

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussion of 145 th Street
DEPARTMENT:	Public Works
PRESENTED BY:	Mark Relph, Public Works Director Kirk McKinley, Transportation Services Manager Alicia McIntire, Senior Transportation Planner
ACTION:	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing

PROBLEM/ISSUE STATEMENT:

The purpose of this agenda item is to provide Council with an update on the activities surrounding 145th Street. This report and discussion item serve as a follow up to previous Council discussions regarding annexation of the roadway by the City of Shoreline and the process for the City to begin planning for corridor improvements.

Council has discussed this issue several times over the past few years. After the last discussion in October 2012, Council instructed staff to continue conversations with the City of Seattle regarding issues associated with annexation. Additionally, Council allocated \$250,000 in the City's 2014-2019 Capital Improvement Plan for creation of a Route Development Plan (RDP) for the corridor.

However, Council directed staff to not actively pursue the annexation or begin the RDP until such time as Sound Transit identified the preferred alternative for Lynnwood Link. On November 21, 2013, the Sound Transit Board identified the preferred alternative for Lynnwood Link and it includes a light rail station at Interstate 5 and NE 145th Street. Staff is now returning to Council to provide an update on staff activities involving this corridor and receive direction about how to proceed.

RESOURCE/FINANCIAL IMPACT:

There is no immediate financial impact to the City associated with annexation of 145th Street, as the City is not required to purchase the roadway. However, the City would have on-going maintenance and police costs. Future capital projects would also be the responsibility of the City of Shoreline and could be funded as part of the City's capital budget, grant acquisition and/or in partnership with other agencies (WSDOT, Sound Transit, City of Seattle, etc.).

The 2014-2019 Capital Improvement Plan includes \$250,000 for creation of the RDP for this corridor. The scope of work associated with this project would include public outreach/agency coordination, data gathering for existing conditions, development and evaluation of different project scenarios, development of a recommended project

description, planning level cost estimates and a proposed phasing strategy. The City will also need to pursue grant funding for the remaining phases of the project including pre-design, environmental review and construction of the project. This effort would include development of a local match and/or securing match funding from our partner agencies. Staff would like to utilize no more than \$50,000 of the \$250,000 allocated funding for the RDP for the development of documentation associated with the annexation, such as base mapping and assembling existing data from all jurisdictions.

RECOMMENDATION

No formal action is required at this time, although staff would like Council direction regarding how to further proceed with the annexation of 145th Street and proceeding with the RDP. Staff recommends Council provide direction to begin negotiations with Seattle and King County to transfer the roadway. At such time as a draft agreement has been developed, staff will return with an annexation ordinance and agreement document between agencies. Staff also recommends Council authorize staff to utilize no more than \$50,000 of the \$250,000 allocated funding for the RDP for the development of documentation associated with the annexation.

Approved By: City Manager ***DT*** City Attorney ***IS***

BACKGROUND

145th Street forms the southern border of the City of Shoreline. The portion adjacent to the City is approximately 3.2 miles long, running from 3rd Avenue NW to Bothell Way NE (SR 522). It is a state highway (SR 523) from Aurora Avenue N (SR 99) to Bothell Way NE. 145th Street crosses over Interstate 5 (I-5) just west of 5th Avenue NE and includes a four quadrant interchange with the freeway.

RCW 35A.14.410 states:

The boundaries of a code city arising from an annexation of territory shall not include a portion of the right-of-way of any public street, road, or highway except where the boundary runs from one edge of the right-of-way to the other edge of the right-of-way. However, the right-of-way line of any public street, road, or highway, or any segment thereof, may be used to define a part of a corporate boundary in an annexation proceeding.

Thus, cities must annex or incorporate all of a roadway right-of-way or none of the right-of-way; annexing only to a right-of-way centerline is not allowed under the current state law.

When the City of Shoreline incorporated in 1995, the northern boundary of the City of Seattle was the centerline of 145th Street. As a result, the City of Shoreline could not incorporate any of 145th Street and the northern half of the roadway remained an island of unincorporated King County. As the diagram below shows, this has resulted in a complex arrangement of ownership and regulatory authority for the roadway including the City of Seattle, King County, and the Washington State Department of Transportation (WSDOT).

SR 523 Right of Way



Shoreline does not own any of the right-of-way but experiences significant traffic and safety issues associated with this street, including the lack of a sidewalk system that complies with the Americans with Disabilities Act (ADA). Furthermore, Shoreline cannot improve the sidewalks on the north side of this street without coordination with King County. Traffic volumes on this street are anticipated to increase due to highway tolling on the Lake Washington bridge(s), regional growth and the future light rail station at NE 145th Street and I-5. As a result, upgrades will be needed to accommodate these

volumes, as well as improve safety for bicycles and pedestrians and speed and reliability for transit. At this time, improvements can only be made by WSDOT, King County or the City of Seattle; all of which have stated that improvements to 145th Street are not a priority.

It is clear that the only way improvements to 145th Street will be undertaken anytime in the near future is if the City of Shoreline owns the roadway and takes the lead. Regardless of ownership of 145th Street, WSDOT owns the I-5 interchange at NE 145th Street and is responsible for improvements at that location. While Sound Transit is likely to construct some limited improvements near I-5 in conjunction with development of the light rail station, corridor-wide improvements developed by all affected jurisdictions and agencies are needed to achieve effective, multi-modal improvements that address the needs of all users.

Staff has engaged in preliminary discussions with staff from King County and Seattle to gauge the interest of these jurisdictions in relinquishing control of their respective portions of the roadway. Both jurisdictions are interested in allowing the City of Shoreline to annex the full 145th Street right-of-way. The County in fact is highly motivated to transfer ownership.

Council has discussed this issue several times over the past few years. Council instructed staff to continue discussions with the City of Seattle regarding issues associated with annexation. Additionally, Council allocated \$250,000 in the City's capital improvement plan for creation of a Route Development Plan (RDP) for the corridor. However, Council directed staff to not actively pursue the annexation or begin the RDP until such time as Sound Transit identified the preferred alternative for Lynnwood Link. On November 21, 2013, the Sound Transit Board identified the preferred alternative for Lynnwood Link and it includes a light rail station and associated parking garage at I-5 and NE 145th Street. Attachment A to this staff report includes information about the infrastructure and services, volumes, accidents, transit usage, critical areas and contamination of 145th Street, as well as photographs of typical conditions.

DISCUSSION

IMPORTANCE OF OWNERSHIP

It is likely the only way improvements to 145th Street will be undertaken is if the City of Shoreline instigates, designs, and constructs them. Improvements to this corridor are not a current priority for any of the jurisdictions with authority over the roadway and are not likely to become a priority any time in the foreseeable future. Sound Transit is likely to construct some limited improvements near I-5 in conjunction with development of the light rail station. However, the only way to achieve effective, multi-modal improvements that address the needs of all users is to implement them corridor wide, involving all affected jurisdictions and agencies. Since WSDOT owns and is responsible for improvements to the I-5 interchange, their interest and participation in the improvements to this corridor are extremely important for the overall success of the corridor.

Grant Funding: Without ownership of the roadway, the City of Shoreline will be significantly restricted from improving 145th Street. Funding agencies are reluctant to award grant funding to jurisdictions that do not have control over a roadway, as the

project is not entirely within their control (and may not be a priority for the jurisdiction with ownership). Staff does not believe the City would be successful in securing grants for improvements to 145th Street without ownership. Furthermore, it would not be fiscally responsible on the City's part to expend such significant financial resources in another jurisdiction.

Pedestrian Accessibility: Shoreline residents are significantly impacted by changes to traffic volumes and the lack of nonmotorized amenities along the corridor. ADA access is limited or non-existent in many sections of 145th Street due to narrow walkways, utility pole placement and lack of curb ramps. This limits the ability for Shoreline residents with physical challenges to use the sidewalks or access the transit system. Several of the transit stops are not accessible to wheelchairs due to the conditions of the pedestrian system. Conditions for all users along this corridor are likely to deteriorate unless Shoreline annexes the roadway and coordinates improvements. With the construction of capital improvements on the roadway, Shoreline residents would realize enhanced quality of service and multi-modal transportation improvements that complement each other.

Transit Service: 145th Street is one of the busiest roadways in the area but not a very highly used transit corridor due to its currently congested nature and marginal pedestrian facilities. King County Metro Transit provides limited all-day bus service and a few peak-only routes along very short segments of the roadway. 145th Street also connects three busy transit corridors: Aurora Avenue N, I-5, and Bothell Way NE/Lake City Way NE. High capacity transit (bus rapid transit or light rail) is planned for each of these corridors, with bus rapid transit service beginning on Aurora Avenue N in February 2014.

The light rail station at I-5 and NE 145th Street will serve as a regional station, drawing riders from Seattle, Shoreline, Lake Forest Park, Kenmore, and Bothell. With a 500 stall parking garage, it is anticipated that many riders will drive to the station. However, fast, reliable bus service from the east and west will be essential to deliver riders to the station as well. 145th Street will serve as a primary route for buses, especially those travelling from the east, and improvements to the corridor are needed to help ensure bus speed and reliability.

Transit-Oriented Development and Economic Development: In addition to its function as a major transportation corridor, 145th Street has the potential to link and stimulate compact, vibrant, transit-oriented communities. The City has begun preliminary land use planning in the area surrounding the light rail station at NE 145th Street and I-5. This planning effort envisions a transition over time to a high density, transit-oriented community with improved multi-modal transportation options, including improved walkability. With the identification of Sound Transit's preferred alternative that includes a station at NE 145th Street, the City will begin more in depth planning, starting in early 2014.

There are five areas along or near 145th Street with significant redevelopment potential. These commercially zoned areas include Westminster/Greenwood, Aurora Square and Aurora Avenue N, 15th Avenue NE, Bothell Way NE, and the light rail station area. The Aurora Square Community Renewal Area (CRA) plan envisions a mixture of housing,

retail, office and entertainment uses, with an emphasis on pedestrian friendly circulation and a strong connection to the bus rapid transit service on Aurora Avenue N. The State of Washington also owns several properties in the vicinity of 145th Street including the WSDOT Northwest Region Office (within the CRA), Shoreline Community College, Fircrest Residential Habilitation Center, and the Washington State Public Health Laboratories. Most of these properties have the potential to redevelop as transit-oriented development, providing housing, jobs, and retail within walking distance of the future light rail station. The Community College is anticipating additional growth, including dormitory housing for students.

From the economic development perspective, and based on input from the Economic Development Manager, improvements to 145th Street would benefit property owners and spare the cost of frontage improvements for future redevelopment projects. In addition, it would lower the costs for future development by eliminating the number of parties involved in permit review, thereby shortening the time required -- and usually the dollars spent -- for permitting. Having a single organization responsible for improvements, maintenance and public inquiries is desirable.

Improvements to the roadway will help connect these various nodes by providing for a more comfortable pedestrian environment that encourages travel between them. For example, the distance from 15th Avenue NE to the light rail station at I-5 is approximately ½ mile (10 blocks), a comfortable walking distance when sidewalks are present along such a busy roadway.

Seattle Public Utilities (SPU) Water Acquisition: Ownership of the roadway by Shoreline will be instrumental in helping to streamline the process associated with separation and reconstruction of the water main required for the SPU water system acquisition. If Shoreline does not own 145th Street, the City will need to obtain permits, approvals, and reviews from the City of Seattle and King County, thus adding time and costs to the separation project. The City's existing franchise with the City of Seattle will allow SPU to continue to work in the 145th Street right-of-way to maintain and operate their system until such time as the acquisition agreement is fully executed.

Police Enforcement: Currently, traffic enforcement on 145th Street is inconsistent, primarily due to design and jurisdictional issues. Washington State Patrol is the primary service provider on 145th Street for traffic accident responses and Shoreline and Seattle police provide some response services as well. The interjurisdictional boundaries and the lack of space to pull over traffic violators result in limited traffic enforcement in this area.

CHALLENGES

Operations and Maintenance: By annexing a new street, the City of Shoreline would assume new costs related to operations and maintenance of the roadway, future capital improvements, and policing. Basic operations and maintenance requirements would include landscaping, plowing, sweeping, striping, sidewalk and pavement repairs, traffic signal and sign maintenance, and catch basin and drainage culvert maintenance. There may be hard costs for some activities, but others would be absorbed into the existing budget. Additive costs would include the City's annual roadway restriping, de-icing, street sign maintenance, and traffic signal maintenance. Absorbing this responsibility

may result in a slight decrease in the level of service to other streets, but the City may ultimately find that acceptable. (For example, the City has approximately 364 lane miles of streets. Annexation of the 13 lane miles of 145th Street represents a 3.5% increase in lane miles in Shoreline.) Capital projects along this roadway would be expensive and similar to Aurora Avenue N. Large capital projects on this street are likely to be competitive for grants associated with improvements, especially with the siting of the light rail station at I-5.

Liability: Absent an indemnity agreement, liability is determined by case law that allows a grace period for the annexing jurisdiction to discover and correct defects in design, construction or maintenance of a roadway. Seattle and King County will remain liable for any unsafe conditions in the roadway until Shoreline “has been afforded a reasonable opportunity to discover and remedy any unsafe conditions.” *Olson v. Bellevue*, 93 Wn.App. 154, 163, 968 P.2d 894 (1998).

Just how long is a “reasonable opportunity to discover and remedy unsafe conditions in a roadway” would be a question of fact in any court action brought forth. In *Olson*, after Bellevue annexed the property from King County, it took several actions including a roadway test, increasing speed limit, and removing warning signs that made it, as opposed to King County, liable for an accident occurring two years after annexation that was based on road design. Latent design defects not disclosed by the transferring jurisdiction may result in a longer period before liability transfers but remain a fact-specific conclusion. Consequently, although Shoreline may not be immediately liable for any unsafe conditions on 145th Street, when liability would transfer is largely unknown.

WSDOT is responsible for the roadway surface, and would continue to be liable for the curb to curb section as long as the roadway remains a state highway. WSDOT is also responsible for curb ramp improvements to meet ADA requirements in association with a street overlay. WSDOT has not programmed overlay funds and it is unlikely that they would undertake an overlay before 2020.

Between 2011 and 2013, the City received three sidewalk related claims for incidents on 145th Street (two claims and one lawsuit). Because they were outside the City limits, Shoreline denied the claims and the claims were ultimately withdrawn or dismissed. This number of claims is higher than other stretches of roadway within Shoreline, as most of the City's claims are isolated incidents, and the City takes immediate steps to correct the problem once it is made aware of a problem. On average, WCIA is paying out about \$2,800 per vehicle claim filed over the past five years. The average for sidewalk claims is about \$8,900 per claim. In December 2013, staff requested claim information from the City of Seattle and King County to better understand the history of claims on 145th Street.

Capital Projects: The corridor is currently in need of significant capital improvements, such as sidewalk upgrades. The need for additional improvements is likely to expand with increased traffic, bicycle and pedestrian volumes, diversion resulting from tolling of the Lake Washington bridge(s), and the location of a light rail station with the associated parking facility.

In order to fully understand these demands and identify the necessary improvements to address them, an RDP is needed. Development of the RDP will require the input of affected jurisdictions and WSDOT. The City of Seattle, Sound Transit, King County Metro Transit, and the King County Department of Transportation have already expressed their interest in working on this project. It is anticipated that future improvements would include, but not be limited to:

- Improved sidewalks with amenity zones. Utility poles would be relocated with roadway widening per our franchise with Seattle City Light.
- Investments that improve transit speed and reliability. These may include transit signal priority, queue jump lanes, or BAT lanes.
- Additional traffic capacity, such as a center left-turn lane.

The final cross-section and improvements may vary for different segments of the corridor.

Depending upon the availability of grant funding, the corridor study would be followed by environmental work, which includes public outreach and the preparation of analysis documents, such as those required by SEPA and NEPA, and a funding strategy. The next step would be design and engineering along with right-of-way acquisition. Finally, the City would proceed to construction. Improvements would be constructed in phases, similar to how the Aurora Corridor project was implemented.

As part of the 2012 state budget, the State Legislature appropriated \$300,000 to WSDOT for a study on the corridor. This appropriation began as a larger request (\$700,000) from the City of Shoreline to prepare a full corridor study that would have addressed the City's vision for the roadway. Staff from WSDOT developed a scope for this work that was limited to an analysis of the existing pedestrian and traffic conditions as well as the development of a cost estimate to bring the curb ramps and sidewalks along SR 523 up to WSDOT and ADA standards. The funding allocated to this project did not include any resources for capital improvements. Although Shoreline staff explained the City's desire to see a study that evaluated the needed multi-modal corridor improvements to accommodate future volumes for all modes along the length of the roadway, the WSDOT scope was focused on existing conditions only. Over the course of this study, WSDOT convened interjurisdictional meetings with several agencies to discuss on-going and future planning for the corridor. Attendees included representatives from WSDOT, the cities of Shoreline, Seattle, and Lake Forest Park, Metro Transit, Sound Transit, and the Puget Sound Regional Council (PSRC).

Although the final report has not yet been issued; WSDOT staff have reviewed their initial findings with the interjurisdictional team. The report is slated to focus on reconstruction of sidewalks and upgrades to curb ramps on both sides of the street from Aurora Avenue N (SR 99) to Bothell Way NE/Lake City Way NE (SR 522) and evaluates the costs associated with this work. The report is not anticipated to assume any changes to the roadway width. The report will also identify minor changes to four intersections to improve safety and operations based upon existing conditions. Shoreline's RDP will utilize information contained within WSDOT's final report and look

at future needs based upon increased traffic volumes, the presence of the light rail station, and safety needs.

I-5 Interchange and WSDOT Participation: Regardless of the roadway ownership, WSDOT will have a stake in the future of the corridor as they are responsible for the I-5 interchange. Over the past several months, staff from WSDOT, Sound Transit, and Shoreline have been meeting regularly to discuss the future of the corridor, to develop strategies to secure funding, and to identify responsibilities for different types of improvements. This group has also discussed different ways to elevate the importance of this corridor and the interchange to the legislature and the Secretary of Transportation. Attachment C to this staff report is a draft folio staff has prepared to highlight the importance of this corridor and the need for improvements to WSDOT officials.

TIMELINE

The process required to annex the entire 145th Street right-of-way by Shoreline would be conducted simultaneously with the de-annexation of the southern half of the right-of-way on the part of Seattle. Both cities would adopt separate ordinances detailing the new corporate boundaries, which would then be approved by King County. The agencies would also need to enter into an agreement setting forth their respective responsibilities and commitments (Attachment B). Shoreline, Seattle, and King County attorneys will work together to prepare the necessary ordinances for the exchange of jurisdictional boundaries should the City decide to move forward with the annexation. Once the jurisdictions reach agreement regarding the conditions of the annexation, residents, businesses, and property owners along the corridor would be notified of the change and be given an opportunity to comment prior to completion of the process.

Funding for the planning, design, and construction of improvements will require substantial resources beyond those available from the City of Shoreline. As with Aurora Avenue N, the City will need to aggressively pursue grant funding from multiple sources. At this time, the only funding available for the project is the \$250,000 allocated in the City's capital improvement plan for creation of the RDP for the corridor.

One of the most significant roadblocks to successfully securing grant funding for this corridor is the issue of ownership, as noted earlier. Because the City does not own the roadway, Shoreline has no authority or say in the improvements planned for it. Funding agencies are skeptical of providing money for projects that may not be undertaken. Staff has been working with WSDOT to try to identify this as a priority project for the state transportation package but has been unsuccessful to this point. Even if the State did allocate money for a project(s) along this corridor, there is no assurance that Shoreline could serve as the lead.

This spring, staff would like to pursue federal funding through the competitive process administered by PSRC (every two or three years) to begin preliminary engineering and environmental work for the corridor. As part of the application, staff would request that the funding be made available in 2016 in order to allow time to complete the annexation and RDP. Staff is hopeful that funding from the SPU water separation project can be used as a match for this grant or that one (or more) of our partner agencies can provide

matching funds. Staff is developing a funding strategy and will return to Council for additional discussion in February or March 2014.

STAKEHOLDER OUTREACH

Generally, an annexation can be performed either via petition or by a vote of the residents to be annexed. Because there are no residents within the annexation area, this would be performed as an agreement between the Cities of Shoreline and Seattle and King County. Once the jurisdictions reach agreement regarding the conditions of the annexation, residents, businesses and property owners along the corridor would be notified of the change and be given an opportunity to comment prior to completion of the process.

Pre-design and environmental review for improvements to 145th Street will require a high level of public outreach to residents, businesses, and property owners along the corridor, adjacent jurisdictions, and affected agencies. A public outreach plan for the various phases of project development will be crafted as the City moves closer to those activities.

During the recent SE Neighborhood Subarea planning effort, many residents expressed a desire for the City to address safety along the roadway for motorists, pedestrians and bicyclists. As part of the Subarea Plan, the Council adopted the following recommended policy statement:

T11: Encourage the City to work with Seattle, King County, Sound Transit, and WSDOT to undertake a corridor study on 145th St. that would result in a plan for the corridor to improve safety, efficiency, and modality for all users. This plan should include adjacent neighborhoods in the process, and should have a proposed funding strategy for implementation.

COUNCIL GOAL(S) ADDRESSED

This issue addresses Council Goal 2: “Improve Shoreline's utility, transportation, and environmental infrastructure”, specifically Action Step 5: Work with the City of Seattle, King County and Washington State Department of Transportation on a plan that will improve safety, efficiency and modes of transportation for all users of 145th Street.

RESOURCE/FINANCIAL IMPACT

There is no immediate financial impact to the City associated with annexation of 145th Street, as the City is not required to purchase the roadway. However, the City would have on-going maintenance and police costs. Future capital projects would also be the responsibility of the City of Shoreline and could be funded as part of the City's capital budget, grant acquisition and/or in partnership with other agencies (WSDOT, Sound Transit, City of Seattle, etc.).

The 2014-2019 Capital Improvement Plan includes \$250,000 for creation of the RDP for this corridor. The scope of work associated with this project would include public outreach/agency coordination, data gathering for existing conditions, development and

evaluation of different project scenarios, development of a recommended project description, planning level cost estimates, and a proposed phasing strategy. The City will also need to pursue grant funding for the remaining phases of the project including pre-design, environmental review, and construction of the project. This effort would include development of a local match and/or securing match funding from our partner agencies. Staff would like to utilize no more than \$50,000 of the \$250,000 allocated funding for the RDP for the development of documentation associated with the annexation, such as base mapping and assembling existing data from all jurisdictions.

RECOMMENDATION

No formal action is required at this time, although staff would like Council direction regarding how to further proceed with the acquisition of 145th Street and proceeding with the Route Development Plan. Staff recommends Council provide direction to begin negotiations with Seattle and King County to transfer the roadway. At such time as a draft agreement has been developed, staff will return with an annexation ordinance and agreement document between agencies. Staff also recommends Council authorize staff to utilize no more than \$50,000 of the \$250,000 allocated funding for the Route Development Plan for the development of documentation associated with the annexation.

ATTACHMENTS

Attachment A: Typical conditions along 145th Street
Attachment B: Components of Annexation Agreement with Seattle
Attachment C: Draft 145th Street Folio

Attachment A - Typical conditions along 145th Street

INFRASTRUCTURE and SERVICES

Travel Lanes and Sidewalks

The roadway is four lanes wide along most of its length, being wider at some signalized intersections to accommodate turn pockets. Sidewalks are present along much of the roadway, including 23,100 lineal feet of asphalt sidewalks and 4,300 lineal feet of concrete sidewalks. However, these sidewalks are often narrow, curbside, poorly designed and unmaintained. Curb/wheelchair ramps do not meet ADA requirements if they are present at all. A primary example of poor design is the presence of utility poles within the sidewalks along much of their length. As a result, these segments are not accessible to wheelchairs.

Pavement

WSDOT is responsible for major surface repair including overlays and the installation of curb ramps along 145th from Aurora Avenue N to Bothell Way NE. A complete overlay of the roadway is scheduled to be performed every 10 to 15 years and the last one was performed in 2001. When major overlays are performed, they must be accompanied by upgrades and repairs to sidewalks to meet ADA standards. The latest WSDOT projection for resurfacing is 2017. However, according to WSDOT staff, this work is likely to be delayed by several years. Pavement ratings range from 0 to 100, with higher numbers indicating better condition of the pavement. The road sections west of I-5 are in relatively good shape, with a pavement rating of 73. The road sections on the east side of I-5 have pavement ratings ranging between 45 and 65, which may require road maintenance sooner than later. A pavement rating around 60 is an indicator to WSDOT that an overlay is required. Beyond that, the City would be responsible for maintenance such as crack filling, patching and possibly bituminous surface treatment (BST). There are no known subgrade problems and a portion of the corridor (east of I-5) has a concrete base. However, much of the road surface is cracked ("alligatored").

Signals

145th Street has 12 signalized intersections, all of which are on span wires (as opposed to mast arms). All of these traffic signals operate on the Eagle system and are maintained by the City of Seattle, with the exception of the signals on the west and east sides of I-5, which are operated by WSDOT. The signal at Bothell Way NE is not located in the area that the City of Shoreline would own. Annual maintenance costs for a single traffic signal are approximately \$2,000, so the cost for the twelve signals would be approximately \$24,000 per year. Replacement costs would be in excess of this estimate.

Retaining Walls and Fences

Retaining walls, structures, rockeries and fences (including remnants of old concrete guard rail posts) are present sporadically along the length of the corridor on both sides of the street. They are located both on private property and within the right-of-way.

Roadway improvements that maximize the existing right-of-way or require widening are likely to impact many of these structures.

Street Lighting

There are approximately 150 street lights (luminaires) along the corridor, generally with lights on one side at a time (depending upon section). The light fixtures have differing wattages. Based on staff's review it appears that Seattle pays for the lighting on the south side, King County on the north, and WSDOT at the I-5 interchange. The average electricity cost per year per light is approximately \$200. Thus, the annual cost for the corridor is \$30,000 for the 150 lights.

Utilities

- Water – Seattle Public Utilities (SPU) has a 24 inch water main within the 145th Street ROW. This water line serves both Shoreline and Seattle residents. Additionally, SPU's main 60 inch trunk link intersects with 145th Street at 8th Avenue NE. The mains are made of cast iron or steel and are approximately 50 to 80 years old. SPU has a pump station located at NE 145th Street and 5th Avenue NE. The City will construct a new water main in conjunction with Shoreline's acquisition of the SPU water system.
- Wastewater – SPU and Ronald Wastewater District mains are mostly concrete. They are about 50 years old, which is near the end of their lifecycle. Ronald Wastewater maintains sewer mains in 145th Street on the far west and east side of the City, whereas the City of Seattle operates a main for the majority of the 145th Street corridor.
- Power – Seattle City Light provides power along the 145th Street corridor. All of these facilities are above ground. Almost all of the power lines are distribution lines. Two high voltage transmission corridors cross 145th Street - one at Linden Avenue N (at the Interurban Trail) and one at 8th Avenue NE. As noted above, there are approximately 150 street lights along the corridor, the majority of which are on the north side of the street. Many poles are located within the existing sidewalk. In most cases, lights are present on only one side of the street for long segments.
- Stormwater – Most of the catch basins in 145th Street drain to the south and east toward Lake Washington. There are approximately 32,000 lineal feet of storm pipe with about 160 catch basins on both sides of the corridor. Annual maintenance costs would be approximately \$4,266 for catch basin cleaning/vactoring and \$17,500 for cleaning/jetting.

Policing

Currently there is little to no traffic enforcement on 145th Street, primarily due to design and jurisdictional conflicts. Washington State Patrol is the primary service provider on 145th Street for traffic accident responses (150 per year). Shoreline and Seattle police provide some response services as well. If Shoreline incorporates the roadway, it would assume responsibility and costs for traffic accident responses which would need to be factored into the budget/contract with the King County Sheriff's office. If a high level of major accident reconstruction (MARR) occurred, then the MARR budget may have to be

increased. It is likely that the City's Customer Response Team (CRT) may also be impacted with a need to assist with traffic control for accident responses.

Other

Given that 145th serves as a major arterial, if the City were to incorporate the road, then City staff would also become responsible for snow plowing, street sweeping, striping and other services that the City provides to its roadways.

VOLUMES AND ACCIDENTS

145th Street is one of the busiest roadways in the area. The following table shows 2010 average daily trip (ADT) volume for five roadway segments of the corridor.

	ROADWAY SEGMENT				
	3 rd Ave NW – Greenwood Ave N	Greenwood Ave N – Aurora Ave N	Aurora Ave N – I-5	I-5 – 15 th Ave NE	15 th Ave NE – Bothell Way NE
2010 ADT	10,213	13,723	25,239 (WSDOT 22,000-30,000)	31,793 (WSDOT 28,000-30,000)	24,596 (WSDOT 21,000-26,000)

Accidents of all types (vehicles, pedestrians, bicyclists) are counted and monitored by WSDOT. Approximately 150 accidents occur annually on this corridor, which staff estimates would cost \$15,000-\$30,000 annually to investigate. This cost does not include MARR. Shoreline currently has a contract with King County and the 2012 City budget totaled \$45,000 for MARR related investigations. The 2012 City budget for MARR was increased due to the number of accident investigations that had occurred annually during the last few years. It is likely that the City would need to increase this budget to accommodate required accident investigations if 145th Street is incorporated by Shoreline. Increases in traffic volumes would also result in the need for additional traffic enforcement.

TRANSIT USAGE

145th Street is not a very highly used transit corridor. Metro is the only transit provider on this street. Two peak-only routes serve portions of the street, primarily to access I-5. Three all-day routes terminate around 145th Street and serve very short segments of the roadway. Multiple all-day and peak-only routes cross 145th Street or terminate at the North Jackson Park park and ride lot. Due to its currently congested nature, Metro prefers not to provide service on 145th Street.

It is anticipated that with the location of a light rail station at I-5 and NE 145th Street, transit service on 145th Street will be expanded, with buses providing all-day feeder service to the station from the east and west sides of Shoreline. The Transportation Master Plan (TMP) also envisions all-day feeder service that connects the transit corridors on Aurora Avenue N, I-5 and Bothell Way NE.

In addition to the changes in transit service, the presence of a light rail station and associated 500 stall parking garage at 145th is also likely to change traffic patterns, land uses and aesthetics in the immediate surroundings. Motorists, bicyclists and pedestrian volumes will all increase and the transportation facilities will need to accommodate these volumes. Higher density residential uses and possibly some commercial/office uses will change the physical makeup and appearance of the neighborhood.

CRITICAL AREAS AND CONTAMINATION

The roadway and surrounding properties are generally flat, with a few areas of steep slopes concentrated around the I-5 interchange and Jackson Park Golf Course. Stream corridors cross 145th at I-5 (Thornton Creek), 9th Avenue NE and 20th Avenue NE. A five acre wetland system lies just to the north of 145th, between 10th and 11th Avenue NE. Little Creek flows into the Jackson Park Golf Course just to the east of 10th Avenue NE. No other wetlands are mapped around the corridor.

Due to its function as an auto-oriented corridor, there is likely to be contamination either within or immediately adjacent to the roadway. Contamination often comes from gas stations, automobile repair businesses or other businesses that utilize petroleum based products. Several sites in this area are identified for cleanup on the Washington State Department of Ecology website including:

- Arco station (14424 Greenwood Avenue N)
- Ruben's Dry Cleaner (14305 Greenwood Avenue N)
- Qwest Emerson (1249 NE 145th Street)
- Park Ridge Care Facility (1250 NE 145th Street)
- Sparks Tuneup (Former Texaco Station 14501 15th Avenue NE)
- Earl's Garage (14515 15th Avenue NE)
- Chevron Station (1554 NE 145th Street)
- Former Mobile Station (3217 NE 145th Street)
- The right-of-way at 15th Avenue NE and NE 145th Street

In general, it is the responsibility of private property owners to clean up contaminated soils. However, it is possible that contamination from private property has leached into the right-of-way. Clean up of contaminated soils would generally only be required at the time the City undertakes a capital project and disturbs the contaminated area. The originator of the contamination can also be pursued for clean up.

Travel Lanes and Sidewalks



Pavement



Retaining Walls and Fences



Attachment B – Components of Annexation Agreement with Seattle

Staff has met several times with City of Seattle staff to discuss agreement components associated with the annexation. These include:

- Maintenance and Operations: Seattle is unlikely to commit to indefinite maintenance and operations of the corridor, as they are restricted from spending money in neighboring jurisdictions without compensation. They would consider continuing maintenance responsibility for three to six months after annexation. This could include stormwater facility maintenance, snow plowing, signal maintenance, striping/signage, sweeping and street lighting. Both cities agreed that an interlocal agreement that identifies mutually agreed upon levels of service for the various areas of maintenance would be required. Seattle would ensure that the necessary private property easements are in place for the stormwater management system.
- Roadway Improvements: With annexation of the roadway, Shoreline anticipates significant multi-modal improvements. Shoreline envisions a stakeholder group that would participate in the development of the RDP and identification of future improvements to the corridor. This group includes the cities of Shoreline, Seattle and Lake Forest Park, King County Department of Transportation, WSDOT, King County Metro Transit and Sound Transit. Shoreline would assume responsibility for inter-jurisdictional coordination, design, right-of-way acquisition and construction of major capital improvements. The financial responsibility for the RDP and improvements would rest substantially, if not entirely, with the City of Shoreline. Shoreline would request that Seattle provide supporting letters for grant applications and sign on as a project partner, as needed. Additionally, Seattle would exact dedications from property owners and/or ensure proper setbacks in order to prevent conflicts with the future roadway cross-section. When required by their development code, Seattle would require frontage improvements in accordance with the agreed upon corridor design. Seattle would also assist with right-of-way acquisition and condemnation if necessary. In kind contributions, such as traffic modeling assistance, from Sound Transit or King County could help to offset the costs associated with the RDP.
- Condemnation Authority and Applicable Statute: The City of Shoreline can condemn property within the City of Seattle for the purpose of roadway improvements. The specifics of this process would be clarified in the agreement between Shoreline and Seattle. The jurisdictional boundary between the cities will automatically move in conjunction with future right-of-way acquisition by the City of Shoreline.
- Land Use: Seattle would continue to regulate land use on the south side of the street, however, right-of-way permits would be acquired from Shoreline. Seattle would coordinate with Shoreline regarding driveway locations. Dedications, setbacks and frontage improvements would be required by Seattle as stated above.

A Partnership to Improve SR 523

THE VISION

Transportation System

SR 523 (145th Street) forms the border between the Cities of Shoreline and Lake Forest Park to the north and Seattle to the South. It is a key, multi-modal regional corridor, connecting three of the state's busiest north-south highways/freeways: SR 99 (Aurora Avenue N), Interstate 5 and SR 522 (Lake City Way NE). Light rail service along I-5 from Northgate to Lynnwood is in the planning process, with service scheduled to begin in 2023. King County Metro Transit's RapidRide bus service is scheduled to begin on Aurora Avenue N in February 2014. All day express bus service from Seattle to Woodinville is provided on SR 522 and Sound Transit's Long Range Plan identifies this as a future high capacity transit corridor. 145th Street is the sole linkage between these three important transportation corridors. A well-functioning 145th Street is vital to safe access for the movement of people and goods in our community.



Linking Transit Oriented Communities

In addition to its function as a major transportation corridor, 145th Street has the potential to link and stimulate compact, vibrant, transit oriented communities. A light rail station at 145th Street is under consideration as part of Sound Transit's environmental review for the Lynnwood Link Light Rail extension project. The City of Shoreline has identified this as a preferred station location and has begun land use planning in the area surrounding the potential station. This planning effort envisions a transition over time to a high density, transit oriented community with improved multi-modal transportation options.

Aurora Square is located just off Aurora Avenue N and 145th Street. This 70+ acre site is home to a variety of businesses and was recently designated a Community Renewal Area. The redevelopment plan for this area envisions a mixture of housing, retail, office and entertainment uses, with an emphasis on pedestrian friendly circulation and a strong connection to the bus rapid transit service on Aurora Avenue N. Improvements at this site will be complimented by the nearby Shoreline Community College.



The State's Stake

The State of Washington owns several properties in the vicinity of 145th Street including the Washington State Department of Transportation Northwest Region Office, Shoreline Community College, Fircrest Residential Rehabilitation Center and the Washington State Public Health Laboratories. The Washington State Department of Transportation Northwest Region Office is a fifteen acre site located in the Aurora Square Community Renewal Area. Shoreline Community College, located just west of Aurora Square has more than 9,000 students and over 450 full and part time faculty and staff on 83 acres.

The Fircrest Residential Habilitation Center and the Washington State Public Health Laboratories are located east of Interstate 5. Fircrest provides support to people with developmental disabilities in a residential setting. The Public Health Laboratories provide a range of diagnostic and analytical services for the assessment and surveillance of diseases and environmental health concerns. These adjacent properties are more than 85 acres in size and have the potential to redevelop as a transit oriented development, providing housing, jobs and retail within walking distance of the future light rail station.





MULTI-JURISDICTIONAL GOALS

Due to its function as a regional transportation corridor, the goals for improvements to this roadway must address a large array of needs and ensure that the improvements planned and constructed for the corridor are approved by all of the affected agencies so that they leverage additional investments, efforts are not duplicated and there are no conflicts with future improvements. These include:

Regional benefit

The Lynnwood Link light rail extension will benefit the entire Puget Sound region. Improvements to SR 523 can build upon that investment by reducing impacts to I-5 and provide better community linkages to the light rail station.

Improve operations

The operation of SR 523, particularly the interchange at I-5, impacts the ability for SR 99, SR 522 and I-5 itself to function optimally. Capacity improvements, revisions to the interchange and improvements that benefit transit are all needed for successful bus operations, freight mobility and general purpose traffic.

Eliminate barriers and improve ADA accessibility

The ability for SR 523 to be a true multi-modal corridor is hindered in part by its limited accessibility. Sidewalks with utility poles, mailboxes and other obstructions significantly interfere with pedestrian mobility, particularly for persons with disabilities. Buses are unable to deploy wheelchair lifts at several stops due to obstructions.

Enhance safety

Substandard sidewalks, high accident rates and increasing traffic volumes create safety challenges for all users. Improvements are needed to correct these deficiencies and provide a safe environment for motorists, pedestrians and transit users.

Improve opportunities for Transit Oriented Development

In response to Sound Transit's location of a light rail station at I-5, the City of Shoreline has begun land use planning efforts in this area, with the intention of encouraging transit oriented development in the areas surrounding the station. Improvements to SR 523 and the I-5 interchange will be an important element to support future development.

Improve interchange for vehicles and pedestrians

Improvements to the I-5 interchange are critical to ensure optimal operation of the entire SR 523 corridor. Due to its proximity to the interchange at NE 175th Street, an examination of the ways these two interchanges impact each other is also critical.

Support freight mobility

The safe, efficient movement of freight will remain an important component of design along SR 523. Improvements are needed to allow trucks and goods to continue moving through the corridor.

Implement sustainable roadway elements

All of the agencies that will be involved in the improvement of SR 523 have demonstrated their commitment to sustainability in past projects or operations and this project will look to be a leader in sustainable/green road design.

PROJECT DESCRIPTION

Though the exact design of this corridor hasn't yet been developed, it is anticipated the design will consider and attempt to address all of the goals. The design will include new sidewalks separated from the roadway with landscaping strips, turn pockets, lighting, trees, improved and optimized signals, bus stops, pedestrian crosswalks, and will be designed under Green Roads guidelines to minimize environmental impacts and increase sustainability. The finished corridor will be safer, more efficient, carry more people and stimulate investment and redevelopment.



SR 523 (145th Street) forms the border between the Cities of Shoreline and Lake Forest Park to the north and Seattle to the South. It is a complicated roadway to operate and improve. Not only is it a state highway with WSDOT responsible for the interchange at I-5, the City of Seattle owns the eastbound lanes, while the westbound lanes are in unincorporated King County. SR 523 is approximately 2.5 miles long and intersects I-5, SR 99 and SR 522 and several arterials.

PROJECT CHALLENGES

SR 523 is a key, multi-modal regional corridor. It is currently in need of significant capital improvements. Characteristics of this corridor include significant traffic congestion, an extremely overcrowded interchange, poor accessibility for persons with disabilities, cyclists and pedestrians, a collision rate nearly three times that of the region and restricted freight mobility. These access and operational challenges will negatively affect the opportunities for planned transit oriented development near the future light rail station at I-5. The need for improvements will increase with additional traffic, bicycle and pedestrian volumes, diversion resulting from tolling of the Lake Washington bridges and the operation of light rail.

PROPOSED FUNDING STRATEGY

Federal agencies	30%
State agencies	40%
Local agencies	30%

PARTNERSHIPS

Improvements to the SR 523 corridor will leverage Sound Transit, WSDOT, FTA, Seattle and Shoreline investments in this area. In order to fully understand the demands and the necessary improvements to address them, participating agencies, including WSDOT, Sound Transit, Metro Transit, and The Cities of Shoreline, Seattle, and Lake Forest Park will need to identify their key investments and priorities.

It is anticipated that future improvements would be multimodal and address the multi-agency corridor/area study and areas of interest including:

- Enhance safety
- Improve capacity
- Improve regional mobility and connectivity
- Implement light rail service/Access to light rail
- Complete station area planning and TOD
- Improve transit operations
- Coordinate utilities upgrades
- I-5 interchange

SOUND TRANSIT

- Light rail station and mitigation for significant impacts associated with light rail

WSDOT

- Interchange(s)
- Preservation
- ADA improvements

CITY OF SHORELINE

- Corridor Study/Route Development Plan
- Station area planning/TOD

OTHER KEY STAKEHOLDERS

- King County Metro
- Seattle City Light
- City of Lake Forest Park
- Residents and businesses
- Roadway users
- Other state agencies
- Owners, developers

CONTACT

Shoreline Senior Transportation Planner
Alicia McIntire - amcintire@shorelinewa.gov

Shoreline Transportation Services Manager
Kirk McKinley - kmckinley@shorelinewa.gov

EXISTING SITE CONDITIONS

SR 523 is four lanes wide along most of its length, being wider at some signalized intersections to accommodate left turn pockets. It carries significant daily traffic, with volumes exceeding 30,000 ADT.

Walkways and ADA Barriers

Walkways along this roadway are five feet wide or less, curbside, poorly constructed and unmaintained. With almost 300 utility poles centered within the sidewalks and a severe lack of curb ramps at intersections, these walkways fall far short of meeting ADA requirements, restrict pedestrian mobility and limit opportunities for transit service. A 2013 report prepared by WSDOT indicates that the costs to remove ADA barriers and upgrade sidewalks to current standards is \$45 million.

Preservation Needs

WSDOT is responsible for major surface repair including overlays and the installation of curb ramps on SR 523. Although complete overlay of the roadway is scheduled to be performed every 10-15 years, the last one was performed in 2001 and the latest WSDOT projection for resurfacing is 2017 at the earliest. Per ADA requirements, this major overlay must be accompanied by upgrades and repairs to curb ramps to meet ADA standards.

Congestion

Traffic flow along this corridor is falling and is only projected to worsen. During the peak periods, the interchange is extremely congested. All intersections are projected to operate at LOS E and F by 2035. Improvements to this interchange are critical to ensure that buses and freight will be able to travel efficiently through this corridor.

Collisions

From 2008-2013, there were 755 collisions reported for the SR 523 corridor. The Collision Rate is 6.03 per Million Vehicle Miles of Travel, which is more than two and a half times higher than the 2010 Northwest Region average collision rate of 2.27 for Urban Principal Arterials. Of the collisions recorded, five resulted in serious injury and one resulted in a fatality.

Transit Service

SR 523 is one of the busiest roadways in the area but not a very highly used transit corridor due to its currently congested nature and marginal pedestrian facilities. King County Metro Transit provides limited all-day bus service and a few peak-only routes along very short segments of the roadway. Fast, reliable bus service from the east and west will be essential to deliver riders from Seattle, Shoreline, Lake Forest Park, Kenmore and Bothell to the light rail station at I-5.

Land uses

The corridor is currently developed with a mix of residential and business uses, including commercial nodes at SR 99, 15th Ave NE and SR 522. In anticipation of the light rail station at I-5, the City of Shoreline has begun station area planning to identify changes to land uses that are transit supportive, such as high density multi-family and mixed uses. This planning process is scheduled to be complete by the end of 2014.

Freight mobility

As a T-3 Truck Route, 1,000 trucks carrying almost 3 million tons travel along SR 523 daily. Improving mobility along this corridor will be critical to ensuring trucks can move safely and efficiently to their destinations.

