West Seattle Ballard Link Extensions

Racial Equity Toolkit Report: Alternatives Development Phase

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SoundTransit 🚯 Seattle

April 2019

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1.1 Racial Equity Toolkit

Sound Transit is committed to inclusively engaging communities along the West Seattle and Ballard Link Extensions (WSBLE) Project corridor to elevate opportunities, issues and other considerations to better inform the Alternatives Development process. Sound Transit and the City of Seattle have partnered on a Racial Equity Toolkit (RET) for the WSBLE Project. The RET is designed to implement the City of Seattle's commitment to the Race and Social Justice Initiative (RSJI), a vision to achieve racial equity in the community, end institutional and structural racism in city government, promote inclusion and full participation of all residents, and partner with the community to achieve racial equity across the City of Seattle. The city's RSJI is consistent with the 1994 federal Executive Order 12898 on Environmental Justice that the FTA and Sound Transit follow during project development. The Executive Order directs federal agencies to identify and address the disproportionately high and adverse human health or environmental effects of their actions on communities of color and low-income populations.

The RET process is a cornerstone of the City's Race and Social Justice Initiative. The vision of the Seattle Office for Civil Rights, which houses the Race and Social Justice Initiative Strategic Team is: A City of Liberated People where Communities Historically Impacted by Racism, Oppression, and Colonization Hold Power and Thrive. To do this requires ending individual racism, institutional racism and structural racism by shifting real decision making power and equitable resources to those most harmed by a lingering legacy and reality of racism in our community. The Racial Equity Toolkit lays out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity. The RET process also supports Sound Transit's Environmental Justice analysis to be included in the Environmental Impact Statement.

1.2 Purpose of this Report

Applying the RET to the project has informed the technical evaluation and the focus and extent of engagement, elevating project issues and considerations that affect communities of color and low income communities. The RET specifically informed the following features of the Alternatives Development process:

- Targeted outreach strategies including in-language workshop facilitation and service provider interviews
- Development of community workshops in the C-ID and Delridge neighborhoods to collect additional feedback, explicitly including the Pioneer Square neighborhood in these efforts.
- · Strategic partnerships with community liaisons and organizations to expand engagement

This report provides an overview of the WSBLE project and the RET information gathered during Level 3 alternatives evaluation and screening, and documents how that information is being used to inform the project development process. This information will also inform the WSBLE project's Stakeholder Advisory Group and Elected Leadership Group that make recommendations to the Sound Transit Board regarding the project, and the Sound Transit Board's identification of a Preferred Alternative(s) and other alternatives to evaluate in an Environmental Impact Statement (EIS).

1.3 **Project Description**

Sound Transit has been advancing the West Seattle and Ballard Link Extensions (WSBLE) Project through the Alternatives Development phase. During Alternatives Development, Sound Transit assessed the "representative project" included in the Sound Transit 3 (ST3) Plan and further refined the specific route, station locations and other project elements based on additional public engagement and technical analysis. The ST3 Representative Project itself was the result of extensive, years-long planning and public involvement work, including high-capacity transit (HCT) studies, the process to update the agency's long-range plan, and the ST3 Plan that voters approved financing for in 2016. Sound Transit has been engaging the public and agencies in an intensive external engagement process that will lead to the Sound Transit Board identifying a Preferred Alternative(s), as well as other alternatives to evaluate in an Environmental Impact Statement (EIS).

The WSBLE Project would provide fast, reliable light rail connections to dense residential and job centers throughout the region and add a new downtown Seattle light rail tunnel to provide efficient operating capacity for the entire regional system. It would consist of two separate Link extensions: one to West Seattle and the other to Ballard. The extension to West Seattle would operate from downtown Seattle to West Seattle's Alaska Junction neighborhood. The Ballard extension would operate from downtown Seattle to Ballard's Market Street area and include a new rail-only tunnel from the Chinatown/ International District to South Lake Union and Seattle Center/Uptown.

The alternatives analyzed during the Alternatives Development phase are generally focused within a 0.5-mile study area boundary around the ST3 Representative Project. A map of the study area for the WSBLE Project is shown on Figure 1-1 (West Seattle and Ballard Link Extensions).

1.4 Alternatives Development Process

The alternatives evaluation framework for the WSBLE Project was structured as a series of sequential evaluation levels, where increasingly detailed and comprehensive evaluation measures were applied to a decreasing number of alternatives at each level. The screening process initially reviewed a wide range of alternatives during the first screening level, evaluated against a select set of measures to identify fatal flaws or major deficiencies. As the evaluation process progressed, the most promising alternatives were subjected to more rigorous and detailed analysis, with more quantitative evaluation criteria applied. The screening process was designed to provide insight into how the alternatives may be refined or modified to improve their effectiveness in satisfying the project's preliminary Purpose and Need. More detailed information on the overall Alternatives Development process can be found in the Alternatives Evaluation Framework and Methodology Technical Memorandum (Sound Transit 2018a).



Figure 1-1 WSBLE Representative Project and Project Study Area

1.5 Agency and Community Engagement

A variety of stakeholders are engaged in the WSBLE Project, and their input helped inform the screening process as the WSBLE Project advanced during the Alternatives Development phase. The agency and external engagement process actively seeks input and involvement from stakeholders through the following groups and forums:

- Sound Transit Board: Oversees implementation of WSBLE Project
- Elected Leadership Group: Elected officials who represent the project corridor and/or Sound Transit Board
- **Stakeholder Advisory Group**: Transit riders, residents, businesses, major institutional organizations, stakeholders, and members of the public
- Interagency Group: Senior staff from Sound Transit, City of Seattle and other partner agencies such as Port of Seattle, King County, Washington State Department of Transportation (WSDOT) and Federal Transit Administration (FTA)
- Neighborhood Forums: Community members interested in delving more deeply into issues specific to their neighborhood
- **Public**: People who live, work and commute in, through and around the Puget Sound region

These groups and forums supplement public engagement and outreach techniques already used by Sound Transit and offer opportunities for greater collaboration early in project development. This external engagement process is shown on Figure 1-2 (Community Engagement and Collaboration Process).



Figure 1-2 West Seattle and Ballard Link Extensions Alternatives Development Process

1.6 Racial Equity Toolkit Collaborative

The Racial Equity Toolkit Collaborative (RET Collaborative) is an interagency team comprised of staff from Sound Transit's West Seattle and Ballard Link Extensions project and supported by City staff from the Office of Planning and Community Development, Seattle Department of Transportation, Seattle Department of Neighborhoods, and the Seattle Office for Civil Rights. The Collaborative was formed in early 2018 to define desired racial equity outcomes for the project and guide the analytical and interpretive work of the RET.



Desired RET Outcomes

In April 2018, the RET Collaborative team identified the following desired racial equity outcomes:

- > Enhance mobility and access for communities of color and low-income populations;
- > Create opportunities for equitable development that benefit communities of color;
- > Avoid disproportionate impacts on communities of color and low-income populations; and
- > Meaningfully involve communities of color and low-income populations in the project.

To focus and inform work toward the above outcomes, early efforts included compiling and analyzing data on race within the corridor. Initial work described the racial and ethnic makeup of communities within a half-mile catchment of stations along the representative alignment, utilizing five-year American Community Survey estimates (2011-2016). Chinatown-International District (C-ID) was found to be the only station area with a concentration of communities of color in the WSBLE project corridor. In West Seattle, a higher percentage of communities of color lie within the bike and transit sheds of the Delridge and Avalon stations, but are outside of those stations' immediate walksheds. Other station areas along the project's representative alignment are generally located within areas having populations of color at or below the city average and relatively higher average household incomes.



Figure 1-3 GIS analysis informing RET focus areas. Purple shading indicates census block groups with >50% of population from communities of color. SOURCE: American Community Survey, 2011-2016

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External engagement focused on planning and implementing a targeted community engagement strategy to better understand the priorities, desires and concerns of communities of color along the WSBLE project corridor, and to incorporate that information into project planning and evaluation measures. Direct community input is a vital component of the RET process because information such as places, businesses, and resources of cultural significance to communities of color cannot be inferred or understood from census data alone.

Based on community feedback during Level 2 alternatives evaluation and screening, the RET team identified additional racial equity outcomes specific to the two focus station areas at Chinatown-International District and Delridge Stations.

Chinatown-International District Station RET Outcomes

- > Limit harmful impacts
- > Maximize connections for all users
- > 100-year vision for future generations, communities of color, and low income populations



Delridge Station RET Outcomes

- > Excellent Bus and rail integration
- > Equitable transit-oriented development serving the community



LEVEL 3 ALTERNATIVES

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2.1 ST3 Representative Project

The ST3 Representative Project continued to be studied in Level 3, with no refinements from Level 2. The ST3 Representative Project for the extension to West Seattle would operate on elevated guideway from SODO to West Seattle's Alaska Junction neighborhood. It would include a new high-level, fixed bridge across the Duwamish Waterway on the south side of the existing West Seattle Bridge. The West Seattle extension would serve one at-grade Stadium Station and one elevated SODO Station along the E3 busway in SODO, and three elevated stations at Delridge, Avalon and Alaska Junction in West Seattle. The West Seattle extension would terminate on elevated guideway along SW Alaska Street and California Avenue SW in an east-west orientation.

The Ballard extension would operate from downtown Seattle to Ballard's Market Street area. It would include a new rail-only tunnel from Chinatown-International District to South Lake Union and Seattle Center/Uptown, running under 5th Avenue in Chinatown-International District, 6th Avenue in Downtown, Westlake Avenue and Republican Street. The ST3 Representative Project would include an elevated guideway along Elliott Avenue W and 15th Avenue W, as well as a new movable bridge over Salmon Bay. The Ballard extension would serve six tunnel stations in downtown Seattle at International District/Chinatown, Midtown, Westlake, Denny, South Lake Union and Seattle Center, and three elevated stations at Smith Cove, Interbay and Ballard in the Interbay/Ballard area. The Ballard extension would terminate near 15th Avenue NW and NW Market Street in a north-south orientation.



Figure 2-2 ST3 Representative Project

2.2 West Seattle Elevated/C-ID 5th Ave/Downtown 6th Ave/Ballard Elevated

In this alternative, the extension to West Seattle would operate primarily on an at-grade guideway through SODO and then transition to an elevated guideway to West Seattle's Alaska Junction neighborhood. It would include a new high-level, fixed bridge across the Duwamish Waterway on the south side of the existing West Seattle Bridge, consistent with the ST3 Representative Project. The West Seattle extension would serve the existing at-grade Stadium Station and one new at-grade SODO Station along the E3 busway in SODO, and three elevated stations at Delridge, Avalon and Alaska Junction in West Seattle. Roadway overpasses are also planned in SODO at S Holgate and S Lander streets. The West Seattle extension would terminate on elevated guideway along 41st Avenue SW south of SW Alaska Street in a north-south orientation.

The Ballard extension would operate from downtown Seattle to Ballard's Market Street area. It would include a new rail-only tunnel from Chinatown-International District to South Lake Union and Seattle Center/Uptown, running under 5th Avenue S in Chinatown-International District, 6th Avenue in Downtown, Terry Avenue and Mercer Street. It would also include a combination of at-grade and elevated guideway through Central Interbay, with a new fixed bridge over Salmon Bay. Six tunnel stations would be served in downtown Seattle at International District/Chinatown, Midtown, Westlake, Denny, South Lake Union and Seattle Center, as well as one at-grade Smith Cove Station and two elevated stations at Interbay and Ballard. The Ballard extension would terminate near 14th Avenue NW and NW Market Street in a north-south orientation. This alternative would include two design options for either a cut-and-cover or a deep mined International District/Chinatown Station.



Figure 2-3 West Seattle Elevated/C-ID 5th Ave/Downtown 6th Ave/Ballard Elevated Alternative

2.3 West Seattle Tunnel/C-ID 4th Ave/Downtown 5th Ave/Ballard Tunnel

In this alternative, the extension to West Seattle would operate on an at-grade guideway through SODO, then transition to an elevated guideway towards West Seattle. It would include a new high-level,fixed bridge across the Duwamish Waterway on the north side of the existing West Seattle Bridge. The West Seattle extension would serve two at-grade stations at Stadium and SODO along the E3 busway in SODO, one elevated Delridge Station and two tunnel stations at Avalon and Alaska Junction in West Seattle. Roadway overpasses are also planned in SODO at S Holgate and S Lander streets. The West Seattle extension would terminate in a tunnel in Alaska Junction near SW Hudson Street, with design options for the terminal station oriented north-south under 41st Avenue SW, 42nd Avenue SW or 44th Avenue SW.

The Ballard extension would operate from downtown Seattle to Ballard's Market Street area. It would include a new rail-only tunnel from the International District/Chinatown to South Lake Union and Seattle Center/Uptown, running under 4th Avenue in Chinatown-International District with design options for either a cut-and-cover or deep mined International District/Chinatown Station, 5th Avenue in Downtown, Westlake Avenue, Harrison Street and Republican Street. It would also include a combination of at-grade, retained cut and elevated guideway through Central Interbay before descending into a tunnel under Salmon Bay. Six tunnel stations would be served in downtown Seattle at International District/Chinatown, Midtown, Westlake, Denny, South Lake Union and Seattle Center, as well as two at-grade/retained cut stations at Smith Cove and Interbay and one tunnel Ballard Station. The Ballard extension would terminate in a tunnel under either 14th Avenue NW or 15th Avenue NW and NW Market Street in a north-south orientation.



Figure 2-3 West Seattle Tunnel/C-ID 4th Ave/Downtown 5th Ave/Ballard Tunnel Alternative

2.4 Level 3 Evaluation Criteria

The Level 3 analysis for all alternatives had over 50 quantitative and/or qualitative measures to help inform the screening process. The following sections describe the most relevant Level 3 alternatives evaluation criteria, which were informed by feedback from the community and based on the outcomes set forth by the RET.

2.4.1 Enhance Mobility and Access for Communities of Color and Low-Income Populations

Level 3 screening measured access to opportunity for communities of color and low-income populations by evaluating the activity nodes served within station areas, and how the project would improve access for communities of color and low-income populations along the system to these nodes. This measure also evaluates access for populations in the study area to major regional employment and educational destinations. Higher performing alternatives would improve access to activity nodes for higher than city average populations of communities of color and low-income populations, medium performing alternatives would not affect access to activity nodes for these populations, and lower performing alternatives would worsen access.

2.4.2 Create Opportunities for Equitable Development that Benefit Communities of Color

Level 3 screening evaluated equitable development opportunities using a qualitative assessment of the potential of a particular station location to deliver equitable transit-oriented development (eTOD) outcomes, specifically affordable housing. Per Sound Transit's Equitable TOD policy, any property that is surplus to the agency's need following project construction and is suitable for development as housing will be first offered to qualified developers of affordable housing. The Sound Transit Board of Directors also has discretion to sell at a discount or transfer suitable surplus property to qualified developers of affordable housing. Level 3 evaluation included estimates of net residual land available for affordable housing development beyond the footprint of the station and guideway within the assemblage of parcels required for station and right-of-way construction for different project alternatives.

Potential construction staging areas have not yet been identified for Level 3 alternatives, and may present additional challenges, community impacts or opportunities that will be evaluated in later stages of project development.

2.4.3 Avoid Disproportionate Impacts on Communities of Color and Low-Income Populations

Level 3 screening measured the potential for burden on communities of color and low-income populations by evaluating potential acquisitions and displacements (residential and business) and visual, noise and construction impacts that would affect communities of color and low-income populations relative to other communities. This included displacement risk from station area redevelopment, as well as potential transportation, access, noise, vibration, and visual effects that could disrupt existing residents, businesses, and social service providers. The evaluation also considered relative duration of the potential construction and impacts to high volume traffic areas. On top of the quantitative assessment of potential direct (physical) residential and business displacements due to property acquisition and other construction-related impacts, community engagement and input help shed light on other types of displacement risks such as economic displacement and cultural displacement.



Considering Displacement

Economic Displacement occurs when a household is compelled to relocate due to the economic pressures of increased housing costs or other costs of living. Increased housing costs may present in a variety of forms, including:

- > Rent increases imposed by property owners on households renting from them
- > Property tax and interest rate increases that rise beyond the means of the property owner
- Economic conditions that bring widespread changes to communities, such as loss of an employer or a depressed job market, which can change a community's ability to afford their homes
- > Systemic conditions such as institutional racism, which disproportionately harm the economic well-being of communities of color, and manifest in evolving ways over time

Cultural displacement occurs when people choose to move because their neighbors and culturally related businesses and institutions have left the area. For communities of color, immigrants, and refugees, social cohesion can often play a bigger role in location decisions than for other populations, and social networks within racial and ethnic communities may take on a greater importance than for other populations. Measuring cultural displacement is difficult since no systematic survey of households exists that asks why they have chosen to relocate. However, some indicators of cultural displacement can be measured at the neighborhood scale, including:

- > Loss of small businesses, particularly those owned by or serving cultural communities
- > Direct or economic displacement of cultural communities, to the point that the community no longer has the critical mass of members to constitute a cultural home
- > Loss of other cultural institutions and gathering places, such as parks, religious institutions, community centers, and other centers of cultural belonging.



CHINATOWN -INTERNATIONAL DISTRICT STATION EVALUATION This page left intentionally blank.

3.1 Neighborhood Context and Overview

The C-ID is the only station area with a concentration of communities of color in the WSBLE project corridor. A majority of C-ID residents are of Chinese ethnicity, but there are also sizable communities of residents of Japanese, Vietnamese, Korean and Filipino ancestry. People of color account for approximately 65% of the population, as compared to a citywide average of 34%, and more than half speak a language other than English at home. Approximately 82% of C-ID residents are renters, far higher than the city average of 53%, and 80% of housing units within a 10-minute walkshed of proposed station areas are rent-restricted or subsidized rental units. The median household income currently stands at \$33,500 per annum, approximately half of the citywide median, and approximately 30% of households fall below the federal poverty level . The area also has higher-than-average proportions of elderly and disabled residents, and based on a 2020 C-ID Healthy Community Action Plan study, people living and working in the C-ID are less healthy than those in other neighborhoods in Seattle and King County, with an average lifespan seven years shorter than that of most well-off communities.

Level 3 alternatives include potential sites for the C-ID station on either 4th or 5th Avenues S, in the vicinity of the existing International District/Chinatown Link Light Rail station . The existing light rail tracks run underground between 4th and 5th Avenues S, parallel to the heavy rail lines utilized by freight rail, Amtrak and Sound Transit's Sounder commuter rail service located just to the west of 4th Avenue S and is accessible by a public plaza that is adjacent to Union Station. There are also major bus connections along 4th Avenue S on the west side of Union Station and at the northwest corner of 4th Avenue S and S Jackson Street. Due to this convergence of multiple transit modes, this area serves as the busiest transportation hub in the city.



Figure 3-1 Chinatown-International District Station: neighborhood context

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In addition to the convergence of transit modes, this area is where the historic Pioneer Square and Chinatown International District neighborhoods come together at the intersection of S Jackson Street between 3rd and 5th Avenues S. While these two neighborhoods do intersect, they have historically experienced transit investments including heavy/light rail, Interstate 5, Alaskan Way Viaduct and the First Hill Streetcar resulting in poor quality of open spaces and pedestrian connections that have disconnected them from each other and other destinations (waterfront, stadium district and downtown).

Chinatown-International District, located just east of Pioneer Square just south of downtown, is the center of Seattle's Asian-American community. Settled around the same time as Pioneer Square in the mid-to-late 1800's, the C-ID is generally defined geographically as the area between 4th Avenue S, Rainier Avenue S, Yesler Way and S Charles Street/S Dearborn Street, and consists of the three smaller neighborhoods of Chinatown, Japantown, and Little Saigon. The Seattle Chinatown Historic District was listed on the National Register of Historic Places in 1986.



Figure 3-2 Key destinations in fabric of adjacent neighborhoods

This area presents some unique engineering challenges for WSBLE project construction, as much of the C-ID is built on reclaimed tide flat lands that were filled and developed as part of a major city re-grading project completed in 1910. The existing street right-of-way on 4th Avenue S in this vicinity sits atop a viaduct structure that is over 100 years old.

The new C-ID station, whether sited under 5th Avenue S or 4th Avenue S, will have a 5-minute walking service area (walkshed) that includes much of Chinatown and Pioneer Square neighborhoods. Approximately 59% of the walkshed is zoned "International District Mixed," covering much of the historic neighborhood to the south of S Jackson Street. Most new development in the neighborhood is occurring in the "International District Residential" zoning district to the north of S Jackson St and east of 4th Avenue S, including an affordable housing project and two new condominium towers. These projects are rapidly building out the few undeveloped parcels in that area, reducing the supply of developable land and raising questions about where development will go in the district – if at all – in the future. These dynamics illuminate concerns around economic gentrification and displacement.

3.2 Level 3 Alternatives for Chinatown-International District Station



Figure 3-3 Level 3 Chinatown-International District Station Alternatives

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3.3 Level 3 Technical Evaluation Summary

Key Findings

- > C-ID Station alternatives for the WSBLE project present varying degrees of potential construction impacts, with more proximate potential impacts to property and the right of way along the western edge of this community for 5th Avenue S alternatives, and more potential traffic impacts for the 4th Avenue S alternatives.
- > The ST3 Representative Project (5th Avenue South Cut-and-Cover Tunnel / Cut-and-Cover Station) has the most construction effects of the 5th Avenue South alternatives and the 4th Avenue South Bored Tunnel / Mined Station has the most construction traffic effects.
- > Station access opportunities are better for shallow station options than for deep stations.
- > The 4th Avenue South alternatives allow for closer transfers to some buses, to Sounder and Amtrak and to riders coming from Pioneer Square and the Waterfront, but are farther for light rail to light rail transfers, other buses and the streetcar.
- > The 5th Avenue South alternatives allow for quicker light rail to light rail transfers, some buses, the streetcar and riders from the C-ID and Little Saigon neighborhoods, but are farther from Sounder and Amtrak, other buses and Pioneer Square and the Waterfront
- > The 5th Avenue South station locations present the highest opportunity for equitable transit oriented development, as some property acquisition east of the street for construction staging and a station entrance would be required.

3.3.1 Overview

Based on community feedback since the beginning of the year and direction from the Stakeholder Advisory Group and Elected Leadership Group of the WSBLE project, three end-to-end alternatives for the segment running between SODO and the C-ID have been developed and evaluated during Level 3, with additional design options serving the Chinatown-International District. These alternatives include five different station and alignment options serving the Chinatown-International District and surrounding neighborhoods. The alternatives are listed on the following page in a manner that describes both the proposed location of the C-ID station as well as the method of construction for the station and associated tunnel. Text in parentheses includes the corresponding name of the Level 3 alternative(s) as applicable. These descriptors help communicate the differences between the options in terms of location and construction type, which has implications for construction effects and duration, potential effects to the surrounding community and station access.

- 1. 5th Avenue South Cut-and-Cover Tunnel / Cut-and-Cover Station (ST3 Representative Project)
- 5th Avenue South Bored Tunnel / Cut-and-Cover Station (West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated)
- 5th Avenue South Bored Tunnel / Mined Station (West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated)
- 4. 4th Avenue South Cut-and-Cover / Cut-and-Cover Station (West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel)
- 5. 4th Avenue South Bored Tunnel / Mined Station (West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel)

The Level 3 evaluation results reflect updates from Level 2 based on additional engineering work, constructibility reviews and preliminary assessments of station access and transfer time.

3.3.2 Access and Transit Integration

Of the five alternatives, two are located on 4th Avenue S and three are located on 5th Avenue S. Each location includes shallow (cut-and-cover) and deep (mined) station options. These alternatives differ in terms of ease of station access and ease of passenger transfers from light rail to light rail as well as other modes, including buses, Sounder commuter rail, and Amtrak inter-city rail service.



Figure 3-4 A Multimodal hub for transit

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The 4th Avenue S alternatives would have station entries convenient to buses operating northbound on 4th Avenue S as well as to Sounder commuter rail and Amtrak. One potential station entry site could integrate with the Weller Street pedestrian bridge, providing a direct connection to the Sounder platform and relatively direct access to the main entry to King Street Station. This would also enable quicker connection to the south end of the Pioneer Square neighborhood, including Occidental Avenue and Park. The 4th Avenue S station location would require a longer transfer time between the new and existing light rail lines, however. It would also be a longer walk to bus stops and the Streetcar stop on South Jackson Street, with attendant challenges for wayfinding.

The 5th Avenue S alternatives would utilize existing station entries in the Union Station plaza, as well as an entrance on the east side of 5th Avenue S and a potential additional entry on the north side of S Jackson Street, more directly serving Chinatown and the King Street corridor to the east. Entries would also be nearer to buses operating on S Jackson Street and 5th Avenue S and, in the case of the shallower (cut-and-cover) station options – (A) and (B) in the list above – would provide easier light rail to light rail transfers. The 5th Avenue S alternatives would be located further from Sounder and Amtrak, however, along with buses operating on 4th Avenue S. Enhancing the pedestrian experience on S Jackson Street to connect the light rail station entries, Union Station, and King Street Station would be important access improvements for this station location.

Deeper station alternatives, both the 4th Avenue Bored Tunnel / Mined Station and 5th Avenue Bored Tunnel / Mined Station alternatives, would be about 200 feet deep and would be limited to elevator access only, resulting in less convenient access for patrons entering and exiting the station or transferring.

Either station location presents an opportunity to rethink the use of Union Station and position the new station's construction to enhance public realm and community connections in support of the community vision articulated in the Jackson Hub planning study.

3.3.3 Construction Impacts

The station and alignment alternatives present varying degrees of potential construction impacts, with more proximate potential impacts to property and the right of way along the western edge of the C-ID community for the 5th Avenue alternatives, and greater potential traffic impacts for the 4th Avenue alternatives.

As described in more detail in the following pages, preliminary assessments of construction durations suggest that the construction impacts of the 5th Avenue alternatives would occur over a shorter period of time overall (between 5 and 7.5 years) than the 4th Avenue alternatives (between 8 and 11 years). This is due, in part, to the time associated with rebuilding the 4th Avenue S viaduct structure associated with the 4th Avenue alternatives.

The geographic extent (or footprint) of potential construction impacts in the C-ID and durations for each of the alternatives are depicted in the following pages. It should be noted that the estimates are preliminary and are prepared for alternative comparison purposes only. These estimates are based on limited design and construction sequence analysis work completed to-date and may change as the alternatives carried forward into the EIS are refined in the future.

5th Avenue Cut-and-Cover Tunnel / Cut-and-Cover Station

This alternative would result in the largest extent of cut-and-cover impact of all the 5th Avenue options. Surface street disruption would extend for approximately 1,500 feet along 5th Avenue S from approximately Seattle Boulevard S to S Main Street. Additional surface disruption would be associated with the adjacent offstreet construction staging site which would be approximately 80' by 100' in area and which would also serve as the location of a future station entrance.

- Overall construction duration would be 6 7.5 years.
- The period of greatest disruption would be during a 14 18 month period when
 portions of 5th Avenue would be closed to traffic for tunnel excavation and traffic
 would be detoured to other parallel streets (currently 5th Avenue S is used by 8,500
 daily vehicles). During all other phases of construction, two-way vehicle traffic would
 be maintained on 5th Avenue S, although on-street parking would be eliminated during
 some phases to maintain travel lanes.



Figure 3-5 5th Ave Cut-and-Cover Tunnel / Cut-and-Cover Station. Station construction extent and cross-section. Not to Scale. Orange in first diagram indicates approximate area of surface disruption.

5th Avenue Bored Tunnel / Cut-and-Cover Station

This alternative would generally limit the area of impact to the station box only. Some disruption beyond the station box would occur to conduct ground treatment to prepare for the tunnel boring machine. Surface street disruption associated with cut-and-cover station construction would extend for approximately 500 feet along 5th Avenue S between approximately S Jackson Street and south of S King Street. Additional surface disruption would be associated with the adjacent off-street construction staging site which would be approximately 80' by 100' in area and which would also serve as the location of a future station entrance.

- Overall construction duration would be **5 6 years**.
- The periods of greatest disruption would be during a 3 4 month period when 5th Avenue would be closed to traffic for tunnel excavation and traffic would be detoured to other parallel streets (currently 5th Avenue S is used by 8,500 daily vehicles). During all other phases of construction, two-way vehicle traffic would be maintained on 5th Avenue S, although on-street parking would be eliminated during some phases to maintain travel lanes.



Figure 3-6 5th Ave Bored Tunnel / Cut-and-Cover Station. Station construction extent and cross-section. Not to scale. Orange in first diagram indicates approximate area of surface disruption.

The 5th Avenue Bored Tunnel / Mined Station

This alternative would result in the least surface disruption, likely limited to an off-street construction staging site which would be approximately 80' by 100' in area and which would also serve as the location of a future station entrance.

- Overall construction duration would be 6 7.5 years.
- The period of greatest disruption (for station construction shaft excavation) would be for 2 – 2.5 years. No traffic detours would be anticipated, although on-street parking near the station construction shaft would be eliminated during some phases of station excavation and construction.



Figure 3-7 5th Ave Bored Tunnel / Mined Station.

Station construction extent and cross-section. Not to scale. Orange in first diagram indicates approximate area of surface disruption.

The 4th Avenue Cut-and-Cover Tunnel / Cut-and-Cover Station

This alternative would result in street right of way disruption extending for approximately 2,700 feet along 4th Avenue S extending from the beginning of the viaduct structure south of Seattle Boulevard S to south of Yesler Way.

- Overall construction duration would be 9 11 years.
- The period of greatest disruption, requiring a half-street closure of 4th Avenue S, during which traffic detours of half of the traffic on 4th Avenue S (currently half of the traffic on 4th Avenue S is approximately 16,500 daily vehicles) would be required (for demolition and rebuilding of the 4th Avenue viaduct bridge structure), would last for 6 7.5 years. Vehicle access to the adjacent Union Station underground parking garage from 4th Avenue would be restricted during some phases of construction.



Figure 3-8 4th Ave Cut-and-Cover Tunnel / Cut-and-Cover Station. Station construction extent and cross-section. Not to scale. Orange in first diagram indicates approximate area of surface disruption.

4th Avenue Bored Tunnel / Mined Station

This alternative would limit the extent of street right of way disruption on 4th Avenue S to approximately 900 feet from Seattle Boulevard to S. Jackson Street.

- Overall construction duration would be 8 10 years.
- The period of greatest disruption, requiring full closure of 4th Avenue S, during which traffic detours of all of the traffic on 4th Avenue S (currently approximately 33,000 daily vehicles) would be required (for demolition and rebuilding of a portion of the viaduct bridge structure) would last for 4.5 5.5 years. Vehicle access to the adjacent Union Station underground parking garage from 4th Avenue would be restricted during some phases of construction.



Figure 3-9 4th Ave Bored Tunnel / Mined Station. Station construction extent and cross-section. Not to scale. Orange in first diagram indicates approximate area of surface disruption.

3.3.4 Residential and business displacements

All alternatives are located in areas of high displacement risk based on the City of Seattle's Growth and Equity Analysis, Seattle 2035 Comprehensive Plan, 2015. Of the Level 3 alternatives evaluated, none would result in direct residential displacements.

The number of potential business displacements are similar for all three of the 5th Avenue alternatives. Although specific properties have not been identified for construction staging, business displacements would occur primarily in the C-ID station area and would be associated with the construction staging site (noted above) adjacent to the station. For the options that include a bored tunnel on 5th Avenue, additional displacements would occur near the tunnel portal area in the Stadium area in SODO. Although the extent of displacement is relatively low compared to other segments, the higher proportion of communities of color and low-income residents in this area increases the potential for impacts to businesses important to these populations.

For the 4th Avenue S alternatives, business displacements would occur primarily in the Stadium area in SODO. Parking capacity in the Union Station parking garage would also be partially displaced by construction of the 4th Avenue Station alternatives.

In the context of the WSBLE Level 3 Evaluation Criteria, "direct displacements" refers to the need for Sound Transit to acquire or otherwise assume use of private property in order to construct the project, which may permanently change the ownership of the site.



Figure 3-10 Displacement Risk in Chinatown-International District Station Area Red indicates higher risk; blue lower. SOURCE: City of Seattle

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3.3.5 Opportunities for equitable transit-oriented development

As noted above, all alternatives are located in areas of high displacement risk and concerns about gentrification and displacement remain high in the C-ID station area. Property acquisition activities by Sound Transit to support construction of the new station could provide an opportunity to set the stage for future development of affordable housing consistent with Sound Transit's Equitable Transit-Oriented Development (eTOD) Strategy. The 5th Avenue South station location presents the highest opportunity for eTOD, as some property acquisition east of the street for construction staging and a station entrance would be required, as described above. This would provide some opportunity for development of integrated affordable housing or commercial development above and around the station entry. Less opportunity for such equitable TOD accompanies the 4th Avenue South station location, which would involve construction and station entries in the right-of-way, and staging father south of the station area closer to the Stadiums in SODO.

The opportunity for equitable Agency TOD associated with the project is correlated with the issue of direct displacement, as the property on which equitable Agency TOD could occur would be acquired for construction staging or permanent transit facilities (Sound Transit does not acquire property solely for the purpose of TOD).

3.4 Chinatown-International District Station Community Engagement Approach and Input

3.4.1 Community Engagement Approach

In an effort to provide meaningful involvement opportunities for communities of color and low-income populations, Sound Transit's community engagement approach has sought to meet the unique needs of historically underrepresented populations, including low-income, immigrants and refugees, and communities of color. Building upon lessons learned and relationships established during Levels 1 and 2, Sound Transit's community engagement approach around the Chinatown-International District Station during Level 3 alternatives evaluation included the following engagement activities:

- Conducting interviews with social service providers and community organizations to better understand populations in the project area, including how communities of color and low-income populations might relate to the project
- Utilizing interpreters at public meetings and community gatherings
- Translating key materials into languages spoken in the station area, including simplified Chinese, traditional Chinese and Vietnamese
- Holding smaller meetings focused on individual communities or organizations
- Attending community organization board meetings

- Rotating a project kiosk around public gathering spaces in the neighborhood with panels in English, Chinese and Vietnamese
- Meeting communities where they gather, like fairs and festivals, community events or meetings
- Hosting listening sessions with residents during existing resident meetings, with presentations and facilitated discussion in language with Department of Neighborhoods Community Liaisons as well as evening meals provided
- A community workshop focused on the new C-ID Station, shaped with community input and including presentation, discussion and report out opportunities in Cantonese, Mandarin, Vietnamese and English and with refreshments provided
- Door-to-door business outreach and notifications in language with Department of Neighborhoods Community Liaisons and translated materials to increase project and process awareness, build relationships, gather feedback and answer questions

Engagement activities often begin with an introduction to Sound Transit and a project overview, including information about the alternatives development process and routes and stations under consideration. During Level 3, based on input during earlier phases, Sound Transit also structured discussions to better understand 1) how community vision, priorities and values relate to a new light rail station and connections coming to the neighborhood; 2) how community members get around now, where they'd like to go and what barriers they face in making connections; and 3) how could the station options best serve the community and what are the potential impacts they worry about. Conversations usually conclude by describing what happens with their input and how to engage in the process further.

3.4.2 Community Input

Community perspectives and feedback are critical in understanding how the proposed alternatives would benefit and/or burden communities around the C-ID Station. Based on community feedback in Level 2, engagement explored community vision, maximizing connections and limiting harmful impacts for communities of color and low income communities. The following page documents key themes heard in conversations with the community.
Community Vision and Neighborhood Values

- Improve connections along South Jackson Street, connecting neighborhoods from Little Saigon to the Waterfront
- Activate streets and buildings around the new station, including Union Station, in a culturally and community-based manner
- More green, open spaces, culturally reflective art, public restrooms, local markets/vendors
- Station can bring more foot traffic to CID businesses ______
- Maintain the connected, diverse and historic place supported by an intergenerational, multilingual business and residential community

Maximizing Connections

- Convenient and reliable transfers between all modes (Sounder, Amtrak, Light Rail, bus, streetcar)
- > Improve connections across 4th and 5th Avenues
- > Multi-lingual signs, announcements and improved wayfinding could address barriers to using Link
- Concern about public safety: interest in new street lighting, security, and safe pedestrian spaces
- Enjoy connections to family and destinations in Beacon Hill, UW, Eastside and airport
- > Concerns about parking and traffic
- > Excited about new opportunities to get to more places with system expansion



Building the Station

- Some prefer 4th Avenue locations to reconnect the Pioneer Square and C-ID neighborhoods, King Street and Union Stations, and limit potential impacts in the C-ID neighborhood
- > Some prefer 5th Avenue locations for easier access from residences and businesses in C-ID and due to shorter construction duration
- > More interest in shallow station options for accessibility and sense of safety
- > Protect local businesses during construction; provide fair compensation and continued operations in C-ID after construction
- Interest in exploring opportunities to align building the new C-ID Station with other major construction projects to minimize impacts

3.5 Chinatown-International District Station Summary

Based on the Level 3 evaluation results and community feedback, it is unclear which alternative(s) would pose the greatest net benefit for the unique, multicultural communities that live and work in the surrounding south downtown neighborhoods. Community members did pose a number of questions throughout the engagement process that may help shed more light on these issues during future phases. Questions for further consideration included:

- These neighborhoods have endured numerous major construction projects. Are there opportunities to align building the new C-ID Station with other major construction projects to minimize impacts?
- What does "access to opportunity" mean to communities in the C-ID Station area?
- Are there opportunities to engage in third-party partnerships to maximize the benefits of Sound Transit investment in the new station and any agency TOD that results from this project, whether it be looking for opportunities to support vulnerable small businesses that may be displaced by the project or supporting community visioning around public realm improvements.
- Are there differences among the alternatives in terms of potential for indirect displacement of communities of color and low-income communities? What role can cross-agency coordination play in addressing short-term, direct and long-term indirect displacements?

Continued meaningful engagement with the community, building on the foundation of centering race and lowincome communities during the alternatives development phase, will be important to continue to understand the potential benefit and burden of the options that are studied further during the next Environmental Impact Statement project phase.



4.1 Neighborhood Context and Overview

The Delridge station will be sited in the North Delridge area, specifically in the eastern section of the Youngstown neighborhood. Analytical work performed by the RET Collaborative in Level 1 indicated the Delridge Station as a potential area of concern with respect to racial equity outcomes. While the immediate vicinity of the station area has a relatively low non-white share of the population (28%), the station will serve as a major intercept for high capacity bus service on the Delridge Way corridor. This service, which will include the future RapidRide H line, will connect large communities of color residing several miles away in South Delridge, White Center, and High Point into the Link Light Rail system. The station will also be the closest high capacity transit station to South Seattle College, where students of color account for 40% of the enrollment as of the 2017-2018 academic year.

In 2018, the City of Seattle published the North Delridge Action Plan that highlighted health and equity concerns in the neighborhood. The study area for the plan included five blocks on either side of Delridge Way SW from the West Seattle Bridge to SW Elmgrove Street. The Plan outlined six priority areas based on a Healthy Living Assessment (HLA). The HLA observed data including census, food access, transportation, goods and services, recreation, economic opportunities, and access to affordable housing to identify existing assets and services as well as gaps in the health-supportive



- Fewer people ride a bicycle, walk or take transit than the City as a whole (20% compared to 32%). About half of the (52%) road network has sidewalks on both sides.
- Eight of the 11 neighborhood services considered to be supportive of a complete neighborhood (e.g. childcare, library and schools) are present, but only five of the 13 shops (e.g. banks, pharmacy, food stores) are available.



Figure 4-1 Delridge Ave SW Corridor and Neighborhoods

infrastructure:

- Delridge has many parks and recreation resources and 24% of the Delridge Health Reporting Area (HRA) are children 17 and younger, but only 42% of the area is within ¹/₄ mile of a playground.
- Unemployment was higher than Seattle as a whole (9.4% versus 6.3%).
- Fewer Delridge residents have at least a bachelor's degree than citywide (37% versus 55% citywide).

The station area is defined by a blended 10-minute walkshed from each of the Level 3 station locations. This geography is characterized by a mix of land uses of highly differentiated scales on successive blocks, ranging from the massive industrial footprint of Nucor Steel and large floorplate commercial and office around SW Andover Street to smalllot, one-story single family homes between SW Dakota and



Figure 4-2 Delridge Station Area walksheds and current zoning

SW Genesee Streets. Much of the land within the station area is currently zoned single family (41%), with significant areas zoned low-rise (25%), industrial (13%), and parks/open space (13%).

The North Delridge neighborhood possesses rich community and cultural assets clustered around SW Genesee Street, including the Youngstown Cultural Arts Center and Delridge Community Center. These places function as community hubs, integrating the neighborhood's arts and nature-based identity. Notable ecological and topographic features help to define the edges of the neighborhood. To the west, Longfellow Creek separates the eastern two blocks of the Youngstown neighborhood from the rest, with only two full-service bridges spanning it. To the east, Pigeon Point rises sharply between Delridge Way SW and 23rd Avenue SW, with one hill climb on SW Genesee Street and few ADA-compliant sidewalks negotiating the steep grade.

In the last ten years, one multifamily apartment building has been constructed (the 195 unit Youngstown Flats) in the station area, in a block with commercial zoning. Median asking rents have increased by 57% over the past 10 years compared to a citywide average of 34%, though this figure is skewed by the effect of the new Youngstown Flats development on otherwise limited supply of rental residential stock in the neighborhood. Most new development in the station area has been in the form of for-sale residential townhomes, with average sale values nearing \$600,000 as of August 2018. This represents a 120% increase in median home value within the past 5 years.



4.2 Level 3 Alternatives for Delridge Station

Figure 4-3 Level 3 Delridge Station Alternatives







Figure 4-4 Level 3 Delridge Station Alternative Concepts. Conceptual diagrams based on limited design; subject to change.

4.3 Level 3 Technical Evaluation Summary



Key Findings

- In Delridge, the key drivers of differentiation between alternatives with respect to racial and social equity include bus-rail integration, opportunities for equitable development, residential unit displacements and business and commerce effects.
- > Alternatives that provide the best transfer environment from other modes would best serve communities of color living further south and reliant on transfers at the Delridge Station. In that respect, assuming the bus corridor to be on Delridge Way SW, the West Seattle Elevated (orange) performs the best, the West Seattle Tunnel (blue) performs moderately and the ST3 Representative Project (red) performs lower.
- > Alternatives that result in more predictable redevelopment scenarios provide the highest potential for Equitable TOD. In this respect, the West Seattle Tunnel (blue) performs the best and the West Seattle Elevated (orange) performs moderately and the ST3 Representative Project (red) performs lower.

4.3.1 Overview

During Level 3, three alternatives were evaluated for the segment of the WSBLE project that includes a Duwamish crossing and Delridge, Avalon, and West Seattle Junction station locations. The alternatives were developed based on community feedback since the beginning of the year and direction from the WSBLE Stakeholder Advisory Group and Elected Leadership Group. These alternatives include three different station and alignment options located within the North Delridge neighborhood:

- ST3 Representative Project with a Duwamish crossing immediately south of the West Seattle Bridge, and an elevated Delridge station (top of rail elevation is ~60' from ground level) north of SW Andover St at Delridge Way SW
- West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated with a Duwamish crossing immediately south of the West Seattle Bridge, and an elevated Delridge station (top of rail elevation is ~80' from ground level) just north of SW Dakota St adjacent to Delridge Way SW west side
- West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel with a Duwamish crossing immediately north of the West Seattle Bridge, and an elevated Delridge station (top of rail elevation is ~30' from ground level) between SW Dakota and Genesee Streets at 25th Avenue SW

4.3.2 Bus-rail integration

The Delridge station will be a key intercept point for current and future high-capacity bus routes serving South Seattle College and the Delridge Way SW corridor, including the future RapidRide H line. Siting and configuring the station for easy bus transfer zones and optimum circulation of buses will be important determinants of a high-quality transit integration experience at the station. As highlighted in the context section, this is perhaps the most critical race and social equity consideration for the Delridge Station.

With respect to transit integration, assuming the bus corridor to be on Delridge Way SW, the ST3 Representative Project (red) performs lower. While the station as presently configured would allow access from bus zones on both sides of Delridge Way SW, it is most distant from the heart of North Delridge at Genesee St, and the site near on-ramps to the West Seattle Bridge provides a less hospitable transfer for all modes.

The West Seattle Tunnel (blue) alternative performs moderately. Passenger transfers from northbound buses would need to cross Delridge Way SW in order to access the station, with a slightly greater distance (though less than 100 feet) required to be traveled from the intersection to the station entry. An alternative concept explored with King County Metro Transit could deviate northbound buses from Delridge Way SW to bring active bus zones closer to the station for that direction of travel. This could result in two adjacent active bus zones sharing a common block which could enhance the intuitiveness of transfers, as well as integrate waiting areas into plaza space or new development.

The West Seattle Elevated (orange) alternative would be a higher elevation station, with a mezzanine facilitating direct access from active bus zones in both directions on Delridge Way SW. While this provides the most efficient transit integration for riders, the qualitative experience of the transfer may be challenged by the structure bulk and massing at the ground plane.

4.3.3 **Opportunities for Equitable Development**

The West Seattle Tunnel (blue) alternative was viewed as having more potential to catalyze equitable development in the station area. Given the configuration of this alternative, substantial residual property would likely remain after station construction. Subsequent redevelopment, in accordance with Sound Transit's equitable transit-oriented development (eTOD) policy, could result in the creation of affordable housing units near the station. In addition, the potential urban design of the station area could contribute to an integrated public realm that could encourage further development of neighborhood amenities (e.g. grocery store) and enhance access to opportunity.

The ST3 Representative Project (red) alternative was viewed as having lower opportunity for equitable development due to its more limited footprint and physical site constraints, including steep slopes to the east, the industrial Nucor Steel property to the west, and West Seattle Bridge onramps to the north. The West Seattle Elevated (orange) alternative has potential property effects from the guideway geometry that reduce development capacity and opportunities for future affordable housing associated with potential property acquisition for constructing the project. These options would likely result in more piecemeal redevelopment

scenarios undertaken by the private market, and occur over a longer timeline. In the absence of an inclusionary zoning policy, there would potentially be less likelihood of a robust public benefit outcome that includes affordable housing and community-identified amenities.

4.3.4 Residential unit and business displacements and construction impacts

While North Delridge was not identified as a low-income community with higher percentage of communities of color based on census data, public feedback indicates that this area may include a larger percentage of communities of color and lower income individuals than the census block group and tracts, which cover a larger area, indicate. Therefore, construction impacts and displacements in this neighborhood may still affect these communities and are therefore discussed below. As the projects progress and community outreach continues, we will learn more about the people that might be affected, specifically in the North Delridge neighborhood (see for further consideration section below).

For all three alternatives, the project would have from approximately 120 to 180 potential residential displacements across the entire alignments, from Ballard to West Seattle. In North Delridge all the alternatives would have similar potential displacements of less than 40 units. For comparison, potential displacements in the Avalon neighborhood would range from 60 to 90 for the ST3 Representative Project, 90 - 120 for the West Seattle Elevated alternative, less than 30 for the West Seattle Tunnel alternative with the 41st and 42nd station options and 30 - 60 for that alternative with the 44th Station option.

Corridor-wide, the project could have 1.4 to 1.7 million square feet of potential business displacements for all three alternatives. For North Delridge, alternatives that cross south of bridge (ST3 Representative Project and West Seattle Elevated), there would be approximately 25,000 to 35,000 square feet of potential business displacements. The West Seattle Tunnel alternative, which crosses the Duwamish on the north side of the West Seattle Bridge, there would be approximately 75,000 to 85,000 square feet of potential business displacements in North Delridge. For point of comparison, business displacements in the Avalon neighborhood of West Seattle would have similar displacements for the ST3 Representative Project, and a little less, (15,000 to 25,000 square feet) for the West Seattle Elevated alternatives and under 15,000 for the West Seattle Tunnel alternatives. In contrast, the business displacement for the crossing south of the West Seattle Bridge would have 500,000 to 550,000 square feet of potential business displacements while the north crossing would have less potential business displacement, with approximately 400,00 to 450,000 square feet.

4.4 Delridge Community Engagement and Input

4.4.1 Community Engagement Approach

In an effort to provide meaningful involvement opportunities for communities of color and low-income population, Sound Transit's community engagement approach for the Delridge Station has sought to both engage those in proximity to the station that may be affected during construction as well as the communities of color and low-income communities that may access the light rail system at the Delridge Station by bike

or bus. Building upon lessons learned and relationships established during Levels 1 and 2, Sound Transit's community engagement approach around the Delridge Station during Level 3 alternatives evaluation included the following engagement activities:

- Conducting interviews with social service providers and community organizations to better understand populations in the project area, including how communities of color and low-income populations might relate to the project
- · Holding smaller meetings focused on individual communities or organizations
- · Attending community and neighborhood meetings
- Rotating a project kiosk around public gathering spaces in the neighborhood
- Meeting communities where they gather, like fairs and festivals, community centers, and community events or meetings
- A community workshop focused on the new Delridge Station, including presentation and facilitated table discussions
- Door-to-door business outreach and notifications to increase project and process awareness, build relationships, gather feedback and answer questions

Engagement activities often begin with an introduction to Sound Transit and a project overview, including information about the alternatives development process and routes and stations under consideration. During Level 3, based on input during earlier phases, Sound Transit also structured community workshop discussions to better understand 1) how community vision, priorities and values relate to a new light rail station and connections coming to the neighborhood; 2) how the Level 3 station and route options could best serve the community and what impacts they worry about; and 3) how could the station options be refined to better address their community vision and values? Conversations usually conclude by describing what happens with their input and how to engage in the process further.

4.4.2 Community Input

Community perspectives and feedback are critical in understanding how the proposed alternatives would benefit and/or burden communities around the Delridge Station. Based on community feedback in Level 2, engagement explored community vision and connections, the challenges and opportunities associated with Level 3 route and station location options and what potential refinements might better achieve the communities vision. The following page documents key themes heard in conversations with the community.

Community Vision and Connections

- > Future light rail station should fit with current scale and character of the neighborhood
- > Improve integration of all modes: walking, biking, buses and light rail
- > Value neighborhood parks, green spaces, diverse topography, birds, views and Longfellow Creek
- > Some support for transit-oriented development, such as affordable housing, more small businesses, restaurants, a grocery store, and family friendly amenities
- > Maintain sense of community and diversity (age, income & housing types)

Level 3 Alternatives and Station Locations

- > Concerns that Representative Project station is far from neighborhood center and more challenging to access (smaller walkshed, congested area)
- Considerable concern about neighborhood impacts and residential displacement
- > Concern with visual effects along Pigeon Point and slope stability
- Some preference for a station location south of SW Andover St to avoid traffic and congestion closer to the West Seattle Bridge, and provide better access to services and bus-rail transfer environment
- Interest in minimizing residential and business displacement and encouraging development that fits with current character of the community



Refinements to Level 3 Alternatives and Station Locations

- Some interest in purple alternative from level 2 to minimize residential displacement, improve bus connectivity and serve the central part of the neighborhood
- Interest in pursuing an alternative through a portion of the golf course to minimize residential displacement
- Interest in using street right of way along Andover/Yancy/Avalon to minimize displacement, avoid green space impacts

4.5 Delridge Summary

Based on the Level 3 evaluation results and community feedback, the Delridge Station included as part of the ST3 Representative project (red) offers the fewest net benefits to communities of color and low-income communities. In terms of access, the station does not offer the best potential transfer environment for those transferring from buses to light rail and is situated in a more congested area further from social service providers and community destinations. The station also offers the least opportunity to support agency TOD. Questions that were posed during this phase and may be useful to consider in future phases included:

- What role could the light rail investment and new station play in supporting the future vision for the community and providing lasting benefit, particularly for communities of color and low income communities?
- How do communities of color and low-income communities currently interact with the nearby amenities and what are the barriers they face in accessing services?
- Are there disproportionate impacts to communities of color and low income communities associated with potential property acquisitions for the station and alignment options?

As the project progresses in the next phase, further engaging communities of color and low-income communities, building on the foundation during the alternatives development phase, will be important to understand the potential benefit and burden of the station and alignment option(s) that are studied during the next phase.



CORRIDOR - WIDE EVALUATION

5.1 Level 3 Technical Evaluation Summary

Key Findings

> The key drivers of differentiation between the end-to-end Level 3 alternatives with respect to racial and social equity include transit integration and access, opportunities for equitable development, residential unit displacements and business and commerce effects.

5.1.1 Transit integration and access

Achieving efficient and direct transfers between modes of transit is a critical dimension of creating equitable access to the regional transit system throughout the corridor. The transit integration experience is especially important at the terminus stations in West Seattle and Ballard, which will have larger travel sheds with multiple long-haul bus routes intercepting light rail service. Siting and configuring these stations in such a way as to minimize the need to cross busy streets and maximize the intuitiveness of access through provision of visual cues will enhance the rider experience, particularly for riders with limited English proficiency. Similarly, designing streets and allocating the right-of-way to support great walking and biking environments, combined with connections to investments in the broader non-motorized network, will enable more choices of access to the station, particularly for youth. The West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel and West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated perform similarly with respect to transit integration and access in key stations.

5.1.2 **Opportunities for Equitable Development**

Realizing equitable transit-oriented development on surplus property acquired by Sound Transit (or through joint development of transit facilities) in station areas is one strategy for enhancing racial equity corridor-wide. Most stations are located in areas with high access to opportunity, but with low percentages of residents of color. Developing affordable housing along with supportive services such as daycare could provide opportunities for lower-income people, including people of color, to live in some of the region's highest opportunity neighborhoods. The West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel alternative provides more potential for equitable transit-oriented development on property the Agency might acquire due to smaller surface footprints of guideway structures and station elements.

5.1.3 Access to Opportunity

While available demographic data indicates that the C-ID Station area is the only area with communities of color and low income populations notably higher than the City average, there may be communities of color and low-income individuals throughout the corridor. These individuals, as well as those identified in the C-ID and to the south accessing the system through the Delridge Station, would benefit from increased access to opportunity to points along the West Seattle and Ballard Link Extension as well as other locations along the entire system. Opportunities for improved access include connections to University of Washington and UW Medical Center; Capitol Hill urban center, Seattle Central College, and Seattle University; Northgate urban

center and North Seattle College; and community facilities, jobs, and institutions in Bellevue, Redmond, Lynnwood, Everett, and Tacoma. In addition to these major institutions and destinations, many station areas along the WSBLE contain an array of assets including cultural/community centers, schools and businesses that provide service sector jobs. These assets serve not only the population within the station area and Seattle, but people of color and low income individuals from adjacent cities as well.

5.1.4 Residential unit and business displacements and construction impacts

Corridor-wide, the West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated alternative performs lower for residential displacements. The higher numbers of displacements for these alternatives are related to potential displacements in the Avalon neighborhood and the bridge approach on North Queen Anne. The ST3 Representative Project has a Medium rating, and the West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel alternatives performs higher. As noted above, estimates of potential displacements in North Delridge and the C-ID areas are similar across all alternatives, so the variation in corridor-wide ratings reflects differing potential acquisitions in other areas.

The ST3 Representative Project and West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel alternatives performs higher in terms of potential business displacement. The West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated alternatives performs lower for potential business displacements.

While available demographic data indicates that the C-ID area is the only area with communities of color and low income populations notably higher than the City average, there may be communities of color and low-income individuals throughout the corridor. As project design progresses along with community involvement, smaller pockets of communities of color or low-income areas may be identified. Project benefits and the potential for disproportionate impacts for these areas and the C-ID will be considered in the EIS in conjunction with community input.

Construction impacts for the ST3 Representative Project, the West Seattle Elevated/ C-ID 5th Ave/ Downtown 6th Ave/ Ballard Elevated alternative with the cut-and cover station, and the West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Ballard Tunnel alternative with the 4th Avenue Mined C-ID station all perform lower for community construction impacts. Similarly, the ST3 Representative Project and all of the West Seattle Tunnel/ C-ID 4th Ave/ Downtown 5th Ave/ Downtown 5th Ave/ Ballard Tunnel alternative sperform lower for burden on communities of color and low-income populations. These alternatives have the greatest potential impact during construction to the C-ID due to cut-and-cover construction on 5th Ave South and cut-through traffic related to closure of 4th Avenue S, respectively.

5.2 Corridor-Wide Engagement and Input

5.2.1 Community Engagement Approach

As part of community engagement across the project corridor during the alternatives development phase, Sound Transit conducted 27 interviews with community organizations and social service providers in 2018 and early 2019. These interviews were one of many tactics used to better understand community needs and preferred methods of engagement and communication. Other goals of the interviews included:

- · Sharing early information about the project and planning process
- Building awareness and understanding of community concerns, interests and ideas
- Establishing relationships and fostering trust between the project team and community stakeholders
- Supporting development of project outcomes that are racially and socially equitable

At each interview, Sound Transit asked a series of questions that focused on transit usage, particularly the benefits and barriers of using the existing (and future) light rail system and whether that varied based on race, income or some other factor.

5.2.2 Community Input

The following page summarizes the comments and themes Sound Transit heard in conversations with community members, social service providers, and other organizations during the interviews.

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Access to Opportunity / Using Light Rail and Transit

- Many homeless and low-income populations depend on transit and more public transportation is always a good thing, with additional light rail allowing for people to access different parts of the city and the services they need.
- > People receiving social services have a range of abilities. Locating light rail stations close to social service providers and housing is critical, and ADA access should be maintained or enhanced.
- Many shared that there are challenges for communities of color, low income communities and particularly those that experience homelessness to using the system, including discomfort with fare enforcement, language barriers and cost. One service provider shared that many must choose between buying a meal or paying for transit.
- > Many shared the importance of making sure stations feel safe for all users, with ideas about activating stations and keeping pedestrian routes and stations well-lit.



Affordability and Community Character

- > There is concern that new light rail extensions in neighborhoods will spur development and push low-income families out of their homes as well as farther away from transit. Many commented on the importance of incorporating affordable housing into the project so low-income populations and communities of color don't get left out.
- > Many expressed concern related to small business displacement and potential gentrification.
- > Some expressed concerns about elevated alignments and impacts including residential and business displacement, noise and traffic impacts.
- > Some feedback noted that elevated alignments are built in lower-income and diverse neighborhoods while tunnels are built in more affluent neighborhoods.



Ensure Meaningful, Timely, and Effective Engagement

- > Many expressed an interest in how project decisions are made and how to ensure all voices are heard, particularly those from traditionally under-represented communities.
- > Some expressed concerns that project decisions around the city are not equitable and agencies need to better consider how to incorporate voices from people with low incomes, people of color and non-English speakers.



WHAT'S NEXT: FUTURE PHASES OF THE PROJECT

Sound Transit is committed to inclusively and meaningfully engaging communities along the project corridors in the planning process. In future project phases, Sound Transit will expand upon the engagement and lessons learned through the alternatives development phase and look for opportunities to answer questions or address issues that were posed by the community during this initial phase.

6.1 Environmental Review Phase

The next step in the planning process is environmental review, which begins in mid-2019 and extends through 2022. During environmental review, which includes the preparation of an **Environmental Impact Statement (EIS)**, Sound Transit will work to identify and analyze potential benefits and impacts of project alternatives. The purpose of the EIS is to provide decision makers with relevant information on potential project effects before deciding whether and what project to build.



Figure 6-1 WSBLE Project Development Phasing Conceptual schedule; subject to change.

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6.2 **Opportunities for Future Engagement**

Sound Transit is committed to inclusively and meaningfully engaging communities along the project corridors in the planning process in an effort to elevate issues and considerations that uniquely or disproportionately affect communities of color and low income communities.

The project will bring both benefits and impacts to many who live and work in the area. Building upon the work of the Racial Equity Toolkit during the alternatives development phase, Sound Transit will conduct an environmental justice analysis that will:

- Describe the demographics of the project corridor.
- Review potential impacts and who may be affected and consider potential mitigation and benefits.
- Evaluate whether the project would disproportionately impact communities of color and low-income communities.
- Document efforts to involve communities of color and low-income populations in the planning process.

During the environmental review phase, Sound Transit will expand upon the community engagement and lessons learned through the alternatives development phase and look for opportunities to answer questions or address issues that were posed by the community during alternatives development. Early engagement will include a report back to the community and an overview of what to expect in the environmental review phase, including future opportunities to engage in the planning process.

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