

City Streets as State Highways Maintenance Guidelines – Briefing Summary

March 21, 2013

Background

Within the State of Washington there are over 500 centerline miles of City Streets that also function as State Highways. Cities that own these roadways and the State have shared responsibility for maintenance and operational activities as described in RCW 47.24.020. In 1997 the Association of Washington Cities (AWC) and WSDOT developed a set of agreed to guidelines outlining Construction, Operations and Maintenance responsibilities for these roadways. In 2011 an effort was kicked off to update the guidelines to include additional features and resolve inconsistencies. The updated agreement will also reduce the number of individual maintenance agreements that are negotiated to cover elements not addressed in the previous agreement.



Approach to Update

A team was formed including representatives from WSDOT, AWC and Member Cities. All cities and additional WSDOT staff were provided an opportunity for input to identify needed updates and to review the updated draft agreement. Team members also presented draft agreements and solicited input at conferences.

Summary of Agreed to Changes

There were several changes to the document to clarify responsibilities, highlights are as follows;

- Plan to revisit the guidance on a three year cycle and update or amend as necessary.
- Additional general statements were added to address major items (snow and ice, major culverts, interchanges)
- Curb Ramps to meet ADA – City responsibility.
- Decorative Features and Finishes – City responsibility
- Raised Medians.
 - Landscaping and Irrigation systems – City responsibility.
 - Curbs and any hard surface (not landscaped) – WSDOT responsibility.
- Bike lanes will follow the same approach as all other travels lanes.
 - Pavement – WSDOT responsibility.
 - Striping and Pavement Markings – Dependent on population of city, under 25,000 –WSDOT, over 25,000 – City responsibility.
- Round-a-bouts will follow approach from existing guidance.
 - Pavement and truck apron are traveled surface and will be considered pavement – WSDOT responsibility.
 - All elements beyond curb such as landscaping or decorative features are city responsibility.
- Bridge Structures
 - Tables were simplified and clarified
- Additional cross sections were added to clarify limits of responsibility

Future Needs

In development of this update there were a number of elements which are contentious or need significant effort to resolve and define. These items are as follows;

- Storm water treatment and management within cities
- Evaluate responsibilities on city streets that cross limited access facilities

Team Members

Dave Catterson AWC	Ken Nelson City of Kennewick	Dick McKinley City of Tacoma
Steve Pratt City of Seattle	Steve Wall City of Ridgefield	Erin Leonhart City of Bothell
Monty Mills Maintenance	Kyle McKeon Project Development	Greg Selstead Maintenance
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John Nisbet Traffic Operations	Mike Dornfeld Traffic Operations	

Executive Sponsors

Jerry Lenzi – Chief Engineer

Kathleen Davis – Director Highways and Local Programs

Amendment to:
**CITY STREETS
AS PART OF
STATE HIGHWAYS
GUIDELINES Reached
BY THE
WASHINGTON STATE DEPARTMENT OF TRANSPORTATION
AND THE
ASSOCIATION OF WASHINGTON CITIES
ON THE INTERPRETATION OF SELECTED TOPICS
OF RCW 47.24 AND FIGURES OF WAC 468-18-050 FOR THE
CONSTRUCTION, OPERATION AND MAINTENANCE RESPONSIBILITIES OF
WSDOT AND CITIES FOR SUCH STREETS
April 30, 1997**

AGREED UPON GUIDELINES

The description of Table 2 has been deleted and replaced with the following:

- Table 2, City/State Maintenance Responsibilities for Structures on City Streets as Part of the State Highway System (This table provides an interpretation of the figures of WAC 468-18-050).

The description of Table 3 has been deleted and replaced with the following:

- Table 3, State Owned Bridges That Convey City Traffic Over State Highways (This table provides an interpretation of the figures of WAC 468-18-050).

Item 1 has been deleted and replaced with the following:

A) Guardrail (Barriers) Maintenance

Background: RCW 47.24.020(2) states that "The city or town shall exercise full responsibility for and control over any such street beyond the curbs and if no curb is installed, beyond that portion of the highway used for highway purposes (edge of paved shoulder)." The statement "...used for highway purposes ..." has led to differing interpretations of state and local agency responsibilities for the maintenance of guardrail.

B) Parallel Ditches and Cross Culverts

This item has been deleted and replaced with the following:

Agreed Upon Guideline: Within all cities, regardless of population, the state shall solely maintain the structural integrity of box culverts, multiplates and individual culverts greater than 60 inches in width that are within rights of way and are not part of an enclosed drainage system. These are the size appropriate to identify natural stream flows. These structures that are 60 inches or less in width will be maintained by the cities. Cities shall maintain all other parallel roadside ditches and road approach culverts. Grass-lined swales constructed by the state solely for state highway runoff will be maintained by the state.

C) Betterments - Pavement Markings

This item has been deleted and replaced with the following:

Background: RCW 47.24.020(13) provides that cities and towns having a population greater than 25,000 are responsible to install, maintain, operate and control all traffic control devices. This has been interpreted to mean that the city or town must replace pavement markings and similar devices when a street is resurfaced (e.g., these markings are not included in the project costs). The issue is that a state project may destroy very recently installed pavement markings that, especially if they are durable markings (e.g., thermoplastic, raised pavement markers, etc.), involve expense to the city. The cities recommend that in-kind replacement of these markings be a part of the project costs.

This item has been deleted and replaced with the following:

Agreed Upon Guideline: As a part of State reconstruction/resurfacing projects the State will replace in-kind at no cost to the local agency only pavement markings that are damaged or removed as a result of the reconstruction or resurfacing project. This does not apply to durable pavement markings that have exceeded their useful life. The incremental additional cost for installation of higher quality pavement markings will be at the expense of the city.

D) Snow and Ice Removal

This item has been deleted and replaced with the following:

Agreed Upon Guideline: RCW 47.24.020(6) provides that the cities have responsibility for snow removal within their jurisdiction and that the State shall, when necessary, plow the snow on the roadway. The meaning of "when necessary" is that the State will plow snow, with city concurrence, on the traveled lane of the state highway on the way through the cities not having adequate snow plowing equipment. Cities must contact the state before using chemicals on structures.

The following is a new item:

E) Interchanges

Background: WAC 468-18-050(2). The construction of partially and fully controlled limited access freeways or similarly designed state highways through cities and towns is becoming more frequent. The construction of cloverleaf and other types of interchanges makes it difficult to determine exactly which features of the interchange constitute the "street intersection" for which responsibility is established by law.

Agreed Upon Guideline: For maintenance responsibilities at interchanges the state and the city are to develop an agreement as required by WAC 468-18-050(3) "After the access plan for any partial, or fully controlled limited access highway has been approved by a city or town, the state and city authorities shall negotiate an agreement establishing responsibility for construction and maintenance of the various features of each interchange. To illustrate the basic principles of these responsibilities and to serve as a guide in such negotiations, the attached sketches of typical intersections and interchanges are hereby made a part of this policy. The scope of this policy does not include the roadside areas enclosed in the loops or ramps of an interchange or the slopes of cuts and fills, responsibility for which is more clearly defined by statute".

The following is a new item:

F) General Statements

Background: At issue is that cities often prefer roadside and traffic Control Devices that would be the result of a state standard installation to be more esthetically pleasing. This adds additional cost to the item rather than using state standards.

Agreed Upon Guideline: The state is responsible for the basic cost including replacement. The cities are responsible for any incremental costs over the state basic costs. Such as, the city is responsible for any incremental cost for any finish on signal poles and all other poles that is above the state standard galvanized finish.

The following is a new item:

Background: Due to the unique nature and circumstances surrounding state system highway improvements with respect to cities and local jurisdictions, the intent of this Memorandum of Understanding (MOU) is to serve as a guideline in identifying maintenance responsibilities not addressed elsewhere in the RCWs or WACs.

Agreed Upon Guideline: Nothing in these guidelines precludes a city or local jurisdiction from entering into an agreement with the state on issues specific in nature that may not fit within these guidelines. Early and continuous communications throughout the project development process will help to assure both parties jointly develop clear understanding and expectations with respect to future maintenance responsibilities.

Table 1 has been deleted and replaced with the following:

**Table 1
City/State Maintenance Responsibilities For City Streets As Part Of The State Highway System**

Maintenance Item	Cities Over 25,000	Cities Under 25,000
Roadway Surface: The durable surface material laid down on an area intended to sustain vehicular or foot traffic.	State	State
Roadway Shoulders: The Reserved areas by the verge of a road, generally kept clear of all traffic.	State	State
Sidewalks.	City See Note [11]	City See Note [11]
Crosswalks: Is a designated point on a road at which some means are employed to assist pedestrians wishing to cross.	City See Guideline [C]	State See Guideline [C]
Channelization: The separation or regulation of conflicting traffic movements into definite paths by means of pavement markings to facilitate the safe and orderly movement of both vehicles and pedestrians.	City See Guideline [C]	State See Guideline [C]
Striping: Road surface striping is used on paved roadways to provide guidance and information to drivers and pedestrians.	City See Guideline [C]	State See Guideline [C]
ADA Features: Curb Ramps, Landings and Truncated Domes.	City See Note [6]	City See Note [6]
Concrete Curb and Gutter.	State	State
Extruded Curb, Hot Mix Asphalt (HMA): Placed at the base of fill sections for erosion control.	See Note [8]	See Note [8]
Curb for Traffic Control (C-Curb): Considered as Channelization.	City	State
Curb Cast Integral to Sidewalk.	City	City
Roundabout Channelization: Pavement Markings and Striping.	City	State
Curbing within roundabouts: Anything used for channelization i.e. Splitter Islands.	State	State
Raised Medians: The portions of a divided street separating vehicular traffic traveling in opposite directions.	See Note [4]	See Note [4]

Maintenance Item	Cities Over 25,000	Cities Under 25,000
Bike Lanes: Dedicated lanes for the use of bicyclists.	City See Note [5]	State See Note [5]
Stability of Cut & Fill Slopes: Slope stability may be defined as the resistance of inclined surface to failure by sliding or collapsing.	City	State
Retaining Walls Behind Sidewalks: Used for slope stability.	See Note [10]	See Note [10]
Noise Walls.	See Note [13]	See Note [13]
Parallel Roadside Ditches: Ditches or drains running parallel with the roadway.	See Guideline [B]	See Guideline [B]
Road Approach Culverts: Culverts under approaches matching the ditch grade.	City	City
Cross Culverts: Devices used to channel water to allow water to pass underneath a roadway.	See Guideline [B]	See Guideline [B]
Permeable Pavement: Allows storm water through the pavement structure into the underlying soil, mimicking the natural process of infiltration.	See Note [8]	See Note [8]
Directional Signs/Route Markers: Provide a system of information and directions needed to guide motorists and pedestrians, safely and efficiently.	See Note [9]	See Note [9]
Regulatory and Warning Signs: Inform road users of selected traffic laws or regulations and indicate the applicability of the legal requirements.	City	State
Stop Signs (at Intersecting Streets): When a sign is used to indicate that traffic is always required to stop.	City	State See Note [3]
Signals: Power-operated traffic control devices by which traffic is warned or directed to take some specific action.	City See Note [12]	State
Illumination: Street lighting.	See Note [2]	See Note [2]
Utility Franchises: Agreements between an agency and utility providers which allow the utilities to make use of agency streets and rights-of-way for the purposes of construction, operation and maintenance of their utility systems.	City	City
Underground Facilities: As found in RCW 47.24.020	City	City
Street Cleaning: Regular removal of dirt and debris from curbed streets within the city limits.	City	City
Street Sweeping: Regular street cleaning using mechanical vehicles to reduce pollutants in stormwater runoff from street surfaces.	City	City
Snow and Ice Removal: For removing snow and sometimes ice from roadways.	City See Guideline [D]	City See Guideline [D]

Maintenance Item	Cities Over 25,000	Cities Under 25,000
Vegetation: Plants in general or the mass of plants growing in a particular place.	City	City
Noxious Weeds: Plants that are injurious to agricultural and/or horticultural crops, natural habitats and/or ecosystems, and/or humans or livestock.	City See Note [1]	City See Note [1]
R/W Encroachments: Obstructions which intrudes upon the land of another. The encroachment could be a fence, a driveway, or a building.	City	City
R/W Cleanup: Removal of debris, natural or manmade beyond the curbs and, if no curb is installed, beyond that portion of the highway used for highway purposes.	City	City
Public Art: An enhancement to a functional element, feature, or place within a transportation facility to provide visual interest.	City	City
Stamped or Decorative Concrete Pavement: A design placed in the top of the concrete to make it more esthetically pleasing.	City	City
Stamped or Decorative Asphalt Pavement: A design placed in the top of the asphalt to make it more esthetically pleasing.	City	City
Guardrail, Concrete Barrier, Impact Attenuators, Etc.: To protect vehicles from roadside hazards.	See Guideline [A]	See Guideline [A]

Notes for table 1 have been deleted and replaced with the following:

[1] RCW 47.24.020(2) states the city or town shall exercise full responsibility for and control over any such street beyond the curbs and, if no curb is installed, beyond that portion of the highway used for highway purposes (edge of paved shoulder) and, thus, are responsible for noxious weed control.

[2] The agency paying the power bills or per agreement has responsibility for maintenance. Per RCW 47.24.020(6) “The city or town at its own expense shall provide street illumination”.

[3] The state, with city concurrence, may install stop signs and posts to the city's standards or may contract with the city to have them perform these installations.

[4] Landscaping, irrigation systems and any decorative items are the cities’ responsibility. However curbs and any hard surface (not landscaped) are the responsibility of cities with a population over 25,000 and state’s responsibility for cities with population under 25,000. State is responsible for the roadway from street curb to median curb and median curb to street curb, not street curb to street curb if there is a landscaped median. The cross sections note this.

[5] Pavement is the state’s responsibility. Striping and pavement markings are dependent on the population of the city. Populations fewer than 25,000 are the state’s responsibility and populations over 25,000 are the cities’ responsibility.

[6] City responsibility except when the state has a construction project in process.

[7] Will follow approach from existing guidance. Pavement and truck apron are traveled surface and will be considered pavement, state responsibility. All elements beyond the curb such as landscaping or decorative features are the city responsibility.

[8] This needs to be a negotiated agreement on a case by case basis.

[9] Directional signs for directing traffic to state routes and route markers are the responsibility of the state. Directional signs directing traffic to businesses, parking, no parking...are the responsibility of the cities.

[10] Retaining walls in cities with a population of more than 25,000 will be the responsibility of the city and the state's responsibility in cities with a population of less than 25,000 if the wall is substitute for a slope.

[11] Maintenance by cities may be in accordance with applicable city codes and ordinances regarding sidewalk and right of way maintenance.

[12] Except in limited access where the state has responsibility.

[13] Maintenance will be by agreement on a case by case basis.

Table 2 has been deleted and replaced with the following:

Table 2
City/State Maintenance Responsibilities For Structures
On City Streets As Part Of The State Highway System
 (This table provides an interpretation of the figures of WAC 468-18-050)

Maintenance Item	Cities Over 25,000	Cities Under 25,000
Structural Related Bridge Maintenance: Preservation of the structural and operational characteristics of all bridge structures to the originally constructed or subsequently modified conditions.	State	State
Bridge Condition Inspections: The condition inspection and evaluation of in-service bridges.	State	State
Concrete Patching and Concrete Resurfacing on concrete bridge decks.	State	State
Asphalt Patching and Asphalt Resurfacing on asphalt bridge decks.	State	State
Bridge Approach: Provides a transition between roadway pavement and the bridge.	State	State
Bridge Deck Joints: Allow thermal movement or control cracking.	State	State
Bridge Railing: A fence-like construction built at the outermost edge of the roadway or the sidewalk portion of a bridge to protect pedestrians and vehicles.	State	State
Bridge Drains/Drainage: Used to remove stormwater from the bridge deck.	City	State

Maintenance Item	Cities Over 25,000	Cities Under 25,000
Striping: Used on paved roadways to provide guidance and information to drivers and pedestrians.	City	State
Illumination: Bridge lighting.	City See Note [1]	City See Note [1]
Deck Sweeping: Keeping the deck free from debris and weeds.	City	City
Snow and Ice Removal: For removing snow and sometimes ice from roadways.	See Guideline [D]	See Guideline [D]
Guard Rail: A barrier designed to redirect errant vehicles from roadside hazards.	See Guideline [A]	See Guideline [A]
Graffiti on all Structures: Images or lettering scratched, scrawled, painted or marked in any manner on property.	City	City

Notes for table 2 have been deleted and replaced with the following:

[1] The State has responsibility for maintenance of illumination systems within fully access controlled areas. In addition, the State may, with city concurrence, maintain and operate luminaires at locations where the electrical service powers electrical equipment under both State and City responsibility.

Table 3 has been deleted and replaced with the following:

Table 3
State Owned Bridges That Convey City Traffic Over State Highways
(This table provides an interpretation of the figures of WAC 468-18-050)

Maintenance Item	City/State
Structural Related Bridge Maintenance: Preservation of the structural and operational characteristics of all bridge structures to the originally constructed or subsequently modified conditions.	State
Bridge Condition Inspections: The condition inspection and evaluation of in-service bridges.	State
Concrete Patching and Concrete Resurfacing on concrete bridge decks.	State
Asphalt Patching and Asphalt Resurfacing on asphalt bridge decks.	City See Note [2]
Approach Slab: Provides a transition between roadway pavement and the bridge.	City See Note [1]
Bridge Deck Joints: Allow thermal movement or control cracking.	State
Bridge Railing: A fence-like construction built at the outermost edge of the roadway or the sidewalk portion of a bridge to protect pedestrians and vehicles.	State
Bridge Drains/Drainage: Used to remove stormwater from the bridge deck.	City

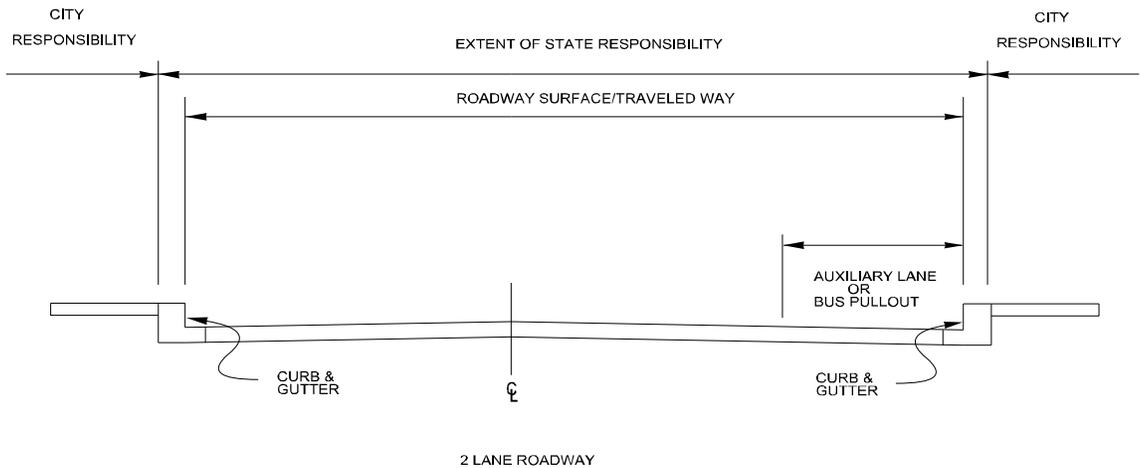
Maintenance Item	City/State
Striping: Used on paved roadways to provide guidance and information to drivers and pedestrians.	City
Illumination: Bridge lighting.	City
Deck Sweeping: Keeping the deck free from debris and weeds.	City
Snow and Ice Removal: For removing snow and sometimes ice from roadways.	City
Graffiti on all Structures Including Backside of Noise Walls: Images or lettering scratched, scrawled, painted or marked in any manner on property.	State
Guard Rail: A barrier designed to redirect errant vehicles from roadside hazards.	See Guideline [A]

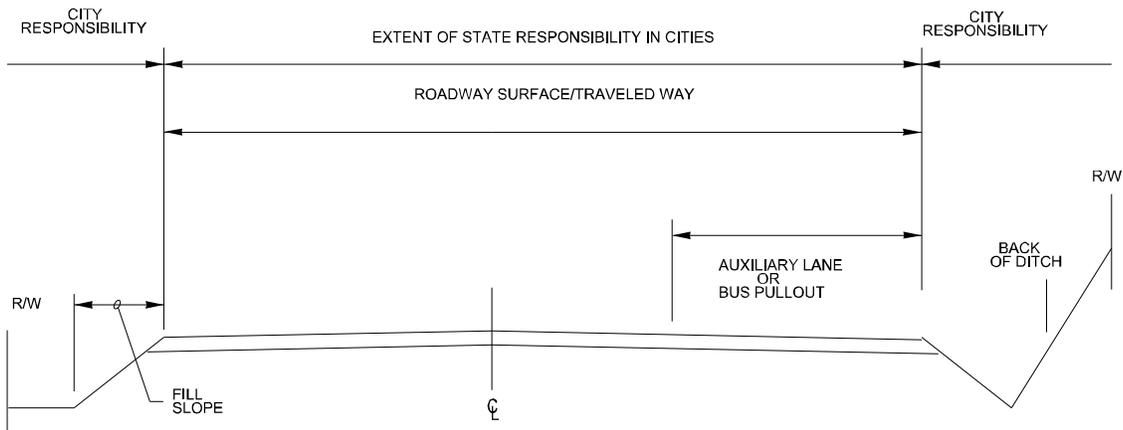
Notes for table 3 have been deleted and replaced with the following:

[1] Asphalt approach or concrete approach slab maintenance is the primary responsibility of the city. This includes approach repairs at the back of pavement seat joint. In the case where the State performs a concrete overlay on the bridge deck, the State may extend the overlay onto the concrete approach slab to smooth traffic flow.

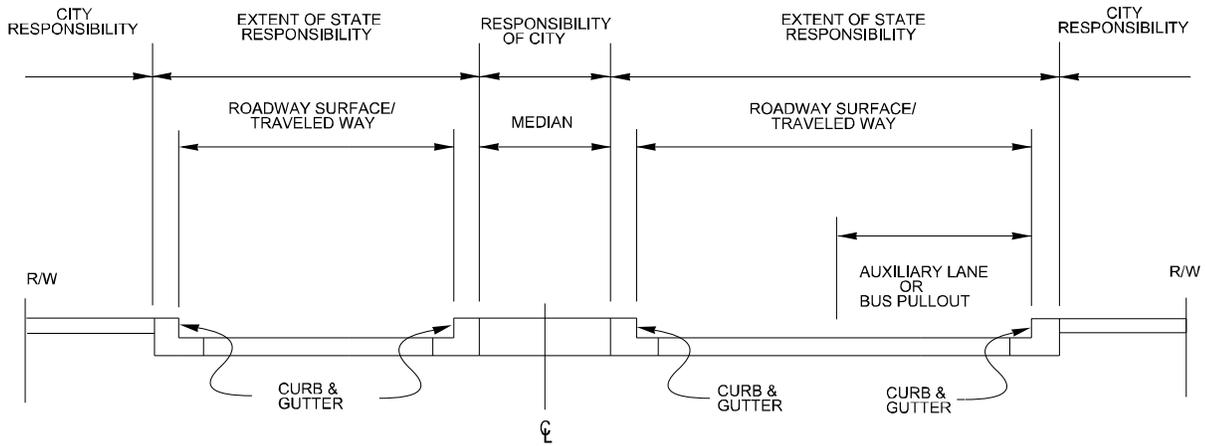
[2] Cities must obtain a Bridge Deck Condition Report from the state and get concurrence in the final project design from the State prior to performing asphalt deck overlays on state owned bridges. Cost of the membranes is the responsibility of the State.

The roadway section has been deleted and replaced with the following:

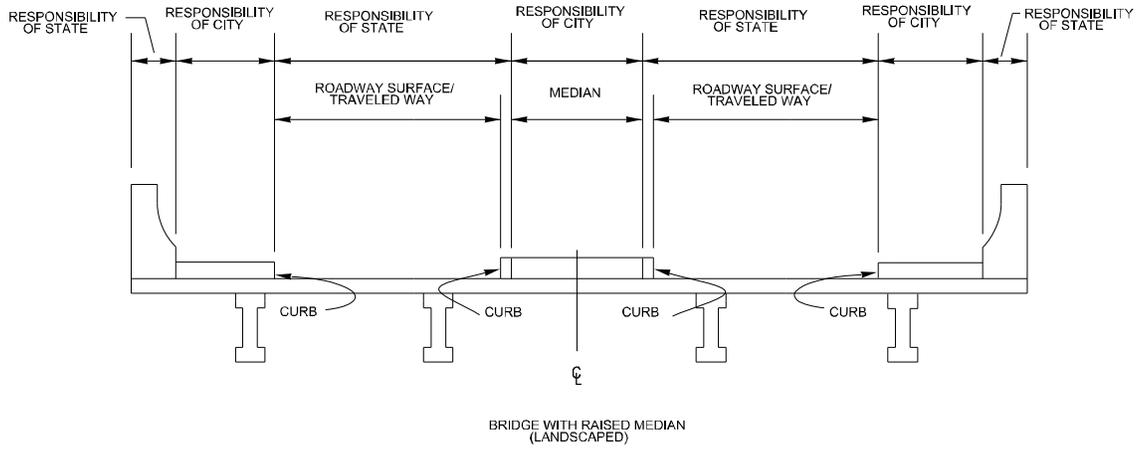




ROADWAY WITH FILL AND CUT SLOPE



ROADWAY WITH RAISED MEDIAN (LANDSCAPED)



CONCURRENCES: With the concurrence of WSDOT Executive Management, this amendment to the City Streets as State Highways Guidelines Dated April 30, 1997 was transmitted to the WSDOT Chief Engineer and to the Association of Washington Cities for implementation of the agreed upon guidelines. Final Report - April 2, 2013 respectfully submitted for acceptance,

RECOMMENDATIONS ACCEPTED:

 Date 4/2/2013
Mike McCarty
Chief Executive Officer Assoc. of Washington Cities

 Date 4/2/13
Jerry Lenzi
Chief Engineer Department of Transportation