

**Complete Streets
Policy & Implementation
Assessment**

for

**Clark County and
the City of Vancouver**

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Introduction

Purpose

Clark County and the City of Vancouver each have a collection of policies that address complete streets. **Complete streets** are streets designed and operated for all users of all abilities such that people moving by foot, bicycle, transit, or passenger vehicle can safely and comfortably travel. The basic elements of a complete streets policy are present in the existing policies of Clark County jurisdictions. These policies are articulated through the Growth Management Act, Comprehensive Plans, and local codes. The task of this assessment is to compare these sets of policies to model complete streets policies.

This assessment serves several functions. First, it helps Clark County jurisdictions prepare for the grant program established by the 2011 legislation ESHB 1071. Secondly, it implements the recommendations of the Growing Healthier Report of 2012. Finally, it is one component of a CDC grant aimed at enhancing community health.

We examine existing policies and procedures through the lens of the National Complete Streets Coalition Policy Analysis Tool, as well as the criteria established by the Washington State Legislature. The two are quite similar, as displayed in Table 1.

Table 1. Complete streets criteria

NCSC Criteria	WSDOT Criteria
Intent	Vision
All Users and Modes	All users
Projects and Phases	Applies to new and retrofit projects, phases
Exceptions	Makes exceptions specific and sets a clear procedure
Network	Encourages street connectivity & connected network
Jurisdiction	Covers all roads within jurisdiction
Design	Directs use of the latest and best design criteria and guidelines
Context Sensitivity	Directs that CS will complement community
Performance Measures	Establishes performance standards and measureable outcomes
Implementation	None

In



addition to examining the policies of Clark County jurisdictions, this assessment reviews implementation mechanisms. These include standard detail manuals, Transportation Improvement Plans (TIPs), and arterial classification maps. By describing implementation, we can better understand how roads get built and how their design is linked to policy.

Benefits of complete streets

Streets that accommodate all modes have many community benefits. Some of these are described below, but they represent only part of the wide range of benefits often cited by jurisdictions implementing complete streets.

Economic development—Street scape enhancements can make commercial districts more attractive places to be and can help increase property values.

Safety—Design features that meet best practices for accommodating all users can reduce injury and fatality crashes, especially in areas where pedestrians and bicyclists are exposed to fast-moving traffic.

Transportation costs—The Center for Neighborhood Technology estimates that a typical household in Clark County spends more than a quarter of its income on transportation. Increasing transportation choices can help make housing more affordable by reducing transportation costs.

Clean air—In Clark County, on-road vehicles are a major source of particulate pollution and carbon emissions. Making low-emission travel more attractive by accommodating all modes can help reduce the impact of transportation on air quality.

Public health—Active transportation can help prevent obesity and related chronic diseases, and can reduce symptoms of many illnesses. Facilities that encourage and accommodate active travel can help reduce the burden of disease in Clark County.

The benefits to public health are the primary reason that Clark County Public Health has taken on the task of assessing complete streets policies. In 2009, Clark County spent an estimated \$111 million on health care costs

How to use this document

The assessment is divided into separate sections for each jurisdiction, with amendments anticipated as assessment is completed for additional jurisdictions in Clark County. Vancouver. Each begins with an overview of implementation and then a description of the extent to which each jurisdiction meets the criteria in table 1. Clark County Public Health staff assigned a score for each criterion, which is weighted in accordance with the NCSC policy analysis tool. Following these scores is a set of recommendations describing the minimum changes necessary to meet grant eligibility criteria. Finally, we identify additional actions to strengthen complete streets policies.



It is our hope that this document is a useful tool for planners, public health professionals, community members, and policy makers in making our complete streets policies more effective.

Clark County Complete Streets Policy Assessment

Implementation Overview

How do streets get built in Clark County?

There are two main ways that streets get built in Clark County: either a developer builds them as a necessary part of a property improvement or subdivision, or a government agency builds them as part of the Transportation Improvement Program. In the case of unincorporated Clark County, the county departments of Public Works and Community Development review plans for new or rebuilt streets.

How do we know how to design a new or rebuilt street?

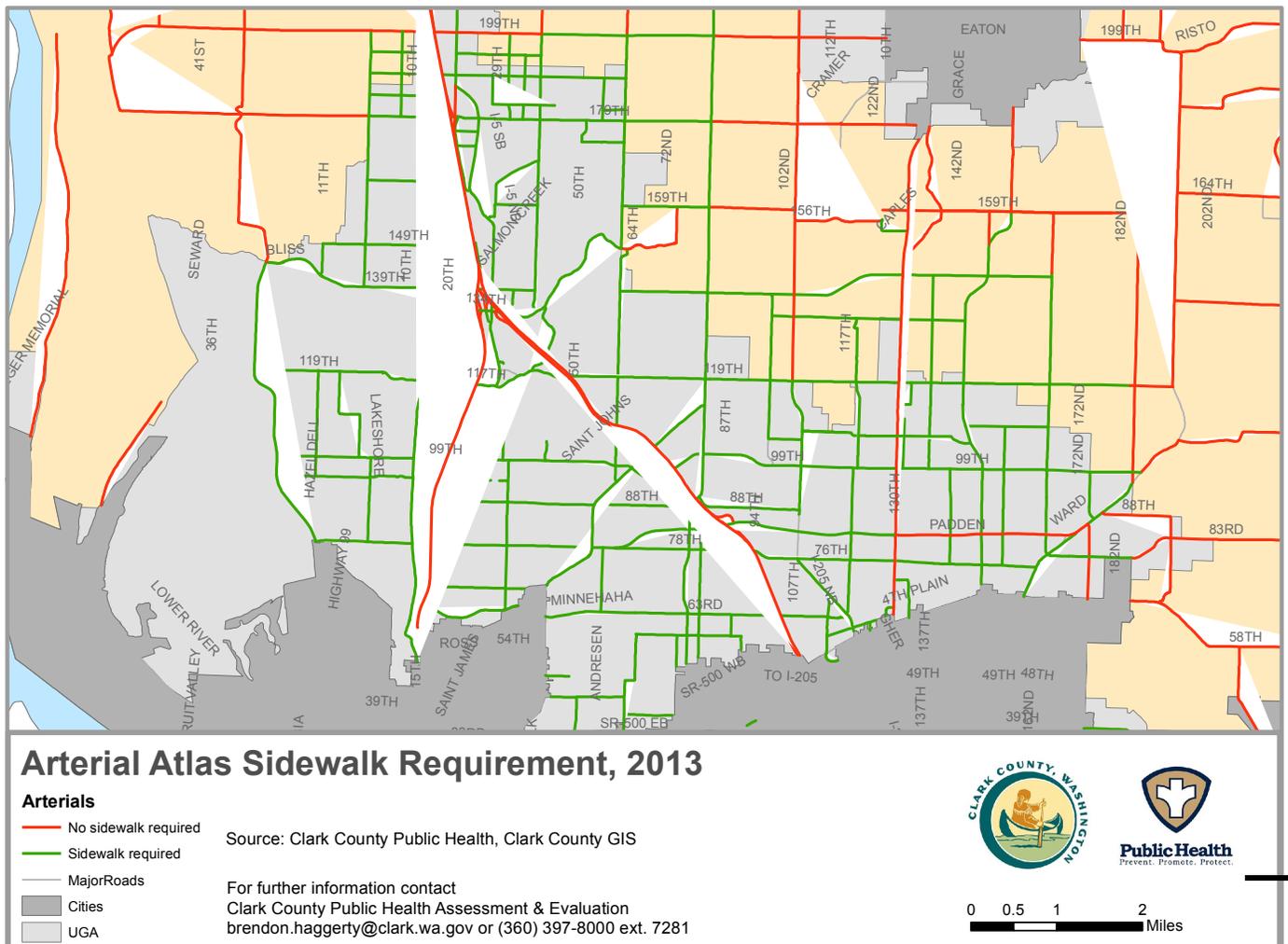
Clark County Public Works maintains an Arterial Atlas that identifies a planned street cross-section for each arterial in the unincorporated area. The atlas defines how each street will be

designed if and when it is rebuilt. Cross-sections are also identified for smaller residential access streets. Since these streets are expected to be roughly the same throughout the county, there is no specific design identified for each street segment on local streets.

What if an exception is needed to the Arterial Atlas?

The county has established a road modification process in which engineers and planners can alter the required cross-section and elements of the street design. The road modification process is not consistent with a complete streets policy, as it does not clearly articulate the circumstances under which bike lanes, sidewalks, and transit facilities may be omitted from a street design or plan.

Map 1. Arterial Atlas Sidewalk Requirement, 2013



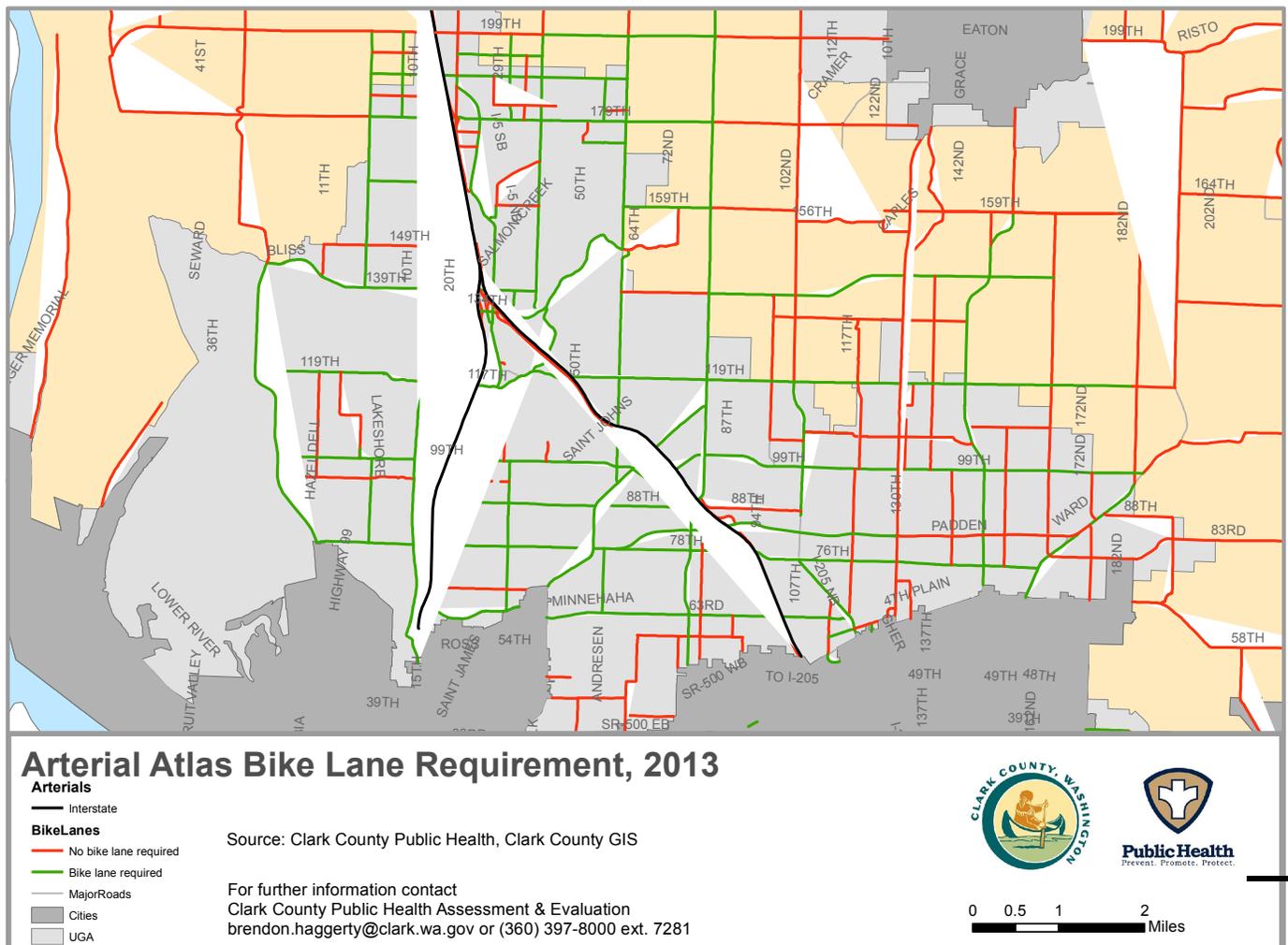
According to Clark County Code 40.350.010, “sidewalk requirements may be waived or reduced where an approved pedestrian circulation plan is incorporated into the development application... [or] when topography or other physical features require a reduction in transportation standards.” The code further specifies that the road modification process is the method of determining whether there is a reduction in transportation standards. The Public Works Department reviews road modifications, which must be approved by the Director. Proposed modifications fall into one of three categories: minor, technical, or major. There is no code requirement that modifications to bike lanes or sidewalks be reviewed at as one of these categories, but they are typically reviewed as technical modifications. Of the three categories, this is the middle level of review, with major being the highest level of review.

Where are sidewalks and bike lanes currently planned or required?

Sidewalks are required on all arterials and local streets in the urban area. In rural areas, sidewalks are required only around certain land uses in rural centers. Streets in the urban area that currently lack sidewalks were either built before these requirements or were granted a road modification. Map 1 shows the arterials on which sidewalks are required according to the Arterial Atlas.

Bike lanes are planned on many arterials in the urban area, but are not required in the rural area. Map 2 shows the arterials on which bike lanes are required according to the Arterial Atlas. As evident in this map, there are many streets on which no bike facility is required. These are primarily either state routes over which the county has limited influence, or they are arterials classified as “c2”, two-lane urban collector arterials, which do not specify any bike facilities.

Map 2. Arterial Atlas Bike Lane Requirement, 2013



Policy Assessment

Criteria 1: Intent

A vision for how and why the community wants to complete its streets.

Strengths: The roads and streets standards include a purpose statement that “these standards are intended to preserve the community’s quality of life and to minimize total costs of the life of the transportation facility” (40.350.030 A.1). **Weaknesses:** This statement could be strengthened by directly addressing complete streets or multimodal travel.

SCORE: 4.8 out of 6

Criteria 2: All users and modes

Specifies that ‘all users’ includes pedestrians, bicyclists, and transit passengers of all ages and abilities, as well as trucks, buses, and automobiles.

Strengths: The purpose statement includes “minimum standards for public and private transportation facilities for vehicles, public transit, pedestrians, and bicycles.” (40.350.030 A.1)

Weaknesses: throughout the remainder of the code section, there is no mention of age or ability.

SCORE: 8 out of 20

Criteria 3: Projects and phases

Applies to both new and retrofit projects, including design, planning, maintenance, and operations for the entire right of way.

Strengths: The road and street standards apply to transportation facilities “hereinafter constructed or improved... or a transportation project constructed by the county.” (40.350.030 A.1) **Weaknesses:** Bicycle and pedestrian facilities are not required in rural areas, and bike lanes are not required on arterial type c-2, which is found throughout the urban area in the arterial atlas.

SCORE: 7.2 out of 12



Criteria 4: Exceptions

Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions to the complete streets ordinance or equivalent.

Strengths: The code specifies the road modification process or engineer review for exceptions and provides flexibility to engineers. An internal Public Works policy lays out a process for requesting and approving deviations from transportation standards for capital projects. It specifically calls for staff to document how the “improvements or phasing of improvements balance the needs of all modes of transportation, including vehicles, bicycles, and pedestrians.”

Weaknesses: The code is vague, conflicting, and lacks transparency. It identifies two parts of any cross section: a core road section and a flex zone section (40.350.030 B.3). The core zone “consists of the traveled way portion of the road.” The flex zone is described as including bike lanes and sidewalks, which implies that they are not traveled portions of the road. The code contains conflicting statements regarding the flex zone, on one hand saying that it “may be designed with considerable flexibility,” and on the other that “all features applicable to the road classification shall be provided.” While this is in sync with the idea that creative problem solving and flexibility is necessary to accommodate all users, the distinction between zones is inconsistent with a complete streets approach. For example, it may be the case that a bike lane needs to be 1’ narrower in order to accommodate the needs of a street segment. However, the same could be true about car lanes, which range from 10’ to 14’ in urban areas. The current approach implicitly

Criteria 4: Exceptions - continued

subordinates bikeways and sidewalks.

The code governing the road modification process (40.550.010) allows for loose interpretation. The applicable level of review and documentation for a road modification that would alter conditions for people walking, bicycling, or riding transit is unclear. Changes to a street cross-section, which would include bikeways and sidewalks, are considered minor modifications and therefore subject to the lowest level of scrutiny. This is at odds with the criteria defining a major road modification, which would include design changes that concern traffic or pedestrian safety, material impacts to public safety, and shifting improvement obligations to developers or the county. Decisions about the level of review are left to the reviewing official.

The road modification process relies on RCW 58.17.110, which broadly states that jurisdictions must make a written finding that appropriate provisions are made for, “sidewalks and other planning features that assure safe walking conditions for students who only walk to and from school.” This statute is broad and allows for loose interpretation.

Road modification documents are difficult to access for the general public, both for developer-initiated projects and county capital projects.

SCORE: 9.6 out of 16

Criteria 5: Network

Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.

Circulation plans required under 4.350.030 B.2 fully meet the intent of complete streets.

SCORE: 2 out of 2

Criteria 6: Jurisdiction

Covers all roads within the jurisdiction.

Strengths: The road and street standards apply to all public and private roads. Bike lanes are not required on private roads, and sidewalks are required only on one side. **Weaknesses:** The policy would be strengthened by including language expressing the intent to work with WSDOT to ensure that state facilities also meet the goals of complete streets when possible.

SCORE: 4.8 out of 8

Criteria 7: Design

Directs the use of the latest and best design criteria and guidelines, while recognizing the need for flexibility in balancing user needs.

Strengths: The code includes design specifications and refers to the Standard Details Manual. It also refers to national guidance documents such as the MUTCD, USDOT standards, and AASHTO manual. **Weaknesses:** It does not include the NACTO design manual, nor does it include language about best practices or balancing needs.

SCORE: 2.4 out of 4

Criteria 8: Context sensitivity

Directs that complete streets solutions will complement the context of the community.

Strengths: The purpose statement states that the standards are “intended to preserve the community’s quality of life.” This is the closest mention of context or neighborhood character.

Weaknesses: The policy could be strengthened by adding language about the need to consider context sensitive design.

SCORE: 3.2 out of 8

Criteria 9: Performance measures

Establishes performance standards with measurable outcomes.

Strengths: The concurrency management system is the only outcome measurement built into the code. The Bicycle and Pedestrian Master Plan calls for Public Works to annually publish a list of bikeways and sidewalks constructed, broken down by retrofit and new construction projects. **Weaknesses:** There is no measure of street completeness or performance for non-motorized transportation. The policy could be strengthened by incorporating a multi-modal level of service and a measure of street completeness.

SCORE: 1 out of 4

Criteria 10: Implementation

1.) Revise related procedures, plans, and regulations, 2.) Develop new design policies and guides to reflect the current state of best practices, 3.) Offer workshops and other training opportunities to transportation staff and the public, 4.) Institute ways to measure performance on how well streets are serving all users.

Strengths: As a set of codified and enforceable standards, the code inherently supports implementation of complete streets.

Weaknesses: The National Complete Streets Coalition recommends implementation plans that include workshops and training and improved performance measurement. The code lacks these features and could be strengthened by associated efforts to improve training and performance measurement.

SCORE: 8 out of 20

TOTAL SCORE: 50.8 out of 100

Opportunities for Improvement

The following suggestions are based on a) points lost on the complete streets assessment, and b) analysis of the implementation mechanisms for county policies. There are three actions that Clark County would need to undertake to meet the criteria for complete streets articulated by WSDOT and NCSC. There are five additional actions that could strengthen the set of complete streets policies in Clark County.

Minimum changes necessary to meet complete streets criteria

1. Measure performance of non-automobile transportation. Clark County received zero points in this category. The concurrency management system focuses solely on automobile transportation. As a result, there is no measurement of how the transportation system performs for other modes, especially bicycling and walking. There is no comprehensive sidewalk inventory for the county, and planners are therefore unable to estimate the percentage of streets with sidewalks, nor their width, maintenance needs, or compliance with ADA requirements. Performance measures should be included in annual reports on the Bicycle and Pedestrian Master Plan. Ultimately, the county should consider a multi-modal Level-Of-Service for all transportation planning.

2. Clarify exceptions and make the road modification process transparent.

A critical gap in the implementation of Clark County's collection of complete streets policies is the widespread use of the c2 arterial classification, a cross-section that does not include bicycle facilities. This may be justified by local conditions, but the Arterial Atlas provides no documentation of why c2 should be preferable to c2b, or why exceptions to Clark County's collection of complete streets policies should be made for a given arterial. When clear exception criteria have been established, arterials classified as c2 should be subjected to an analysis based on those criteria.

The current road modification process lacks transparency. There is no easily accessible way for the public to gain information about road modifications that are requested or to comment on them. Posting documentation of road modifications for developer-initiated projects as well as county capital projects would increase transparency.

3. Expand the statement of intent.

The county should add policy language that expresses its intent to plan streets for all users and all modes, including language on age and ability. Additionally, language regarding context-sensitive design would align the current policy with a complete streets approach.

Additional changes that strengthen complete streets policies

1. Add implementation guidance for non-arterials or parallel routes that could mitigate uncomfortable or unsafe conditions on busy arterial routes.

Under the current system, there is little guidance on retrofits or treatments that would be consistent with an approach to attract novice bicycle riders who may not be comfortable traveling on arterials. For example, there is neither guidance nor articulated flexibility that would encourage a facility such as a neighborhood greenway/ bicycle boulevard.

2. Create opportunities and expectations for innovative and best-practice designs such as those in the National Association of City Transportation Officials (NACTO) guide.

The Standard Details Manual identifies only two kinds of bicycle facilities: off-street paths and bike lanes. County code identifies the Manual on Uniform Traffic Control Devices (MUTCD) as the design guide as the applicable standards. The MUTCD includes shared lane markings in addition to bike lanes and off-street paths. These should be included in the Standard Details Manual. Additionally, additional best practice guidance documents have recently become available, which are especially relevant in urban areas. The NACTO design guide includes cycle tracks, buffered bike lanes, signals, intersection markings, and other tools to create a safe and comfortable bicycle network. To be consistent with a complete streets approach, such treatments should be integrated into current standards and should be encouraged.

3. Focus on intersections.

Anecdotal evidence suggests that the pressures of turn pockets and signals at intersections can alter the provision of safe and comfortable bicycle and pedestrian infrastructure. The county should identify exceptions and acceptable modifications to bike and pedestrian standards at intersections. It should make a special effort to implement MUTCD standard 9D.02, "On bikeways, signal timing and actuation shall be reviewed and adjusted to consider the needs of bicyclists."

4. Discourage meandering sidewalks.

Current code and standard details encourage meandering sidewalks. While such designs may accentuate the aesthetics of a streetscape, they create an indirect route instead of a direct one. This causes travelers on sidewalks to travel additional distance unnecessarily, and can be burdensome to those with disabilities or visual impairments. The intent of complete streets policies is to ensure that sidewalks are designed as a part of transportation infrastructure, not merely a visual accent. Meandering sidewalks undermine the goal of direct travel.

5. Improve internal consistency

The current Transportation Improvement Plan and standard details refer to the Clark County Trails & Bikeways System Map, but not to the 2010 Bicycle and Pedestrian Plan. Reconciling and cross-referencing these documents would reduce confusion about priorities, standards, and exceptions.



Meandering sidewalks, such as this one at E Mill Plain Blvd & NE 92nd Ave, are difficult to navigate for people with disabilities and visual impairments.

Vancouver Complete Streets Policy Assessment

Implementation Overview

How do streets get built in Vancouver?

Like Clark County, streets in Vancouver are built either by a developer or by the Public Works department. When a developer builds or reconstructs a street, the Public Works Department must approve plans.

How do we know how to design a new or rebuilt street?

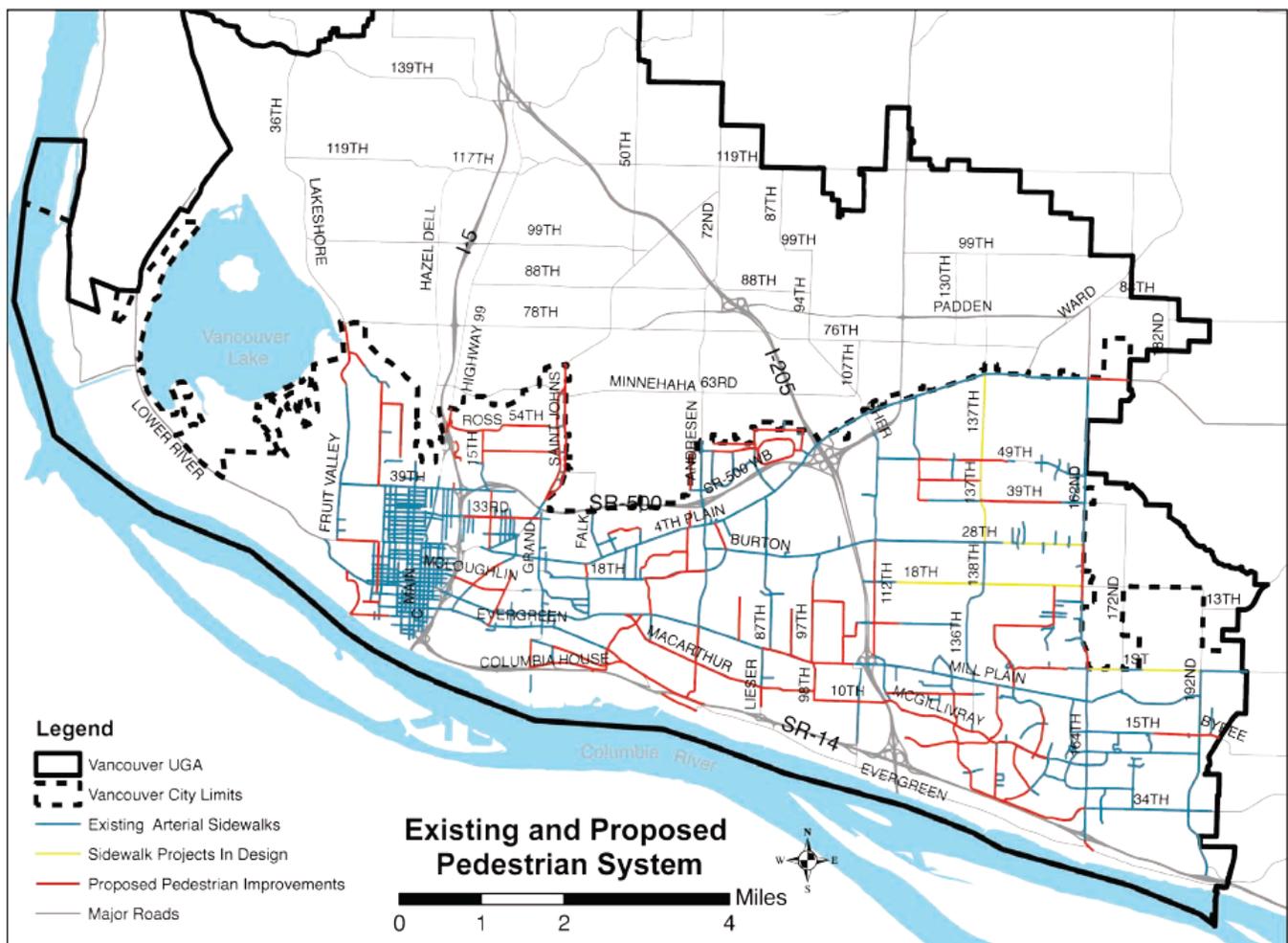
Unlike Clark County, Vancouver does not maintain a document similar to the arterial atlas. There is no pre-determination of how a street will be built or rebuilt. Table 11.80.040.C-1 in the VMC narrows the options for possible cross-sections based on the functional classification of the street. For example, it identifies four possible cross-sections for Principal Arterials based on the width, speed, volume, intersection spacing, and

intersection radius for each of the possible street cross-sections. Planners and engineers review existing conditions and adjacent street segments, then use the table to choose among the possible sections. Design volume is typically the most important consideration.

What if an exception is needed?

VMC 11.80.160 states that exceptions to standards can be made in cases where challenging topography, the nature of existing construction, or innovative design compels a deviation. The code outlines a road modification process in which proposed modifications are categorized as minor, technical, or major. The level of engineering analysis, public interest, and safety concern determine the level of review for each proposed modification. After considering the factors enumerated in the code, the Director of Public Works may modify requirements. This process is very similar to that of Clark County.

Map 3. Vancouver Planned and Proposed Pedestrian System



Policy Assessment

Criteria 1: Intent

A vision for how and why the community wants to complete its streets.

Strengths: Taken together, the policies from the Vancouver Municipal Code (VMC), comprehensive plan, and transportation plan layout a vision of multi-modal transportation and articulate the City's intent to plan for all modes of transportation (see examples below). A particular strength of these documents is an emphasis on access over mobility, indicating a broad vision of integrated multimodal transportation and supportive land uses. Another aspect of these documents that highlights their compatibility with complete streets is the references to Travel Demand Management as a complement to comprehensive bicycle and pedestrian networks.

VMC

VMC 11.80.010 Purpose. "...this chapter sets forth the minimum standards for full and half-width street improvements within the right of way..."

Comprehensive Plan

CD-15 (a) Develop integrated land use and street patterns, sidewalk and recreational facilities that encourage walking or biking

CD-17 (a) Develop integrated land use patterns and transportation networks that facilitate shorter vehicular trips, walking, or use of public transportation

Transportation Plan

Transportation Vision: Support all travel modes. Vancouver residents and businesses support and expect the development of a multi-modal system: one that provides a range of travel choices. This will require planning and providing facilities for automobile, bus transit, high-capacity transit, pedestrian, and bicycle travel.

SCORE: 6 out of 6



Criteria 2: All users and modes

Specifies that 'all users' includes pedestrians, bicyclists, and transit passengers of all ages and abilities, as well as trucks, buses, and automobiles.

Strengths: The code (11.80.070) and documents adopted by reference recognize the need to plan for many modes. The Comprehensive Plan includes a policy (CD-17) prompting the city to consider the needs of seniors in transportation, which partially fulfills the "all ages and abilities" criteria established by the NCSC. **Weaknesses:** These documents could be strengthened by adding references to users of all ages and all abilities.

SCORE: 16 out of 20

Criteria 3: Projects and phases

Applies to both new and retrofit projects, including design, planning, maintenance, and operations for the entire right of way.

Strengths: The street and road standards for the city apply unequivocally to all projects constructed in the public right-of-way, as articulated in VMC 11.80.030 and 11.80.080.

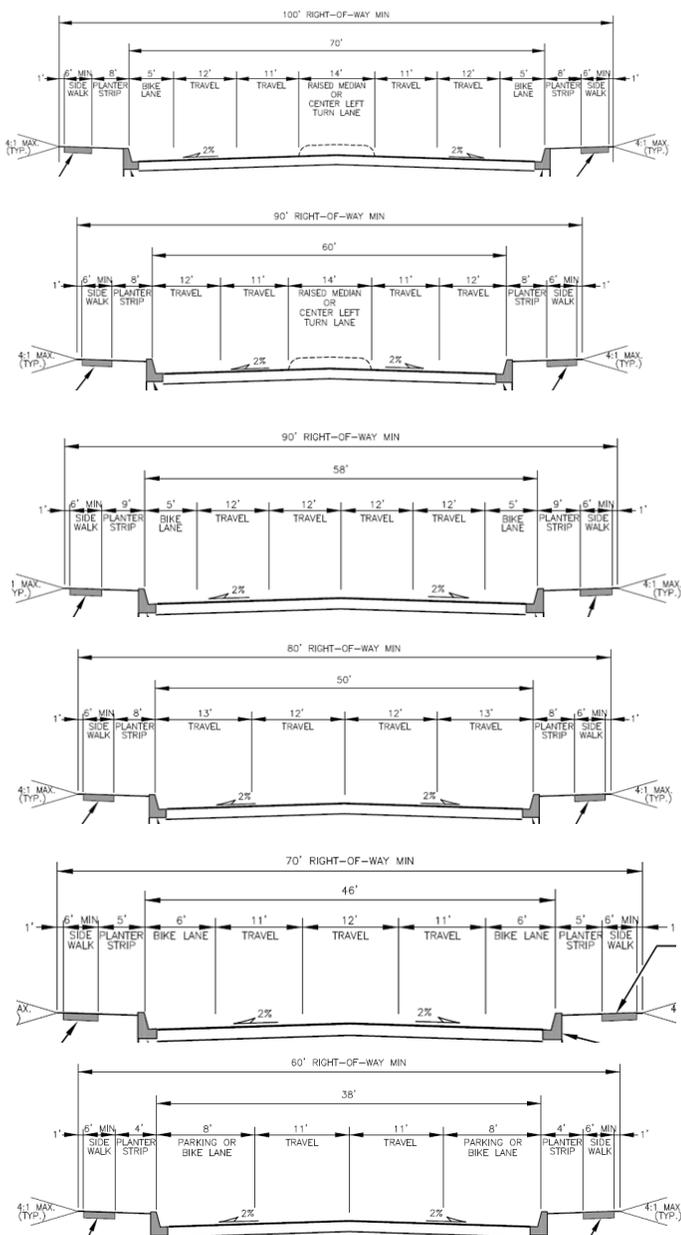
Weaknesses: However, there are some inconsistencies in this policy. First, the requirements for infill development are to meet the "predominant existing or potential condition." Presumably, this could be interpreted to mean that if the predominant

conditions are incomplete streets, the developer of an infill project would not be required to bring the street up to current standards. Planners should undertake further examination of how this policy is interpreted.

The Standard Details Problem

Unlike Clark County, there is no Arterial Atlas or similar document that identifies the planned cross-section for each arterial. The City’s transportation plan maps and classifies arterials, but fails to go the further step of associating each

The cross-sections below display the 6 options for standard details that could be applied to a minor arterial. Each includes sidewalks, but only 3 require bike facilities and 1 makes them optional.



street segment with an intended cross-section. Since many of the City’s published standard details do not include bicycle facilities, it is unclear whether and where they are required. For example, the transportation plan identifies minor arterials, but does not specify which of the 6 potential standard detail cross-sections apply. Only 3 of the 6 potential cross-sections include bike facilities. To decide which cross section to apply, planners and engineers from the Public Works Department consult table 11.80.040.C-1 in the VMC. This design table describes the width, speed, volume, intersection spacing, and intersection radius for each of the possible street cross-sections. The design volume typically has the greatest impact on which street section is selected. Other factors are also considered, such as adjacent segments that are already built. While this process allows planners and engineers to respond to local conditions, it does not provide any way of knowing where bicycle facilities are planned (sidewalks are included on all streets).

VMC 11.80.070 E states that, “bicycle lanes will be provided in the reconstruction or new construction of any arterial or collector street in accordance with the Comprehensive Plan and Arterial Street System and Classification Map.” Comprehensive Plan and Classification Map documents refer to the standard details, but some of the standard details omit bicycle facilities. The standard details problem therefore makes it difficult to determine where the conditions under which the City must plan for bikes.

This is a major gap in the City of Vancouver’s set of complete streets policies, with implications for several criteria other than Projects and Phases. It could be remedied by clarifying the cases in which standard details lacking bicycle facilities may be used.

SCORE: 7.2 out of 12

Criteria 4: Exceptions

Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions to the complete streets ordinance or equivalent.

Strengths: The VMC describes a road modification process similar to that of Clark County. This is commendable in that it lays out criteria and a review process. **Weaknesses:** The process description and decision making criteria make no mention of transportation modes, implying that no consideration is given to

whether a road modification constitutes an exception to the need to plan for bicycle, pedestrian, and transit users. Furthermore, it is unclear whether the City is subject to its own road modification process for publicly funded projects (as opposed projects required as part of a development).

The standard details problem contributes to the confusing situation regarding exceptions to Vancouver's complete streets approach. At a minimum, it allows for a very loose interpretation of VMC 11.80.070, which states that bike lanes will be provided as part of any arterial or collector construction project. The VMC and related documents fail to clearly list exceptions, and do not provide an approval process without loopholes or opportunity for loose interpretation. Like Clark County, the lack of clarity about exceptions is one of the most significant weak points in the City's collection of Complete Streets policies. It could be remedied by clearly articulating the circumstances under which bicycle and pedestrian facilities may be omitted from newly constructed or reconstructed streets. This would necessitate resolving the standard details problem.

SCORE: 3.2 out of 16

Criteria 5: Network

Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.

Strengths: VMC 11.80.070 clearly articulates the City's intention to create connected multimodal networks, and is reinforced by statements in the Comprehensive Plan and Transportation Plan.

SCORE: 2 out of 2

Criteria 6: Jurisdiction

Covers all roads within the jurisdiction.

Strengths: The code and supporting documents make it clear that road standards apply to all streets, and different design criteria apply to private streets. **Weaknesses:** The standard details include many cross-sections that omit bicycle infrastructure. With no indication of the cross-section applicable to each street segment, it is unclear that planners and engineers

are required to consider all modes of travel on all streets in the City.

SCORE: 4.8 out of 8

Criteria 7: Design

Directs the use of the latest and best design criteria and guidelines, while recognizing the need for flexibility in balancing user needs.

Strengths: Admirably, the VMC cites an array of guidance documents on design, including the NACTO design manual. The Comprehensive Plan includes strong language regarding the need to balance user needs, and the Transportation Plan describes innovative solutions such as parallel bicycle boulevards. **Weaknesses:** The latest and best designs are not included in standard details. For example, the shared lane markings (sharrows) identified in the MUTCD are not reflected in the standard details.

SCORE: 2.4 out of 4

Criteria 8: Context sensitivity

Directs that complete streets solutions will complement the context of the community.

Strengths: The transportation policies articulated in the Comprehensive Plan emphasize integration with land uses and neighborhood livability. The Transportation Plan includes strategies to make intermodal linkages on transit corridors.

SCORE: 8 out of 8

Criteria 9: Performance measures

Establishes performance standards with measureable outcomes.

Strengths: The Transportation Plan includes tasks and timelines, and calls for a multi-modal concurrency policy initiative.

Weaknesses: No document or policy establishes performance standards for complete streets. The concurrency management system continues to measure performance only for automobile

traffic. Notably, the current system relies on the 2000 Highway Capacity Manual, which was updated in 2010 to include multi-modal level of service standards.

SCORE: 0 out of 4

Criteria 10: Implementation

1.) *Revise related procedures, plans, and regulations, 2.) Develop new design policies and guides to reflect the current state of best practices, 3.) Offer workshops and other training opportunities to transportation staff and the public, 4.) Institute ways to measure performance on how well streets are serving all users.*

Strengths: The City took important steps in revising the VMC sections governing streets and sidewalks in 2012. Recent projects have demonstrated the city’s commitment to increasing bicycle and pedestrian facilities.

Weaknesses: The 2012 code revisions were minimally relevant to establishing a complete streets approach. The bulk of revisions focused on consolidation and re-organizing the existing code and adding sections regulating utilities and local financing tools. The standard detail problem is highly relevant to implementation, as new design policies and guides are not reflected in the existing standard details. Similarly, the existing concurrency system does not implement performance measures.

SCORE: 4 out of 20

TOTAL SCORE: 53.6 out of 100

Opportunities for Improvement

The following recommendations

Minimum changes necessary to meet complete streets criteria

1. Measure performance of non-automobile transportation.

Vancouver received zero points in this category.

The concurrency management system measures automobile

transportation almost exclusively. Table 5-3 of the Comprehensive Plan sets Level of Service (LOS) standards for major corridors, which are based on automobile travel speeds. The city regularly tracks the performance of corridors based on adopted LOS standards, which do not include non-auto modes. When a corridor has been declared built to ultimate capacity by the City Council, the focus of transportation review shifts to demand management and safety. The city maintains data on the locations of sidewalks and bikeways, but does not regularly report a performance measure for these modes.

The City should either adopt the 2010 Highway Capacity Manual multi-modal level of service standards, or develop alternative measures for complete streets. A simple but effective measure would be the percent of streets with bikeways and sidewalks. Ideally, these performance measures would be added to the regular reporting of LOS data for each corridor and would be integrated into the concurrency management system.

2. Clarify exceptions and make the road modification process transparent.

As discussed above, the situation regarding standard details makes it difficult to determine where bikeways are required and where they are not. To fulfill the criteria for a complete streets policy, the city should articulate the conditions under which it will deviate from VMC 11.80.070 E. This is the code that requires that bike lanes be included in newly constructed or reconstructed streets. explaining the circumstances under which the city will allow a cross-section that does not include bikeways.

