Multimodal Hub. The King Street Station Multimodal Hub was designated in the 2003 Center City Access Study along with Westlake and Colman Dock. The three hubs are key elements of the Center City transportation system that function as both destinations and transfer points for a variety of transportation users. The King Street Station Multimodal Hub includes Historic King Street Station serving both inner-city rail, intra-city bus and commuter rail; the International District Station serving light rail and local bus service; major surface transit stops; and the future terminus of the First Hill Streetcar. The area is also heavily used by pedestrians, cyclists, general traffic and freight.

- **Subsidize Transit Fares.** ArenaCo could work with King County Metro Transit, Sound Transit, and Washington State Ferries, to offer attendees a discount to regular fares to encourage use of these travel modes.

- **Charter Bus/Meal/Ticket Packages.** ArenaCo could work with preformed groups and restaurants to develop packages that involve meals, event admission, and bus transportation for events at the Arena.

- **Add Cars to Link Light Rail Trains**. To increase the capacity of regularly scheduled Link Light Rail prior to and following Arena events, the train's capacity could be expanded from two to four cars. This would reduce crowding on the cars and make light rail a more attractive option for event attendees. As Link Light Rail extends north and east, this service could reduce/supplement park and ride buses.

- **Additional Link Light Rail Trains on Pocket Track.** For larger events, to the extent that multiple events cannot be avoided, or if the demand for Link Light Rail appears to exceed current forecasts, additional capacity could be provided by staging an additional train on a pocket track to provide the extra capacity.

***Rail, Waterborne, and Bicycle***

- **Rail/Lodging/Ticket Packages.** Similar to the charter bus packages, ArenaCo could work with out-of-town travel companies and businesses to develop rail/lodging/meal packages with tickets to events.

- **Facilitate Washington State Ferry Use.** ArenaCo could work with Washington State Ferries to promote use of ferries from Bremerton and Bainbridge. The Arena could explore the feasibility of operating a shuttle between the ferry terminal and the Arena during winter months and could coordinate with pedicab operators.

- **Facilitate Passenger Ferry Service.** ArenaCo could work with King County to extend passenger service to and from West Seattle on major event days to provide return service after events.

- **Bicycle Racks.** The design for the Arena incorporates bicycle racks as part of the site design, and includes a provision of a bicycle valet. If warranted by need, portable bike racks could be added for events where the attendee demographic warrants additional bike storage similar to the way CenturyLink Field operates during Sounders matches.

***Average Vehicle Occupancy***

- **Priority Disabled/Taxi/Limousine Loading.** ArenaCo would identify location(s) for limousine/taxi/passenger drop-off and pick-up. The location would be coordinated with SDOT to ensure adequate loading and queuing space while minimizing on-street congestion.

- **Higher Vehicle Occupancy Incentives.** ArenaCo could coordinate with private and public parking operators to develop rates to encourage the use of high occupancy vehicles.

- **HOV Incentives**: The Public Information and Marketing section would state that broadcast, printed materials and electronic media are intended to discourage driving to events, except for carpools/vanpools and would emphasize the ease of arriving and leaving the Arena by transit for the different types of events. High occupancy vehicle (3+) promotions could be offered, such as reserved parking at reduced rates in parking facilities located close to the arena.

#### 4.2.2.4 Management of Vehicle and Parking Demand.

Programs included in this group focus on parking and traffic management options to direct and control the traffic flows for those who drive to the Arena. These measures are intended to manage local vehicle and non-motorized traffic congestion to enhance safety and minimize delay on event days by efficiently directing drivers to available transportation and parking facilities.

***Off-Street Parking***

- **Participation in the e-Park Program.** If the new garage is built, it would be included in the City's e-Park program.
- **Establish Parking Agreements.** ArenaCo could establish shared use agreements for available parking. In addition, the reservoirs of shared parking could be distributed around the Arena as widely as possible in order to dilute traffic flows and minimize the concentration of traffic volume entering and leaving before and after events.
- **Parking for Event Staff.** ArenaCo could identify parking opportunities for event staff in areas that do not compete with event attendee parking.
- **Off-street parking reservation.** The TMP could include a centrally coordinated event parking program that would allow fans to reserve and pre-purchase parking passes at facilities convenient to their origin point to minimize driver circulation on the surrounding area of those who make a choice to drive.
- **Pre-Sell Reserved Arena Parking.** Parking could be presold and incorporated as part of ticket packages. The purpose in pre-selling parking is to be clear to attendees that Arena parking, particularly parking that is directly adjacent to the Arena, is sold out so non-season ticket holders do not attempt to drive in the immediate vicinity of the Arena to find parking. This coupled with assigned offsite parking, a parking guidance system, and other dynamic electronic media tools could guide attendees away from streets directly adjacent to the Arena and thus contribute to a net reduction in congestion.

#### 4.2.2.5 Traffic Management Plan

- **Traffic Control Plan:** To supplement the traffic signal and control upgrades, such as ITS and adaptive signal control, additional staffing at key locations is anticipated. ArenaCo would work with SDOT and SPD to develop an event day traffic control plan that will include a temporary signing plan and a police post plan for pre and post event conditions. Traffic control would be provided for pedestrians, private vehicles and charter/shuttle transit. These plans would be similar to those already employed by Safeco and Century Link Fields in the SoDo area. The plan would correspond to graduated attendance levels. Table 4-2 provides a general framework for the estimated number of police/traffic control personnel associated with each level. These are generally the same number of officers and traffic control personnel used for Safeco Field for similar attendance levels but actual location of personnel would shift south with a

higher staffing levels along Holgate Street.

**Table 4-2**
**General Traffic Control Plan Levels**

| Attendance Level | Police Personnel |
|---|---|
| <10,000 | 20 |
| 10,000 – 15,000 | 25 |
| >15,000 | 32 |

The temporary traffic control plan would involve selected intersections in the area generally bounded by Royal Brougham Way to Walker Street and Utah to 4th Avenues. The temporary traffic control plan would involve temporary signs, cones and other portable traffic control devices at selected intersections in the area generally bounded by Royal Brougham Way to Walker Street and Utah to 4th Avenues. This temporary traffic control plan would likely be implemented for all Arena events, regardless the attendance. ArenaCo, like other event managers, would fund temporary traffic control.

The traffic control plan for Alternate 4 or 5 would be much more limited and would correspond to similarly sized events at the existing facilities.

- **Post-Opening Traffic Study:** In addition to the Survey and Market Research described above, ArenaCo would conduct a post-opening traffic study six-months to 1 year after opening in order to evaluate traffic conditions, assess the effects of arena-generated traffic on area intersections, and adjust the required TMP elements.
- **Vehicle Wayfinding:** To limit unnecessary circulation around the arena prior to and after events, ArenaCo could work with the City of Seattle and WSDOT to install vehicular wayfinding signage at key locations, including freeway and freeways ramps. The signage will likely be located along major routes to the arena to direct drivers to preferred pathways to available parking areas.

#### 4.2.2.6 Implementation and Monitoring.

These programs are targeted to achieve 1) continuous improvement of the operational management of the Transportation Management Program (TMP), 2) development of metrics to measure and report the effectiveness of TMP implementation, and 3) exchange of information with neighboring event centers and business operations to avoid conflict

- **Parking and Access Review Committee (PARC).** The Arena Transportation Manager would become actively engaged as a member of PARC to help integrate the Arena as part of existing Stadium District activity and event management. The annual TMP would be reviewed by PARC as are the TMPs associated with other Stadium District venues.

- **Traffic Operations Group.** During the initial years of operation and as major tenants/franchises become tenants in the Arena, the Transportation Manager could periodically assemble Seattle Police Department (SPD), SDOT, parking managers, King County Metro Transit, and any others involved in event day traffic control and parking

to debrief on the effectiveness and problems associated with event related traffic management. This group would then make adjustments in a coordinated fashion to ensure that signing, signalization and timing, electronic media, and manual traffic control were all coordinated.

- **Periodic Program Review and Survey.** To evaluate the performance of the Arena Traffic Management Program, a set of metrics could be established to evaluate the performance of major single and multiple event traffic conditions. Surveys during these periods measuring the effectiveness of the traffic control plans could be recorded and reported to PARC annually.

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