

# Summer Station Access Improvement Project

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
**Phase 1: Final Report  
Identifying Access Improvements**


**Summer 2014**

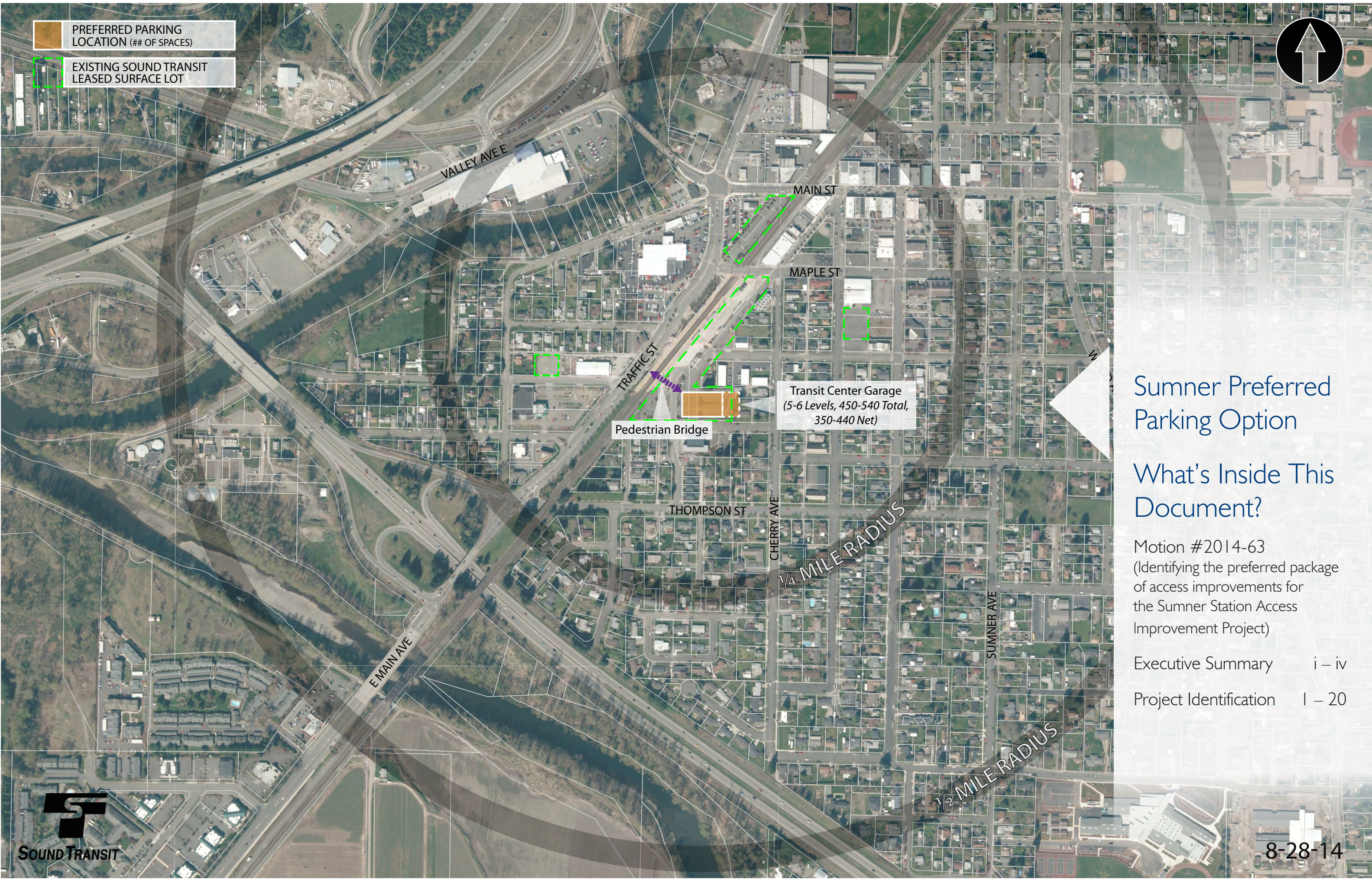
*Amended with Sound Transit Board  
Action dated August 28, 2014*





 PREFERRED PARKING LOCATION (## OF SPACES)

 EXISTING SOUND TRANSIT LEASED SURFACE LOT



## Sumner Preferred Parking Option

### What's Inside This Document?

Motion #2014-63  
(Identifying the preferred package of access improvements for the Sumner Station Access Improvement Project)

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## **MOTION NO. M2014-63**

A motion of the Board of the Central Puget Sound Regional Transit Authority (1) Identifying the preferred package of access improvements for the Sumner Station Access Improvement Project to advance into environmental review, and (2) approving Gate 2: Identify Alternatives and Gate 3: Identify Preferred Alternative within Sound Transit's Phase Gate process.

### **BACKGROUND:**

In November 2008, the voter-approved ST2 Plan included funding for access improvements to the Sumner Sounder Station. During the process of refining the projects included in the ST2 plan, the Sound Transit Board responded to community concerns by calling for a Sounder Station Access and Demand Study. The study evaluated potential access improvements to eight existing Sounder stations including Sumner. The study provided a range of potential access improvement projects that Sound Transit could implement in full or in part, that would allow riders to use alternative modes of travel to the Sumner Station.

The Sumner Station Access Improvement Project builds on the results of the Sounder Station Access and Demand Study. Phase 1 of the project further studies parking, traffic, pedestrian and bicycle access improvements that could be made to improve rider access to the Sumner Station. The study performed under Phase 1 led to the various packages of parking and access improvements that are being advanced to the Board for identification of a preferred alternative.

Sounder service between Sumner and Seattle continues to experience growth in demand. Over 1,000 people each day ride a Sounder train or ST Express bus from the Sumner Station and ridership is predicted to increase by approximately 70 percent by 2035.

The Sumner Station parking lots operate at or above capacity daily. Sumner community members and our customers are asking Sound Transit to better manage available parking at stations and the impact to local streets and downtown associated with expanded parking near commuter rail stations.

There are six different packages of access improvements presented to the Sound Transit Board for consideration and advancement to the environmental review and conceptual engineering phase. The Board will not make a final decision on the project to be built until after completion of the environmental review, which is anticipated in late 2015.

### **MOTION:**

It is hereby moved by the Board of the Central Puget Sound Regional Transit Authority that (1) the preferred package of access improvements for the Sumner Station Access Improvement Project to advance into environmental review is identified, and (2) Gate 2: Identify Alternatives and Gate 3: Identify Preferred Alternative are approved within Sound Transit's Phase Gate process.

The Sound Transit Board identifies for environmental review and preliminary engineering:  
Package E: Small Transit Center Garage and Washington Tractor Surface Lot with the following modifications:

- A parking garage at the transit center site designed to accommodate a net increase of approximately 400 parking spaces - which would be in addition to maintaining the majority of existing surface parking spaces at the transit center surface lot.
- If available, consider leasing temporary parking spaces for station users at the Washington Tractor site during the construction of the transit center garage. Washington Tractor will not be considered for permanent parking.

Pedestrian and bicycle improvements including:

- Strategic sidewalk improvements within a quarter mile of the station including, but not limited to, Academy Street and Cherry Avenue.
- A pedestrian/bike bridge over the railroad tracks at the station.
- Strategic lighting improvements within a quarter mile of the station including, but not limited to Park Street and the Thompson Street/Cherry Avenue intersection.
- Additional bike storage at the station.
- Strategic ADA curb ramp improvements in the vicinity of the station.

Strategic traffic improvements including:

- Station area traffic signal improvements.
- Signage and traffic management improvements to minimize cut through traffic.

Sound Transit should identify opportunities for public parking in the station garage on weekends, holidays and for special events.

Sound Transit should engage in partnerships with:

- The Sumner Arts Commission to work collaboratively with the STart program to identify artists and art installations for the project's 1% for art investment.
- The City of Sumner and BNSF to investigate use and funding of wayside horns in the station area.
- Downtown Sumner businesses to develop a program encouraging Sounder riders to frequent local businesses.

Sound Transit will support a partnership with WSDOT and the cities of Sumner and Puyallup to fund multi-modal improvements to the SR410 and Traffic Avenue interchange.

Automobile, pedestrian, bicycle and bus access to the transit center garage could be greatly improved by modifications to this interchange. Sound Transit should make a financial contribution to the project tied to pedestrian, bicycle, and transit access to station, if other funding can be identified, consistent with the ST2 cost estimate.

APPROVED by the Board of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held on August 28, 2014.



Dow Constantine  
Board Chair

ATTEST:



Marcia Walker  
Board Administrator

# Executive Summary

## What is the Purpose of this Document?

This report summarizes the work Sound Transit has done with stakeholders to develop a package of access improvement investments that will benefit Sounder riders and the local community in Sumner. The Sound Transit Board will identify a preferred alternative, or package, of the six described in this document. The preferred package will be advanced for further environmental study and design.

## What is the Problem?

Approximately 1,000 people ride a Sounder train or ST Express bus from the Sumner Station each day. About two-thirds of Sounder riders drive and park at the Sumner Station or other lots. Another 20 percent use bus services to access the Sumner Station. Many of these riders find it difficult to access the Sumner Station because parking is full by the second morning train before 6 am. Traffic congestion already creates delays at intersections around the station, similarly affecting both drivers and buses.



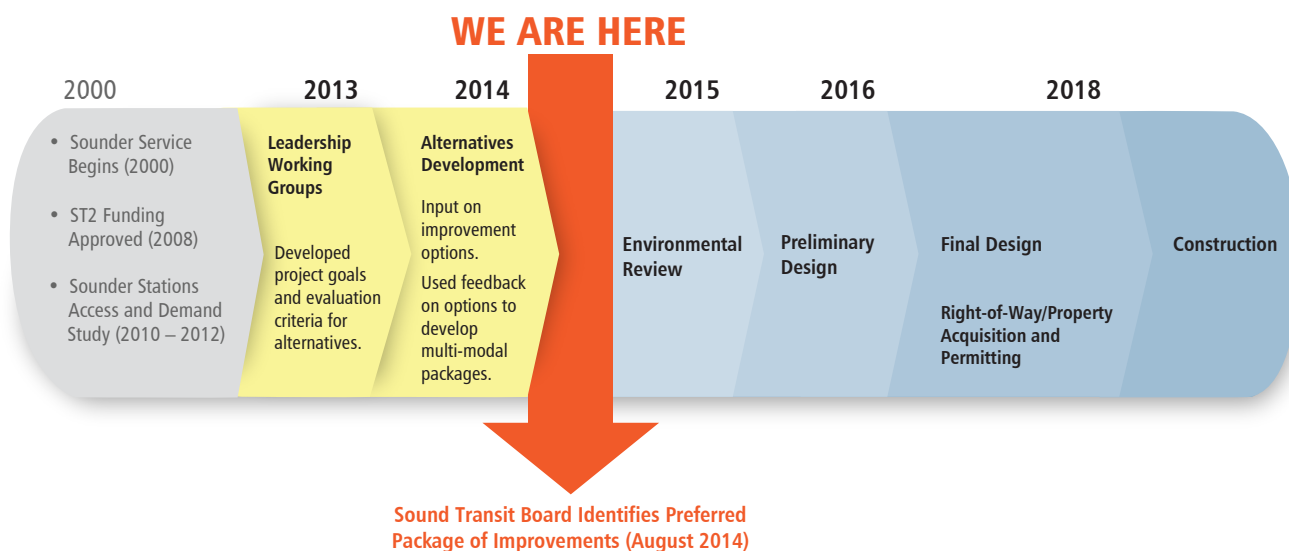
Sound Transit is expanding its Sounder rail service, which is planned to include three new round trip trains by 2017. Sound Transit is also predicting a 70 percent increase in ridership by 2035 - approximately 600 new riders in Sumner alone. Additional parking and congestion management will be required to meet this growing ridership demand. Similarly, additional bicycle and pedestrian amenities will expand non-motorized access to the station.

## What is the Project?

The **Sumner Station Access Improvement Project** will provide a set of the capital investments approved by voters in the 2008 Sound Transit 2 (ST2) ballot measure. This project will:

- Build pedestrian and bicycle improvements;
- Provide up to 600 additional parking stalls, either in a lot and/or structure;
- Make traffic congestion improvements.

## What is the Project Timeline?



### *Who Did Sound Transit Talk to and What Did We Hear?*

Sound Transit recognizes that parking, pedestrian and bicycle improvements to the station need to work for the community in which they are located. In order to develop improvements that support the community, Sound Transit met regularly with Sumner City staff, elected officials and other community stakeholders to develop and review proposed improvements. During this process, general themes emerged from different stakeholders, including:

- Sounder riders – Want parking close to the station, with reliable, fast, and comfortable access.
- Residents – Primarily from residents that are not Sounder riders, there are concerns regarding an increase in traffic and congestion, and the desire to preserve quality of life and the community character.
- Businesses – Want to preserve access and parking for employees and customers while improving Sound Transit rider exposure to local businesses.

### *How Did Sound Transit Group or Package the Improvements?*

Parking alternatives were developed to reflect the range of issues and concerns voiced by project stakeholders and vary by parking location, surface lot versus parking garage, and parking space count at each location. Non-motorized improvements are the same in each package. The packages can be found in the fold-out of page iii of this Executive Summary titled “Parking Packages Considered for Sound Transit Board Action.”

### *What Were the Parking Preferences for Each Package?*

Each package of access improvements includes pedestrian, bike, and traffic improvements within the station area, as shown in the fold-out of page iii of this Executive Summary. The majority of project stakeholders supported these improvements. Project stakeholder opinions differed by proposed parking location, as summarized below.

#### **Sumner City Council** – Protect developable parcels and minimize traffic impacts

- +** • Proposed large Transit Center Garage (Modified Package E with a larger garage)
- No formal statement regarding Package A for parking purposes
- • Garages at the Red Apple or Washington Tractor sites as they would minimize the ability to redevelop the sites (Packages B, C, D, and F)

#### **Stakeholder Roundtable** – Minimize traffic impacts to Sumner neighborhoods east of Traffic Avenue

- +** • Large Washington Tractor garage (Package B)
- No formal statement regarding Packages E and F
- • Garages at Red Apple Lot or satellite parking (Packages A and C)

#### **General Public and Riders** – Keep parking close and convenient to the Sumner Station

- +** • Washington Tractor Garage + Transit Center Garage (Package F)
- Small Red Apple Garage + Washington Tractor Surface Lot (Package D)
- • Large garages and satellite parking (Packages A, B, and C)

### *What Happens After the Sound Transit Board Identifies a Preferred Package?*

Once a preferred package is identified, Sound Transit will begin design, engineering, and environmental documentation. This will include:

- Continued stakeholder outreach
- Preliminary engineering and architectural design
- Environmental review



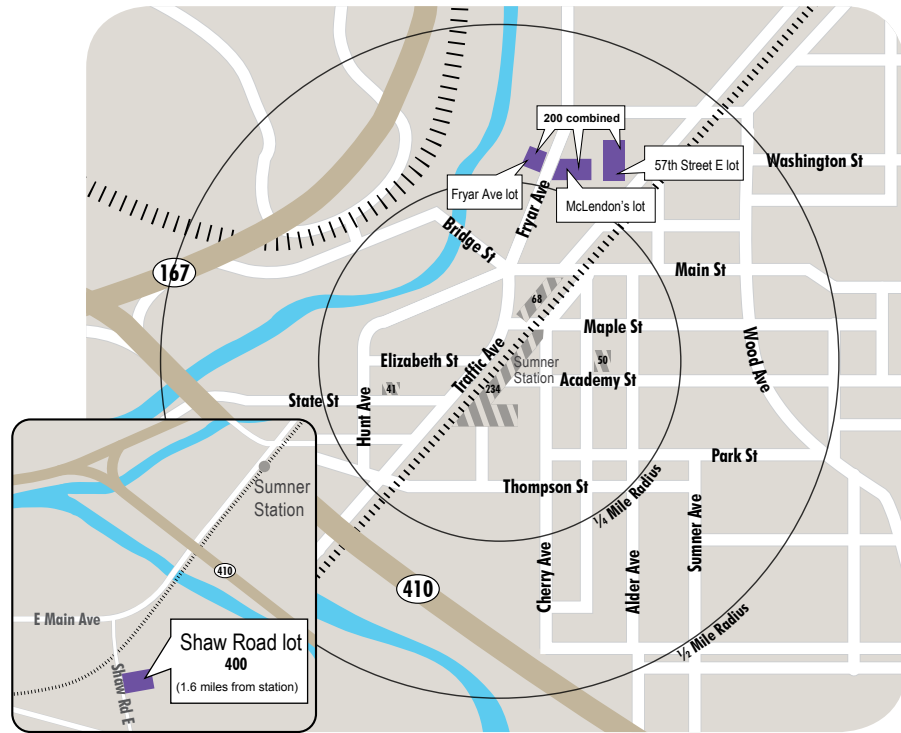
# Parking Packages Considered for Sound Transit Board Action

Note: All packages include traffic and non-motorized improvements as shown on the following page.

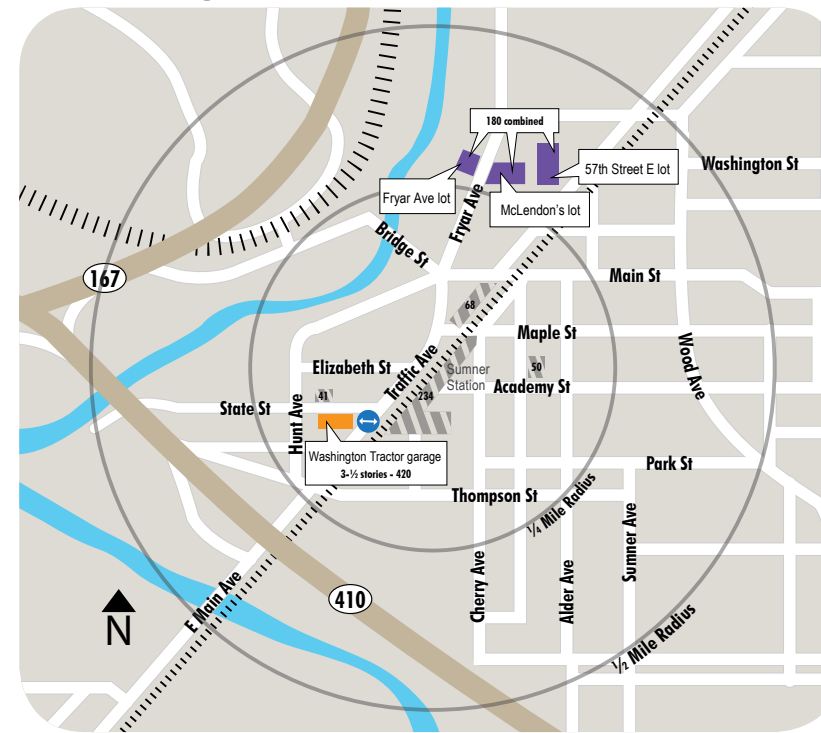
\* This project does not include funds to support shuttle bus service. Shaw Road will require shuttle service to Summer Station. No shuttle service has been identified for this.

- Existing Sound Transit leased surface lot (# spaces)
- Potential surface lots
- Sidewalk improvements
- Potential parking garage
- Potential leased surface lots
- Pedestrian/bicycle access bridge

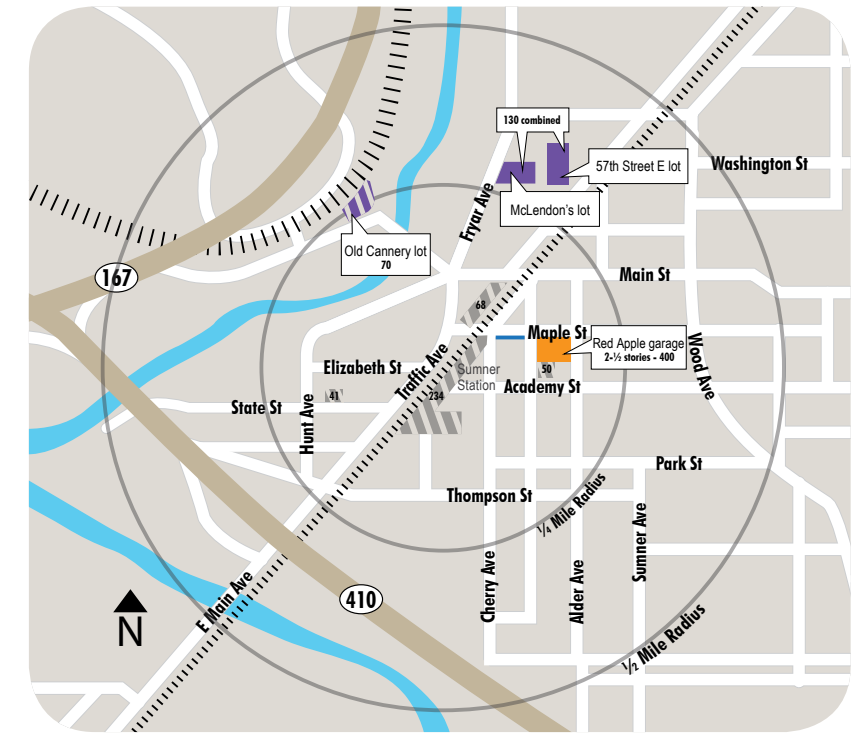
**Package A** Shaw Road + Surface Lots\* (\$33 M)



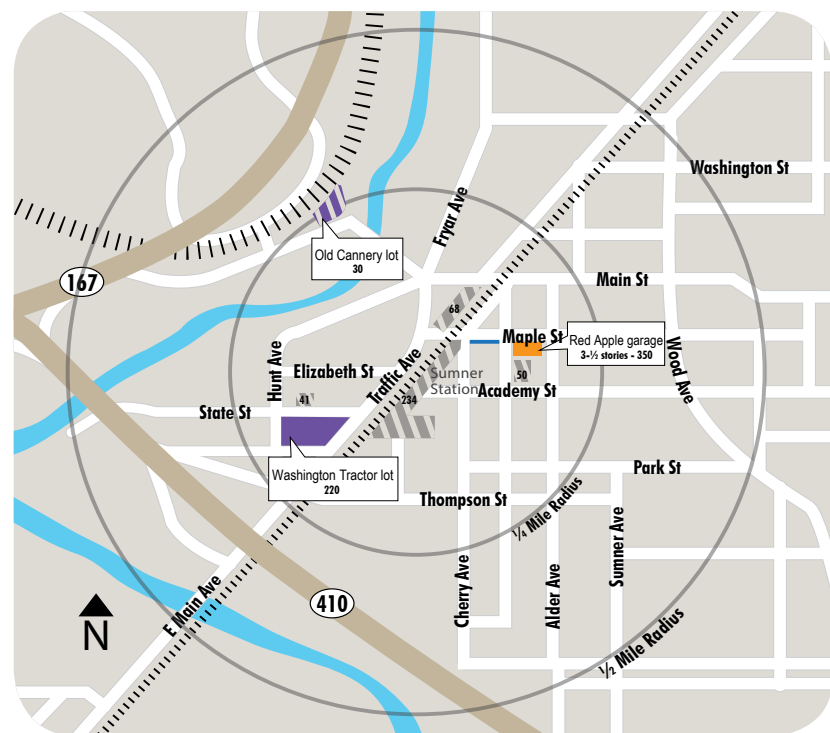
**Package B** Washington Tractor Garage + Surface Lots (\$39 M)



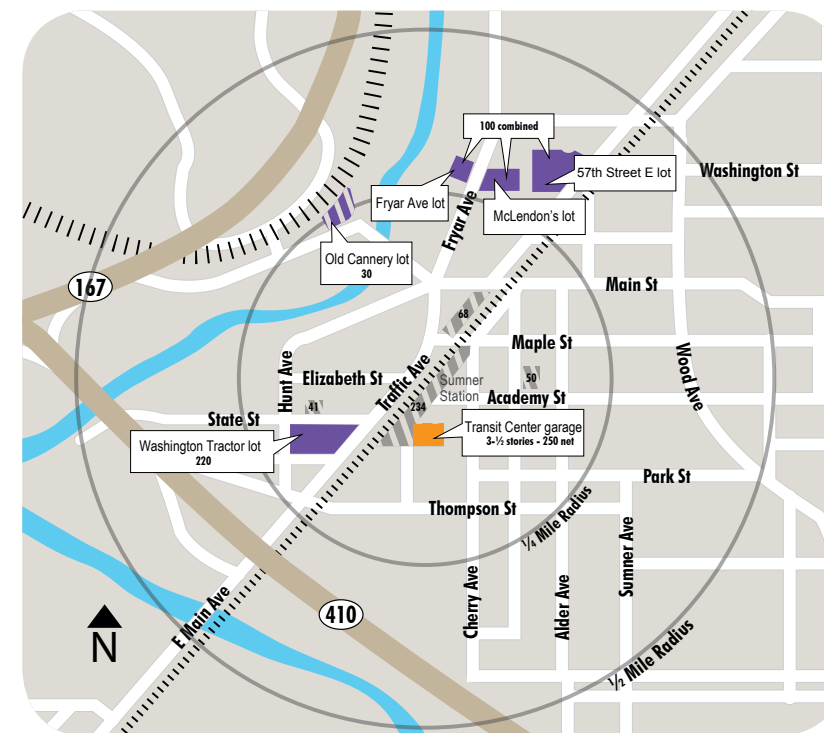
**Package C** Large Red Apple Garage + Surface Lots (\$38 M)



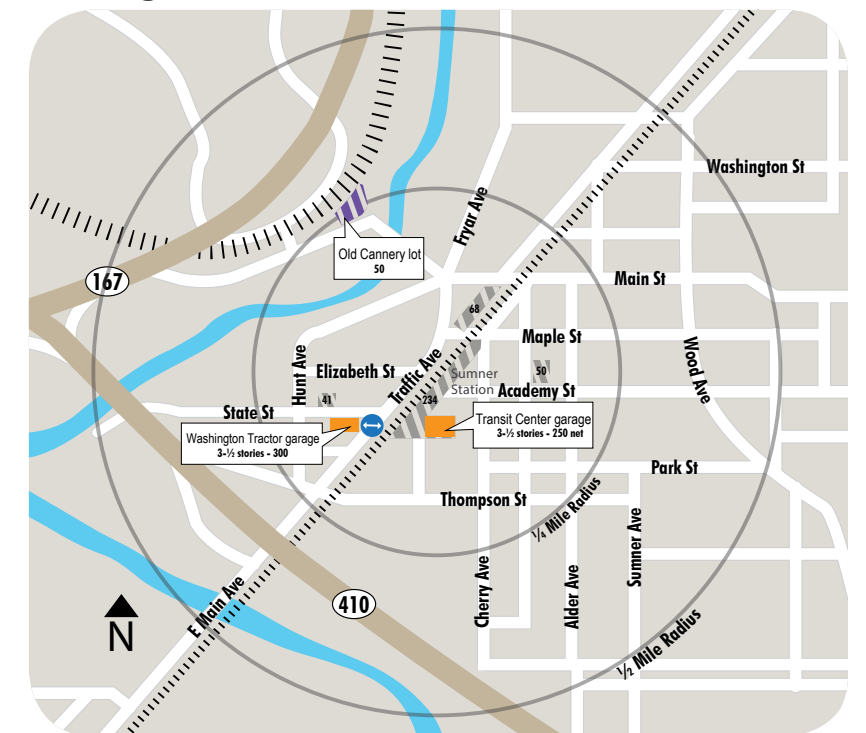
**Package D** Small Red Apple Garage + Surface Lots (\$39 M)



**Package E** Small Transit Center Garage + Surface Lots (\$36 M)



**Package F** Washington Tractor Garage + Transit Center Garage (\$47 M)

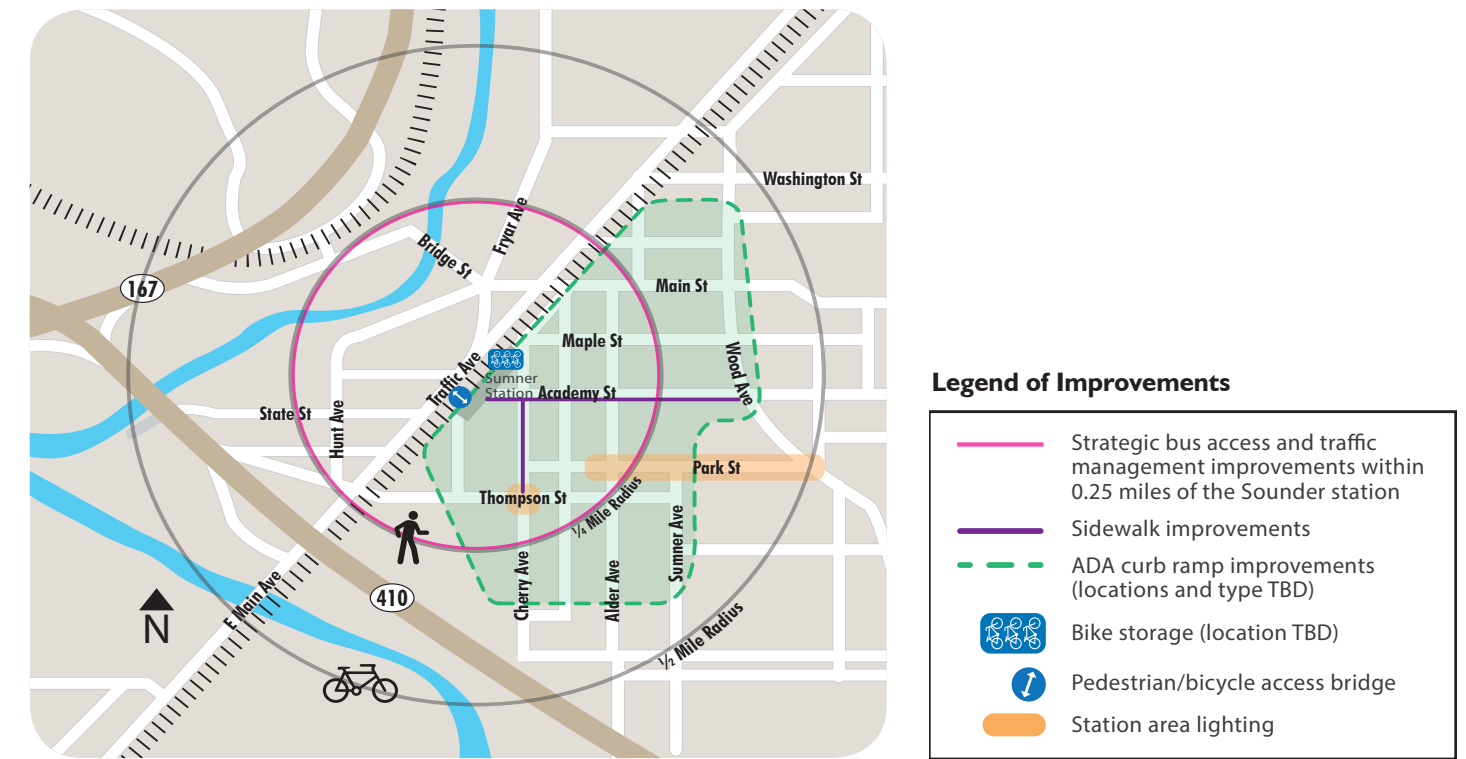


## What Improvements Are Common to All Packages?

Six different multi-modal access improvement packages were developed for the project. The packages differ only by parking type and location. Every package includes pedestrian, bike and bus/traffic management investments. Specific improvements will be detailed during project design.

The figure below identifies where strategic pedestrian, bike, and traffic improvements are proposed within the station area. Pedestrian improvements will be focused within 0.25 miles of the station and bike improvements within 0.5 miles of the station.

AREA FOR PEDESTRIAN, BIKE, AND TRAFFIC IMPROVEMENTS



All packages would include the following improvements:

- Pedestrian/bike bridge over railroad tracks at station
- Station area traffic signal improvements
- Academy Street and Cherry Avenue sidewalk improvements
- Additional lighting on Park Street and at Thompson Street/Cherry Avenue intersection
- Added bike storage at station
- Total investments: approximately \$8 M (included in cost totals for packages)



SUMNER STATION

## What is the Project?

### *About the Sumner Station Access Improvement Project*

In the Sound Transit 2 (ST2) ballot measure (from 2008), voters approved funding to improve access at Sounder stations. This program provided \$39 million to make station access improvements in Sumner, Washington. The Sumner Station Access Improvement Project is evaluating potential capital investments to improve access to the Sumner Station for pedestrians, bicyclists and drivers. Sound Transit is planning to construct all improvements by 2023.

## What's Inside this Document?

This report summarizes the work Sound Transit has done to develop access improvements for the Sumner Station. The report answers key questions about the project and is organized around the following themes:

- **Project description:** What is the project? Why are we doing the project?
- **Project definition:** What are the project goals? What is the project timeline? How did we develop and evaluate different alternatives to include in the project?
- **Project development:** Who did Sound Transit talk with? What did Sound Transit hear? What types of improvements were considered? How were parking improvements identified? Were bus service improvements identified? Did Sound Transit consider co-development at parking locations? What improvements are common to all packages? How did Sound Transit group or package the improvements?
- **Project identification:** What are the packages? What were the community preferences for individual packages? How were the packages evaluated? What are the evaluation results? How much does each package cost? What happens next?

Additional reference materials have been attached to this report, including:

Appendix A - Phase I Public Involvement Summary

Appendix B - Preliminary Traffic Analysis

## Why Are We Doing the Project?

### Most riders drive, and available parking fills up early.

Nearly two-thirds (63%) of Sounder riders drive and park at the Sound Transit Sumner Station, as shown in Figure 1. Most riders come from areas to the south and east, such as Bonney Lake, Orting,

Puyallup, and the South Hill Area. Many riders find it difficult to access the station because nearby parking is full by the second morning train at 6 am. After the station lots fill, parking spills out onto neighborhood streets. The City has prohibited all-day parking on most streets close to the station, so riders are parking on streets as far as 0.5 miles away.

### Traffic congestion is already affecting access to the station.

Traffic congestion already creates delays at the interchange of SR 410 and Traffic Avenue during morning and evening commute hours, which is a key access point for Sounder riders arriving by

car. Sounder riders who drive and park or ride the bus to the station experience delays from the congestion. As population growth continues, traffic congestion at the interchange will increase substantially.

### More riders and trains are coming.

Approximately 1,000 people ride a Sounder train or ST Express bus from the Sumner Station each day. Ten round-trip Sounder trains stop at the Sumner Station each weekday. Sound Transit plans to add 3 more roundtrips

by 2017 and predicts a 70 percent increase in ridership by 2035. This is approximately 600 new riders at the Sumner Station. In the future, most riders are still expected to drive and park near the station although additional bicycle and pedestrian amenities will ensure greater accessibility in the vicinity of the station.

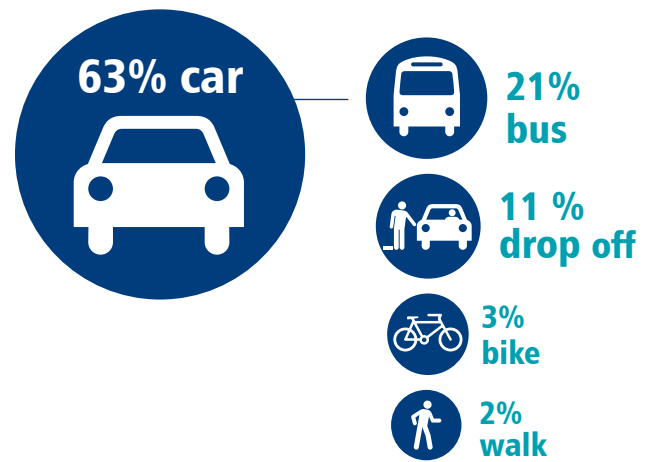


FIGURE 1: RIDERSHIP MODE SPLIT

Source: Observation data collected in 2010 for Sumner Station Access and Demand Study, consolidated with ridership data provided by Sound Transit in 2013.



CONGESTION AT SR 410 / TRAFFIC AVENUE INTERCHANGE

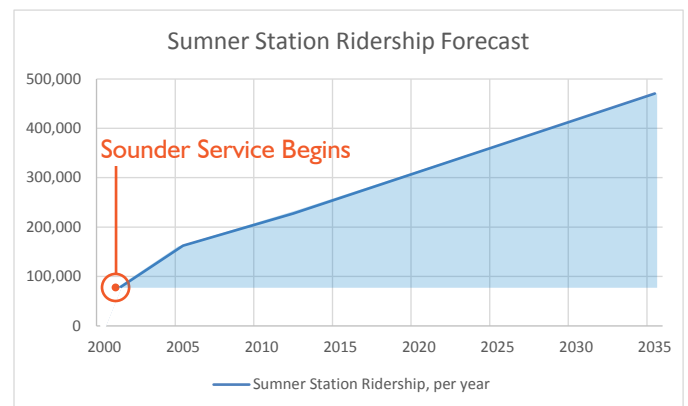


TABLE 1: SUMNER STATION RIDERSHIP FORECAST

Source: Annual Ridership Volumes collected for Sounder Stations Access and Demand Study consolidated with ridership data provided by Sound Transit in 2014.

## What Are the Project Goals?

Sound Transit worked with city staff, community leaders and stakeholders to form a Leadership Working Group. The purpose of the Leadership Working Group was to inform Sound Transit's understanding of the larger political and community context in which the project will be built. This resulted in development of a set of project goals and evaluation criteria for the project. These goals provide a framework for developing access improvements. The evaluation criteria were used to help assess the effectiveness of proposed improvements in meeting those goals.

PROJECT GOALS	EVALUATION CRITERIA
Provide improved access to Sounder riders	<ul style="list-style-type: none"> <li>Provides capacity for existing and future riders</li> <li>Provides safe, multi-modal access and reliable travel times to the Sumner Station area for riders</li> </ul>
Benefit the local community	<ul style="list-style-type: none"> <li>Supports community character, vision, plans and policies for the station area, including historic downtown</li> <li>Supports access to parking for downtown businesses and residences within the station area</li> <li>Minimizes additional congestion and impacts to neighborhood traffic within the station area</li> </ul>
Support Sound Transit's regional commitments	<ul style="list-style-type: none"> <li>Is cost-effective and financially sustainable</li> <li>Supports plans and policies from Sound Transit and regional policies</li> <li>Builds on the access improvements identified in the Sounder Stations Access and Demand Study</li> </ul>
Maintain a healthy environment	<ul style="list-style-type: none"> <li>Minimizes potential adverse impacts to the natural and built environment</li> </ul>

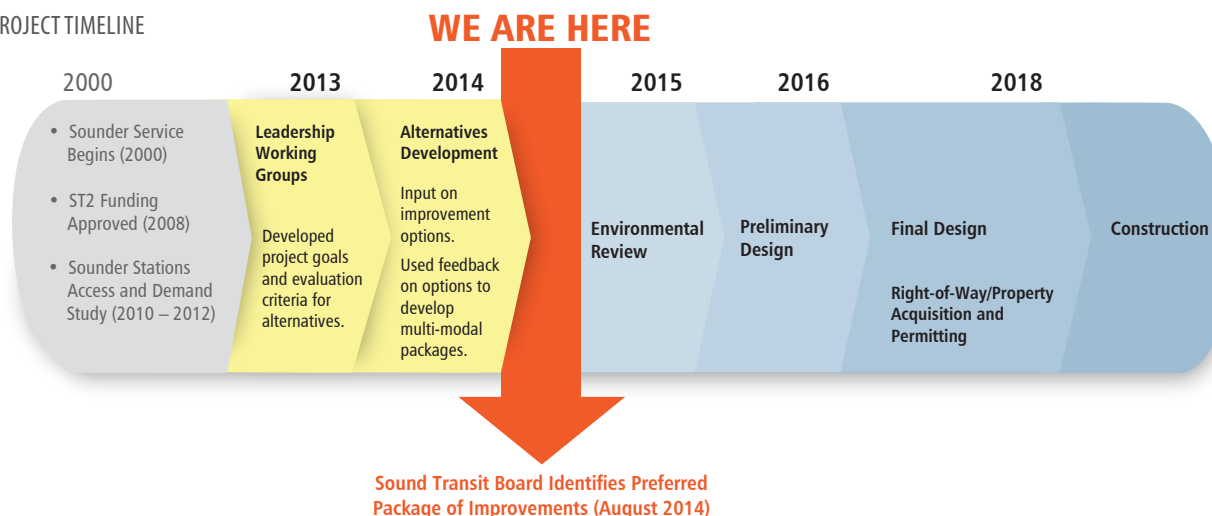
## What is the Project Timeline?

Sound Transit's Sumner Station opened in 2000, providing Sounder train and ST Express Bus service north to Seattle. Sounder service between Sumner and Seattle has experienced substantial growth, and parking facilities are either at or near capacity.

In November 2008, the voter-approved ST2 Plan included funding for parking, pedestrian and bike access improvements to the Sumner Station. While refining projects in the ST2 plan, the Sound Transit Board responded to community concerns by calling for a Sounder Stations Access and Demand Study. The study evaluated potential access improvements at eight existing Sounder stations including the Sumner Station. The study provided a range of potential access improvement projects that Sound Transit could implement in full or in part that would improve riders' ability to use alternative modes of travel to the Sumner Station. The Sumner Station Access Improvement Project builds on the results of the Sounder Stations Access and Demand Study.

The project began in January 2013 with establishment of project goals by the Leadership Working Group. In the remainder of 2013 and early 2014, Sound Transit identified various improvement options, and then assembled the options into different packages or alternatives. Each package interprets the different preferences and concerns of riders and community stakeholders. The Sound Transit Board is being asked to identify a preferred package. After identification of a preferred package, Sound Transit will begin conceptual engineering and environmental review. Following approval of the environmental documents, preliminary design will be advanced.

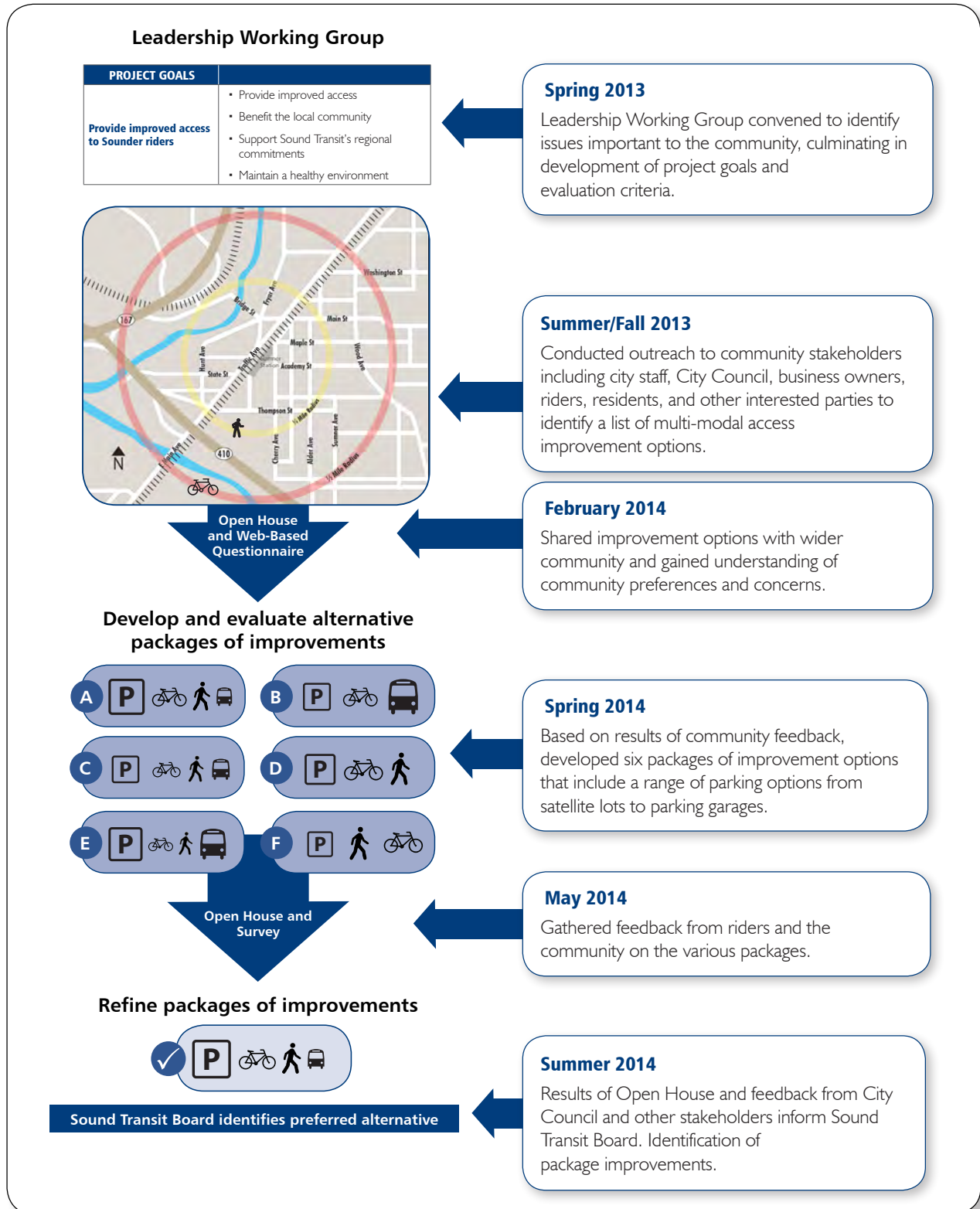
FIGURE 2: PROJECT TIMELINE



# How Did We Develop and Evaluate Different Alternatives to Include in the Project?

Six different multi-modal access improvement packages were developed for the project. Figure 3 below illustrates, in more detail, the alternatives development process that has occurred over the past year:

FIGURE 3: ALTERNATIVES DEVELOPMENT PROCESS



## Who Did Sound Transit Talk With?

Sound Transit recognizes that parking, pedestrian and bicycle improvements to the station need to work for the community in which they are located. In order to develop improvements that support the community, Sound Transit met regularly with Sumner City staff, elected officials and other community stakeholders to develop and review proposed improvements.

**Leadership Working Group (LWG)** – In early 2013, Sound Transit convened a Leadership Working Group (LWG) comprised of ST Executive leadership, ST Board members and City elected officials. The LWG developed a set of goals to frame development of access improvements.

**Sumner City Council** – Multiple presentations were made to the Sumner City Council to review and discuss improvement options under consideration. *Discussions began in fall of 2013 and continued through the spring of 2014.*

**Technical Advisory Committee (TAC)** – Consisting of City of Sumner staff from Community Development and Public Works, this group provided planning and local context for proposed improvements. *Conversations with members continued through the entire planning process, from 2013 through 2014.*

**Stakeholder Roundtable** – This community-based forum consisted of stakeholders representing the City Planning Commission, Sound Transit riders, Sumner residents, downtown business owners, and Design Commission members. This group reviewed and offered insights and feedback as access packages were being assembled. *Groups met from fall 2013 through spring 2014.*

**Public and Sounder Riders** – Two open house meetings for the general public and transit riders were held in February and May of 2014. These forums were held over 3-hour windows in buildings close to the station and during peak ‘stop-by’ opportunities for commuters. In addition to thousands of residential and business mailings and posters within a 5-mile radius of the station, notifications also included web announcements, social media, and press releases in the Bonney Lake and Sumner Courier-Herald and Tacoma News Tribune. In addition to open houses, web-based surveys were made available through the Sound Transit website, and briefings were given to community groups and local business associations.

**Local Businesses** – Prior to the open houses, Sound Transit staff mailed postcards and hand-delivered posters to local businesses and property owners, inviting them to attend the open houses and share their opinions. Prior to the second open house, comments were collected.

**Affected Property Owners** – Sound Transit contacted property owners of potential sites for access improvements. Sound Transit will continue to work with potentially affected property owners for the length of the project.



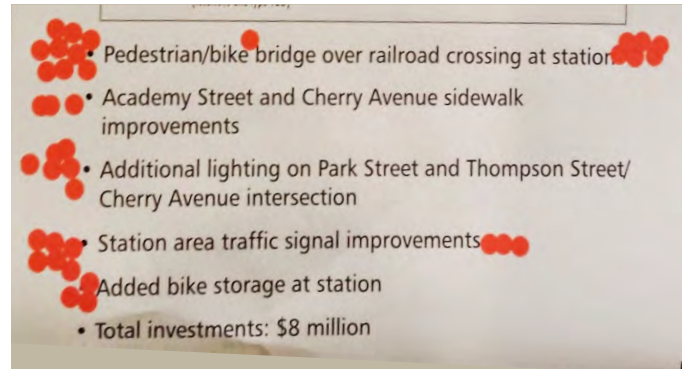
TOP AND CENTER: PUBLIC OPEN HOUSE (MAY 2014)  
 BOTTOM: POSTCARD INVITATION TO MAY OPEN HOUSE

## What Did Sound Transit Hear?

Input from the public was incorporated throughout the development of the project. Feedback was used to identify access improvement options and create packages to represent different stakeholder interests. Based on the feedback, general themes emerged, including:

### Public and Community Groups

- Majority of stakeholders support **more parking close to the station**. Comments regarding the type and location of parking are included under the “What We’ve Heard” box with specific package descriptions starting on page 12.
- Desire to create **pedestrian access over the railroad** tracks.
- Concerns over **inequitable/inaccessible parking** throughout City core. New parking should carefully evaluate permit parking for vanpool/carpoolers and local parking for businesses.
- Concerns regarding **current and future traffic and congestion in the vicinity of the station, as well as neighborhood cut-through traffic**. Preliminary traffic analysis of key intersections in the vicinity of the station evaluated how concentrations of new parking in different locations might affect the existing traffic network. In general, traffic impacts are similar for all of the project packages. However, neighborhood cut-through traffic is more pronounced if parking is constructed east of the tracks (Red Apple and Transit Station sites), versus the west of the tracks (Washington Tractor lot). **Increasing capacity at the SR 410 interchange with Traffic Avenue will be the key factor in reducing impacts as a result of the station**. More detailed information is presented in Appendix B.



PREFERENCES FOR PEDESTRIAN / BICYCLE IMPROVEMENTS,  
AS VOICED AT MAY 2014 OPEN HOUSE

Additional community interests included the size, height and architectural elements of a new parking garage. City residents and staff desire any parking garage to be compatible with the scale and character of the nearby buildings and streetscape. As a result, Sound Transit evaluated multiple locations and architectural designs. Specific designs for parking facilities will occur in the next phase of the project.

### Local Businesses

General themes emerged during this process, including:

- **Improvements should improve a rider’s exposure to local businesses**. There is concern that train riders do not patronize downtown businesses. If they do, it is mostly on the weekends.
- **Improvements must preserve local businesses’ employee and customer parking**. Businesses do not want long-term commuter parking consuming existing shorter-term parking.
- **There is general concern about the current traffic and congestion**; satellite parking is preferred if the improvements will exacerbate this issue.



DOWNTOWN SUMNER AND LOCAL BUSINESSES



# What Types of Improvements Were Considered?



PEDESTRIAN CROSSING

## *Pedestrian and Bicycle Improvements*

These improvements make it easier for pedestrians and cyclists to access the station. Pedestrian access improvements are focused within 0.25 miles of the station and bicycle access improvements are focused within 0.5 miles of the station. These include:

- New or improved crosswalks and sidewalks
- Curb ramps
- Bike storage
- Pedestrian bridge over BNRR
- Lighting



TRAFFIC CONGESTION NEAR SR 410 AND TRAFFIC AVENUE

## *Parking Improvements*

Parking structures or lots identified within 0.5 miles of the station would make access to the station easier and more reliable, especially as ridership continues to grow.

## *Congestion / SR 410 Improvements*

The key issue affecting congestion around the station is the limited capacity of the SR 410/Traffic Avenue interchange, as shown in Figure 4. Traffic Avenue necks down from two travel lanes in each direction to a single travel lane in each direction at the bridge. The ramp intersections have limited capacity.

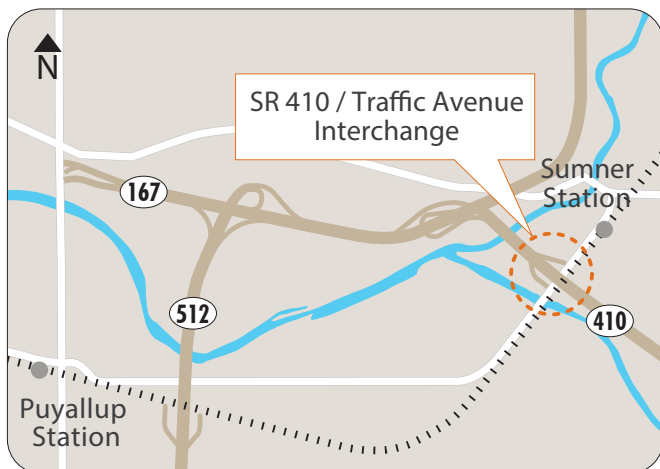


FIGURE 4: SR 410 INTERCHANGE MAP

The interchange hampers access by cars, buses, bikes, and pedestrians. For this reason, Sound Transit is exploring potential partnership opportunities with Washington State Department of Transportation and local jurisdictions to make pedestrian, bike and traffic improvements to the bridge over SR 410. These improvements would substantially improve access to the Puyallup and Sumner Stations for both Sumner and Puyallup residents, and reduce transit rider-related congestion near the station. Additional tools may be used to manage traffic flow on other local roadways and/or intersections. More traffic analysis and evaluation will be included in the preliminary design phase of this project.

## Were Bus Service Improvements Identified?

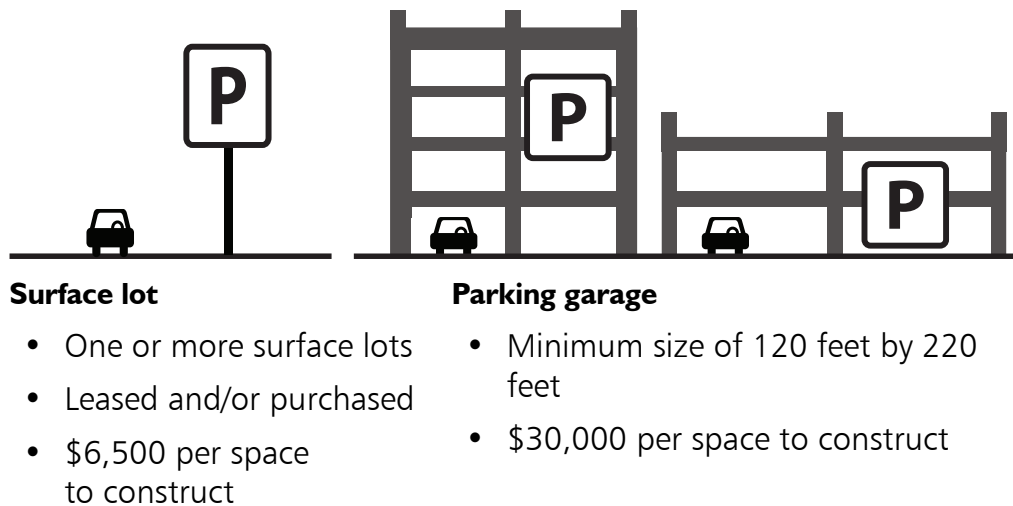
Currently 21% of Sounder riders reach the station by bus; almost all bus riders park at the Bonney Lake Park & Ride. One of the improvement packages includes a new satellite parking area at Shaw Road that would require shuttle bus service to the station to be viable. However, shuttle service operation costs are not included in the voter-approved Sound Transit 2 plan. No other entity has offered to fund the shuttle service.

## How Were Parking Improvements Identified?

Currently there are 343 official parking spaces at the Sumner Station (Sounder Lots and State Street Lot). These spaces are nearly 100% utilized and over one hundred more riders park on Sumner city streets close to the station. Sound Transit estimates up to 600 additional parking spaces will be needed to keep up with demand at the Sumner Station in the future. Options to purchase or lease the surface parking lots were considered.

For commuter convenience, locating parking close to the station is preferred. This requires careful consideration of the surrounding buildings and land uses when siting any parking facility, particularly a garage. The figures below depict two parking garage examples. Both configurations accommodate the same number of cars but the taller garage could be constructed on a smaller piece of land. However, the height may not be compatible with the surrounding neighborhood. The shorter garage requires a larger piece of land and may be at the same height as surrounding buildings.

FIGURE 5: PARKING OPTIONS



## Did Sound Transit Consider Co-development at Parking Locations?

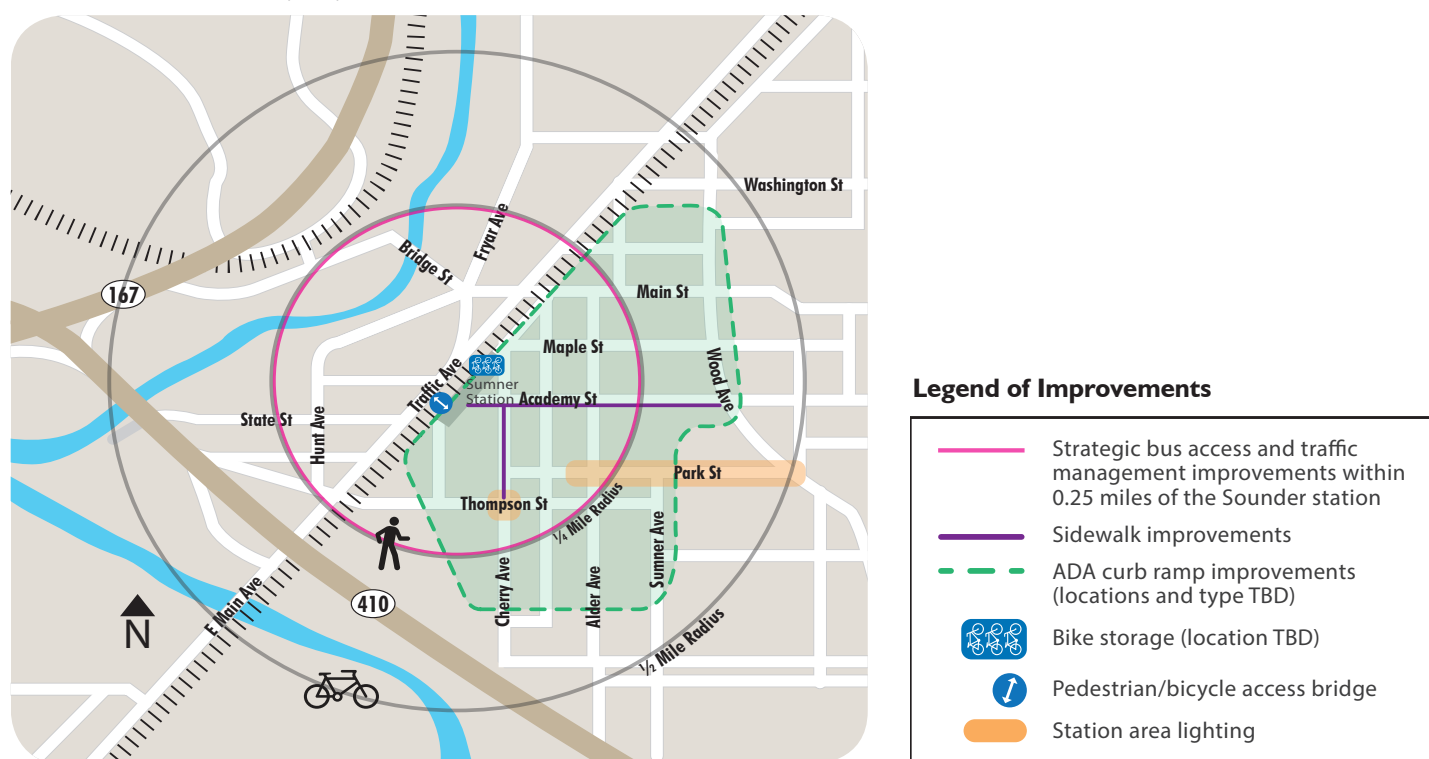
Sound Transit has a policy to support transit-oriented development, such as multi-family housing, close to its facilities. In support of this policy, Sound Transit conducted a preliminary market analysis to assess the demand for multi-family housing at two sites near the Sumner Station – the Red Apple property and the Washington Tractor property. It was assumed parking would be located on a portion of each proposed site, but the exact configuration of the garage was not determined. Preliminary results indicate an emerging market for transit-oriented development with the strongest market support for mid-rise apartments, a four-story wood-frame apartment with elevator access and surface parking. Co-development of a site containing a parking garage requires early coordination with the partner agency. A development partner must be identified prior to any design work. No developer has been identified at this time.

## What Improvements Are Common to All Packages?

Six different multi-modal access improvement packages were developed for the project. The packages differ only by parking type and location. Every package includes the same pedestrian, bike and bus/traffic management investments. Specific improvements will be detailed during project design.

Figure 6 below identifies where strategic pedestrian, bike, and traffic improvements are proposed within the station area. Pedestrian improvements will be focused within 0.25 miles of the station and bike improvements within 0.5 miles of the station.

FIGURE 6: AREA FOR PEDESTRIAN, BIKE, AND TRAFFIC IMPROVEMENTS



All packages would include the following improvements:

- Pedestrian/bike bridge over railroad tracks at station
- Station area traffic signal improvements
- Academy Street and Cherry Avenue sidewalk improvements
- Additional lighting on Park Street and at Thompson Street/Cherry Avenue intersection
- Added bike storage at station
- Total investments: approximately \$8 M

## How Did Sound Transit Group or Package the Improvements?

Parking alternatives were developed to reflect the range of issues and concerns voiced by project stakeholders and vary by parking location, surface lot versus parking garage, and parking space count at each location. Figure 7 illustrates all parking options included in the packages below. Packages A and B keep proposed additional parking out of downtown and reflect a concern by some project stakeholders that downtown parking facilities would have an adverse effect on the area, especially traffic congestion and parking availability for patrons of downtown businesses. Packages C and D make use of the City of Sumner's Red Apple site. Packages E and F reflect an interest by some project stakeholders to keep the parking as close to the station as possible.

The Shaw Road parking site in Package A is more than 1-½ miles from the Sumner Station and would require shuttle bus service. ST2 did not provide funding for shuttle bus service or any other operational improvements. No other service provider or funding source has been identified for the required shuttle service for Package A.

While all parking options accommodate up to 600 vehicles, combinations of surface lots and/or garages in different locations result in varying costs, ridership accessibility, and impacts to the community character and traffic network. Further consideration of transit improvements, such as signal synchronization, was included based on parking locations.

The following is a summary of packages developed for consideration:

### **Package A**

#### **Shaw Road + Surface Lots**

- Shaw Road surface lot: 400 spaces, bus shuttle service required (no provider identified)
- Fryar/McLendon's/57th Street surface lots: 200 spaces

### **Package B**

#### **Washington Tractor Garage + Surface Lots**

- Washington Tractor garage (3-½ stories): 420 spaces
- Fryar/McLendon's/57th Street surface lots: 180 spaces
- Additional pedestrian/bike bridge across Traffic Avenue

### **Package C**

#### **Large Red Apple Garage + Surface Lots**

- Red Apple garage (2-½ stories): 400 spaces
- Fryar/McLendon's/57th Street surface lots: 130 spaces
- Old Cannery lease lot: 70 spaces

### **Package D**

#### **Small Red Apple Garage + Washington Tractor Surface Lot**

- Red Apple garage (3-½ stories): 350 spaces
- Washington Tractor surface lot: 220 spaces
- Old Cannery lease lot: 30 spaces

### **Package E**

#### **Small Transit Center Garage + Washington Tractor Surface Lot**

- Transit Center garage (3-½ stories): 350 total, 250 net
- Washington Tractor surface lot: 220 spaces
- Fryar/McLendon's/57th Street surface lots: 100 spaces
- Old Cannery lease lot: 30 spaces

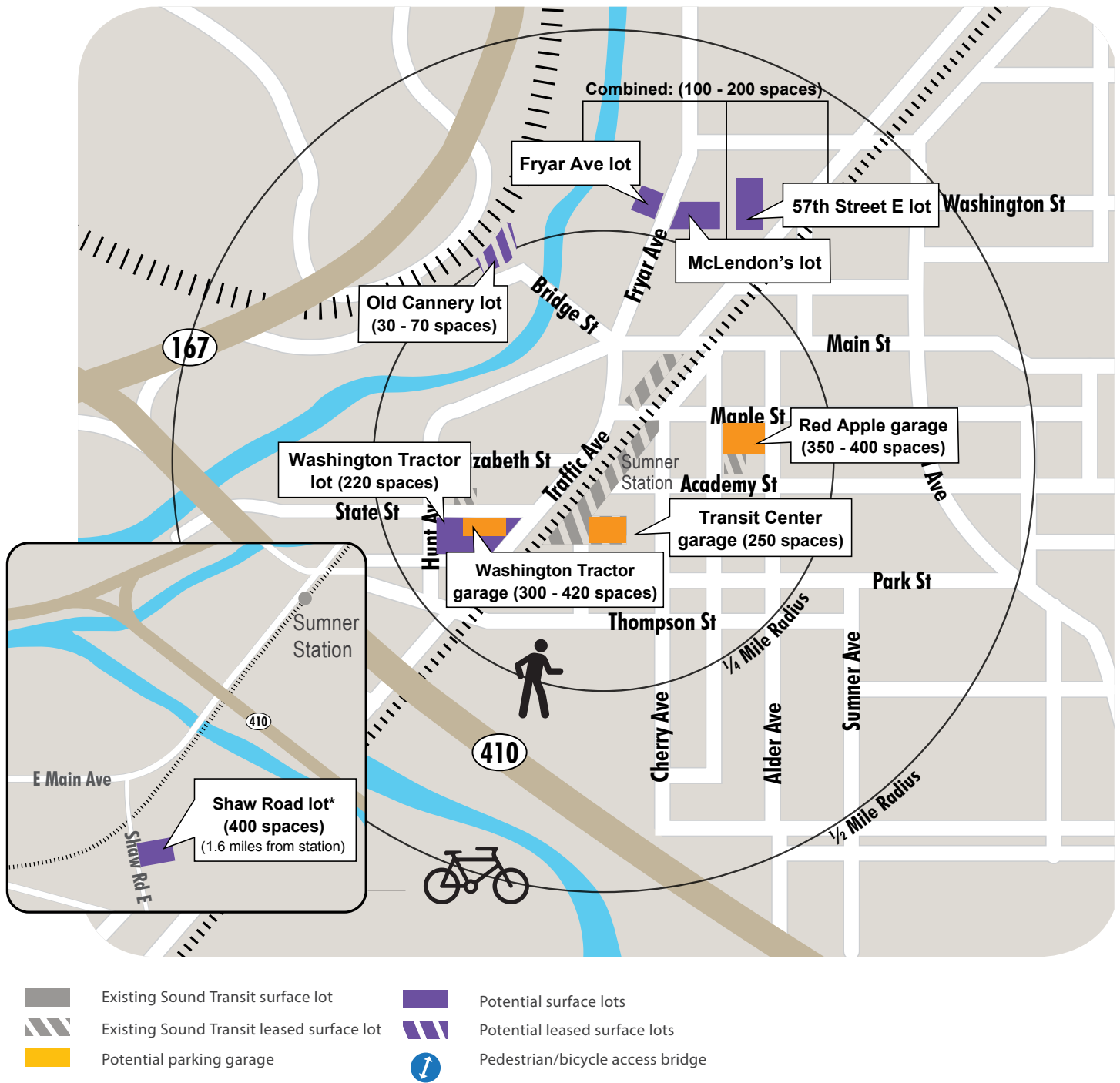
### **Package F**

#### **Two Garages at Washington Tractor and Transit Center**

- Washington Tractor garage (3-½ stories): 300 spaces
- Transit Center garage (3-½ stories): 350 total, 250 net
- Old Cannery lease lot: 50 spaces
- Additional pedestrian/bike bridge across Traffic Avenue

Pages 12 through 17 show the parking packages summarized above. Each package includes pedestrian, bike, and traffic improvements shown on page 9. The "What We've Heard" box for each package includes feedback from a variety of stakeholders, and more details are included on page 18.

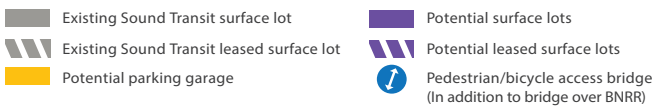
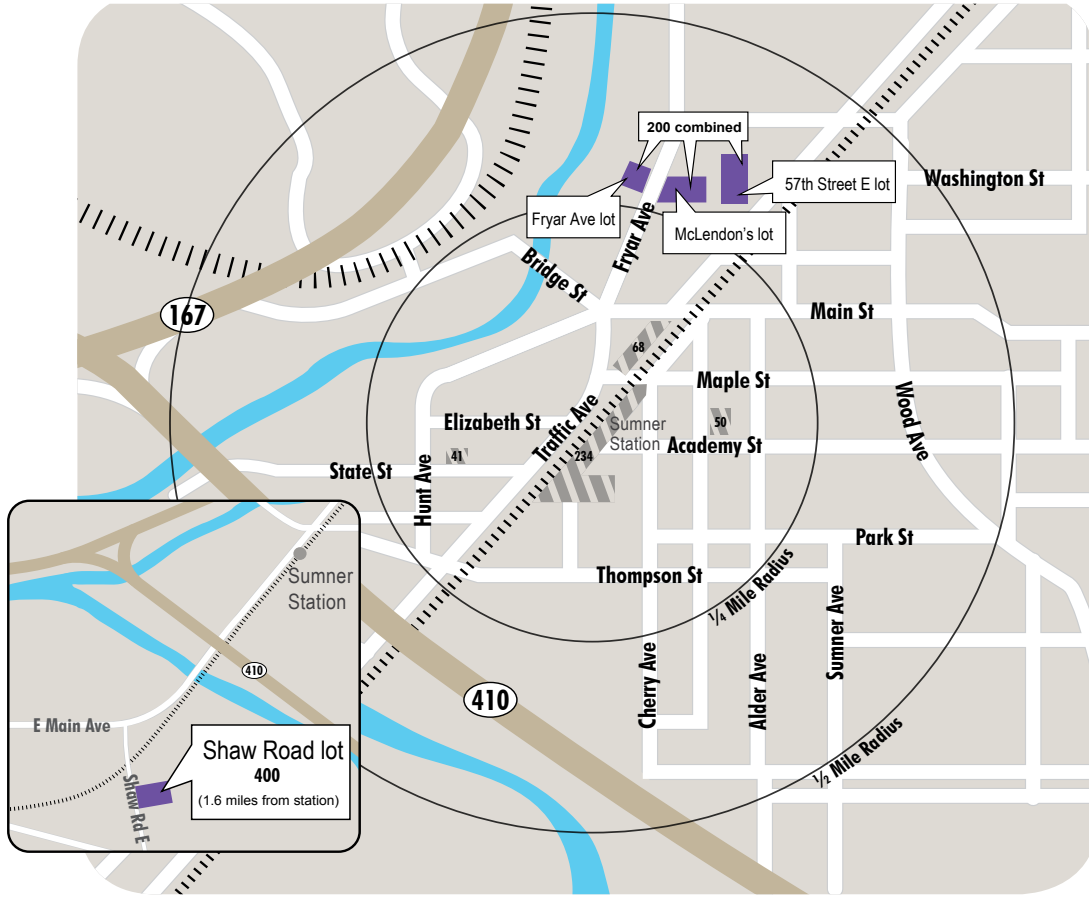
FIGURE 7: COMPOSITE MAP OF ALL PARKING OPTIONS



\* This project does not include funds to support shuttle bus service. Shaw Road will require shuttle service to Sumner Station. No shuttle service has been identified for this.

## Package A: Shaw Road + Surface Lots

- Only parking is shown below. Pedestrian and bicycle improvements listed on page 9 are included with each package.



### What We've Heard

Least public support for this package.

**Benefits:**

- Limited traffic impact within downtown core.

**Concerns:**

- Requires shuttle bus (unfunded).
- Adds ~10 minutes (one-way) per trip.

Package A proposes a total of 600 additional surface parking spaces - 400 spaces on current farmland near Shaw Road and 200 spaces on a cluster of vacant or unimproved properties approximately 1/4 mile north of the Sumner Station.

This package would require Sound Transit to purchase land for the Shaw Road parking site and build an access road to the site. Because the Shaw Road parking site is about 1.6 miles away from the Sumner Station, shuttle bus service would be required to access this proposed parking site. Shuttle service operation costs are not included in the voter-approved ST2 plan. No other entity has offered to fund the shuttle service.

This package would also require Sound Transit to purchase land from three additional properties.



**Shaw Road Lot**



**Fryar Ave Lot**



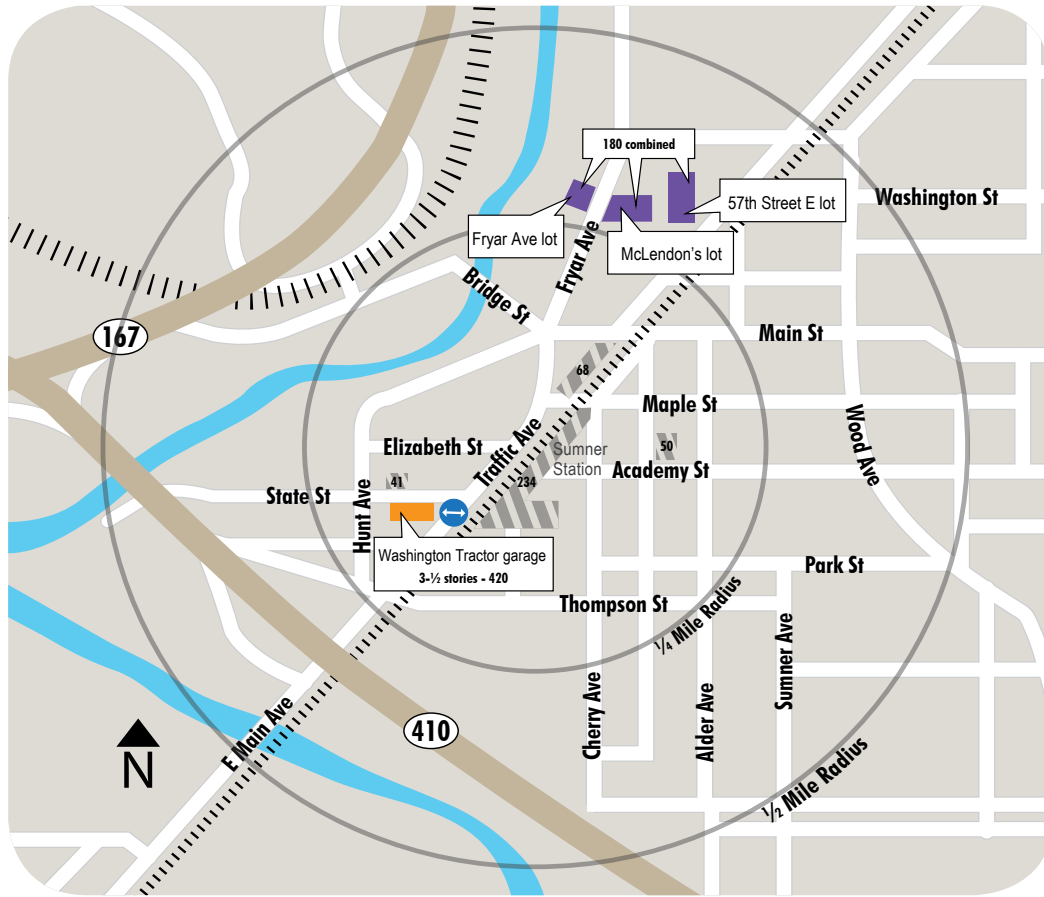
**McLendon's Lot**



**57th Street E Lot**

# Package B: Washington Tractor Garage + Surface Lots

- Only parking is shown below. Pedestrian and bicycle improvements listed on page 9 are included with each package.



- Existing Sound Transit surface lot
- Existing Sound Transit leased surface lot
- Potential parking garage
- Potential surface lots
- Potential leased surface lots
- Pedestrian/bicycle access bridge (In addition to bridge over BNR)

Package B proposes a total of 600 additional parking spaces - 420 spaces in a 3 1/2 story garage at the Washington Tractor site and 180 spaces on a cluster of vacant or unimproved properties approximately 1/4 mile north from the Sumner Station. The Washington Tractor site owner has expressed interest in selling, but relocation could still be required. This package would also require Sound Transit to purchase land from three additional properties.

### What We've Heard

Moderate support for this package.

#### Benefits:

- Minimizes cut-through traffic.
- Keeps garage out of downtown.
- Stakeholder Roundtable preferred option.

#### Concerns:

- Loss of key development space.
- Limited shared parking benefit to downtown businesses.
- Aesthetics of pedestrian bridge over Traffic Ave.
- Long walk for some riders.



Washington Tractor Garage



Fryar Ave Lot



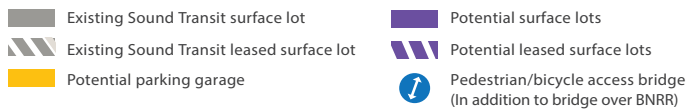
McLendon's Lot



57th Street E Lot

## Package C: Large Red Apple Garage + Surface Lots

- Only parking is shown below. Pedestrian and bicycle improvements listed on page 9 are included with each package.



### What We've Heard

Little support for this package.

#### Benefits:

- Lease opportunity for events/businesses/co-development.

#### Concerns:

- Consumes prime development property at Red Apple site.
- Potential site remediation costs.
- Potential for cut-through traffic.
- Long walk for some riders.
- Relocation of City of Sumner staff parking.

Package C proposes a total of 600 additional parking spaces – 400 spaces in a 2 ½ story parking garage at the Red Apple site, 130 spaces on a cluster of vacant or unimproved properties approximately ¼ mile north of the Station, and 70 spaces leased from the Old Cannery Furniture store. This package would require purchase of the Red Apple site from the City of Sumner, which has a likelihood of contaminated soils. It would also require purchase of two additional parcels and a lease agreement with the Old Cannery.



Old Cannery Lot



Red Apple Garage



McLendon's Lot

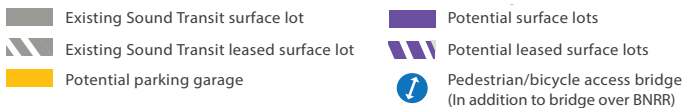
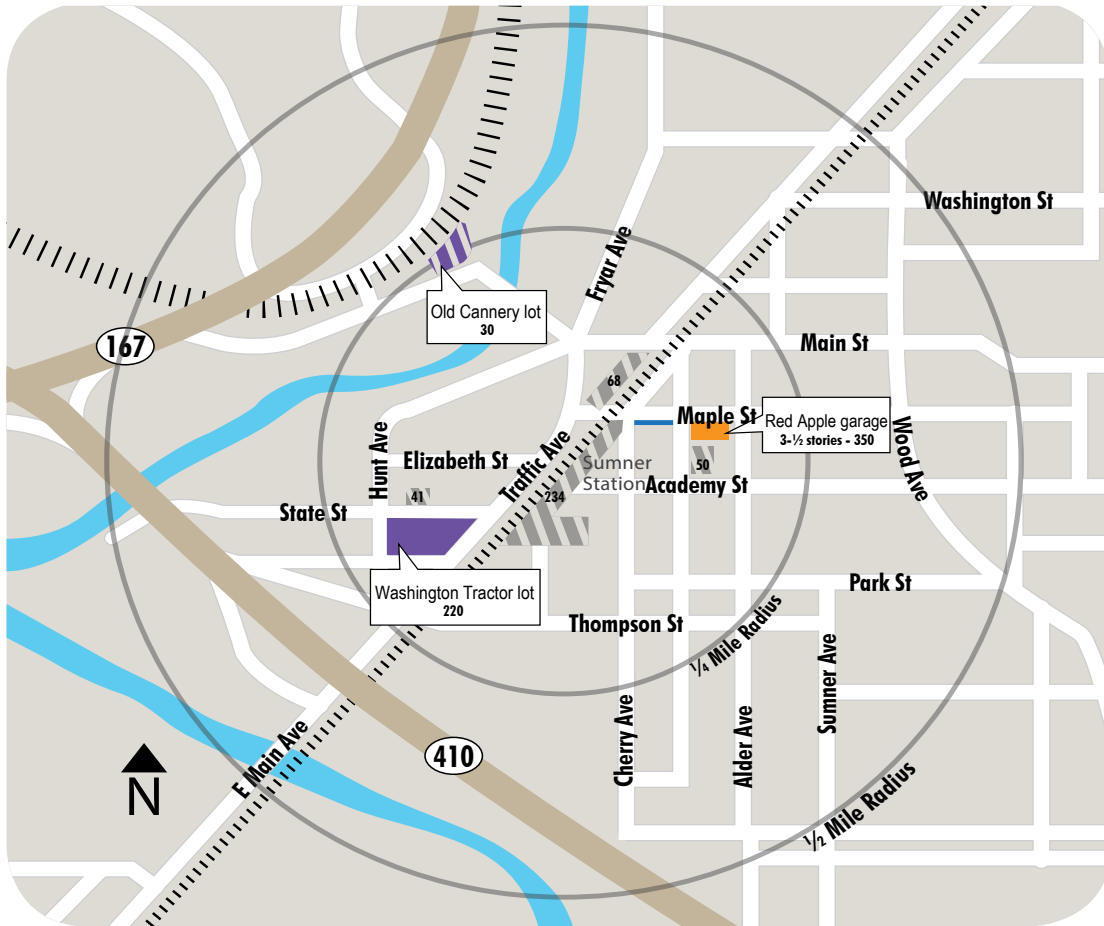


57th Street E Lot



# Package D: Small Red Apple Garage + Surface Lots

- Only parking is shown below. Pedestrian and bicycle improvements listed on page 9 are included with each package.



### What We've Heard

Moderate support for this package.

#### Benefits:

- Same benefits as Package B (Washington Tractor surface lot) and Package C (Red Apple garage).
- Shorter walk for riders.

#### Concerns:

- Same concerns as Packages B and C, except no long walks for most riders.

Package D proposes a total of 600 additional parking spaces – 350 spaces in a 3 1/2 story parking garage at the Red Apple site, 220 surface spaces at Washington Tractor, and 30 spaces leased from the Old Cannery Furniture store. This package would require purchase of the Red Apple site from the City of Sumner, which has a likelihood of contaminated soils. It would also require purchase of the Washington Tractor site and a lease agreement with the Old Cannery.



**Washington Tractor Lot**



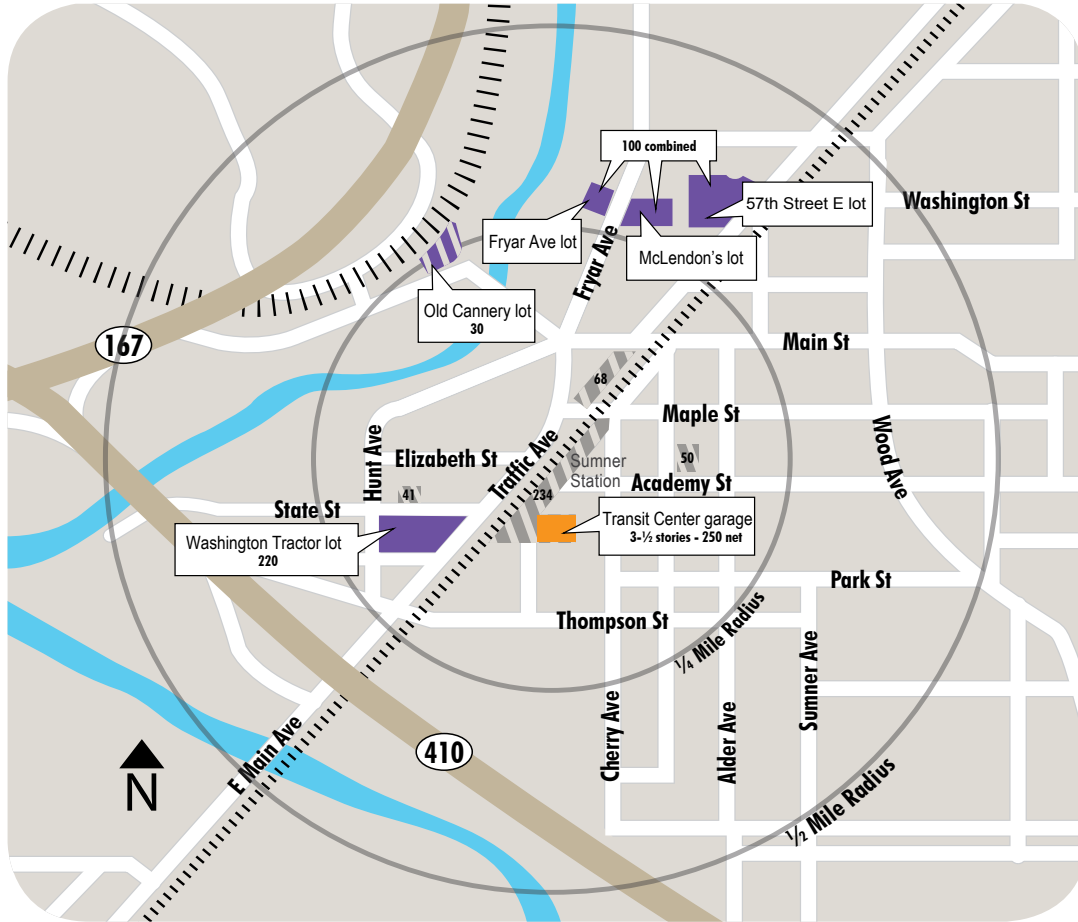
**Red Apple Garage**



**Old Cannery Lot**

## Package E: Small Transit Center Garage + Surface Lots

- Only parking is shown below. Pedestrian and bicycle improvements listed on page 9 are included with each package.



- Existing Sound Transit surface lot
- Existing Sound Transit leased surface lot
- Potential parking garage
- Potential surface lots
- Potential leased surface lots
- Pedestrian/bicycle access bridge (In addition to bridge over BNRR)

Package E proposes a total of 600 additional parking spaces – 250 spaces (net) in a 3 ½ story parking garage at the current Station surface lot, 220 surface spaces at Washington Tractor, 100 spaces on a cluster of vacant or unimproved properties north of the Station and 30 spaces leased from the Old Cannery Furniture store. The garage would be built on property currently under a long-term lease from the City of Sumner. This package would require purchase of the Washington Tractor site, up to three additional parcels to the north, and a lease agreement with the Old Cannery.

**What We've Heard**

Some support for this package.

**Benefits:**

- Concentrates parking closer to platform.
- Less traffic cut-through than Red Apple options.
- Lease opportunity for shared use.

**Concerns:**

- Loss of redevelopment space.
- Pedestrian crossing of Traffic Ave.
- Long walk for some riders.
- Requires alternative parking location during garage construction.



**Washington Tractor Lot**



**Fryar Ave Lot**



**Old Cannery Lot**



**Transit Center Garage**



**McLendon's Lot**



**57th Street E Lot**

# Package F: Washington Tractor Garage + Transit Center Garage

- Only parking is shown below. Pedestrian and bicycle improvements listed on page 9 are included with each package.



**What We've Heard**

Strong support for this package.

**Benefits:**

- Same as Package E, and shorter walk for riders.

**Concerns:**

- Same as Package E.
- Exceeds budget, requires Sound Transit Board action for more funding.

Package F proposes a total of 600 additional parking spaces – 250 spaces (net) in a 3 1/2 story parking garage at the current Station surface lot, 300 spaces in a 3 1/2 story garage at Washington Tractor, and 50 spaces leased from the Old Cannery Furniture store. The garage would be built on property currently under a long-term lease from the City of Sumner. This package would require purchase of the Washington Tractor site, and a lease agreement with the Old Cannery.



**Washington Tractor Garage**



**Transit Center Garage**



**Old Cannery Lot**

## What Were the Community Preferences for Individual Packages?

Preferences for the different packages were expressed by project stakeholders through formal letters or during other outreach activities. These letters, as well as the public outreach summaries from the Open Houses, can be found in the Appendix A of this report. The preferences are generally summarized as follows:

### *Sumner City Council*

- +** • Proposed Large Transit Center Garage (Modified Package E with larger garage)
- No formal statement regarding Package A for parking purposes
- • Garages at the Red Apple or Washington Tractor sites as they would minimize the ability to redevelop the sites (Packages B, C, D, and F)

### **Key Comments Received**

- “Commuters using our station and our own citizens strongly agree that the best location for a new garage is on the existing Sounder Station parking site. They chose this site 2 to 1 over the next popular site.”
- “It provides the closest access for commuters to the station and its trains and buses... [and] does not remove any further property from the tax rolls.”

### *Stakeholder Roundtable*

- +** • Large Washington Tractor garage (Package B)
- No formal statement regarding Packages E and F
- • Garages at Red Apple Lot or satellite parking (Packages A and C)

### **Key Comments Received**

- “We believe Package B minimizes traffic impacts on the majority of Sumner neighborhoods and provides direct access on to Traffic Avenue, the main arterial connecting Sumner to SR 410.”
- “We do not support a Sound Transit parking garage at the Red Apple site. We prefer a mixed-use development on the site that is complimentary to existing downtown businesses and the neighborhood.”

### *General Public and Riders*

- +** • Washington Tractor Garage + Transit Center Garage (Package F)
- Small Red Apple Garage + Washington Tractor Surface Lot (Package D)
- • Large garages and satellite parking (Packages A, B, and C)

### **Key Comments Received**

- “Washington Tractor garage keeps the industrial look consistent and surface parking at Red Apple will not disrupt the flow of the quaint downtown.”
- “I want to feel safe when and where I park while walking in the dark. Keeping [a lot or garage] close to the train station is what I would prefer.”

## How Were the Packages Evaluated?

Packages were evaluated based on quantitative or qualitative metrics that correspond to each evaluation criterion and project goal. Ratings were developed based on input received from the public and City and Sound Transit staff and are summarized in Table 2.

Evaluation criteria and associated metrics are defined as follows:



Travel time and reliability – The time it takes a rider to get from parking to the station platform and the number of travel modes required to get to the station.



Comfort, security and convenience – The overall parking to platform experience considering street crossings, security, protection from elements and close proximity to platform.



Neighborhood compatibility

- Traffic – Amount of congestion and neighborhood cut through traffic.
- Neighborhood parking – Amount of new parking spaces within 0.5 mile radius area of the station.
- Community character – How package fits within the existing community character and aesthetics by matching adjacent land uses, how it is sized relative to adjacent structures, and how it relates to historic downtown features.



Supports City’s plans for station area – How the package conforms with existing City plans and policies including comprehensive and/or downtown plans.



Maintains a healthy environment – The number of parcel acquisitions and housing/business displacements; impacts/displacements to historic properties, parks and community facilities; minimizes proximity of parking adjacent to residential homes; minimizes additional impervious surfaces and avoids natural areas.

## What Are the Evaluation Results?

Each package was evaluated in relative comparison to the other packages.

TABLE 2: EVALUATION RESULTS

Goal	Evaluation Criteria	Package A	Package B	Package C	Package D	Package E	Package F
		All Surface with Shaw Road lot, WITH unfunded bus service	Large Washington Tractor Garage + surface parking	Large Red Apple Garage + surface parking	Small Red Apple Garage + Washington Tractor surface parking	Transit Center Garage + surface parking	Transit Center Garage + Small Washington Tractor Garage
Provide improved access to Sounder riders	Travel time and reliability						
	Comfort, security and convenience						
Benefit the local community*	Neighborhood compatibility: • Traffic • Neighborhood parking • Community character						
	Supports City’s plans for the station area						
Maintain a healthy environment	Property, historic, parks, and natural resources						
Support Sound Transit’s regional commitments							



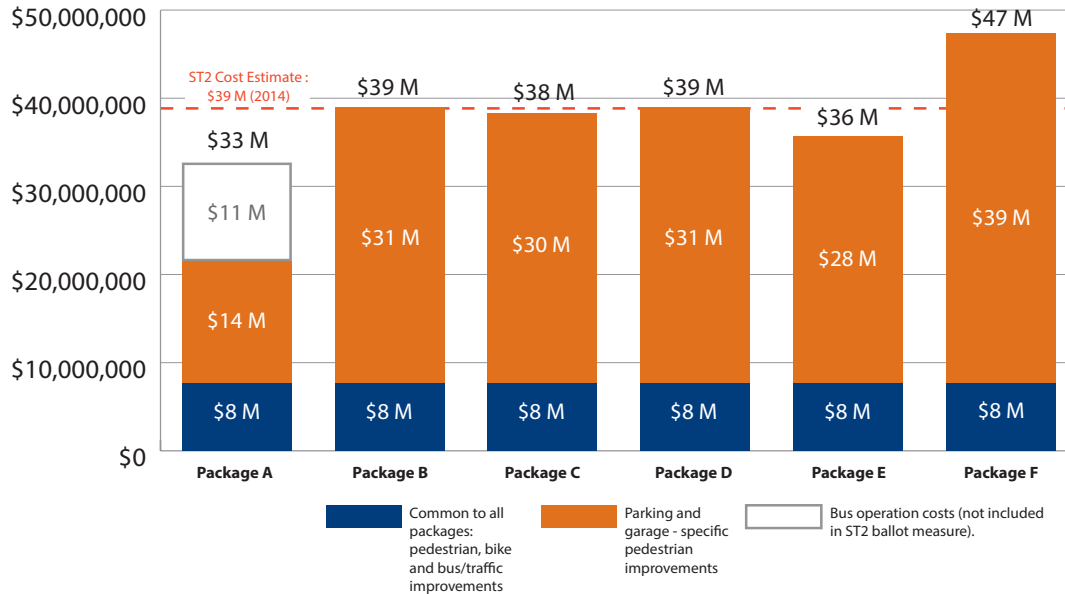
\*Results based on impacts/benefits to the station area

## How Much Does Each Package Cost?

Capital construction and bus operation costs are summarized for each package in Table 3. Capital construction costs include preliminary planning, design, environmental permitting, property acquisition and construction of improvements and are in \$2014.

Bus operation costs are for bus shuttle services required for Package A and assume 50 years of vehicle maintenance and operations. ST2 did not provide funding for shuttle bus service or any other operational improvements. No other service provider or funding source has been identified for required shuttle services.

TABLE 3: COST OF PACKAGES



Cost estimates are preliminary and include the following:

- Soft costs, such as environmental permitting, design, and construction administration.
- Land and land acquisition fees, as required for each package.
- Road, intersection, and signal improvements specific to each package.
- 50 years of parking lease costs, converted to net present values (Packages C, D, E, and F).
- A 35% contingency, as a percent of construction costs.

## Which package was selected?

The Sound Transit Board of Directors met on August 28, 2014 to identify a preferred package of access improvements to advance into conceptual design and environmental review. Motion 2014-63 recommended a modified Package E to develop a small transit center garage and use of the Washington Tractor surface lot as a temporary parking site. See map and final motion on the following pages which further describe the location and conditions for the preferred package. Next steps in the project development will include:

- Continued stakeholder outreach
- Detailed traffic analysis
- Architectural design and community design workshops
- Conceptual and preliminary engineering
- Environmental review

PREFERRED PARKING LOCATION (## OF SPACES)

EXISTING SOUND TRANSIT LEASED SURFACE LOT







## **MOTION NO. M2014-63**

A motion of the Board of the Central Puget Sound Regional Transit Authority (1) Identifying the preferred package of access improvements for the Sumner Station Access Improvement Project to advance into environmental review, and (2) approving Gate 2: Identify Alternatives and Gate 3: Identify Preferred Alternative within Sound Transit's Phase Gate process.

### **BACKGROUND:**

In November 2008, the voter-approved ST2 Plan included funding for access improvements to the Sumner Sounder Station. During the process of refining the projects included in the ST2 plan, the Sound Transit Board responded to community concerns by calling for a Sounder Station Access and Demand Study. The study evaluated potential access improvements to eight existing Sounder stations including Sumner. The study provided a range of potential access improvement projects that Sound Transit could implement in full or in part, that would allow riders to use alternative modes of travel to the Sumner Station.

The Sumner Station Access Improvement Project builds on the results of the Sounder Station Access and Demand Study. Phase 1 of the project further studies parking, traffic, pedestrian and bicycle access improvements that could be made to improve rider access to the Sumner Station. The study performed under Phase 1 led to the various packages of parking and access improvements that are being advanced to the Board for identification of a preferred alternative.

Sounder service between Sumner and Seattle continues to experience growth in demand. Over 1,000 people each day ride a Sounder train or ST Express bus from the Sumner Station and ridership is predicted to increase by approximately 70 percent by 2035.

The Sumner Station parking lots operate at or above capacity daily. Sumner community members and our customers are asking Sound Transit to better manage available parking at stations and the impact to local streets and downtown associated with expanded parking near commuter rail stations.

There are six different packages of access improvements presented to the Sound Transit Board for consideration and advancement to the environmental review and conceptual engineering phase. The Board will not make a final decision on the project to be built until after completion of the environmental review, which is anticipated in late 2015.

### **MOTION:**

It is hereby moved by the Board of the Central Puget Sound Regional Transit Authority that (1) the preferred package of access improvements for the Sumner Station Access Improvement Project to advance into environmental review is identified, and (2) Gate 2: Identify Alternatives and Gate 3: Identify Preferred Alternative are approved within Sound Transit's Phase Gate process.

The Sound Transit Board identifies for environmental review and preliminary engineering:  
Package E: Small Transit Center Garage and Washington Tractor Surface Lot with the following modifications:

- A parking garage at the transit center site designed to accommodate a net increase of approximately 400 parking spaces - which would be in addition to maintaining the majority of existing surface parking spaces at the transit center surface lot.
- If available, consider leasing temporary parking spaces for station users at the Washington Tractor site during the construction of the transit center garage. Washington Tractor will not be considered for permanent parking.

Pedestrian and bicycle improvements including:

- Strategic sidewalk improvements within a quarter mile of the station including, but not limited to, Academy Street and Cherry Avenue.
- A pedestrian/bike bridge over the railroad tracks at the station.
- Strategic lighting improvements within a quarter mile of the station including, but not limited to Park Street and the Thompson Street/Cherry Avenue intersection.
- Additional bike storage at the station.
- Strategic ADA curb ramp improvements in the vicinity of the station.

Strategic traffic improvements including:

- Station area traffic signal improvements.
- Signage and traffic management improvements to minimize cut through traffic.

Sound Transit should identify opportunities for public parking in the station garage on weekends, holidays and for special events.

Sound Transit should engage in partnerships with:

- The Sumner Arts Commission to work collaboratively with the STart program to identify artists and art installations for the project's 1% for art investment.
- The City of Sumner and BNSF to investigate use and funding of wayside horns in the station area.
- Downtown Sumner businesses to develop a program encouraging Sounder riders to frequent local businesses.

Sound Transit will support a partnership with WSDOT and the cities of Sumner and Puyallup to fund multi-modal improvements to the SR410 and Traffic Avenue interchange.

Automobile, pedestrian, bicycle and bus access to the transit center garage could be greatly improved by modifications to this interchange. Sound Transit should make a financial contribution to the project tied to pedestrian, bicycle, and transit access to station, if other funding can be identified, consistent with the ST2 cost estimate.

APPROVED by the Board of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held on August 28, 2014.



Dow Constantine  
Board Chair

ATTEST:



Marcia Walker  
Board Administrator



