

PUBLIC USE ANALYSIS

RENTON DOWNTOWN CIVIC CORE VISION AND ACTION PLAN

CITY OF RENTON

PREPARED BY: MIG FEBRUARY 2017

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Introduction

Study Objectives

Successful public spaces must be deliberately programmed, well-maintained and continuously activated to provide compelling experiences for users. Public spaces in key locations can serve multiple functions, from providing recreational uses to catalyzing private investment.

The Renton Downtown Civic Core Vision and Action Plan (Plan) will identify ways to attract more people through a variety of implementation strategies that will be developed through an extensive public engagement process. The strategies will likely include a series of multifaceted short and long-term public and private interventions. Improvements in the public realm, such as parks and streets, can help further the community's goals and catalyze future development.

There are ample opportunities to generate a more vibrant urban center by improving key spaces in Renton's Downtown Business District and Civic Core for a diversity of uses. Places like the Piazza and the Pavilion are past investments that can be built upon. Pockets of the Downtown Business District are already defined by restaurant clusters and retail – these bright spots are opportunities for the City to further cultivate special places and districts through strategic investments.

This public use analysis, completed as part of the initial tasks for the Plan, evaluates how, and by how many, people public spaces in the Civic Core and Downtown Business District are being used. The analysis identifies existing conditions and opportunities for each of the major public spaces in the planning area. This information will inform land use, urban design, placemaking and streetscape recommendations to improve public spaces and create a dynamic, successful Civic Core and Downtown Business District.





Methodology

The project team conducted the public use analysis using the following methods:

1. The project team completed an "Affordance Evaluation" to analyze affordances present in key public spaces. "Affordance" refers to objects and uses that offer people a way to engage and use the space. For example, a blank wall offers no affordance, but a doorway into a store affords the opportunity to enter and do some shopping; a bench in front affords someone the chance to sit and stay.

For each site, affordances were scored using the criteria shown below (Figure 1). A higher score indicates that the site is more likely to attract more public use. In addition, spaces that score high in each category are likely to encourage people

- to stay and engage in these spaces, which is a key indicator of a healthy and vibrant environment.
- 2. The project team also completed affordance mapping to show where affordances are spatially located at each site. These maps show both the physical framework and the types of affordances that are offered at each site.

Sites with a limited number and types of affordances are unlikely to attract much public use or a diversity of activities. For example, areas with a concentration of only transit affordances are unlikely to attract a wide range of users and activities throughout the day. The types of affordances that were mapped at each site are shown in Figure 2.

Figure 1: Affordance Evaluation

Type of Affordance	Criterion	Score
Public Realm Amenities	Does the space provide climate comfort, a diversity of seating and other amenities, and are they well maintained?	1-5
Activities	Does the space provide everyday attractions such as places to play, eat, shop?	1-5
Programmable Space	Does the space provide flexible space to use for programming?	1-5
Anchoring Objects	Are there any objects that engage senses or invite exploration?	1-5
Natural Features	Are there views or significant natural features that offer beauty or an experience?	1-5
Edges and Buildings	Are there active frontages facing the space, frequent entrances to businesses, or an edge use with significant draw?	1-5
Connectivity	Is there multimodal access and connectivity for users of all ages?	1-5



3. For the Piazza/Pavilion and Transit
Center (referred to as the Heart Block)
behavior mapping was also conducted
on two weekdays to record how people
use this central public space throughout
the day. The behavior observations took
place under typical use conditions (no
special events, street closures, or other
irregularities).

Behavior mapping consisted of recording exactly where people were in the space, along with notation of their gender, estimated age, activity, and whether they were alone or with a group. See Figure 3 for an example of the behavior mapping analysis tool.

The observations were conducted on Thursday, November 3rd and Friday, November 4th, 2016. Behavior mapping was not conducted on Saturday, November 5th due to heavy rain, although general observation showed that there was little use of these sites.

Figure 2: Types of Affordances Mapped

5

Resting or Sitting



Playing



Eating



Climate Comfort



Vista



Natural Feature



Anchoring Object



Sign / Interpretive Element



Programmable Space



Building Entry



Active Frontage or Interior Attraction



Bike Facility



Pedestrian Facility / Trail



Parking



Bus

Affordance mapping was conducted at each site to show the locations and types of affordances at each site.



Date: 1 3 Sonny 650 Time: 3:30 Activities Talking on phone Dog walking Adult Teen Notes ATM 2 10 18 19 20

Figure 3: Behavior Mapping Survey Example

Behavior observation counts were conducted at regular intervals throughout the day to understand the user groups and activities taking place in public spaces.





Anchor Attractions

The success of urban centers is driven in part by anchor attractions that draw different audiences to the Downtown Business District. Large employment centers, major cultural and civic institutions, thriving commercial nodes and transit centers are examples of anchors that give people a reason to visit their urban center on a regular basis. These major activity hubs also attract businesses and investments in the urban center.

Map 1 depicts the key anchor attractions within the Downtown Business District and surrounding area. The inner ring represents destinations within .25 miles of the Piazza, or approximately a five-minute walk. The outer

ring represents the destinations within a .5 mile or a ten-minute walk from the Piazza.

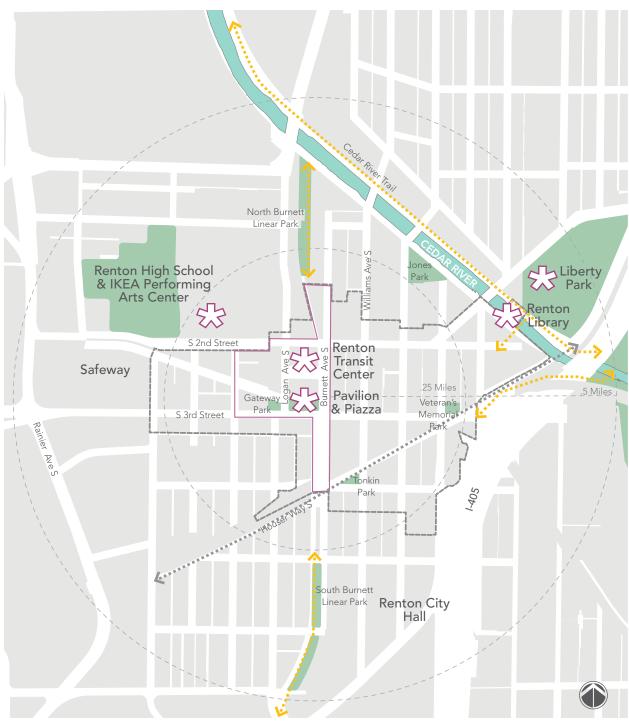
The Downtown Business District has relatively few anchor attractions; however many of the spaces studied in this report have the potential to become stronger attractions by rethinking how they are used on a daily basis. For example, today Piazza Park is not a significant draw, but the City can boost the overall visitation to the park by activating this space with more daily programming. By strengthening the connections between these anchors, Renton can invite more people to stay and experience the Downtown Business District.

Residential Buildings and Neighborhoods

One of the unique features of the Downtown Business District and the Civic Core is its proximity to single-family neighborhoods. There are 3,019 residents within a mile of the Downtown Business District (2015), many of whom live in single-family homes. There are also residential units planned and under construction in areas surrounding the Downtown Business District. There is potential to boost the use of existing facilities by providing safe connections and facilities that are inviting to current and future residents.







Map 1: Key Anchor Attractions

Legend Civic Core Key Anchor Attraction Parks and Open Space Pedestrian Facility / Trail Railroad

Study Locations

The Public Use Analysis documents the physical conditions, affordances and behavior observations in the public spaces listed on Map 2. Many of the existing anchor attractions discussed in the previous section are included in this list, along with other secondary spaces that are important to Renton's Downtown Business District fabric and provide great opportunities to create new anchors for the community.

Map Key

- 1 The Heart Block, pp. 9-14

 Includes: Renton Transit Center,
 City Center Parking Garage,
 Renton Pavilion, Piazza Park,
 Gateway Park and Clocktower
 Plaza
- Burnett Ave South: North Burnett Linear Park, pp. 15-16
- 3 Burnett Ave South: South Burnett Linear Park, pp. 17-18
- Renton High School and IKEA Performing Arts Center, pp. 19-20
- 5 Tonkin Park, Renton Depot and Chamber of Commerce, pp. 21-22
- Veteran's Memorial Park and Renton History Museum, pp. 23-24
- Renton Library and Liberty Park, pp. 25-26





M I G

1. The Heart Block

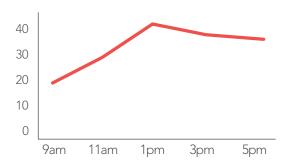
Key Observations

The project team completed the public use analysis during two sunny days in November. The weather was unseasonably warm – in the mid 60s - and conditions were very good for being outside. Despite the favorable conditions, there was generally a lack of activity in and around the Heart Block, which includes Piazza and Gateway Parks and the Transit Center. By far, the most activity observed was around the Transit Center with occasional use of the Piazza and other public areas. Even during peak times, when use of a Downtown plaza would normally be heaviest, there were no park users other than those waiting for the bus. Park usage may be different depending on the time of the year, but interviews with stakeholders in January 2017 suggested that the park is very lightly used except during events or other scheduled activities like the Farmers Market.

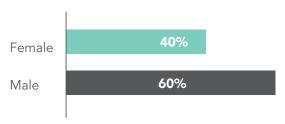
The analysis counted 208 people over two days, with an estimated 79 percent waiting for the bus. It was noticeable how few people were using the public spaces for any other reason. There was a group of people congregating for hours in the Gateway Park area in the Heart Block. This group tended to keep to themselves.



Number of Users Observed



Female / Male Ratio



Of the 208 visitors observed, approximately 40% of users were female. Studies have documented that the most well-used urban spaces are those that feel safe and welcoming to women. Low use by women is potentially an indicator of a space's underlying problems, such as limited visibility, that deter women and others from using the space.

Approximately three percent of users were children and approximately four percent of users were teenagers. This lack of age diversity may indicate that the Heart Block is not friendly to users of all ages and families.

A closer look at the surrounding uses and affordances offers an explanation of why use of the Heart Block is so low and hints at possible future solutions. The complex that includes the City Center Parking Garage, Transit Center, the Pavilion and Piazza consists mainly of underutilized space. The parking analysis for Plan determined that the City Center Parking Garage is lightly used. This analysis confirmed that most floors are empty even during the week and no active retail on the ground floor (where the police station is

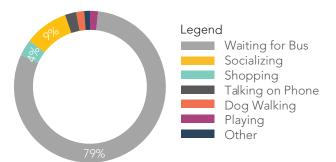
currently located). With no other uses in the building, it is essentially vacant.

The affordance scorecard on the following page (Figure 4) illustrates very passive typical daily uses for the Heart Block.

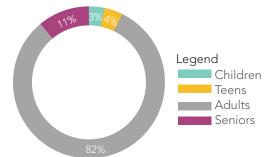
The outer blocks facing the Heart Block also include predominately passive uses. The ground floor along the east side of Burnett Avenue South is mainly parked cars. Between South 2nd and South 3rd Streets on Burnett Avenue South, both ends of the east side of the block have ground floor retail spaces. One space on the north end is only open intermittently, while the other north end space and space on the south end of the street has been vacant for some time. Other ground floor spaces, including those in the City Center Parking Garage, have reflective glass that makes it difficult for pedestrians to see in the building.

There is opportunity for a more active frontage in the buildings along Logan Avenue South, but retail space appears to have struggled with the exception of uses like a daycare, optician and a T-shirt production shop. There is retail along the south side of South 3rd Street, including a pizza shop and a credit union, but the building frontages are generally uninviting, with windows covered by blinds or blocked from the interior, or amenities (seating, unique signage, etc.) that would draw a pedestrian to the business. During the public use analysis, patronage of these businesses appeared to be low. However, with the area's excellent transit access and the surrounding residential apartments, future use would likely increase if the right activities are offered and idling buses are located elsewhere. Many of the adverse impacts associated with the

Diversity of Uses



Age Diversity



Only 3% of users observed were children.

Transit Center may be addressed when some of the operations are moved to the South Renton Transit Center.

City Center Parking Garage

Very little traffic entered or left the parking garage during the observation period. The parking garage is a valuable asset for the Downtown Business District. Views from the top floor are among the best in the City and offer an opportunity if the garage is repurposed in the future. It is rarely at capacity due to vacant storefronts and a lack of attractions in the Civic Core and larger Downtown Business District. A critical mass of destinations in the area is needed for the garage to be more fully utilized.



The Heart Block (Continued)

Transit Center

The Transit Center was the busiest location in the area. Throughout the day, in good weather and bad, there were people sitting, standing and waiting to catch their bus.

People adhered quite strictly to their bus waiting area, so the Piazza did not benefit much from these users, although some did sit around the fountain near the Burnett Street bus stops. The snack stand had a steady trickle of business throughout the day and is an essential amenity for the area, although its appearance is not appealing or inviting with bars on the windows. It is also hidden behind the Pavilion and not visible from many viewpoints, making it less of a destination and appearing to be mostly reliant on the Transit Center for traffic.

Renton Pavilion Event Center

The Pavilion is a dedicated space for special events, but there are very few events that are public in nature. Most events (80% according to the operator) are private events such as weddings and fundraisers. Even during busy weeks these largely private functions only draw people to the facility for a maximum

of five hours per day (during the rest of the day, catering staff are setting up or breaking down). But these events rarely spill out to activate the Piazza and attendees often leave the area immediately after the event.

There were not any event functions during the 2.5 days when the project team completed its on-site observations. The Pavilion Event Center is a very attractive, large space that seems well-designed for its purpose of housing events, although there may be other needs, such as changing areas, for some events.

Events at the Pavilion only bring activity to the building and surrounding area for a few hours a week. When events do spill onto the Piazza from the Pavilion, they are often private activities with little public interaction. In the Summer of 2015, the operator and the City of Renton activated the Piazza one Wednesday a month with an event called Pop-Up Piazza, which offered vendors, food trucks, beer and wine, and free live music to the public. Unfortunately, this event has been discontinued. A few other festivals geared to the public have also struggled and been discontinued, including Octoberfest and the SIFF film festival.

Figure 4: Heart Block Affordance Scorecard

Affordance Ranking	Score	Notes
Public Realm Amenities	3	Ample supply; lack of flexible seating
Activities	1	Very few choices
Programmable Space	3	Ample supply, but low frequency
Anchoring Objects	2	None of the anchoring objects were strong; fountain closed for the Winter
Natural Features	2	Some nice planted areas and street trees
Edges and Buildings	1	Frequency low, lots of inactive edges
Connectivity	5	Very accessible and central

Scoring Key

1 = Poor

5 = Excellent



Resting or Sitting
Playing
Eating
Climate Comfort

Natural Feature
★ Anchoring Object
★ Sign / Interpretive Element
Programmable Space
▲ Building Entry

Active Frontage / Attraction
Bike Rack
Pedestrian Facility / Trail
Private Parking / Public Parking
Bus



Vista

The Heart Block (Continued)

Gateway Park

Gateway Park was used on a regular basis during the observation period by a rotating group of mostly men who made for a somewhat intimidating presence. This park was used more frequently and by more people for seating than the much larger space at the Piazza. This site has a slight elevation that elevates it from the surrounding space. It is attractive however does not feel like a safe or welcoming space for individuals who are not a part of the groups using the seating.

Piazza Park

The Piazza is designated open space that lacks any destination within it. It is most heavily used when the space is programmed. Most daily usage appears to be in relation to the Transit Center, with some groups congregating around the fountain. It did not feel like it





would be a safe location if an individual were not part of one of those groups, creating a very similar environment as Gateway Park.

Clocktower Plaza

The wide paved areas at Clock Tower and the Plaza and Bank of America across the street were occupied occasionally by people stopping at the ATM machines or waiting for the Credit Union to open. There were few other activities identified in this portion of the Heart Block

- Activate frontages or edges that are currently inactive
- Rethink the Pavilion and Piazza
 design and/or programming to
 provide entertainment and recreation
 opportunities, host more 24/7 active
 uses and be a catalytic destination
 for residents and visitors. This could
 include changes to make the area more
 visible, increase street interaction, and
 improve use for regular events like the
 Farmers Market
- Integrate future building development on the vacant adjacent parcels with Gateway Park and the Piazza
- Diversify and enhance programming opportunities on existing open space
- Coordinate the future changes to the Transit Center with existing park space, street design and future building development in the Heart Block
- Permit food trucks and provide flexible seating adjacent to the Piazza as a "quick win"

Behavior Observations

The following maps show where density or concentrations of activities are taking place in the Heart of the Civic Core throughout a typical weekday. This series of maps shows that activities tend to be concentrated near bus stops with very sporadic uses of the main Piazza space. At certain hours, not even a single person was using the main Piazza space. While the Piazza may draw users during events, there are few reasons to visit the Piazza when there is no programming at this space.



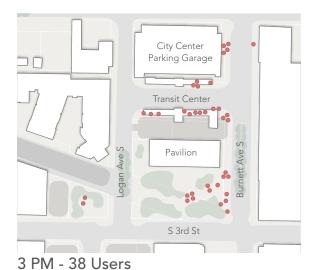
9 AM - 19 Users



11 AM - 28 Users



1 PM - 41 Users



• Person/Activity Observed on 11/4/2016



Not to Scale



2. Burnett Avenue South: North Burnett Linear Park

Key Observations

The northern stretch of Burnett Linear Park is well-maintained, although the furniture is deteriorating and needs to be replaced. This is a very passive park that offers few reasons to linger (a few benches and picnic tables). There were no users in the park on a very nice day. It is likely used solely as a pass-through, given the limited number of amenities in the park. There is also a section between South 2nd Street and the park that is only a narrow city sidewalk. Overall, it is a very pleasant walk leading through the neighborhood to the Cedar River.

Cedar River Trail Connections

The northern section of the park's proximity to the Cedar River is an attractive feature. There also appears to be more multi-family housing in the immediate area and some amenities like fitness and play equipment nearby just downstream along the Cedar River Trail Park, and at Jones Park and Liberty Park.

Adding a richer palette of amenities to take advantage of the park's location and adjacent residential densities would increase the use of the river greenway while serving residents and better connecting the river to the Civic Core and Downtown Business District. This section

of trail is part of a levee system that may limit some types of uses.

There is also a trail connection at Burnett Avenue South and South 2nd Street, but it is easy to overlook. Improving wayfinding and trail access points would make the trail more visible. The trail here would be more obvious if there were a continuous trail from the Cedar River down South Burnett Avenue to South Grady Way.

Opportunities:

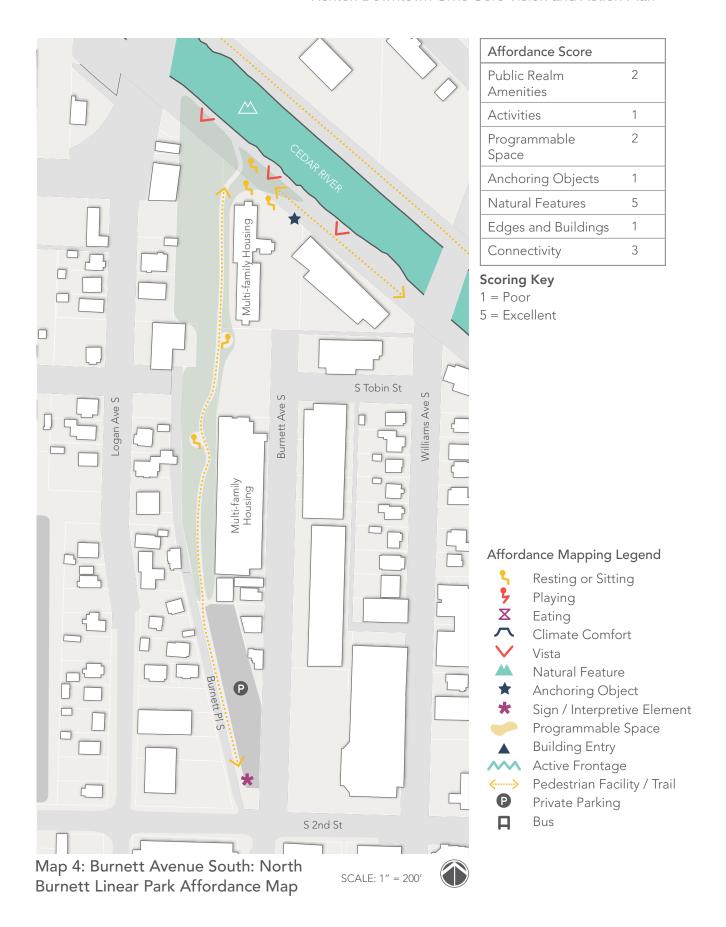
- Extend the park to connect through the Civic Core and Downtown Business District
- Enhance connections and wayfinding to the Civic Core, Downtown Business District and the Cedar River Trail
- Provide interesting fitness engagement opportunities along the park
- Replace damaged or worn benches and other amenities
- Integrate stormwater and art
- Provide a connection north of South Second Street along Burnett Place.

Challenges:

 Challenging crossings for pedestrians and younger users







3. Burnett Avenue South: South Burnett Linear Park

Key Observations

This is a well-maintained linear park with a curving pathway, one playground, a few benches and older picnic tables. Use was limited to one mother and child during observation period. While the park does have some amenities, there are limited attractions. The condition of the tables does not make it a very inviting place to picnic, although the furniture is placed in the right locations adjacent to the playground. The existing parking lots between South 3rd Street and South 5th Street appear to be used frequently, but they create a significant disconnect between the linear park and the Heart Block and Clocktower Plaza to the north.

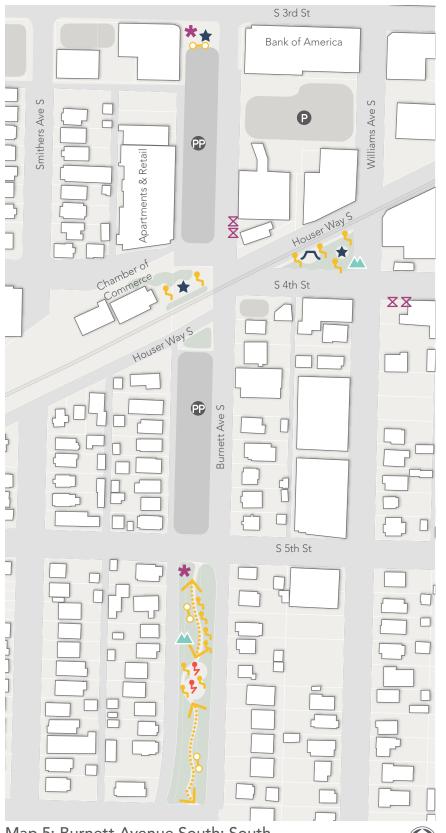
This linear park could be the best route for City Hall employees to get into the Civic Core and the Downtown Business District. This route could be established by connecting the South Grady Way and Williams Avenue South intersection with the adjacent vacant parcel.

The passive nature of this linear park is probably appropriate for such a residential street and adds value as an attractive green space. However, replacing the tables and chairs with new furniture that has special branding, along with a few other landscape treatments would lift the image of the park and the neighborhood and make it a more attractive connection to the Civic Core.

- Create a stronger connection and enhance wayfinding to the Civic Core and the Cedar River Trail and City Hall
- Consider reducing or reconfiguring the parking areas to better link the northern and southern sections of the park
- Enhance wayfinding and site furniture
- Consider stormwater and art opportunities
- Establish a route that connects City Hall to the Civic Core







Map 5: Burnett Avenue South:	South
Burnett Linear Park Affordance	Map

SCALE: 1" = 200'

Affordance Score	
Public Realm Amenities	3
Activities	3
Programmable Space	2
Anchoring Objects	2
Natural Features	3
Edges and Buildings	2
Connectivity	3

Scoring Key

1 = Poor

5 = Excellent

Affordance Mapping Legend

Resting or Sitting

Playing

X Eating

✓ Vista

Natural Feature

★ Anchoring Object

* Sign / Interpretive Element

Programmable Space

▲ Building Entry

Active Frontage

oo Bike Rack

Pedestrian Facility / Trail

Private Parking / P Public Parking

Bus



4. Renton High School and IKEA Performing Arts Center

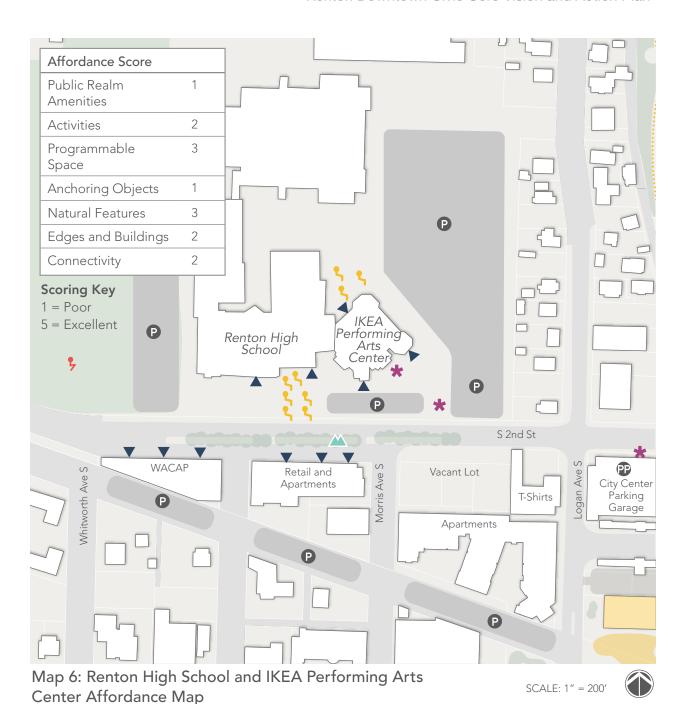
Key Observations

Renton High School's 1,200 students are potential Civic Core and Downtown Business District users who can be attracted with the right opportunities. However, the area outside Renton High School and the IKEA Performing Arts Center is a passive space punctuated with only a few benches. South 2nd Street has restaurants like Luther's Table and Taqueria El Kiosko, both of which draw some students after school, according to interviews.

There were no other affordances observed that would capture students leaving school in the afternoon (other than the sports fields). There are sites that could be developed as destinations for these students very near the school, including development sites along South 2nd Street between Morris Avenue South and Logan Avenue South, in the City Center Parking Garage retail spaces, and as part of any future redevelopment or reprogramming of the Heart Block.

- Improve walking and biking connections to the Civic Core, Downtown Business District and other destinations
- Develop after-school destination spaces for students
- Consider two-way traffic conversion and/or a road diet that provides room for on street parking
- Take advantage of the existing median trees on South 2nd Street





Affordance Mapping Legend



Playing

▼ Eating

Climate Comfort

✓ Vista

Natural Feature

★ Anchoring Object

* Sign / Interpretive Element
Programmable Space

▲ Building Entry

Active Frontage / Attraction

o→o Bike Rack

Pedestrian Facility / Trail

Private Parking / P Public Parking

Bus



5. Tonkin Park and Chamber of Commerce

Key Observations

There were no people observed using either Tonkin Park or the plaza at the Chamber of Commerce.

Tonkin Park is in a central location and offers the attraction of having two of the most spectacular large trees in Downtown. However, with fairly wide streets surrounding it on all sides, it feels very much like a traffic island. The existing park amenities – two picnic tables, a donkey sculpture, and a small stage pavilion – are a somewhat awkward collection of ideas for how people might use the space. There needs to be a more definitive concept for what this space is best suited to provide.

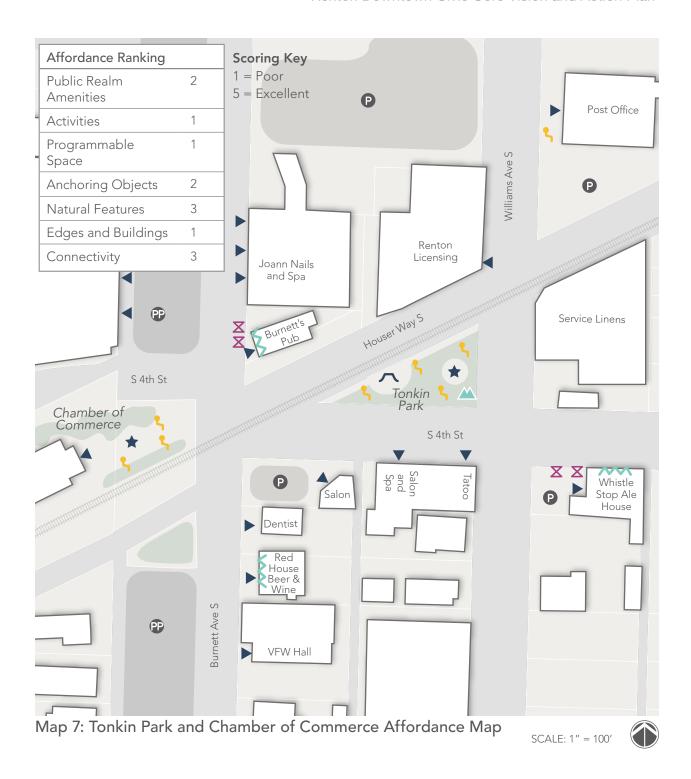
The small plaza in front of the Chamber of Commerce has a water feature that was not functional during our visit. Like Tonkin Park, this space is in a location that is not conducive to frequent visits or for staying long. It may be a pleasant amenity for Chamber visitors, but it would be far better if it were not split off and fragmented from its surroundings by streets and railroad tracks.

- Connect spaces better to surrounding businesses
- Improve intersection crossings for pedestrians
- Create a stronger identity and vision for the site with directional signage
- Consider redesigning Tonkin Park to improve its use

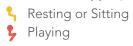








Affordance Mapping Legend



X Eating

Climate Comfort

∨ Vista

▲ Natural Feature★ Anchoring Object

Sign / Interpretive Element
Programmable Space

▲ Building Entry

Active Frontage / Attraction

• Bike Facility

Pedestrian Facility / Trail

Private Parking / P Public Parking

Bus



6. Veterans Memorial Park/Renton History Museum

Key Observations

The Veterans Memorial Park is a very passive environment. This small park is located on a prominent corner next to the Renton History Museum.

This location is an important gateway to Downtown Business District shopping and should be a more active civic space that supports retail shops and restaurants on South 3rd Street west of Main Avenue South (as long as poorly maintained buildings can be restored to retain the original character and attract tenants). Also, the South 3rd Street/ Main Avenue South intersection is completely car dominated and is a challenging pedestrian environment that limits the use of the Veterans Memorial Park and discourages pedestrian-oriented redevelopment. The only people observed using this area were across the street at Liberty Café.

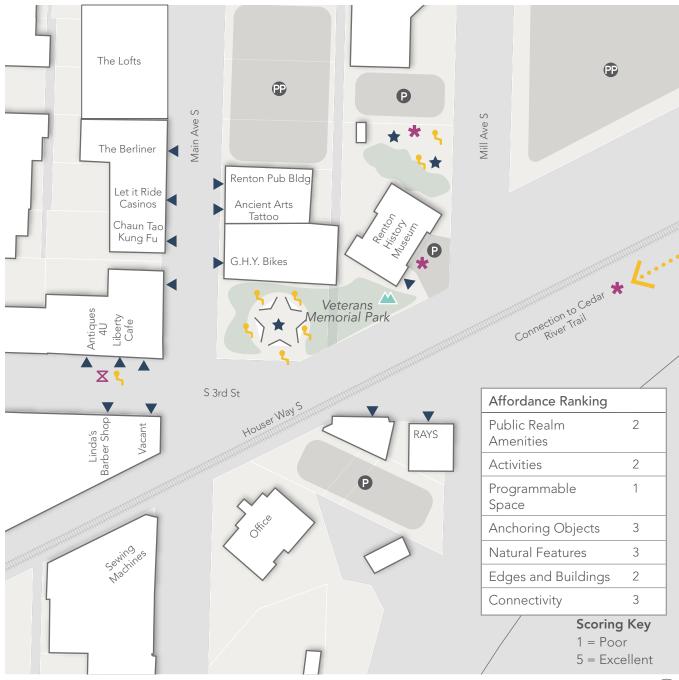
While the adjacent Renton History Museum is an attractive Art Deco building, it offers little to entice anyone to explore it from the Veteran's Memorial. Walls, windows and entrances do not invite people to spill out onto the park.

By improving the crossings, wayfinding and rethinking the use of this space, the site could serve as a more prominent and active gateway to the Downtown Business District, the library and the Cedar River Trail. In addition, the Renton History Museum could support the use and activation of this space by creating a stronger connection to this site.

- Potential gateway to Downtown Business District shopping
- Strengthen connection to the Library and the Cedar River Trailhead
- Improve signage from Main Avenue South to the Cedar River Trail parking area
- Improve intersection crossings for pedestrians
- Increase interest in the Renton History
 Museum through more prominent
 signage and a manner on the Memorial
 Side of the building to highlight the
 museum's exhibits and events







Map 8: Veterans Memorial Park and History Museum Affordance Map

SCALE: 1" = 100'



Affordance Mapping Legend

Resting or Sitting

Playing

▼ Eating
 Climate Comfort

✓ Vista

Natural Feature

★ Anchoring Object

* Sign / Interpretive Element
Programmable Space

▲ Building Entry

Active Frontage / Attraction

→ Bike Facility

Pedestrian Facility / Trail

Private Parking / P Public Parking

A Bus



7. Renton Library and Liberty Park

Key Observations

The Library and Liberty Park (immediately adjacent to the Downtown Business District) may be one of the more popular destinations in the Downtown Business District. The unique architectural quality of the library as a bridge over the Cedar River creates a hub of activities for a diverse group of users. The park and playground were also actively used during the site observations.

While the library provides a connection to Liberty Park and the Cedar River Trail, these sites are cut off from the rest of the Downtown Business District, mainly because of the significant amount of traffic and noise near the Mill Avenue South/South 3rd Street and the Mill Avenue South/South 2nd Street/Bronson Way intersections. These intersections are challenging for pedestrians. At South 3rd Street, there is only one crosswalk and there is no obvious path to the library because of the parking lots around the 200 Mill Building

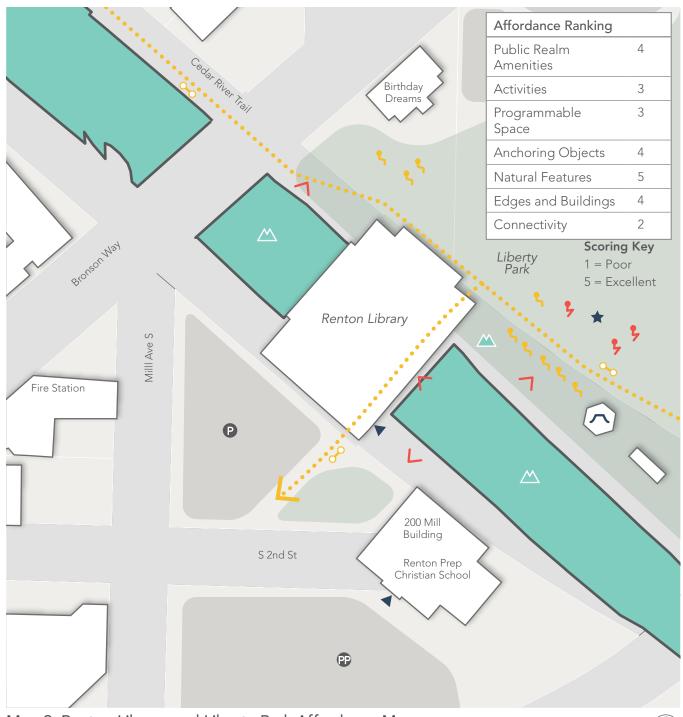
(former City Hall) and the poorly marked entrance to the Cedar River Trail.

- Improve connections and wayfinding to the Downtown Business District and the Cedar River Trail
- Improve intersections to make it safer and more navigable for pedestrians
- Consider how future development opportunities on adjacent parking lots will improve connectivity with the Downtown Business District









Map 9: Renton Library and Liberty Park Affordance Map

SCALE: 1" = 100'



Affordance Mapping Legend

Resting or Sitting

Playing

X Eating

Climate Comfort

✓ Vista

Natural Feature

★ Anchoring Object

* Sign / Interpretive Element

Programmable Space

A Building Entry

Active Frontage / Attraction

o→o Bike Facility

Pedestrian Facility / Trail

Private Parking / P Public Parking

Bus

