

SR 520 Montlake Project Signage: Community Engagement Report

Prepared by WSDOT SR 520 Program

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About this report

This report gives an overview of WSDOT’s engagement with the Montlake community in the redesign of signage and sign structures on Montlake Boulevard. It summarizes neighbor concerns and feedback, the community workgroup process and resulting signage recommendations, and the implementation plan. It also provides links to detailed public meeting summaries and workgroup discussions.

Background

In early fall 2023, WSDOT installed two large sign bridges on the reconstructed SR 520/Montlake Boulevard interchange. These installations drew strong feedback from Montlake residents, who were concerned about the size and appearance of the sign structures. In response, WSDOT paused the installation of a third sign bridge and, after consulting with local legislators, city officials, and WSDOT leadership, launched a community process to address the concerns.

We gathered feedback through a survey, held two public meetings, and formed a community workgroup to develop signage recommendations. We shared the recommendations with the 43rd district legislators in advance of the 2024 legislative session.

The Legislature’s 2024 supplemental transportation budget provided funding for the Portage Bay Bridge and Roanoke Lid Project, but not for Montlake signage changes. The budget directed the WSDOT to “seek consequential cost reduction opportunities through value engineering and prioritizing functionality and usability of the Portage Bay Bridge and Roanoke Lid.” Following the legislative session, the SR 520 Program received direction from state legislators to move forward with implementing the Montlake signage recommendations using cost savings from the Portage Bay value engineering process.

Implementation

WSDOT will add the Montlake signage work to the Portage Bay Bridge and Roanoke Lid Project contract with Skanska. Once contracted, Skanska will need to finalize the design and procure materials. This process will take at least a year, with an estimated completion date of no sooner than summer 2025.

Summary of engagement in chronological order, to date

Engagement type	Date	Quick links
Community survey	Open from Oct. 10-18, 2023	See page 5 of this report
Community meeting #1	Oct. 26, 2023	PowerPoint slides YouTube video Meeting summary PDF
Workgroup meeting #1	Nov. 29, 2023	Meeting summary PDF
Workgroup meeting #2	Dec. 13, 2023	Meeting summary PDF
Workgroup meeting #3	Jan. 10, 2024	Meeting summary PDF
Workgroup meeting #4	Jan. 24, 2024	Meeting summary PDF
Community meeting #2	Jan. 31, 2024	PowerPoint slides YouTube video Meeting summary PDF

Community survey

The project team hosted an online survey which ran from Oct. 10 to Oct. 18, 2023. The purpose of the survey was to gather feedback to better understand the community's key concerns in advance of the Oct. 26 Montlake signage community meeting. WSDOT shared the survey's results at the meeting. The results helped shape and inform potential sign alternatives moving forward.

Notifications

The team informed the community about the survey using the following methods:

- Emails to community members who had emailed a complaint or comment
- Emails to legislators and city officials
- Emails to community groups
- Emails to partners, including SDOT and UW
- Ombudsman post on Next Door social media platform
- Three Rest of the West newsletter email notices
- WSDOT program website update
- Graham's Oct. 18 Montlake Project online construction monthly meeting

Survey methodology

The online survey was hosted on the Alchemer survey platform. The survey included 10 questions related to the Montlake sign bridges, one question related to the community meeting, and four demographic questions. Not all respondents answered every question. Multiple questions allowed respondents to select more than one answer. Questions with multiple responses were not used to calculate percentages and are not representative of total value. Results of this survey are not considered scientific or statistically significant. There were several open-ended survey questions. These were categorized thematically (and included in the tables below).

Use and activity

The survey received 453 completed responses, not including duplicate or partial responses.

Survey results

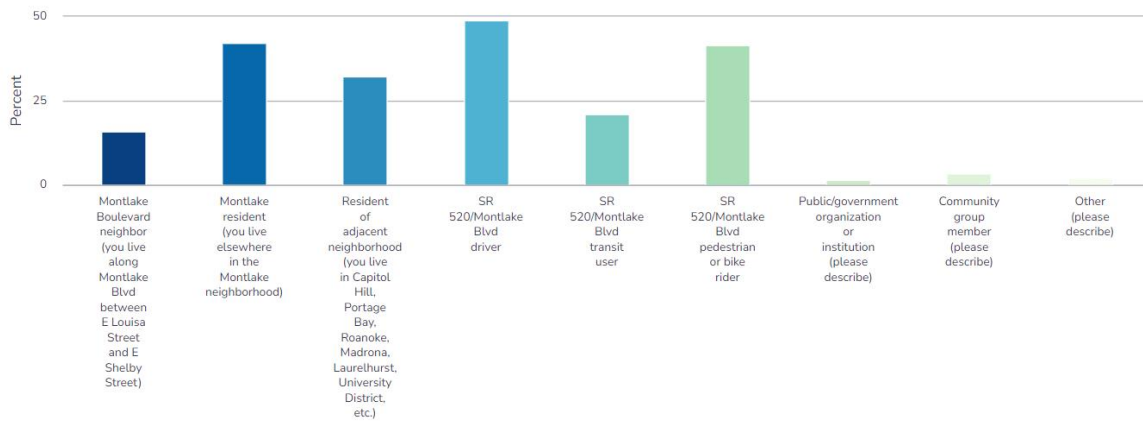
Reference photo shown in introduction section of the survey:



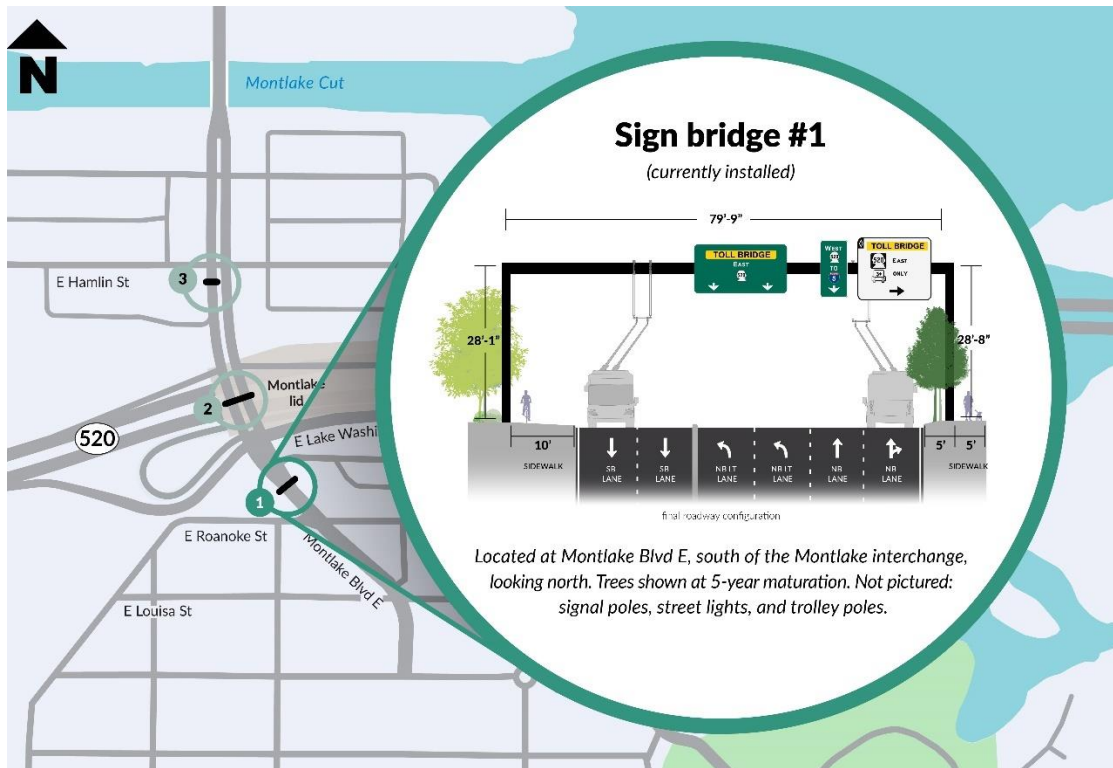
Demographics

1. How would you describe yourself (select all that apply)?

Montlake Project Sign Survey

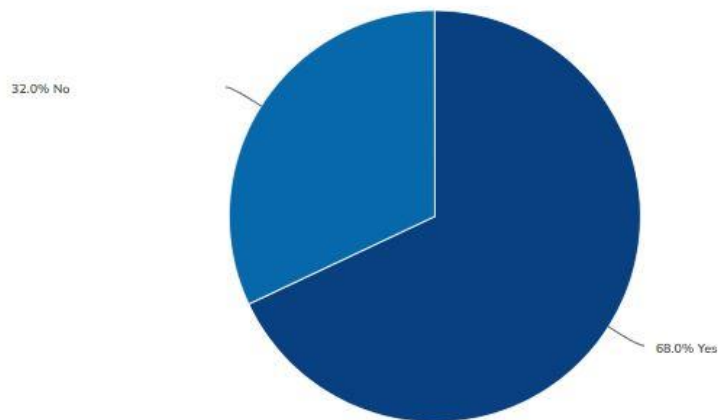


Sign bridge 1



3. Do you have any concerns about sign bridge #1?

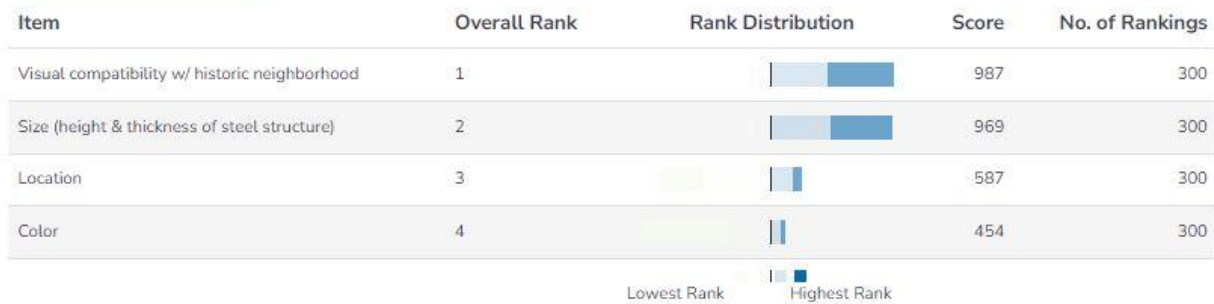
Montlake Project Sign Survey



Value	Percent	Responses
Yes	68.0%	300
No	32.0%	141
Totals: 441		

4. With regards to sign bridge #1, please rank your concerns in order of importance.(1 = most important; 4 = least important)

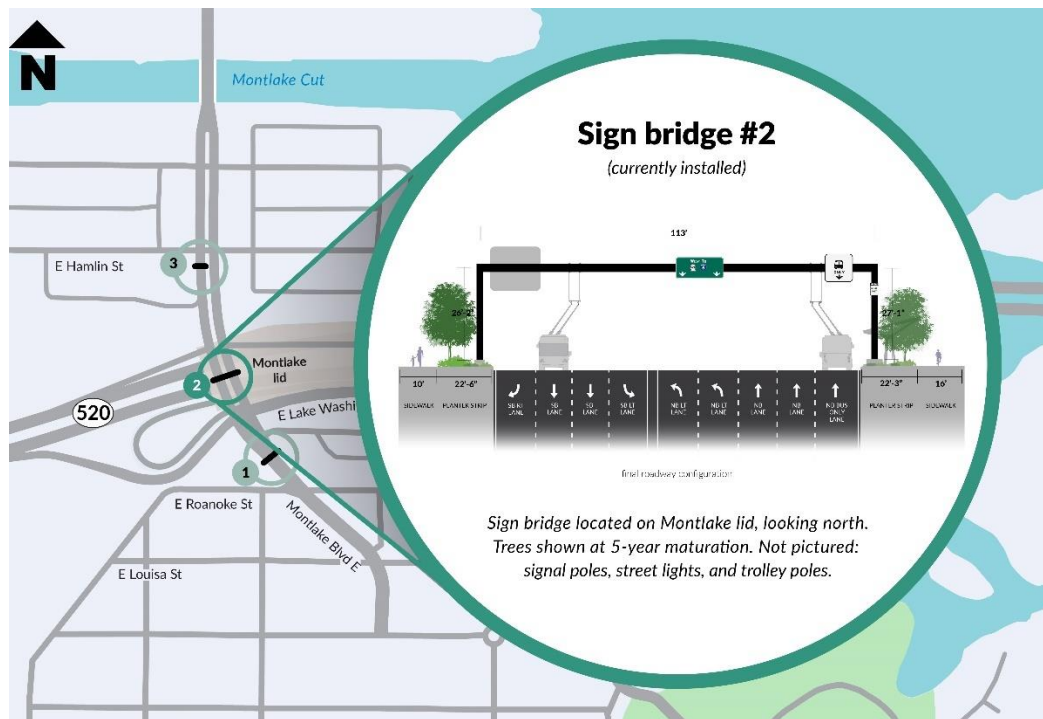
Montlake Project Sign Survey



Sign bridge 1: Concern themes	Tally
Sign structure is too big and belongs on a freeway	136
Sign structure is incompatible with historic neighborhood	37
Take the sign structure down	27
The signs are ugly	19
Signs encourage speeding and make the interchange unsafe	18
The sign location is inappropriate	18
Sign structure color concerns	13
Survey visualizations are confusing	13
Sidewalk concerns	13
Bike and pedestrian safety concerns	8
Outreach concerns	7
The sign is not necessary for drivers (people use GPS and/or know where to go)	6

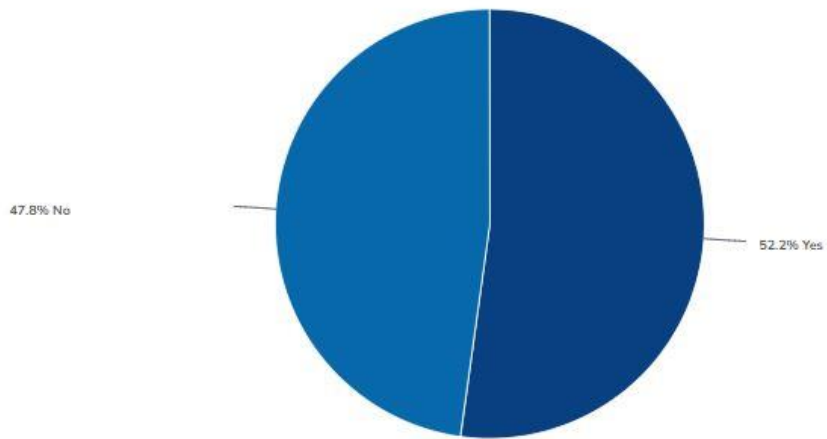
Sign bridge 1: Suggestions or ideas	Tally
Use side signs on the road	20
Paint signs and markings on roadway	17
Use smaller signs	16
Install cantilever sign structure	14
Decorative ideas	8
Consider Eastside sign examples	8
Mount sign on span wires	8
Replace with previous signage	3
Install UW-specific signage	3
Other sign-specific ideas	1

Sign bridge 2



6. Do you have any concerns about sign bridge #2?

Montlake Project Sign Survey



Value	Percent	Responses
Yes	52.2%	230
No	47.8%	211
Totals: 441		

7. With regards to sign bridge #2, please rank your concerns in order of importance.(1 = most important; 4 = least important)

Montlake Project Sign Survey

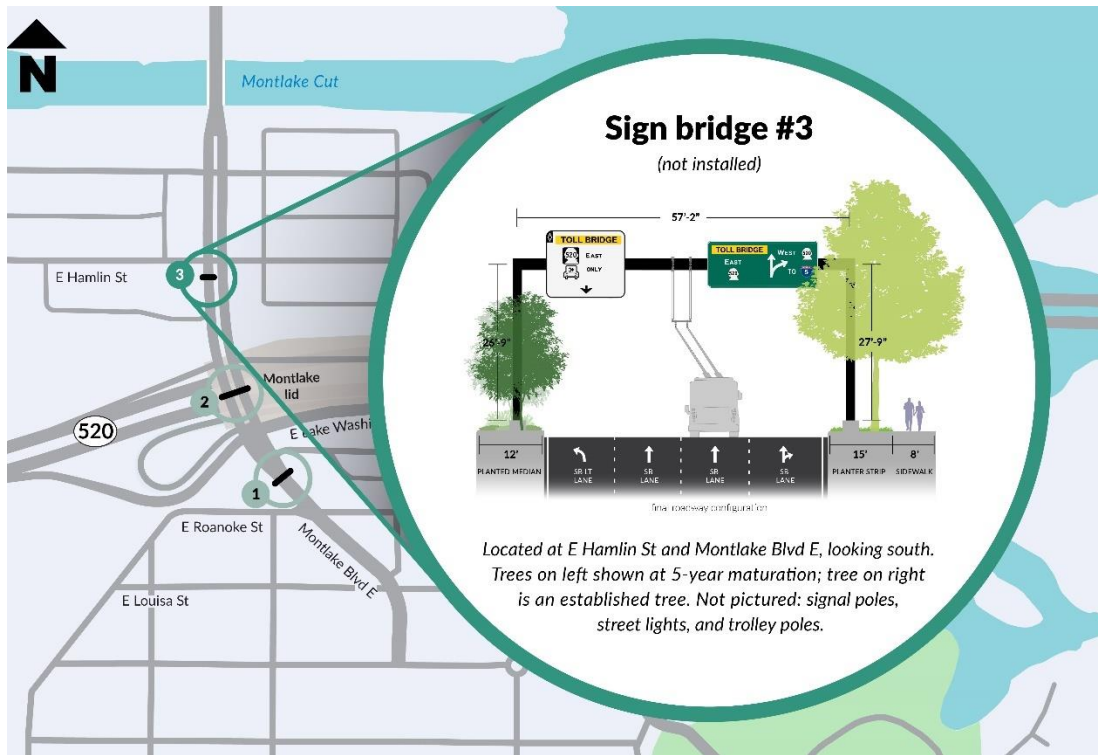
Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Size (height & thickness of steel structure)	1		759	230
Visual compatibility w/ historic neighborhood	2		744	230
Location	3		405	230
Color	4		392	230

■ Lowest Rank ■ Highest Rank

Sign bridge 2: Concern themes	Tally
Sign structure is too big and belongs on a freeway	102
Take the sign structure down	60
Sign structure is incompatible with historic neighborhood	31
The signs are ugly	17
Survey visualizations are confusing	16
Sign structure color concerns	13
Signs encourage speeding and make the interchange unsafe	11
Bike and pedestrian safety concerns	6
The sign location is inappropriate	9
The sign is not necessary for drivers (people use GPS and/or know where to go)	8
Outreach concerns	4
Sidewalk concerns	1

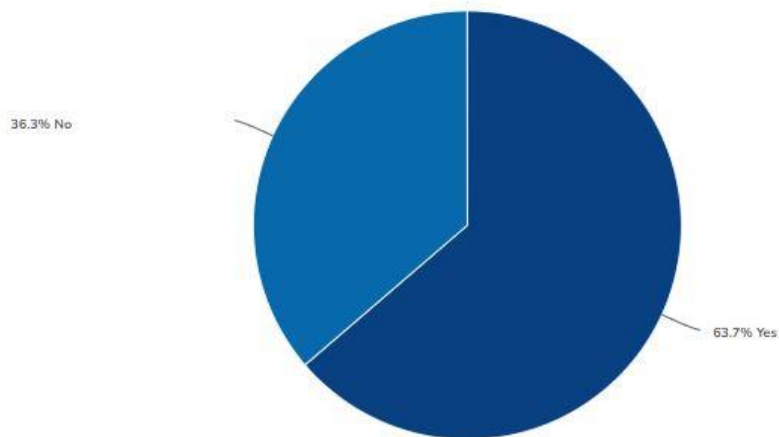
Sign bridge 2: Suggestions or ideas	Tally
Use smaller signs	35
Other sign-specific ideas	21
Use side signs on the road	16
Decorative ideas	9
Install cantilever sign structure	7
Paint signs and markings on roadway	6
Consider Eastside sign examples	5
Replace with previous signage	3
Install UW-specific signage	3
Mount sign on span wires	1

Sign bridge 3



8. Do you have any concerns about sign bridge #3?

Montlake Project Sign Survey



Value	Percent	Responses
Yes	63.7%	281
No	36.3%	160
Totals: 441		

9. With regards to sign bridge #3, please rank your concerns in order of importance.(1 = most important; 4 = least important)

Montlake Project Sign Survey



Sign bridge 3: Concern themes	Tally
Sign structure is too big and belongs on a freeway	71
Sign structure is incompatible with historic neighborhood	42
Take the sign structure down	26
The signs are ugly	13
Survey visualizations are confusing	12
The sign location is inappropriate	9
Sign structure color concerns	9
The sign is not necessary for drivers (people use GPS and/or know where to go)	8
Signs encourage speeding and make the interchange unsafe	8
Outreach concerns	4
Sidewalk concerns	3
Bike and pedestrian safety concerns	2

Sign bridge 3: Suggestions or ideas	Tally
Use smaller signs	31
Decorative ideas	14
Use side signs on the road	12
Paint signs and markings on roadway	7
Install cantilever sign structure	5
Other sign-specific ideas	5
Mount sign on span wires	4
Replace with previous signage	4
Consider eastside sign examples	2
Install UW-specific signage	2

Community meeting #1

On Oct. 26, 2023, WSDOT hosted a community meeting at the Queen City Yacht Club to discuss signage for the Montlake Project. Angie Thomson (Thomson Strategic Consulting) facilitated the meeting and WSDOT engineers shared historical context and engineering constraints.

Approximately 100 participants attended, either in person or online. Presentations covered design requirements and considerations; sign support, sizing and placement; and previous community engagement and survey results. Attendees were encouraged to provide feedback on alternative signage ideas. The meeting concluded with plans for continued community engagement, including a follow-up meeting in January. Here's the [full meeting summary](#).

Montlake signage workgroup – process summary

Workgroup purpose

Following the public meeting on Oct. 26, WSDOT convened a workgroup to discuss and develop alternative signage recommendations. The workgroup consisted of WSDOT staff, representatives from partnering agencies and local neighbors.

Selection process

On Nov. 7, 2023, the SR 520 Program sent an email request for workgroup participants. WSDOT aimed to have eight to 12 representatives from the Montlake neighborhood, adjacent neighborhoods and community organizations to ensure a diverse range of perspectives.

Workgroup participants

WSDOT finalized the workgroup participants during the week of Nov. 20. Workgroup members consisted of seven neighbors, as well as representatives from seven coordinating agencies and organizations.

Note: WSDOT and SDOT workgroup members provided technical expertise but did not participate in voting for the different sign options. Only neighborhood representatives and other agencies voted on signage recommendations.

Workgroup facilitator	Organization
Angie Thomson	Thomson Strategic
Neighbor representatives	Neighborhood
Bruce Balick	Montlake
Erin Baebler	Montlake
Gayle Seely	Montlake
Rachel Ben-Shmuel	Montlake
Steve Beaudry	Montlake
Michael VonKorff	Arboretum
Peter Haley	Eastlake
WSDOT	SR 520 Program
Cassandra Manetas	Cultural Resources Lead
Chelsey Funis	Communications
Dave Becher	Director of Construction
David Goldberg	Community Liaison and Ombudsman

Suryata Halim	Disciplines Manager
Todd Harrison	Director of Project Development
Tony Black	Communications
WSDOT	Northwest Region
Christina Strand	Traffic Engineer
WSDOT	Headquarters Traffic
Trevor McCain	Transportation Signing Specialist
Seattle Department of Transportation (SDOT)	
Amanda Tse	Interagency Project Manager
Ganth Lingam	Interagency Program Manager
Tom Le	Supervisor, Design and Layout, Transportation Operations Division
Seattle Office of Planning and Community Development (OPCD)	
Lyle Bicknell	Principal Urban Designer
Seattle Design Commission (SDC)	
Valerie Kinast	Strategic Advisor
WA Department of Archaeology and Historic Preservation (DAHP)	
Maureen Elenga	Architectural Historian
Friends of Seattle's Olmsted Parks (FSOP)	
Anne Knight	Advisory Board Member
Kyle Capizzi	Board Member
University of Washington (UW)	
Aaron Hoard	Interim Director, Office of Regional & Community Relations
The U District Partnership	
Katy Ricchiuto	Urban Vitality Manager

Goals and priorities

WSDOT began the workgroup with a Nov. 29 kick-off meeting. The goal of the meeting was to clarify each participant's goals and priorities. These priorities shaped the technical team's work and analysis of potential alternatives.

Community	WSDOT
<ul style="list-style-type: none"> • Make signage and sign structures visually compatible w/ historic neighborhood and boulevards. • Reduce the overall size of signs and structures. • Ensure safety and sufficient mobility for all users – walkers, bicyclists, drivers and residents. 	<ul style="list-style-type: none"> • Ensure the signage design maintains safe and efficient movement for all users. • Find a feasible signage design that WSDOT, the neighbors and our partner agencies can agree on. • Ensure the signage design meets current design standards required by law.

Workgroup meetings and technical analysis

The workgroup met four times (three times in person and once virtually) to assess the feasibility of signage adjustments, provide feedback to the technical team and make recommendations for each sign location. Each meeting lasted approximately two hours.

Date	Activity	Purpose
Nov. 29, 2023	Meeting #1 (meeting summary)	Discuss workgroup goals and expectations
Dec. 13, 2023	Meeting #2 (meeting summary)	Review technical analysis for sign location #1; make recommendations
Jan. 10, 2024	Meeting #3 (meeting summary)	Review technical analysis for sign locations #2 and #3; make recommendations
Jan. 24, 2024	Meeting #4 (meeting summary)	Finalize recommendations & prepare for community meeting

Guiding document

The workgroup’s traffic engineers followed the federal [Manual on Uniform Traffic Control Devices](#) (MUTCD) when developing and analyzing signage alternatives. The MUTCD defines the standards used by road managers nationwide to install and maintain traffic control devices on all public streets, highways, bikeways, and private roads open to public travel. The state of Washington adopted into law the MUTCD standards as guiding traffic control standards.

WSDOT must follow MUTCD standards when developing signs, such as text size and spacing, and the size and color of the symbols. These elements are all guided by MUTCD. SDOT also follows MUTCD standards when designing city signage.

Given the number of lanes across the new Montlake lid (nine total) and the complexity of the SR 520/Montlake Boulevard interchange, MUTCD suggests overhead signs (i.e., signage directly over the travel lanes) instead of signs mounted on the side of the road.

Workgroup decision-making process

The workgroup reviewed all 27 ideas the community provided to WSDOT (either via the community survey, the community meeting or in emails) and divided the ideas into three categories (see image example for sign location #1 below):

- Category 1: Keep the existing sign bridge with/without some type of modification. (Sign bridges are the support structures on which signs are mounted.)
- Category 2: Use different signing strategies and ways to support the signs.
- Category 3: Apply treatment/camouflage/softening to the sign bridge.

The technical team then assessed all 27 ideas and applied three different symbols to each one:

- Ideas that are ~~crossed out~~ indicate they were not considered or analyzed by the technical team because they did not meet the shared goals or priorities of the workgroup.
- Ideas with a green dot indicate they were evaluated by the technical team.
- Ideas with a star indicate that the idea or strategy is recommended by the technical team because it meets the goals and priorities of both WSDOT and the community. Starred ideas also met the standard of the Manual on Uniform Traffic Control Devices (MUTCD), which sets national standards on traffic control and safety.

Montlake Project signage ideas










Feedback received via email, the community survey and/or the community meeting on 10/26/2023
Ideas reorganized into groups by the workgroup on 11/29/2023

Sign Bridge #1: Grouping/categorizing of ideas and technical team analysis

Group 1 – Keep the existing sign bridge with/without some type of modification:


- ~~1. Keeping the existing signs and sign bridge~~
- ~~2. Move sign bridge to a different location~~
- ~~4. Smaller signs with existing sign bridge~~
- ~~11. Replace with smaller/shorter sign bridge~~


Group 2 – Different signing strategies and ways to support the signs:

-   3. Add additional signing further south on 24th Avenue E
-  5. Smaller signs w/ cantilever arm
-   6. Smaller signs mounted on signal mast arm
-   7. Smaller side-mounted signs
-  8. Smaller signs mounted on span wires
-  9. Paint highway shields & directional arrows on the pavement
- ~~10. Re-install the same signage that was there previously~~
- 27. Add wayfinding signs on Montlake Blvd for UW/UWMC/Husky Stadium

Legend:

~~Crossed out text~~ = Not considered or analyzed by technical team; does not meet workgroup goals & priorities

 = Evaluated by the technical team

 = Recommended by the technical team for implementation because it meets WSDOT & community's goals and priorities

Group 3 – Treatment/camouflage/softening the sign bridge:

- ~~12. Replace w/ Montlake Bridge style sign bridge/gantry replica (or other more historic-looking structure)~~
- ~~13. Apply facing plates like on the bottom trusses of the Montlake Bridge~~
- ~~14. Apply metal faux lattice (replicating Montlake Bridge gantries) on existing sign bridge—historic style~~
- ~~15. Same as no. 14 but contemporary style~~
- ~~16. Paint sign bridge green to match Montlake Bridge~~
- ~~17. Paint sign bridge green and w/ a decorative/lattice-type pattern to resemble Montlake Bridge~~
- ~~18. Paint sign bridge gray/silver/blue/brown/other color~~
- ~~19. Add climbing wisteria or other organic elements to the sign bridge~~
- ~~20. Add adjacent trees/shrubs to block/hide the sign structure~~
- ~~21. Use public art funding and/or ask for artis submissions~~
- ~~22. Add artful camouflage on the vertical supports~~
- ~~23. Add decorative UW-themed elements to the sign bridge (e.g. flags)~~
- ~~24. Add elements to the sign bridge in recognition of indigenous people who used this land (e.g. tribal canoe)~~
- ~~25. Add elements to the sign bridge in recognition of sports or Portage Bay theme (e.g. secure an old crew shell at the top)~~
- ~~26. Add encased glass art to the sign bridge (similar to the bridge at the Tacoma Art Museum)~~

For internal Montlake signage workgroup discussion – Dec. 13, 2023

Note: #27 was related to additional wayfinding signage and was a separate discussion to the sign bridge alternatives.

After reviewing and discussing the technical team's recommendations, all voting members were given a green, yellow and red card. The green card meant the group approved of the

recommendation/could live with it; yellow meant they were neutral or needed more discussion; red meant they disagreed.

A signage option that received 100% green cards from the group meant that it had reached full consensus and was brought forward as a formal recommendation.

Workgroup recommendations

During workgroup meeting #4, the group finalized its recommendations. Recommendations were then shared with the community at the Jan. 31 public meeting. Recommendations were also shared with 43rd District legislators to help secure funding for implementation during the 2024 legislative session.

Workgroup members shared that the process was collaborative and that everyone came to the table with an open mind and a willingness to think creatively and find compromise. There were no predetermined outcomes. While the final outcome did not include all the community recommendations, workgroup members reported they were able to find middle ground and achieve consensus.

Sign location #1

Located on Montlake Boulevard between East Roanoke Street and East North Street.

Workgroup recommendations:

Replace existing sign bridge with a new, black-painted mast arm.

Install smaller signs supported by the new mast arm.

The mast arm should be installed as far north as technically feasible (approx. 10 ft from the current sign bridge location).

Understanding/agreement that the existing sign bridge be removed as soon as possible.

Add advance signs at 24th Avenue East supported by a new mast arm (see below slide for details).

Advance signing at 24th Avenue East

Workgroup recommendations:

To allow for reduced sign sizes at sign location #1, add advance signs at 24th Avenue East.

Advance signs supported by a new, black-painted mast arm (vs. side-mounted signs).

Sign location #2

Located on Montlake Boulevard in the middle of the new Montlake lid.

Workgroup recommendations:

Smaller signs supported by the existing sign bridge.*

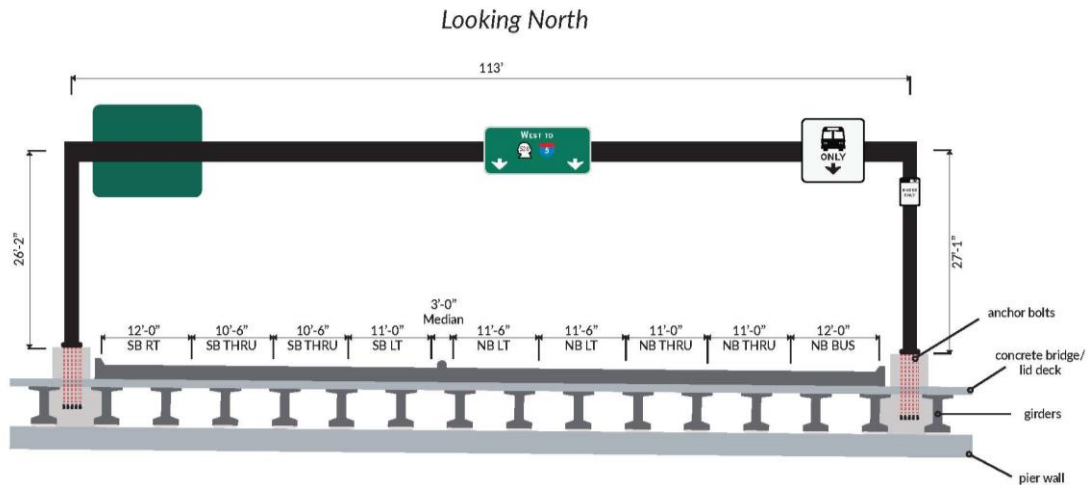
*The workgroup heard the technical limitations** at this location and the need for the existing sign bridge to remain in place. However, while the group came to consensus about the smaller signs, the group did not specifically endorse leaving the sign bridge in place.

The workgroup discussed an alternative color for the sign bridge but did not reach consensus. They discussed reconvening at the end of the Montlake Project's completion to assess how a different color would look with other project elements.

**Technical limitations at sign location #2: At sign location #2 there are nine travel lanes – five northbound and four southbound – versus six lanes at sign location #1. Given the size and complexity of this interchange, MUTCD requires the signs to be overhead instead of on the side of the road. The graphic below demonstrates the need to sign the middle turn lanes for the left-turn movement onto westbound SR 520. A mast arm or cantilever simply would not work at this location given the distance the arm would need to span to reach the middle lanes. The distance it needs to span from the structure's base out to the middle of the lid is too far and wouldn't withstand the needed weight and wind loads.

Additionally, sign bridge #2 is structurally anchored into the Montlake lid (not into the ground) and is integrated into the design of the lid. Removing and replacing sign bridge #2 would be technically difficult and could compromise structural steel already embedded in concrete.

Sign Bridge #2 Cross Section & Foundation Details



Sign location #3

Located on Montlake Boulevard south of East Hamlin Street.

Workgroup recommendations:

Replace the planned sign bridge with a new, black-painted mast arm.

Install smaller signs supported by the new mast arm.

Add an advance I-5 sign on an existing luminaire pole between East Hamlin Street and East Shelby Street.

Alternatives considered but not selected

There were several signage alternatives the technical team considered but did not select for any of the sign locations. These alternatives either did not meet the goals and priorities of the workgroup, and/or they had safety and feasibility constraints. These alternatives included:

- **Cantilever structures:** These are heavier and bulkier structures. The group agreed the look of the cantilever structure did not fit with the historic character of the neighborhood.
- **Span wires:** Span wires have a lot of maintenance challenges and the size and quantity of the signs needed along Montlake Boulevard are too heavy to be supported by a span wire.
- **Painted highway shields:** Painted highway shields are used for supplemental signing only – meaning these can't be used to replace erected signs. Also, if you effectively design the sign, the goal is that you don't need supplemental signing on the pavement. Painted shields also have a lot of maintenance challenges.
- **Combining the signs and the signals on one mast arm:** This alternative generally works in some scenarios, but the size and the quantity of signs needed in Montlake ruled this option out. The technical team not only cited limited signage space on the mast arm, but noted that all the required elements (signs, signals, etc.) would be too heavy for a single mast arm.

Community meeting #2

On Jan. 31, 2024, WSDOT held a second community meeting to discuss Montlake Project signage and share the workgroup's recommendations. Approximately 70 people attended the meeting. The presentation included an overview of the workgroup process, discussed proposed signage changes and addressed community concerns. Key topics included reducing sign sizes, relocating structures and exploring alternative designs. The meeting concluded with a Q&A session and an outline of next steps, emphasizing the need for legislative funding to implement the recommendations. Here's the [full meeting summary](#).

Next steps

In September 2024, workgroup members decided to forgo reconvening to discuss an alternative paint color. They recommended maintaining the black color of the sign structure.

WSDOT will contract the Montlake signage work to Skanska, design-builder for the Portage Bay Bridge and Roanoke Lid Project. Once contracted, Skanska will need to finalize the design and procure materials. This process will take at least a year, with an estimated completion date of no sooner than summer 2025.

Appendix A: Summary of engagement in chronological order, to date

Engagement type	Date	Quick links
Community survey	Ran from Oct. 10-18, 2023	See page 5 of this report
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Workgroup meeting #1	Nov. 29, 2023	Meeting summary PDF
Workgroup meeting #2	Dec. 13, 2023	Meeting summary PDF
Workgroup meeting #3	Jan. 10, 2024	Meeting summary PDF
Workgroup meeting #4	Jan. 24, 2024	Meeting summary PDF
Community meeting #2	Jan. 31, 2024	PowerPoint slides YouTube video Meeting summary PDF

Appendix B: Sign structure examples and glossary



Sign bridge: Structure supporting signs spanning across a roadway. Pictured above: Sign bridge over Lake Washington Boulevard in Bellevue.



Use of existing structures (e.g., bridges and poles): Existing infrastructure used to hang signage. In the lefthand example above, the lattice-looking structure is part of the overall bridge design and serves multiple purposes in addition to supporting signage. Pictured above (left to right): Sign mounted on the Montlake Cut Bridge structure which also serves as trolley wire support; sign on a light pole on Brooklyn Ave NE in Seattle.



Painted directional shields on pavement: Navigational symbols or markings painted directly onto road surfaces. They serve as supplemental information for overhead and side-mounted signs, offering additional guidance to drivers. Pictured above: Painted directional shields on pavement on NE 8th Street in Bellevue.



Cantilever arm: Single beam or support that extends horizontally from a fixed point without additional support underneath, allowing it to hold weight or carry loads (such as signs) at its free end. Pictured above: Cantilever arm on NE 8th Street in Bellevue.



- A.) Side-mounted sign: Signs attached or affixed to posts positioned alongside the road. Pictured above on the left: Side-mounted signs on Montlake Boulevard in Seattle.
- B.) Cantilever truss support system: Framework of interconnected members to provide support for extended structures (such as signs). Note that WSDOT has largely phased out of the use of truss structures due to their high maintenance costs and increased risk of failure. Pictured above on the right: Cantilever truss support system on Montlake Boulevard in Seattle from 2019.



Signal mast arm: Horizontal arm bolted to vertical pole that supports traffic signals, signage, or other equipment used over traffic at intersections and along roadways. Pictured above (left to right): Signal mast arm with signs only on Mercer St. in Seattle; signal mast arm supporting signals and signs on Grady Way in Seattle.



Span wire system: Set of cables or wires used to suspend traffic signals, signs, or equipment over roads or intersections. Pictured above (left to right): Span wire system over Montlake Boulevard; span wire system over 15th Ave NE in Seattle.