



Burien
Washington, USA

City of Burien

Downtown Mobility Study

FEHR & PEERS

July 2016



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Introduction

With Downtown Burien recognized by the Puget Sound Regional Council as one of 25 regional growth centers, the City has prioritized the need to plan for increased density and transportation options in the near and longer term. In support of those goals, the City initiated a Downtown Mobility Study to provide a toolbox of strategies and policy levers that can be used to jumpstart the evolution that Burien desires.

The purpose of the Downtown Mobility Study is to improve transportation options to and through the downtown area, with a specific focus on bicycle and pedestrian mobility, transit connectivity, and parking. The study builds on Burien's unique character to create a multimodal vision for the future.

All of the strategies identified in this document work toward three overarching goals:

- 1. Improve multimodal connections within Burien**
- 2. Increase Downtown's multigenerational appeal**
- 3. Elevate Burien's position in the region**

The remainder of this study provides an overview of Burien today, the city's economic development goals and how the Mobility Study helps advance these goals, the process that created the Mobility Study, and the major recommendations (or 'Big Moves') that will help the City achieve its overall vision.

Burien Today

While considered to be suburb of Seattle, Burien is a unique place with a diverse population. Burien is a young city built from a 100-year-old waterfront community on the Puget Sound. With six miles of shoreline and expansive mountain views, residents take pride in their neighborhoods, actively preserve the marine biodiversity of the area, and protect their public spaces. Housing ranges from starter homes to high-end homes, condominiums and apartments of all sizes, including senior living.

Burien is nearby a major international airport and connected to the region by two state highways (SR 509 and SR 518). Residents and businesses alike appreciate the convenience of Burien's hub location and great connections. You can drive north to Seattle in about 12 minutes, east to Sea-Tac Airport in five minutes, and south to Tacoma or northeast to Bellevue in 30 minutes. The central location means that jobs and entertainment are convenient while a slower pace prevails in residential neighborhoods.

In recent years, Burien has been busy rebuilding and reinventing itself. Downtown's major arterial, SW 152nd Street, received a makeover with widened sidewalks, benches, landscaping and old-fashioned lampposts. In 2009, Burien Town Square opened its first buildings, a joint King County Regional Library and Burien City Hall, and a multi-story condominium/retail building. At the same time, Town Square Park was completed and has reshaped the downtown area into a central gathering point for the community. Currently, construction is underway for the final two phases of the Town Square development: a four-story Merrill Gardens senior housing complex and a six-story market-rate apartment complex.

Burien's downtown serves a large segment of the South King County population. Burien is noted for boutique retail, professional personal services and a large number of ethnic restaurants attracting diners from near and far. Burien's unique cuisine originates in Australia, China, El Salvador, Germany, Greece, Italy, the Mediterranean, Japan, Korea, Mexico, Thailand and Vietnam. Burien's inviting downtown features the oldest and one of the best-attended July 4th parades in the region, in addition to a summer Farmers' Market, monthly art walks, excellent local theater, and seasonal festivals generating year-round activity and excitement. Olde Burien, the historic district, is bustling with new boutiques, businesses and restaurants serving 150,000 residents of the greater Highline area.

Burien is a diverse community with around 40 percent of the total population identifying as non-white, according to the 2010 census. Individuals who identify as Hispanic make up Burien's largest ethnic group at nearly a quarter of the total population. Another 10 percent identify as Asian, and according to the Highline School District, more than 50 different languages are spoken in the homes of Burien area students.

The Technical Appendix of this study includes a detailed assessment of transportation conditions in Downtown Burien, but in the following pages, we provide a snapshot of key elements of downtown mobility.



Auto Mobility

Burien, and prior to incorporation in 1993, King County, built a robust street network. Since that time, Burien has continued to invest in improvements to the system that provide substantial mobility for people traveling by car. Downtown is served by a near complete grid of streets and benefits from proximity to SR 509 (providing north-south access) and SR 518 (connecting to the east). The 2012 Transportation Master Plan (TMP) establishes a peak hour level of service standard E standard within the downtown, recognizing that congestion management must be balanced with other values, including walkability, urban form, and financial constraints. Only one location was anticipated to violate the LOS standard by 2030 –the intersection of SW 150th Street and 1st Avenue S. To address this future congestion issue, the TMP recommended signalization of this intersection. Thus, with the addition of this improvement, auto mobility in downtown Burien is expected to be reasonably accommodated through 2030.

Facilities for Biking

While people do bike through downtown, there is little in the way of formal bicycle infrastructure in Burien today. There are existing bike lanes on SW 156th Street, on Ambaum Boulevard, and on 4th Avenue SW south of 153rd Street. The TMP identified additional streets in downtown Burien to become a part of the bicycle priority network. These streets included SW 152nd Street, 8th Avenue, SW 146th Street, and 4th Avenue SW north of 153rd. The TMP was silent on the specific treatments that would make these streets welcoming to cyclists. As a part of Big Moves for cycling, this study recommends specific treatments, including shared streets with bicycle markings and enhanced arterial crossings that would provide a bicycle network that is welcoming to cyclists of all ages and abilities to and through Downtown Burien.



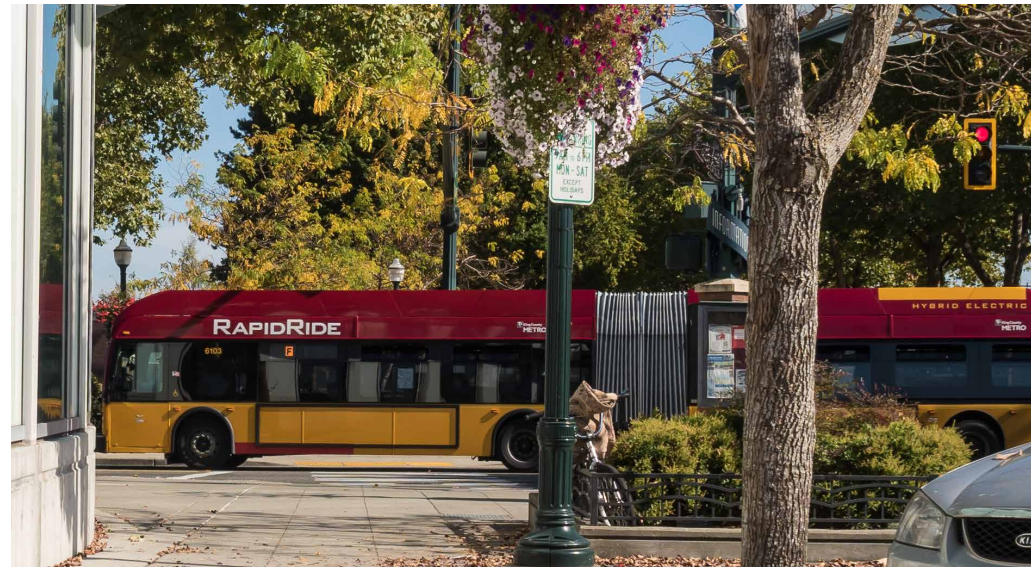
Facilities for Walking

The adopted TMP identified the entire downtown area as a part of the pedestrian priority network. The TMP recommends that complete ADA accessible sidewalks be provided on both sides of the street throughout the pedestrian priority network. Today, the majority of downtown has sidewalk coverage on both sides of the street, however, there are some notable gaps in sidewalk coverage (for example, on 6th Avenue SW and SW 151st Street) and numerous locations where curb ramps and pedestrian crossings do not meet ADA standards. Moreover, enhanced pedestrian crossings are lacking in some key locations, including crossings of busy 4th Avenue SW, Ambaum Boulevard, and SW 148th Street. This mobility study includes Big Moves aimed at improving pedestrian mobility throughout downtown.



Transit Connectivity

The Burien Transit Center is located at the corner of SW 148th Street and 4th Avenue SW. It is served by over 10 Sound Transit and King County Metro bus routes, including RapidRide F Line. Transit service in Burien provides connections to Downtown Seattle, the Tukwila Link Station, Downtown Bellevue, and other regional destinations. The adopted TMP identified many streets in the downtown area as transit priority routes. Ambaum Boulevard, 4th Avenue SW, and SW 148th Street are key facilities where the city should prioritize transit movement and pedestrian access to transit and also work to provide stop amenities, such as shelters, benches, and crosswalks. Sound Transit has included a direct Bus Rapid Transit (BRT) connection between Downtown Burien and the Tukwila Light Rail station on its ST3 Draft Project List to be constructed by 2024. Discussions with community members indicate support for this project, but also a desire for a more direct transit connection with SeaTac airport.





Parking

As part of the mobility study, a parking supply and occupancy study was conducted throughout downtown. The study considered on-street and off-street supply, both publicly and privately managed. Parking occupancy was surveyed in the afternoon and evening on a Wednesday and a Saturday in January 2016. The study revealed that, in general, there is sufficient parking capacity in the downtown area. While certain areas, such as the Town Square, saw more demand for parking on a busy weekday afternoon, downtown-wide public parking space occupancy averaged 57 percent. When privately managed spaces are considered, parking occupancy downtown was only 48 percent. This occupancy rate shows that there are existing empty spaces, even at the busiest times of day. Visitors to downtown Burien can find a parking space, although not always directly in front of their desired location. Leveraging this existing parking supply surplus presents an opportunity to reduce the cost of development in downtown and is presented as a Big Move in this study.



The Burien of Tomorrow

The City is currently undergoing a branding initiative to improve its competitive advantage in the region. Specifically, the branding initiative seeks to support economic development in six ways:

1. Differentiate from competitor cities
2. Communicate our vision and values
3. Retain existing and recruit new businesses
4. Drive sales and other tax revenue
5. Guide strategic marketing efforts
6. Build awareness and enhance community pride

As millennials enter the workforce and baby boomers downsize from their traditional family homes, companies are choosing to locate in walkable downtowns because that's where these talented and experienced workers want to be. While many companies have relocated to urban areas, the increasing costs of living and doing business in a major metropolis have spurred interest in suburban edge cities. Rather than suburban office parks, walkable mixed-use suburban cities are attracting the most interest from new or relocating businesses. Burien has the potential to provide the qualities that these companies and individuals look for by offering a desirable downtown neighborhood.

Across the region, residents are supporting locations where they have the opportunity to drive and park once to complete multiple tasks, or to use public transit, walk, or ride their bike. Additionally, businesses and employees value connectivity and a range of transportation, housing, and entertainment options. The ease of travel to and from Burien, affordable lease rates, and an active community offer a strong base from which to attract jobs and residents.

The Mobility Study's Role in Getting There

To kickstart the evolution that Burien desires, this mobility study provides a toolbox of Big Moves, strategies and policy levers, aimed at improving transportation options to and through the downtown area, with a specific focus on bicycle and pedestrian mobility, transit connectivity, and parking. All of the strategies identified in this document work toward three overarching goals:

1. Improve multimodal connections within Burien
2. Increase Downtown's multigenerational appeal
3. Elevate Burien's position in the region

Mobility Study Scope & Schedule

The following chart summarizes the scope and schedule for the mobility study. As the chart shows, the bulk of this work was completed in the first half of 2016.

Topic	Scheduled Completion
Parking Study	January - February
Existing Conditions	January - February
Storefront Studio	February
Alternatives Analysis	March - April
Selection & Implementation	May - June
Success Criteria	July

Process

This Mobility Study was not created in a vacuum. It evolved through substantial input from community stakeholders, city residents, business owners, and elected officials. This section describes the process of gathering input, which includes stakeholder interviews, a well-attended public event, and numerous meetings with planning bodies, including the Business and Economic Development Partnership, Planning Commission, and City Council.

Outreach

Interviews

Over the first few months, a series of conversations were held with individuals identified as stakeholders by Burien Staff. These stakeholders included local business owners, Discover Burien, Walk/Bike Burien (WABI), Burien Police, Sound Transit, City Council members, and interested citizens. Over 20 interviews were held.

The interviews focused primarily on Burien’s existing assets, emerging issues/opportunities, and community hopes for the process. Comments and ideas from individual stakeholders are included below.

EXISTING ASSETS THAT BURIEN ENJOYS, AND/OR THAT THE PLAN MAY CAPITALIZE ON

- Downtown’s formative history
- Proximity to Puget Sound, including views and public access
- Proximity to shopping and cultural activities (Seattle)
- Retention of “small town” look and feel
- Proximity to SeaTac airport, without flight-path noise and disruptions
- Affordable housing and commercial space costs relative to other Puget Sound communities
- Quality downtown with new housing options, good restaurants, unique stores, an emerging nightlife, and a farmers market
- An ethnically-diverse population
- Lower business taxes than Seattle
- Ready access to City staff/leadership
- Access to transit
- Fewer traffic snarls than most nearby cities
- Good walkability (overall)
- Growing opportunities for live/work environments downtown
- Plenty of parking downtown, at least in terms of quantity
- Arts culture
- 153rd Avenue has great potential

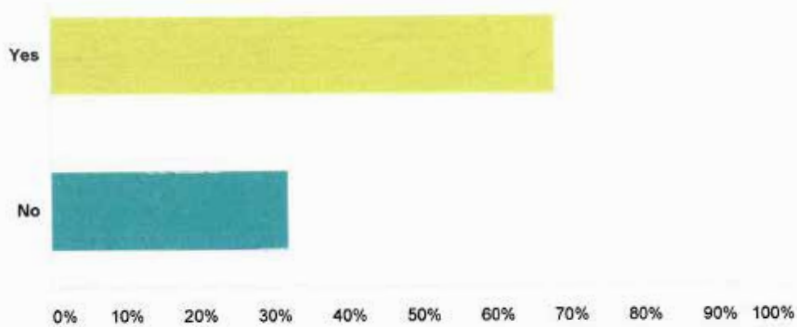
EXISTING ISSUES FOR THE CITY TO ADDRESS, PERHAPS THROUGH THIS PLAN

- Outside of downtown core, urban fabric oriented very much towards the car, walkability reduced
- Many in community fearful of change, some even hostile to it
- Many view existing parking management system as onerous/poorly conceived/poorly executed
- City seen by some as over-zealous in creation/enforcement of downtown regulations
- Organizational leadership for a plan like this may be lacking
- Existing City branding poor; city sense of self somewhat un-defined
- Active public may be “plan weary” and in need of immediate, measurable progress
- City in great need of a high-quality hotel
- Many see downtown as getting “all the attention” – need for plans that improve surrounding areas too
- Street infrastructure often poor outside downtown (sidewalks, lighting, etc.)
- Ambaum Boulevard a hostile pedestrian environment, tends to divide the community (an opportunity site)
- Frequent curb-cuts along sidewalks create many car/pedestrian conflicts
- Better wayfinding needed
- Gentrification happening; strategies need to be developed, implemented ASAP

The orientation interviews provided an invaluable glimpse into the diverse perspectives and needs of people who live, work, and play in Burien.

Would you support extending time limits for on-street parking in Downtown Burien from 2 hours to 3 or 4 hours?

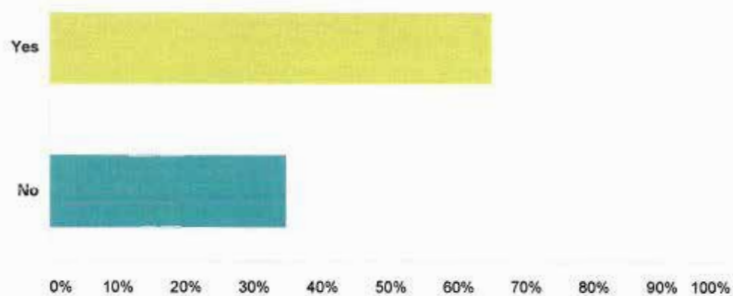
Answered: 369 Skipped: 5



During the Storefront Studio, we heard feedback that exiting parking spaces on SW 152nd Street can be difficult. Would you support modifying the public parking on SW 152nd Street to be reverse-in angled?

While this parking configuration is unfamiliar for many drivers, it offers measurable safety benefits for both drivers and cyclists.

Answered: 370 Skipped: 4



Survey

The City developed an online survey which asked residents five questions.

- » Would you support extending time limits on street from 2 to 3 or 4 hours?
- » Would you support modifying public parking on SW 152nd Street to be reverse-in angled?
- » How do you rate the transit connection from Burien to the Tukwila Light Rail Station?
- » When you use public transit, what is your most frequent destination?
- » If/when you ride a bike, what is your main reason to travel?

THERE WERE OVER 374 RESPONSES TO THE FIVE QUESTION SURVEY

Key results:

- » Nearly 70% of respondents would support extending time limits for downtown parking
- » 65% of respondents would support reverse-in angled parking on SW 152nd Street

Storefront Studio

On February 24th and 25th, 2016 the Fehr & Peers team hosted a Storefront Studio with the City of Burien. The consultant team set up informational boards in the Discover Burien storefront and kept their doors open to the public both days from 10am to 5pm. Members of the public dropped in to discuss their thoughts about downtown Burien and share their project ideas. To help guide discussions, the consultant team described the plans already in place, led walking tours, and listened to participants' ideas about changes they would like to see related to multimodal access to and through downtown Burien. During the two days, over 100 residents and business owners visited the Storefront Studio to share their ideas and over 50 strategies were identified.

Many residents and business owners had concerns over parking. Some residents expressed that the two-hour time limits in downtown Burien are not long enough to finish their errands. Some business owners stated that the city's current parking requirements for new or expanding businesses are cost prohibitive. Other business owners stated that there is not enough parking in downtown Burien.

Residents tended to support the "active alleyways" concept that was recently spearheaded by a Urban Land Institute Study in 2015. The concept involves lighting alleyways downtown and providing public seating and art. Many residents had ideas on where to provide bike facilities and where to add safe crossings for cyclists and pedestrians. Some residents were concerned about bus service, and others wanted places to host family-friendly events.

FEBRUARY 24-25

- » Open to the public to share ideas for mobility in downtown Burien
- » Over 100 participants



City of Burien Downtown Mobility Study

First impressions

When considering parking and mobility in downtown Burien, think about the ways in which the transportation network accommodates what people want to do here. How well does it support local business? How well does it serve visitors and residents?

We're looking at this from at least four different perspectives, drawn from our discussions with participants in our Storefront Studio. **For instance:**

- **Network:** The system of streets, alleys, bike lanes, and public transportation that constitute the transportation system.
- **Parking:** The lots, on-street and private parking areas that accommodate cars and allow visitors and residents to retain access to private, individual autos.
- **Pedestrians/bicyclists:** The people using something other than a car to get around, arriving in downtown Burien and moving through its spaces.
- **Natural & social systems:** The role the public realm plays in managing stormwater, creating character, and providing public spaces for individuals, families and friends.

These topics are just a start. We'll be doing more to refine our thoughts and recommendations based on what you tell us. Dream big, and **HAVE FUN!**

A list of things to do

Instructions: Here's a list of things we're thinking about. Some are physical projects, located on the map on this sheet. Others are more policy-oriented, described below. You have ten dots of the same color and one dot that's different. Use your same-color dots to let us know which of the 10 projects you think are most important. Then use your unique dot to indicate which should be Burien's first move.

	Idea	Important!	First Move!!
Pedestrians	1. Accessible sidewalks and crossings- rebuilding sidewalks to improve conditions, be more accessible; upgrade pedestrian crossing audible treatments		
	2. Sidewalk gap completion - provide sidewalks on both sides of the street throughout downtown.		
	3. 148th corridor pedestrian crossings - signal at 6th and potential midblock crossing (HAWK treatment).	●	
Parking	4. Revise private parking standards in downtown - leverage existing supply and incent development.		
	5. Wayfinding and access to off street lots - make the walk between off-street supplies (such as the municipal lot) complete, well lit, well signed, and pleasant.	●●	●
	6. Revise on-street parking time limits - from 2 hours to 3 or 4 hours.		
	7. Active alleyways between 152nd and 153rd - with lighting, public seating, drainage, pavement fixes, midblock access and reorganized garbage/utilities.	●	
	8. Pocket parks in opportunity sites providing public spaces, greenery, and stormwater benefits		
	9. Citywide wayfinding	●	
Activation	10. "String of pearls" concept - public art and entertainment	●	
	11. Town center playground - bring year round activity (beyond the splash park)		
	12. Parklets		
Network Access	13. Bike access to the transit center		
	14. North-south connection through town center (between 152nd and 148th)	●	
	15. 153rd corridor pilot - reallocate ROW to provide wider pedestrian easement and greenery. Provide pedestrian scale lighting. May include removal of parking on one side of the street.	●	
	16. 151st as new east-west spine		
	17. 2nd as new north-south spine to transit center	●●	



Workshop - Group Worksheet How to Attract + Retain People Downtown?

Public Venues

In addition to the stakeholder interviews, online survey, and Storefront Studio, the Mobility Study was discussed at other forums, including with the Business and Economic Development Partnership (BEDP), Planning Commission, and City Council. The image in the left is an activity that was conducted with BEDP and Planning Commission, in which participants evaluated strategies identified in the Storefront Studio and expressed their support by placing dots next to the measures they preferred most.

How We Evaluated Ideas

The consultant team reviewed all ideas generated from the outreach and compiled the ideas into a list of 50 measures. The consultant team evaluated the measures based on several criteria including feasibility, cost, and effectiveness. Effectiveness was rated for eight different areas relating to parking, mobility for driving, walking, biking, and transit modes, character, economic development, and safety. Each was rated on a scale from 0-2, with higher scores reserved for higher performing projects. The scores were then compiled to identify those projects that performed best.

The end result of this analysis was identification of those measures that would advance the overall goals of the mobility study, with an emphasis on those strategies that are affordable and could be implemented in a reasonable time horizon.

- » 50 measures were analyzed
- » Effectiveness was rated for eight different items relating to parking, mobility for driving, walking, biking and transit modes, character, economic development, and safety
- » Feasibility, cost, and effectiveness were added together to get an overall score
- » Measures were ranked based on overall score

	Feasibility	Cost	Effectiveness
2	Under City control, can be done on a quick timeline	low < \$10k	high
1	May require some coordination, could take 2-6 years to implement	medium \$10k-\$100k	medium
0	May take more than 6 years to implement, or the City is not in control	high >100k	low



Big Moves

Based on the strategies identified in the public outreach, this Mobility Study has identified several projects, strategies, and policy levers that could be implemented to encourage the evolution that Burien desires for its downtown. These measures are organized into the following six Big Moves, which are described on the following pages.

- » Parking – Leveraging what we have
- » Walking – Making downtown walkable for everyone
- » Biking – Creating a system that works for all ages & all abilities
- » Transit Access – Connecting to Light Rail and the Airport
- » Streetscape/Urban Design – Activating Spaces
- » Economic Development – Creating a Virtuous Cycle

Parking Leveraging What We Have

The parking study confirmed that Downtown Burien continues to have ample publicly available parking. Some common refrains heard during the outreach, though, was that folks had trouble locating available parking, that its configuration makes it difficult to access, or that once parked, downtown patrons are nervous about using on-street spaces due to the city's time restrictions. Below, are three measures to address these challenges.

Wayfinding

Visitors to downtown would benefit from wayfinding signs. The signs would describe how to get to amenities like off-street public parking lots, City Hall, the public library, and the transit center. Wayfinding signs directing visitors to publicly available off-street supplies, such as the municipal lot, could help reduce frustrations experienced when curbside parking is not available at a storefront.



Restriping

The parking on SW 152nd Street is configured as front-in angled. Drivers leaving a parking spot must back into the travel lane, a situation that is not ideal, since drivers backing out of a parking space often cannot see oncoming cars or cyclists. By restriping parking to a back-in angled configuration, this potentially dangerous situation is avoided improving safety for motorists and cyclists. This recommendation is supported by residents and business owners.



Time Limits

Numerous residents and business owners expressed concern that the two-hour parking limit is not sufficient for some activities in downtown. Extending the time limit to three or four hours will encourage visitors to "park once, shop twice" while still discouraging use of downtown streets for all-day parking use.



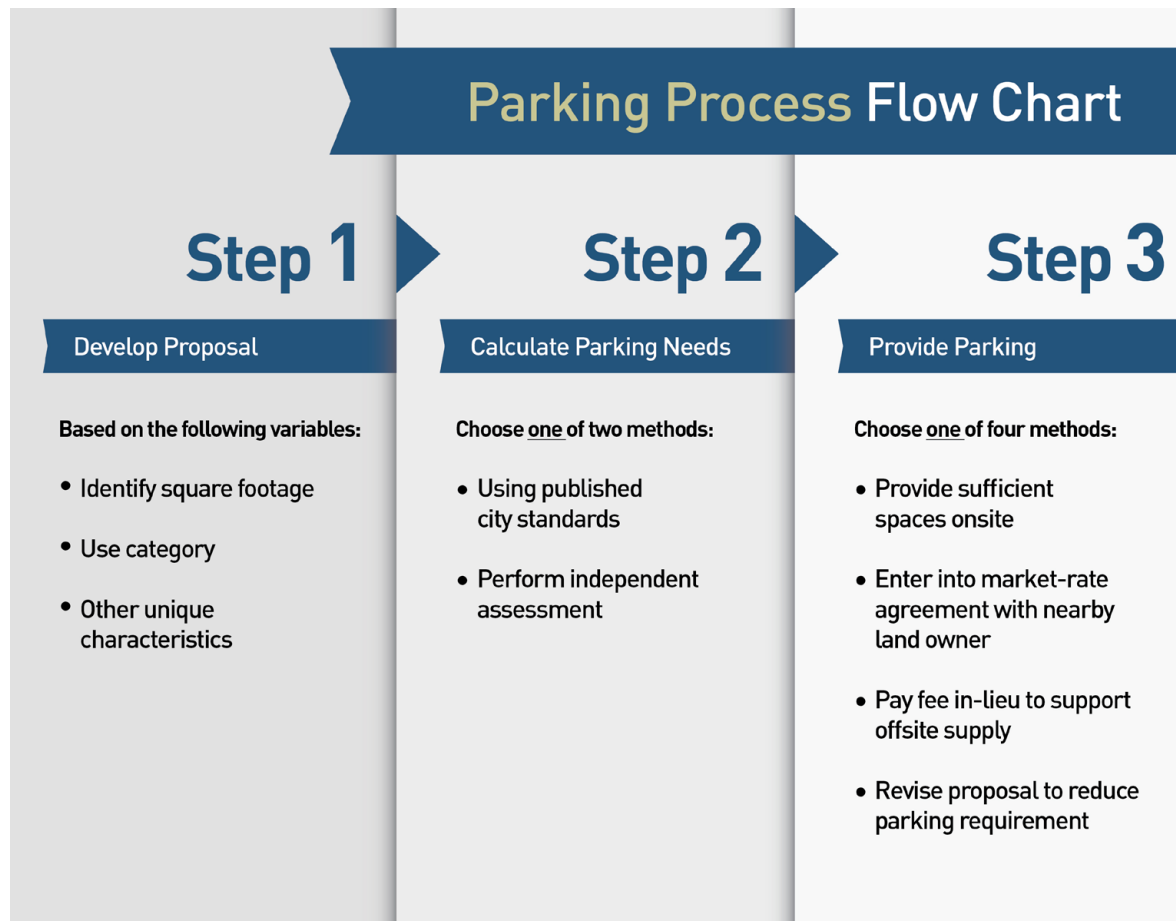
Revising Parking Standards

The Parking Process Flow Chart describes how the City's code provides parking today. A development or expansion proposal identifies its square footage and use. Based on those variables, the parking need is identified based on the City's published standards or an independent study submitted by the project applicant (subject to approval by City staff). The project applicant can then pick from four options to meet the City's parking requirement:

- » Provide sufficient spaces on site
- » Enter into a market-rate agreement with a nearby property to provide spaces off site
- » Pay a parking in-lieu fee for the city to develop spaces off site
- » Revise the proposal to reduce required parking spaces

Input from downtown business owners indicate that providing the number of spaces currently required by code significantly increases the costs of starting or expanding a business.

To address this issue, Fehr & Peers recommends updates to Burien's parking code.



Ideally, downtown patrons should be able to use either parking in front of their destination or nearby public parking. A typical parking “rule of thumb” for a downtown setting is that the ideal parking occupancy is about 85 percent. At this occupancy level, parking may not be always be available directly in front of a destination, but it is available within a short walk. Since downtown Burien is relatively walkable with sidewalks, art, and street lighting, walking a few blocks is a reasonable expectation for many.

During the recent parking study, downtown Burien’s public parking occupancy was only 57 percent during the busiest time of the week. Thus, it is reasonable to reduce the current parking standards in Downtown to leverage this available parking surplus and reduce the cost of opening or expanding a business in downtown.

Fehr & Peers is recommending that the City scale its off-street parking requirements for downtown businesses based on downtown public parking occupancy levels in the overall downtown district. The table below shows how this scaling could occur.

For example, since downtown-wide public parking occupancy is 57 percent today, we would recommend that the current off-street requirements in the zoning code be reduced to 65 percent of current levels. As public parking occupancy rises over time, the city can upwardly adjust its off-street standards to eventually revert to what is in place today (once public parking occupancy reaches 85%).

As more businesses move to downtown Burien, the occupancy levels will increase. Therefore, a parking occupancy study should be completed every two years, so the new parking requirements can be updated to reflect current occupancy. We recommend that the code update be based on downtown-wide occupancy levels, rather than smaller areas, to reflect the walkable nature of downtown Burien.

Recommended updates to the City’s downtown parking code are included in the technical appendix.

Existing Occupancy	New % of Original Parking Requirement
< 55%	50%
55-65%	65%
66-75%	75%
76-85%	85%
>85%	100%

Potential Future Downtown Parking Strategies

The City’s on-street parking supply is currently available on a first-come, first-served basis, without charges. Anticipated development in downtown may necessitate more active parking management in the future as demand for parking increases.

In addition to the recommendations on time limits and parking requirements for businesses, the City should monitor parking use in downtown and consider the following actions, as appropriate, to manage demand:

- The City currently has time limits on some streets in the downtown area, however once on-street parking supply utilization exceeds 85 percent on other downtown roadway segments during business hours, consider implementing time limits on additional roadways.
- Furthermore, once parking supply utilization exceeds 85 percent, consider parking charges in downtown to encourage parking space turnover.
- If parking spillover is perceived as an issue on nearby residential streets, consider establishing residential parking zones (RPZs) to maintain curb space for neighborhood residents.

Walking

Making Downtown for Everyone

ADA Accessible Sidewalks & Crossings

Burien enjoys a very diverse population, which includes a growing number of senior citizens. To complete the pedestrian network, there should be ADA accessible sidewalks on both sides all streets. Moreover, ADA accessible pedestrian crossings should be safe and frequent. The City should move toward incrementally transitioning its downtown to be ADA-compliant, which will include retrofit of curb ramps, crosswalks, and pedestrian-activated crossings.

Improved Crossings on Ambaum, 4th & 148th

Crossings of Ambaum Boulevard, 4th Avenue SW and SW 148th Street can be uncomfortable for pedestrians. These streets are key facilities on the City's transit priority network and pose barriers for some in accessing transit. The City's six-year capital plan includes a full signal at the intersection of 6th Avenue SW and SW 148th Street. The City should look for ways to improve crossings of Ambaum Boulevard and 4th Avenue SW – perhaps installation of enhanced pedestrian crossings, such as a High-Intensity Activated Crosswalk Beacon or Rectangular Rapid Flashing Beacon (RRFB). To identify appropriate locations and treatments, the City could consider adopting pedestrian crossing guidelines.



Biking

Creating a System that Works for All Ages & All Abilities

Biking to Downtown

The bicycle network should provide access to downtown. We recommend 4th Avenue SW as the bicycle connection to downtown from the south and 6th Avenue SW to downtown from the north. SW 152nd and SW 146th Streets will provide bicycle access from the east and west. For the routes into downtown (but not necessarily in downtown), the City should prioritize provision of dedicated bicycle lanes on these streets as right of way permits.

Biking through Downtown

Once in downtown, cyclists can use 6th Avenue SW as a north/south connection and SW 151st St and SW 152nd Streets as east/west connection. Downtown streets should maintain low speed limits (25 MPH or less) to ensure a safe mix of vehicles, bicycles, and pedestrians. Within the downtown, we believe that shared streets rather than bike lanes are appropriate, so long as speeds are kept low and treatments like bike boxes at stop lights, painted sharrows, and back-in angled parking are employed to maximize cyclist safety.

Bike Parking As Art

Bicycle parking can and should be used as public art. Given Burien's current arts identity, embracing bike parking as art seems a fitting step. The city could increase installations over time, perhaps gaining community excitement by having the public vote on new bike parking installations.



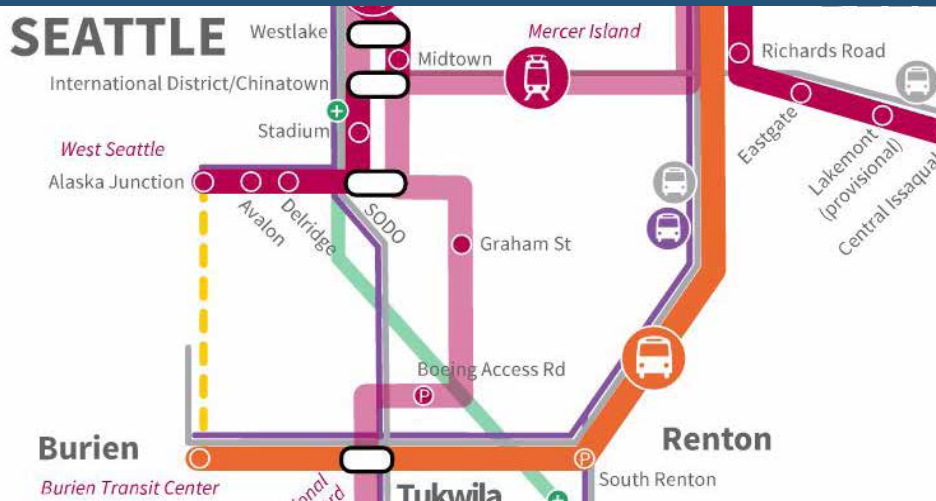
Transit Access Connecting To Light Rail and the Airport

Shuttle Service Serving Light Rail and Airport

Discussions with community members indicate a desire for a more direct transit connection with both the Tukwila Light Rail station and SeaTac airport in the near term. In the past few years, King County Metro has established some innovative programs that address community-specific needs. The City should look for opportunities to partner with King County Metro to introduce a direct shuttle service between downtown Burien and these key destinations. Revisions to Route 631 may be an opportunity.

Draft ST3 Package: I-405 BRT, Direct F Line Service To Tukwila LRT Station

Sound Transit has included a direct bus rapid transit (BRT) connection between Downtown Burien and the Tukwila Light Rail station on its ST3 Draft Project List to be constructed by 2024. Combined with planned enhancements to King County Metro routes connecting with Downtown Seattle and other regional destinations, this future investment will greatly enhance downtown Burien's regional access via transit. The City should proactively collaborate with the regional transit agencies to ensure that planning remains on schedule and adequate right of way is available for stop/station amenities.



Streetscape and Urban Design

Activating Spaces

Activating spaces

Burien Press, a local coffee shop, has expanded its patio space into the alleyway between SW 152nd and SW 153rd Street, providing a great example of activating spaces that are currently under-utilized. The City may want to revisit its code requirements or incentives available for businesses related to expansion, particularly when that expansion reduces blight. Getting more eyes on the streets and activating under-utilized spaces offers advantages relative to downtown vibrancy, character, and perceptions of safety.



Active Alleyways

In the summer of 2015, the Urban Land Institute visited Burien and recommended alleyway improvements between SW 152nd and SW 153rd Streets to make them clean & safe, sustainable, accessible & inviting, and community centric. The consultant team for this study concurs that improvement to this alleyway would enhance downtown. In the near term, we would recommend improvements related to lighting, organization of utilities, and garbage storage. In the longer term as downtown Burien grows, we would recommend repaving the alleyway and potentially pursuing more of a plaza atmosphere.



Streetscape and Urban Design

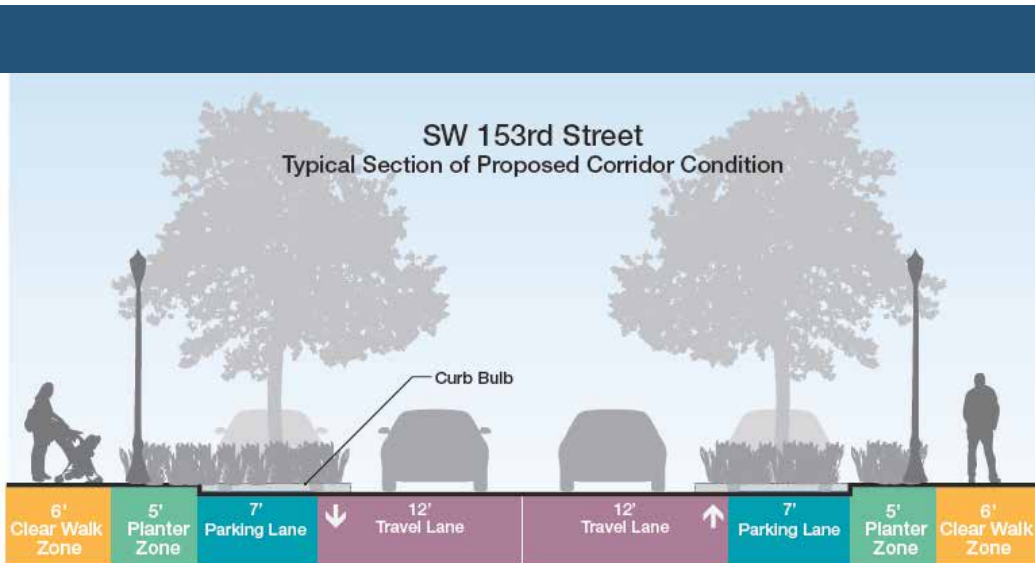
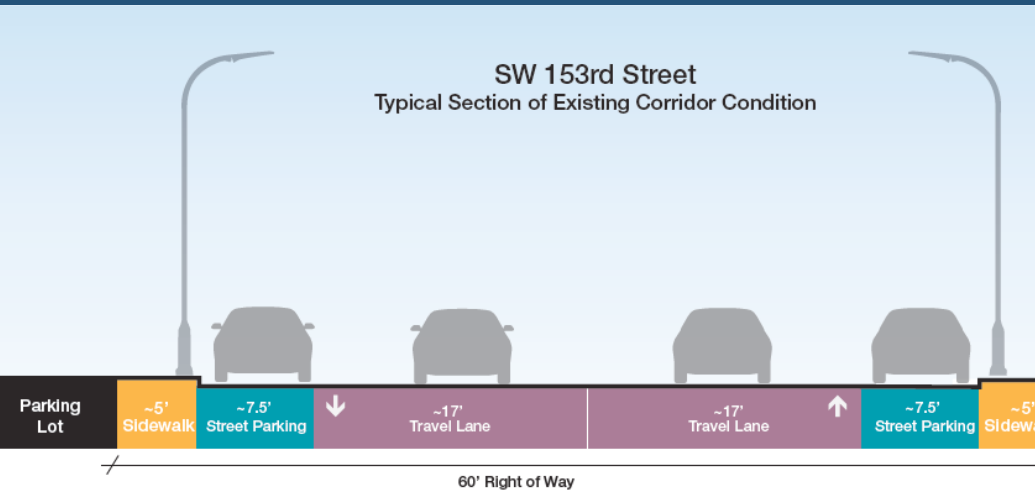
SW 152nd and SW 153rd Streets

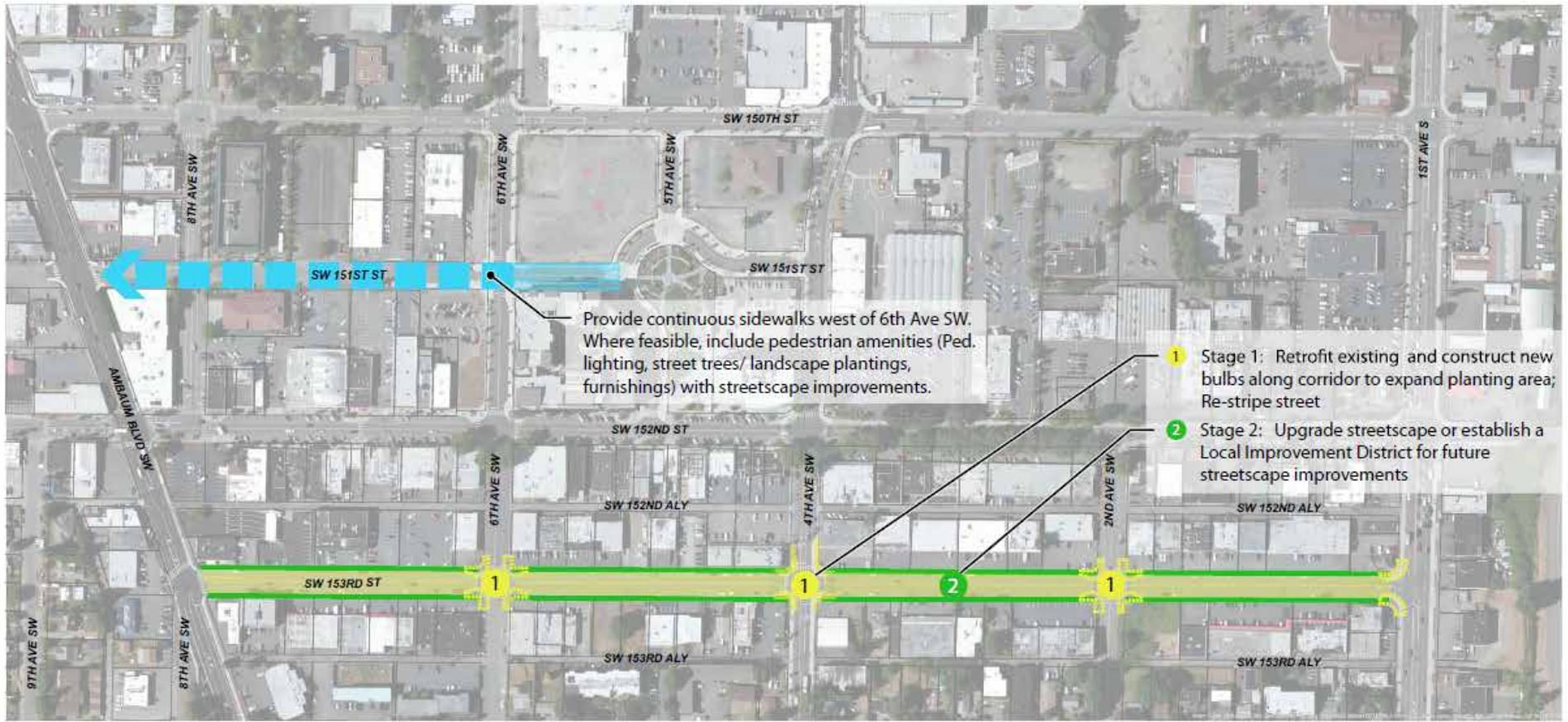
Improvements to SW 153rd Street was the most frequently discussed opportunity in downtown. The streetscape lacks much in the way of pedestrian amenities – no street trees or pedestrian-scaled lighting. While there’s parallel on-street parking, its utilization is low, often failing to provide pedestrians with a buffer from traffic. The consultant team is proposing a new streetscape for SW 153rd Street, which would provide safe, enhanced crossings, pedestrian bump outs, and street trees.

Over time, these streetscape investments could kickstart an evolution of SW 153rd Street similar to what has occurred just a block to the north on SW 152nd Street. The following pages shows how this corridor could mature in the coming years.

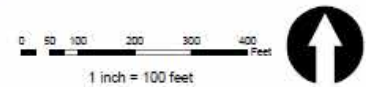
For SW 151st Street, it is recommended that consistent sidewalks be provided on both sides of the street. The recent town center improvements provide a great template to continue westward toward Ambaum Boulevard. This street’s location at the heart of downtown connecting the Ambaum Corridor with the Town Center and Transit Center makes provision of complete pedestrian facilities essential.

In making these recommendations, we recognize that the evolution will take place over time. We also recognize that some of these investments may reduce on-street parking supplies slightly. To reduce this impact, we have included recommendations for potential driveways consolidations in the technical appendix.





Burien Downtown Mobility - Streets Overview DRAFT 05/19/2016



Phased Evolution of SW 153rd Street



Economic Development Creating a Virtuous Cycle

In this section, we describe a number of economic development tools that the City should consider, in conjunction with the mobility-related Big Moves to kickstart the evolution that Burien that desires.

SUPPORT FOR EXISTING COMMERCIAL SPACE AND BUSINESSES

Downtown Burien continues to grow and thrive. The City has good history of supporting commerce in the area and could explore if more focused business support services or other resources would be meaningful to existing businesses and property owners. Options to consider include:

- » **Business Improvement Districts/Areas.** BIA/BIDs are the result of coordinated public and private actions formed to address local business issues that can range from parking, promotion activities, security, maintenance, and the management of those activities. A benefit assessment is levied to properties (businesses, multifamily residential, or mixed use projects) within a designated district. Formation of district attempts to link the cost of public improvements to those landowners specifically benefiting from those improvements.
- » **Expedited/Flexible Permitting for Tenant Improvements.** Many homegrown businesses that tenant downtown Burien need to make improvements to their space in a timely fashion and generally need flexibility in upgrading to current code standards. The City should weigh the benefits and costs of providing specific support for these types of activities and marketing them to property owners.

STRATEGIC MARKETING

Marketing efforts to local multi-family housing developers highlighting the area's strong residential amenities, available sites, and market conditions can help position the City for development in this investment cycle and the next one. Available sites in the Downtown are most likely better positioned for these types of projects. The City can leverage the Mobility Study to "spread the word" about the community and highlight the availability of innovative land use tools and development incentives. To this end, the city is engaged in a rebranding and strategic marketing effort to tell a broader story to the local, regional, and national market places. The collateral developed as part of this process can be used to target both the business and land development industries about opportunities in Burien and the steps the City is making to be more investment friendly.

INCENTIVE ZONING

Incentive zoning is a voluntary program in Washington that offers property owners the option of obtaining an increased intensity of development over existing limits. To obtain the incentive height and/or floor area, developers must provide stipulated types of improvements or other public benefits (including potentially mobility enhancements) as proscribed by a jurisdiction's program. Importantly, there must be demand to exceed the base zoning. Incentive zoning is a voluntary program and the value of the incentive should seek to induce, rather than discourage, participation.

Incentive zoning policies exist to leverage new market rate development for the production of affordable housing and other public amenities. These policies can only work when new development is occurring. At the simplest level; development happens when developers have the resources for development



and when project profitability is higher than alternative investments. Development feasibility varies across markets based on a convergence of the above factors. In weak markets, most development is infeasible due to the inability to achieve high enough rents to justify new construction. In moderately strong markets, low to mid density development is feasible. In strong markets, higher density development is feasible due to high achievable rents and land costs driving increased densities.

Downtown Burien has demonstrated demand for denser mixed used development products that can use its incentive zoning structure. Predicting whether a developer will accept the proposed density incentives (and which incentives offer the best financial returns) requires an analysis that reflects the developer's decision-making process and cash flow equation. Would the additional density create more value than the cost of construction and operations of the public amenity? If not, a developer is unlikely to accept the additional density, and may choose to just develop to the base zoning instead. Because both rents and costs move with the broader macro economy, Burien should periodically calibrate its incentive zoning structure (e.g. how much incentive is given for the provision of public benefits).

DEVELOPMENT AND DESIGN CODE

The City may want to periodically revisit its zoning code see how different product types are enabled/allowed under current zoning where structures are permitted. For example, a city may desire dense, multifamily housing in its land use vision and moved forward to enable that type of development within its zoning code. However, sometimes height and bulk restrictions within the code may arbitrarily truncate the actual development product type. This is most commonly seen in Type V wood frame construction over a concrete podium that can get building heights to 65-85 feet. While the land use vision may desire this type of development, the code may cap heights at lower levels. This may not be an issue if there is not demand for this scale – conversely, where there is demand, these caps may artificially limit the housing production. Alternatively, design guidelines may specify amenities and treatments that are no longer in favor with the marketplace. These inefficient policies may add cost to a project or simply provide too much inflexibility to allow for the product to effectively market to the changing needs of users.

MULTIFAMILY PROPERTY TAX EXEMPTION (MFTE)

The MFTE program is a powerful development incentive for multifamily housing. State law (RCW 84.14) allows cities to exempt multifamily housing from property taxes in urban centers. After a city defines a residential target area, projects can apply for and be approved for exemption from property taxation on the residential improvement value for a period of 8 or 12 years. The 12-year program requires a minimum level of affordable housing to be included in the development (at least 20% of the units or 100% if the building is solely owner-occupied). The eight-year program provides the jurisdiction wide latitude for developing the criteria for approval and carries no affordable housing requirement. MFTE programs are put into place by an enabling ordinance that allow for the application and approval of tax exemption. Burien currently has both programs available and developers have a history of using both products. Going forward, the city might want to periodically review how they apply the 8 and 12 year programs - meaning, they could vary the program by geography, offer them with other incentives, and potentially update the requirements of the 12 year program over time to align with current downtown objectives (affordability, pedestrian accommodation, etc).

FEE WAIVERS/REDUCTIONS

The City may also explore reducing or waiving development fees as a financial incentive like permitting and planning costs, for projects that meet the City's community and economic development objectives. Reducing or waiving these fees must be balanced against the City's need to provide/fund these services. Typically these fees are a small percentage of a project's overall cost and are not likely to create a large incentive to development.

The City may also want to explore waivers or reductions in impact fees, which can be a large up-front cost of a project. Waivers of these fees may not be an "incentive" for every project since fees of this nature are secondary to fundamental

issues of demand and supply. However, GMA impact fees may be waived (or reduced) if the project supports some broad public purpose – such as affordable housing. If the City chooses to move forward with such a measure, it would need to make sure it is in compliance with state law on the collection and use of impact fee funds. Other cities have been creative in offering impact fee "rebates" where the impact fee is still collected but is rebated back to the developer if some threshold of performance (such as generation of retail sales) is met. The rebate typically comes from general fund sources.

GRANT STRATEGY

While grants are among the best ways for cities to attract outside funding, they can be time consuming to put together, straining staff resources at unpredictable times.

Some communities develop annual grant strategies, which identify the projects they want to fund, the grant programs where these projects are most likely to successfully compete, and program resources (either staff time or consultant support) to develop grant applications. Given the robust public outreach process and strong safety and multimodal justifications for projects identified in the Mobility Study, many of the Big Moves would likely perform well for Safe Routes to School, WSDOT Bike and Pedestrian Safety, Transportation Investment Board, or Federal Aid grants. Burien should consider developing an annual grant strategy to identify funds for design and construction of Big Move projects.

Other communities have been very successful in attracting grants to fund downtown improvements. On the following page, we provide a case study of Downtown Bothell's transformation, which started with a planning effort similar to this Mobility Study. Bothell's story shows how a strong vision, paired with consistent efforts to realize that vision, can lead to a dramatic evolution over time and garner state and regional grant investments.

Case Study: Bothell Downtown Revitalization Plan

In 2006, the City of Bothell began a study to evaluate the options for revitalizing its downtown. Through the visioning process, the city and community identified their goals which included: economic and visual revitalization of the historic Main Street, enhancement of multimodal connectivity to and through the downtown district, and better linkages to the Sammamish River, the Park at Bothell Landing, and the University of Washington Bothell/Cascadia College campus. The study evaluated the existing strengths and weaknesses of the city, translating them into opportunities to transform the downtown core into a destination and gathering place for residents, employees, and visitors.

One of the significant findings was that the physical connections in the city were limited, and SR 522 and Bothell Way intersected in a manner that discouraged multimodal movement in this area. As a result, the City of Bothell designed and constructed two major transportation projects and is currently working on several additional mobility enhancement projects. The Crossroads SR 522 realignment and Wayne Curve projects, completed in 2015 and 2012 respectively, relocated SR 522 through the downtown core to improve traffic flow and provide environmental benefit. The Main Street Extension and Multiway Boulevard projects will connect the historic Main Street corridor with new developments to the west, including a pedestrian-centric roadway, to better promote vehicle, pedestrian, and bicycle circulation.

A new McMenamin's hotel project at the historic Anderson School has been a catalyzing element of this major redevelopment work. The public-private partnership between the City of Bothell and the McMenamin's company includes a hotel, several restaurants and bars, meeting rooms, a public pool, movie theater, and brewery. The new development shares parking with adjacent Pop Keeney Stadium and has direct pedestrian and bicycle connections to the historic Main Street shopping area and the Sammamish River waterfront park.

The Downtown Revitalization project has been funded through the use of state and federal grants and city matching funds. The Washington State Community Economic Revitalization Board recognized the potential economic value of these projects and awarded the city with approximately \$25M in competitive Local Infrastructure Financing Tool (LIFT) matching grants in 2007. The Transportation Improvement Board has provided

over \$10 million in grant funding toward the SR 522 realignment and Multiway Boulevard Projects. The city has also received grant and mitigation funding from the Department of Ecology and Environmental Protection Agency for contaminated soil and groundwater remediation to clean up historic gas stations, vehicle maintenance facilities, and dry cleaners in the historic downtown. Funding has also come from the Public Works Trust Fund and the Washington Department of Commerce. The city funding has been primarily through Real Estate Excise Taxes (REET) and proceeds from the sale of city owned properties.

This comprehensive project demonstrates the value gained from engaging with the local community to guide the long-term vision, building partnerships for private development, and obtaining financial funding from state and federal sources. These proactive steps have helped the City of Bothell to better control its future, while providing residents with a more accessible and desirable area to shop, recreate, and experience the city.



Implementation Items Check List

The following check list summarizes the strategies described in this mobility study. The order of magnitude costs and potential timing are also included.

Big Move	Item	Cost	Timeline
Parking	<ul style="list-style-type: none"> Wayfinding - Creating wayfinding signs throughout downtown to better orient visitors to available parking and other amenities. These would likely be branded to reinforce Burien's unique character. 	\$\$\$\$ ^{ab}	1-3 years
	<ul style="list-style-type: none"> Restripe existing angled parking on 152nd Street to be reverse-in angled. This project is currently on the city's six-year capital plan. 	\$\$	0-2 years
	<ul style="list-style-type: none"> Time limits - Update downtown parking time limits from 2 hours to 3 or 4 hours. This would require modification to existing signs. 	\$\$	0-2 years
	<ul style="list-style-type: none"> Parking Code Update - Update the City's downtown parking standards to reflect existing public parking surplus in downtown. The cost for this item includes only passing the parking code ordinance, not the potential lost revenues related to lower parking requirements. 	\$	0-2 years
Walking	<ul style="list-style-type: none"> ADA Accessible Treatments - Incrementally transition downtown pedestrian facilities to be ADA compliant, including retrofit of curb ramps, crosswalks, and pedestrian-activated crossings. This investment is scalable and will occur over time. 	\$\$\$\$ ^{ab}	5-20 years
	<ul style="list-style-type: none"> Enhanced pedestrian crossings - Improved crossings of Ambaum, 4th, and 148th, which could include treatments like half-signals, HAWKs, or RRFB subject to further engineering study. 	\$\$\$\$ ^a	2-10 years
	<ul style="list-style-type: none"> Crosswalk guidelines - Adoption of city crosswalk guidelines which provide guidance on where enhanced crossings should be provided. 	\$	0-2 years
Biking	<ul style="list-style-type: none"> Biking to Downtown - Provision of dedicated bicycle facilities on pedestrian priority routes heading into downtown. 	\$\$	0-6 years
	<ul style="list-style-type: none"> Shared Streets in Downtown - Ensure speed limits on 151st and 152nd Streets, and 6th Avenue are 25 MPH or less and implement treatments like bike boxes at stop lights, painted sharrows, and back-in angled parking. 	\$\$	0-6 years
	<ul style="list-style-type: none"> Bike parking as art - Install artful bike parking that reinforces Burien's character. This could be done incrementally over time. 	\$\$\$\$ ^{ab}	0-10 years
Transit	<ul style="list-style-type: none"> Burien Shuttle - Partner with King County Metro to provide a shuttle that connects Downtown Burien with the Link Light Rail and airport. 	\$\$\$\$ ^b	0-8 years
	<ul style="list-style-type: none"> Enhanced regional transit - Sound Transit and King County Metro have included investments for Burien in their draft long range plans. These investments will be funded regionally, but are unlikely to be in place before 2024. 	\$	8-10 years

^a The cost estimate represents full project costs. However, this investment is scalable and could be phased in over time, subject to funding availability.

^b This project could be funded from a variety of sources, potentially including public-private partnerships.

Big Move	Item	Cost	Timeline
Streetscape	• Activating Spaces - the City may want to revisit its code or incentives related to business expansion, particularly when these expansions reduce blight.	\$	0-2 years
	• Active Alleyways - In the near term, improvements related to lighting, organization of utilities, and garbage storage.	\$\$\$ ^{ab}	1-5 years
	• 153rd Greening - Over time update 153rd to include increased greening, pedestrian scale lighting, improved pedestrian realm, and revise business access. This could be phased in over a number of years.	\$\$\$\$\$ ^{ab}	5-20 years
	• 151st Pedestrian Priority - Extend pedestrian facilities from town center west to Ambaum.	\$\$\$ ^{ab}	2-10 years
Economic	• Business Improvement Districts/Areas Establishment	\$\$	1-5 years
	• Expedited/Flexible Permitting for Tenants	\$	0-2 years
	• Strategic Marketing of Burien's Advantages to Potential Development	\$\$	0-2 years
	• Incentive Zoning Updates	\$	0-2 years
	• Development and Design Code Updates	\$	0-2 years
	• Multifamily Property Tax Exemption Program Updates	\$	0-2 years
	• Fee Waivers/Reductions	\$	0-2 years
	• Grant Strategy	\$	0-2 years

^a The cost estimate represents full project costs. However, this investment is scalable and could be phased in over time, subject to funding availability.

^b This project could be funded from a variety of sources, potentially including public-private partnerships.

Appendices

Parking Memo

Existing Conditions Memo

Economic Memo

Sustainability Memos

Outreach Memo

Proposed Parking Code Update

Urban Design Supporting Materials



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