



Transportation and Mobility Commission

TO: Transportation and Mobility Commission **HEARING DATE:** 12/5/2023
FROM: Kate Drennan, Principal Transportation Planner, Community Development
SUBJECT: **Transportation System Plan Adoption**



Report Date: 11/27/2023
Hearing Date: 12/5/2023
Proposal: Provide recommendation on adoption of the 2024-2044 Transportation System Plan
Location: Applies Citywide
Proponent: City of Vancouver
City Staff: Kate Drennan, Principal Transportation Planner, Community Development Department
Recommendation: Recommend to City Council adoption of the 2024-2044 Transportation System Plan as described in the December 5, 2023 staff report.

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I. BACKGROUND AND REVIEW PROCESS:

The City of Vancouver Transportation System Plan (TSP) outlines the community's vision for our transportation system and provides a roadmap for getting there. It identifies policies, programs, and projects that will guide investments in our transportation system for the next 20 years. After a multi-year process, with significant input from the Transportation and Mobility Commission (TMC), City Council, transportation stakeholders and the broader Vancouver community, the TSP Update is ready for adoption.

The Transportation and Mobility Commission has reviewed the Transportation System Plan through fourteen previous workshops outlined in Section V 'Prior Commission Review'. In addition, many members also participated in focus groups and other public outreach events to offer feedback and review at different phases in the Plan. The public hearing is the first time the Transportation and Mobility Commission will take a vote on the Plan.

II. TSP Document Overview & Organization

The TMC reviewed the Draft Plan in a September 2023 workshop. This section is a reminder of the content and organization of those chapters. For new information on the changes to the document, skip to the next section "Overview of Document Edits and Additions".

The Plan is divided into eight (8) chapters that are summarized below.

1. City on the Move

This chapter introduces the Plan, identifies key outcomes of the Plan, project partners and lays a foundation by covering some high-level existing conditions. This chapter also includes important definitions for what the TSP covers (the city versus the VUGA) and defines each mode, e.g. – what is a mobility lane? Finally, page 17 of this chapter provides a graphic overview of the planning process that began in late 2019 through today.

2. By Vancouver, for Vancouver

This chapter outlines public outreach and engagement done throughout the Plan development. It includes the methods and strategies used and highlights key concerns, opportunities, and values shared with the Project Team. More detailed information on the Plan's public engagement can be found in Appendices B and C summarizing major engagement milestones.

3. Vancouver Moves Vision

This chapter ties the Plan's goals back to the community feedback on their values for the transportation system. Top community values were safe, earth-friendly, reliable travel times, regional connectivity, and affordable. These values were translated into the TSP goals of safety, equity, climate, transportation choice, regional connectivity and maintaining our assets. Each goal is put into the context of Vancouver's existing conditions today, and the key opportunities the TSP presents toward advancing the goal.

4. Big Ideas

The Big Ideas are an organizing framework for tying goals with relevant policy and program opportunities. The chapter begins by showing the connection between each 'big idea' and the Plan's

goals. Each big idea has a short definition and context to Vancouver, and then outlines the policies and programs that advance the big idea. Key policies are notated with a star and serve as a framework or broader policy umbrella to the supporting programs and policies that nest below.

5. TSP Networks

The TSP modal networks aim to meet the needs of a growing city by recognizing where pedestrian activity will be highest, where roadway investments to support transit are needed, and by setting a minimum density of low-stress facilities for the bicycle and small mobility network. The network chapter includes both a series of maps showing the future designated network of different modes (e.g., pedestrian or transit), and presents information on network quality or level of stress. This is to demonstrate that facilities take a different form depending on the characteristics such as speed and traffic volume on the street they are on. To assist in readability, the chapter includes both full city network maps as well as five geographies across the city created to better display the modal networks. The Plan uses the same geographic zones to display projects.

6. Capital Projects

This chapter presents the list of capital projects necessary to bring our existing roadway system into alignment with the proposed modal networks based on known conditions today. The project list is long and comprehensive, and is meant to span even beyond the twenty-year lifespan of this TSP. The chapter outlines the process behind the prioritization rankings, timing, and cost levels that accompany each listed project. Projects will continue to be refined over time as conditions on the ground change. For example, a change in posted speed or traffic volumes could impact the recommended facility on any given roadway, redefining the associated capital project. The chapter also highlights an example project from each of the five geographic zones.

7. Implementation

The implementation chapter focuses on how we go about implementing the plan, including a focus on funding, staffing needs, and near-term priorities for City staff to focus on. The four near-term priorities include: advancing the complete corridors program; leveraging new development through updates to our concurrency standards, transportation impact analysis guidelines, and traffic impact fee program; implementing Vision Zero principals and a safe systems approach; and standing up a City Safe Routes to Schools program. This chapter also outlines the performance measures the City will track and report on through future City dashboards.

8. Moving Forward

The final chapter looks ahead to other parallel efforts that will align with and help to advance the goals and policies in the TSP. Lastly, the chapter identifies some emerging trends that continue to impact how people and goods travel. These are trends that the City is monitoring and are reflected in some of the policies and programs that will help the City prepare for, respond to, and advance best practices into the future.

III. Overview of Document Edits and Additions

The Project Team collected feedback on the Plan from staff and stakeholders via email and internal comment logs, received written and oral comments during workshops from members of City Council and the Transportation and Mobility Commission, and received feedback from the public via the BeHeard survey, email, and via social media. The feedback received has been largely positive, and most edits consist of small refinements and document fixes or typos. There have been some

substantial comments that have resulted in added policies, and a new section in the Plan. Below is a summary of major edits and additions to the document since your last workshop on the draft in September.

New Additions:

- The Plan now has an opening letter from the City Council and City Manager emphasizing the importance of the TSP and how it ties into the City's goals, values, and other large-scale planning efforts. This section previously had a placeholder.
- The Plan now features a section highlighting some of the major capital projects in our existing Transportation Improvement Program (TIP) focused on upgrading arterial roadways to urban standards. These upgrades most often include increased vehicle capacity, adding street lighting, sidewalk infill, adding curb ramps and other ADA upgrades, as well as mobility facilities. This is to highlight major investments the City is making on these corridors, and address concerns shared with us that that arterial upgrade projects were not referenced in the Plan.
- Added a new policy: LS 1.1, called "Community Safe Routes". The policy states: "Create safe routes to community destinations such as parks or transit. Identify the specific needs of seniors and develop safe routes for these users." This policy was added to address feedback to incorporate travel needs of seniors in planning walking routes to important destinations, in addition to safe routes to schools.
- Added a new policy: TN .3 called "Connected Neighborhoods". The policy states: "Develop pathways between lots that connect neighborhoods to schools, parks, and other destinations. Clarify legal responsibility for pathways." This policy was added to address comments from Parks staff about issues with isolating development patterns that cut off neighborhoods from access to schools and parks. In particular there is an interest to develop policy and standards about pathway easements and clarifying ambiguity about legal liability and maintenance responsibilities.
- The Plan also includes some language refinement under the Big Idea description of "Thriving Neighborhoods" to capture the vision of neighborhood nodes that serve as gathering places for social and commercial activities. The team also refined descriptions of policy CC4.2 "Citywide Safety Program", and program TN2. "Street Trees".

Map Edits/ Additions

The modal maps have also undergone a few small refinements and additions. They include updating the Bike and Small Mobility Network to show the proposed extension of the multi-use path on Lower River Road and adding in the midblock multi-use path between 57th and 62nd Avenue as proposed in the Fourth Plain Pedestrian Safety Action Plan. We also adjusted the Zone 5 map to better depict the proposed 18th Street multi-use path and added the East Powerline Trail between 86th and 192nd. Other changes include adding either existing or proposed greenways to segments of roadways such as portions of McLoughlin Blvd, Plomondon Street, 29th Street, La Framboise Road and General Anderson Avenue.

IV. Feedback Themes from Public Comment Period to Date

This final phase of TSP outreach began in Fall 2023 and is currently ongoing. The focus is largely on sharing out the Draft TSP, collecting feedback on whether it meets the vision and goals of the City and community, and building public support for plan adoption.

Early in the fall, the project team created materials that could be shared out through multiple mediums that summarized the recent work on the TSP and released the Draft TSP for public review and comment. The materials directed readers back to the BeHeard website where they could download the draft Plan, take a short survey, and provide open-ended comments on the Plan and process. The survey opened on September 20th and ran through November 20th, 2023. Information has been shared through email, both print and e-newsletters, on various social media channels, online and at in-person events. While the project team has seen a positive reception of the TSP, we have seen lower levels engagement in the survey and public comment opportunity, which is consistent with what we've observed in other longer-term policy and visioning projects where people engage more in discrete phases than in the review of the overall product.

From the survey responses we have received, more than half of the participants (61%) thought the polices, programs, projects do align with the TSP goals and values. We also surveyed community members on whether they agreed with the near-term initiative priorities. The question had a figure listing out the following initiatives with a short description of each: Complete Corridors Program, Leveraging Development, Vision Zero, and Safe Routes to School. Respondents could choose: *Definitely agree*, *Somewhat agree*, *Neither agree nor disagree*, *Somewhat disagree*, and *Definitely disagree*. Two-thirds of participants (68%) either definitely or somewhat agree with the near-term initiative priorities. A little under a third of participants (29%) definitely or somewhat disagree with the chosen initiative priorities.

The themes that emerged from our open-ended comment box, and from other feedback collected by email or through social media, include:

- **Address traffic safety:** Community members generally support safety for all who walk, roll, bike, take transit drive, or drive as a TSP goal. The biggest issue expressed is speed, especially in corridors with more than one vehicle travel lane. There is general support to address safety through better traffic enforcement and street design improvements.
- **Prioritize transit:** Many community members mentioned the importance of prioritizing public transit and offering various transit modes throughout the city. Many people desire to have a well-connected transit network. Community members expressed a desire to add future connections to existing C-TRAN and Vine routes by adding a streetcar line and light rail lines to the TSP. In general, there was strong support for the enhanced transit network proposed in the TSP.
- **Improve and maintain transportation infrastructure:** Community members recognize there are roads throughout the city that need to be improved and maintained. Key issues mentioned include poor street markings and poor signal timing in the existing network. There is general support to improve the infrastructure by improving sidewalks, upgrading/adding traffic signals, adding roundabouts, and adding turn lanes.

- **Implement equity:** Community members generally support equity and would like to know what equity means in the context of roads, safety in walking and biking, and users like students. There is a desire to develop policies and programs to address the needs of equity areas that intersect transportation and housing.
- **Acknowledge vehicular mobility:** While the TSP addresses all travel modes, some comments reflected a desire to put a greater emphasis on improving vehicular travel throughout the city. For example, some community members commented that driving is the main mode for many people and that the TSP should better address issues for this mode. If vehicular mobility is not an important element of the TSP, then the TSP should explain why.

V. PRIOR COMMISSION REVIEW (IF APPLICABLE):

The Transportation and Mobility Commission contributed to, and reviewed Transportation System Plan content throughout the planning process. The Transportation System Plan has been before the Commission for review on the following dates:

Workshop Topics/ Report Content	TMC Workshop Dates
State of Mobility	Jan 5, 2021
Existing Conditions	Mar 2, 2021
Vulnerability Analysis	Jun 1, 2021
Community Input	Jul 6, 2021
Enhanced Transit Corridor Analysis	Sep 7, 2021
Community input on project values/ project opportunities	Jan 4, 2022
TSP Goals	Mar 1, 2022
Project Prioritization Process	Jul 5, 2022
Policies and Programs	Sep 6, 2022
Modal Networks	Dec 6, 2022
Street typology and standards update	March 7, 2023
Pedestrian crossing policy	May 2, 2023
Performance measures	June 6, 2023
Review of Draft Plan	Sep 5, 2023

VI. SUMMARY OF ISSUE/ PROPOSAL:

In coordination with the GMA comprehensive planning requirements under [RCW 36.70A.070\(6\)](#) and [RCW 36.70A.108](#), a City must update the transportation elements of their Comprehensive Plan every 20 years. The 2024 - 2044 Transportation System Plan updates the previous Plan adopted in 2004. In accordance with their charter, the Transportation and Mobility Commission is to send a recommendation by vote on whether City Council should adopt this Plan update.

VII. REVIEW CRITERIA AND FINDINGS:

Applicable Review Criteria: The Growth Management Act requires jurisdictions to adopt Transportation System Plans no less than every 20 years that include land use assumptions, multimodal transportation facilities needed to serve identified land uses, demand

management strategies, and active transportation facilities needed to enhance community wellness and promote healthy lifestyles.

Findings: The City's Updated Transportation System Plan recommended for adoption meets state requirements through policies, programs and projects that provide facilities and programmatic investments needed to support identified land use assumptions and overall Plan goals over the next 20 years. The TSP will be updated post-adoption of an updated Comprehensive Plan to ensure complete alignment with new land use assumptions.

VIII. RECOMMENDED ACTION:

Staff recommendation: Recommend to City Council adoption the 2024 - 2044 Transportation System Plan as described in the December 5, 2023, staff report.

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