

1 **CITY OF SEATTLE**
2 **RESOLUTION _____**

3
4 ..title

5 A RESOLUTION relating to the State Route 520, Interstate 5 to Medina Bridge Replacement
6 and High Occupancy Vehicle Project; recognizing the completion of a design refinements
7 effort and a recommendations report for the west side portion of the project and
8 recommending actions by the City of Seattle and State of Washington based on results of
9 this effort.

10 ..body
11

12 WHEREAS, the Washington State Department of Transportation (WSDOT) led the Seattle
13 Design Process (Process) in collaboration with The City of Seattle (City) as intended by
14 the Memorandum of Understanding (MOU) executed by Ordinance 123733 in October
15 2011, consistent with the Preferred Alternative, baseline design features, and
16 environmental footprint of the State Route 520, Interstate 5 to Medina Bridge
17 Replacement and High Occupancy Vehicle Project (Project) as approved by the Federal
18 Highway Administration's Record of Decision; and

19 WHEREAS, Resolution 31411, adopted in September 2012, identified the findings of the
20 technical report entitled Establishment of Triggers, Second Montlake Bridge Workgroup
21 (Triggers Report) and the recommendations of the City Council regarding the building of
22 a second bascule bridge over the Montlake Cut; and

23 WHEREAS, the City Council cited certain findings of the Triggers Report in Section 1 of
24 Resolution 31411 and requested and recommended certain actions in Section 2 of that
25 Resolution as follows:

26 that current levels of service for bicycles and pedestrians approach, and at times
27 exceed, thresholds defined by City policies included in the Seattle Comprehensive Plan

1 (2005), Seattle Bicycle Master Plan (2007), and the Seattle Pedestrian Master Plan
2 (2009), and therefore action within the next five years is appropriate to address the
3 capacity limitation on the current bridge;

4 that the 2.5-mile corridor containing the Montlake Bridge is the source of transit
5 delay but is not the critical factor in creating transit delay or increased travel time, and
6 therefore the city requested that the Seattle Department of Transportation (SDOT) work
7 with King County Metro and WSDOT to identify and implement other transit
8 improvements in the corridor and monitor the effects of those improvements;

9 that mainline operations on SR 520 are affected by the Montlake Bridge only
10 when the bridge opens for traffic and queues form on the SR 520 off-ramps, though the
11 bridge does not open during peak hours and therefore does not affect mainline operations
12 at those times, so because a second bridge would open simultaneously for marine traffic,
13 it would improve these conditions only marginally; and

14 that taking current bicycle, pedestrian, and transit performance and mainline
15 operations into account, it is likely that a second Montlake bascule bridge would not
16 deliver benefits that justify its cost and impact, and it was recommended to WSDOT and
17 the State Legislature that a second Montlake bridge not be constructed within the
18 foreseeable future;

19 WHEREAS, in October and November 2012, the State briefed the City Council on the Process,
20 and the Council itself received public comments on the Process and the resulting design
21 recommendations, and in December 2012, the State issued the Final Report on the
22 Process; and

1 WHEREAS, Resolution 31427, adopted in February 2013, endorsed the general vision expressed
2 in the Final Report, but requested in Section 3 of the resolution that the City and the State
3 continue to develop and evaluate options in respect to the following issues and
4 recommendations in the Final Report: Roanoke Area, Portage Bay Bridge, Montlake
5 Area, and bicycle, pedestrian and multimodal connections generally; and

6 WHEREAS, the City recognizes the work completed through the 2014 SR 520 Design
7 Refinements effort, which through practical design addresses the issues and
8 recommendations identified in Sections 3, 4, and 5 of Resolution 31427; NOW,
9 THEREFORE,

10 **BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE**
11 **MAYOR CONCURRING, THAT:**

12 Section 1. The City concurs with the recommendations included in the SR 520 West Side
13 Final Concept Design Report:

14 A. Portage Bay Bridge

15 (1) A box girder style bridge, as endorsed by the Seattle Design Commission, as a
16 practical solution.

17 (2) A 14-foot wide shared use path on the south side of the bridge with connections at
18 the ends of the bridge to the bicycle and pedestrian network.

19 B. Montlake Area

20 (1) Develop an urban trailhead and mobility hub on the western portion of the
21 Montlake lid that includes transit, bicycle and pedestrian facilities, with safe
22 connections and open space for community activity.

1 (2) Create a lid on the eastern portion of the Montlake lid, a practical solution that
2 emphasizes better connections between neighborhoods and for bicycles and
3 pedestrians, provides more usable open space, reduces visibility of the SR 520
4 mainline structure, and improves safer bicycle and pedestrian undercrossings. The
5 lid includes an approximately 70-foot wide “land bridge” (one permitting only
6 non-motorized vehicles and pedestrians) that connects the Washington Arboretum
7 north to the former Museum of History and Industry site.

8 (3) Continue to integrate constructed wetland facilities into existing East Montlake
9 Park and shoreline area.

10 C. Multimodal Connectivity

11 (1) Provide a non-motorized path on the south side of the Portage Bay Bridge that
12 completes the SR 520 Regional Shared Use Path (RSUP) from Eastside
13 communities to Seattle and Interstate 5.

14 (2) Create a new and safe connection from 10th Avenue East and Delmar lid to the
15 shared use path to Broadway and the Harvard Avenue East neighborhood
16 greenway to downtown Seattle.

17 (3) Design safe and architecturally-integrated at-grade and separated connections for
18 bicycles and pedestrians to and from the shared use path on Portage Bay Bridge.

19 (4) Straighten and widen the Bill Dawson Trail to improve safety and visibility with
20 separation of cyclists and pedestrians.

21 (5) Provide raised crosswalks or surface treatments at crossings to improve
22 wayfinding, enhance bicycle and pedestrian safety, provide vehicle traffic
23 calming and reinforce the Olmstead boulevard character.

- 1 (6) Coordinate on a University of Washington-developed waterfront recreational trail
2 to provide bicycle and pedestrian access along Portage Bay and the Montlake Cut
3 with connections under Montlake Boulevard and Walla Walla Lane.
- 4 (7) Shorten pedestrian crossings by narrowing lanes and eliminating free vehicle
5 movements with signalized intersections to enhance safety and traffic calming
6 within the project area.
- 7 (8) Improve pedestrian experience at the interchange over SR 520 mainline by
8 widening the path on both sides of Montlake Boulevard and improving the portal
9 edge on the west side of Montlake Boulevard with buffered plantings.
- 10 (9) Continue refinement of proposed improvements to connections along the west
11 side of Montlake Boulevard. If existing physical constraints change in the future,
12 WSDOT and City of Seattle may pursue other opportunities to further improve
13 conditions for pedestrians and cyclists.
- 14 (10) Develop a safe, separated and direct multi-use connection from the Portage Bay
15 Bridge along the north side of East Roanoke Street to Montlake Boulevard.
- 16 (11) Reconfigure the intersection at East Roanoke Street and East Montlake Place for
17 improved legibility, traffic calming, and a safe and more direct connection
18 between Montlake neighborhood greenways.
- 19 (12) Provide signed intersections at East 24th Street and East Lake Washington
20 Boulevard to enhance bicycle and pedestrian safety, provide vehicle traffic
21 calming, and reinforce Olmstead boulevard character and neighborhood scale.

1 (13) Create a non-motorized land bridge east of 24th Avenue East to allow for a north-
2 south, barrier-free crossing connecting the Washington Park Arboretum, East
3 Montlake Park and access to transit.

4 (14) Develop a new undercrossing under SR 520 at the Lake Washington shoreline,
5 providing safe pedestrian and bicycle connections between East Montlake Park
6 and the Arboretum.

7 Section 2. Consistent with Resolution 31411, the City continues to support the position
8 that improvements made by a second Montlake bascule bridge are unlikely to yield the benefits
9 that justify the cost and environmental impact of a bridge. The City supports additional bicycle
10 and pedestrian capacity in the Montlake corridor and therefore requests that the State further
11 study and evaluate options for a bicycle and pedestrian bridge across the Montlake Cut
12 crossing based on the following:

13 A. It is a more cost-effective, practical solution to improve safety for bicycles and
14 pedestrians over the Montlake Cut.

15 B. Given current and planned multimodal investments including the Washington State
16 Department of Transportation SR 520 RSUP, the Sound Transit University Link
17 Light Rail Station, and improvements to the Montlake Triangle area, a bicycle and
18 pedestrian bridge structure is appropriate to meet the increased demand expected
19 within the next five years and for the foreseeable future.

20 C. It is consistent with the City's Bicycle Master Plan and its identification of an
21 improved crossing of the Montlake Bridge as a catalyst project that improves a
22 chokepoint in the bicycle network by closing network gaps and increasing safety by
23 building bicycle facilities friendly to persons of all ages and abilities.

1 D. It is consistent with the SR 520 project statement of purpose and need in the Record
2 of Decision to improve mobility for people and goods within the SR 520 corridor,
3 which includes Montlake Boulevard.

4 Section 3. In order to achieve benefits identified in Section 2, the City expects that the
5 State utilize resources currently identified for a second Montlake bascule bridge for a non-
6 motorized bridge and other improvements that enhance mobility for those traveling to, from
7 and through the SR 520 corridor and minimize impacts on affected neighborhoods.

8 A. Transit Priority Enhancements

9 The extent of the transit improvements is from Boyer Avenue and 24th Avenue
10 E to the south, extending to Montlake Boulevard and NE 45th Street and 15th
11 Avenue NE and NE 45th Street to the north. Examples of transit improvements
12 may include transit only or business access and transit (BAT) lanes and signal
13 improvements such a queue jump within this area. The improvements are
14 consistent with the SR 520 project purpose to improve mobility for people and
15 goods within the SR 520 corridor from Seattle to Redmond, given that regional
16 bus service relies on Montlake Boulevard to access the corridor and is
17 consistent with the State’s “practical design” objectives. The improvements are
18 consistent with the City’s Transit Master Plan, which identifies the Rainier
19 Valley to University District corridor, including the Montlake Bridge, as a high
20 priority for improvements to transit reliability and travel times. The State and
21 SDOT should further coordinate to define and implement these transit
22 improvements.

23 B. Traffic Enhancements in the Montlake Boulevard and 23rd Avenue Corridors

1 The extent of the improvements is 23rd Avenue East and Madison Street to the
2 south, extending to Montlake Boulevard and NE 45th Street and 15th Avenue NE
3 and NE 45th Street to the north and west towards Roanoke Avenue and Harvard
4 Avenue. Examples of improvements include traffic signal upgrades, bus stop
5 improvements, travel time information, pedestrian safety enhancements, real-
6 time traveler information and cameras to monitor traffic levels and incidents in
7 this area. These types of improvements provide a benefit to neighborhoods
8 affected by project construction and should be coordinated with prior phases of
9 the City's 23rd Avenue Corridor project to ensure an integrated approach to the
10 corridor. The State and SDOT should further coordinate to define and
11 implement these traffic improvements.

12 C. Multimodal Network Enhancements

13 (1) A bicycle and pedestrian bridge, at least 22 feet wide, crossing the Montlake
14 Cut, as requested in Section 2 of this Resolution.

15 (2) Approaches for the bicycle and pedestrian bridge that are safe, functional and
16 consistent with bicycle and pedestrian infrastructure north and south of the
17 Montlake Cut crossing.

18 (3) Completion of the bicycle connection provided by the State from the 10th and
19 Delmar lid via Broadway to the proposed City greenway at Harvard Avenue
20 East.

21 (4) Completion of the connections from the 14-foot shared use path on the Portage
22 Bay Bridge along East Roanoke Street from West Montlake Place to 22nd
23 Avenue East, extending to 24th Avenue East.

1 Section 4. The City expects that during final design of the project, the State refine and
2 incorporate the following components:

3 (1) Use of high quality materials and landscaping consistent with the character of
4 surrounding neighborhoods and incorporation of Crime Prevention through
5 Environmental Design (CPTED) principles. A landscape maintenance plan and
6 agreement should be developed in coordination with the City of Seattle.

7 (2) Maximization of safety, functionality and attractiveness of project intersections,
8 pedestrian crossings, undercrossings and pathways to allow for users of all ages
9 and abilities. Examples of strategies may include, but are not limited to,
10 pedestrian refuges and further widening of the portal edge on the west side of
11 Montlake Boulevard to enhance pedestrian experience. Additional refinements
12 to the **current design should align with the City of Seattle Complete Streets**
13 **policy.**

14 (3) A design solution for the Bill Dawson Trail supported by the City and
15 community groups. The City expects WSDOT to continue to work with
16 National Oceanic and Atmospheric Administration (NOAA) to resolve
17 remaining issues and develop a revised design that provides safe and separated
18 connections for bicycle and pedestrians on the Bill Dawson Trail north to the
19 west side of Montlake Boulevard and east-west under Montlake Boulevard E.
20 These connections should be designed with clear sight lines for all users,
21 lighting for visibility and incorporate CPTED principles of natural surveillance.
22 Expression of the City's continued support is contingent on this revised design.

- 1 (4) Enhanced design of the Portage Bay Bridge, consistent with Seattle Design
2 Commission recommendations, that minimizes visual impacts with particular
3 attention to the appropriate volume and scale of signage.
4 (5) Demonstrate appropriate design sensitivity within the Montlake and Roanoke
5 historical districts.
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8 Section 5: The City expects that during construction of the project, the State
9 Department of Transportation consider improvements that minimize project impacts on the
10 neighborhood and community for implementation first, before the remainder of the project is
11 build out. This includes mobility improvements outlined in Section 3, items A and B. The
12 City also expects the State minimize construction impacts by employing strategies that limit or
13 contain construction noise and minimize the use of city streets as haul routes during
14 construction.
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17 Section 6: The City supports the State's effort to incorporate practical design into
18 remaining components of the SR 520 project. Recommendations included in the SR 520 West
19 Side Final Concept Design Report are reflective of these efforts. However, the City expects
20 that practical design elements be implemented that are not detrimental to those project
21 components most crucial to the City and include a continued emphasis on quality materials.

22 Section 7: The City expects final phases SR 520 not to be completed incrementally.
23 Funding and construction of the remaining components should allow for the project to be
24 completed in the shortest duration possible, with a focus on limiting impacts to neighborhoods
25 and communities in the project area.
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