



MEMORANDUM

DATE: Feb. 21, 2020

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

RE: **WESTSIDE BIKE MOBILITY PROJECT**

CC: Chad Eiken, Community and Economic Development Director
Brian Carlson, Public Works Director
Rebecca Kennedy, Long Range Planning Manager
Ryan Lopossa, Streets and Transportation Manager
Jennifer Campos, Principal Transportation Planner
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This memo provides a summary of the Westside Bike Mobility Project, including an update on recently completed Phase III of the project, with recommendations for next steps.

Executive Summary

The concept of a north-south multimodal corridor west of Interstate 5 has been in development for 20 years, under the direction of both City policy and community visioning. West side neighborhoods, downtown, the waterfront, and the Port of Vancouver are experiencing rapid growth, putting strain on the people who live and travel in this area. Growth-related challenges are not only felt on the west side of Vancouver—as the community experiences growth citywide, the additional demand on the transportation system strains safety and mobility for everyone who travels, with especially concerning outcomes for the most vulnerable road users who walk, bike, and take transit. In order to continue to serve the entire community, manage growth, and attract economic development, the City is working to upgrade multimodal access and improve safety across the entire transportation system, with the goal of more efficiently moving people within existing roadways and providing safe and equitable access for everyone.

As evidenced in the outreach conducted as part of City Council's 2016-2021 Strategic Plan and annual community surveys, community members consider transportation one of their top priorities for investment. Because investing in the transportation system effectively changes how people experience the community in their daily lives, transportation investments are extremely impactful and challenging. The City has successfully implemented incremental changes that improve the transportation system, such as the roadway retrofit that added buffered bike lanes on MacArthur Boulevard, new construction on 18th Street, and plans for a world-class multimodal corridor on SE 1st Street. However, most of the City's efforts have not focused on established corridors with very constrained rights-of-way, where there are no easy solutions and changes often result in significant impacts.

This constrained environment was the challenge inherent to the Westside Bike Mobility Project. Over the past two years, this effort sought to identify a network of north-south multimodal corridors that will improve safety and connectivity and transportation options for people traveling to and through the west side of the City. The connections represent a critical missing link in our overall transportation system and provide a regional multimodal connection between Vancouver and Clark County to the north, as well as Portland to the south. The process included extensive community engagement efforts, which illustrated and reflected the challenges that exist when trying to balance different values and perspectives while making changes to existing infrastructure.

With support from City Council, staff strived to engage community members in the development of a solution that balanced the goal for an improved north-south Columbia Street multimodal corridor with diverse stakeholder interests. This included a Community Advisory Committee (CAC) process in which 19 community members representing a variety of perspectives met nine times over the course of six months, as well as broader community outreach. This process, however, did not achieve consensus, and instead illustrated diverging and conflicting priorities within the community. As a result, staff is tasked with providing a recommendation to City Council on how to implement the City's vision while being responsive to and striving to maintain credibility with the community. As the City embarks on other significant transportation projects and planning processes, it is important to steward the relationship with the community so that the City can successfully deliver these promising projects going forward.

In an effort to both pursue the goals and vision of the Westside Bike Mobility Project and also to respond to community interests, staff has developed two alternatives for Council consideration. One alternative represents the best practice approach to implementing a safe and connected multimodal corridor on the west side, and the other alternative reflects a "hybrid" approach to move incrementally toward the goals of safety and connectivity while responding to the community's concerns about impacts to on-street parking. The two alternatives are summarized as follows:

Alternative 1: Columbia protected bike lanes. Provide protected bike lanes in both directions on Columbia. This option includes removing approximately 393 on-street parking spaces on both sides of Columbia between Mill Plain and 45th Street. Between 13th Street and Mill Plain adjacent to the Veterans Assistance Center (VAC), parking would be maintained on the east side of the street adjacent to the VAC as a dedicated parking or loading zone for the VAC.

Alternative 2: Hybrid Columbia Option. Provide a northbound protected bike lane on Columbia between 16th and 45th streets, with southbound sharrows. This option includes removing approximately 200 on-street parking spaces on the east side of Columbia between 16th and 45th streets and maintaining approximately 169 on-street parking spaces on the west side of Columbia. Between Mill Plain and 16th Street, parking would be removed on both sides of Columbia in order to provide protected bike lanes in both directions to move people biking safely through the Mill Plain/15th couplet. Between 13th Street and Mill Plain adjacent to the VAC, parking would be maintained on the east side of the street adjacent to the VAC as a dedicated parking or loading zone.

In terms of best practice for providing complete streets that feel safe and comfortable enough to encourage people to ride bikes, Alternative 1 (Columbia protected bike lanes in both directions) remains the preferred option. This option meets the full intent of the Complete Streets Policy and the goal of providing safe routes for people regardless of

age, ability, or how they choose to travel. It provides the safest route for people biking and represents a future-focused investment in a multimodal transportation network that provides the widest range of travel options and serves people at a variety of comfort levels.

However, in response to the desire expressed by the CAC and the broader community for compromise and strong concern about the impact of and opposition to removing on-street parking, staff has developed a hybrid Columbia option which provides a northbound protected bike lane and southbound shared lane, preserving parking on one side of the street for the majority of the corridor.

This hybrid option represents an incremental approach to improving safety. It is an improvement over the existing shared lanes, but will not be safe for all users and abilities. It does not, however, preclude a complete facility in the future, depending on the results of future evaluation and potential changes in community support. Most importantly, the hybrid option is rooted in an attempt to balance the competing values expressed by members of the CAC and the community at large, acknowledging the importance of maintaining credibility by responding to community feedback.

Both options reflect community feedback by providing additional traffic calming such as speed cushions and street trees, reducing the speed limit, preserving the pedestrian refuges at 41st and 44th streets, providing ADA parking in residential areas as needed, maintaining paratransit curb access as needed, providing intersection improvements for people biking, and ensuring the protective element for the bike lanes fits the neighborhood context while being low maintenance.

The remainder of the memo describes the project background, phases, recommendation, and next steps in more detail.

Project Background

Policy Guidance

The Westside Bike Mobility Project implements multiple existing policies and plans previously adopted by City Council, including the 2016-2021 Strategic Plan, the Complete Streets Policy (2017), the Westside Mobility Strategy (2016), the Vancouver City Center Vision Plan (2007), and the Transportation System Plan (2004). The Westside Bike Mobility Project includes further analysis of specific findings from these existing policies and plans in order to develop recommendations for transportation improvement projects that can be implemented in the short, medium, and long term. Relevant policy and plan guidance is summarized below:

- 2016-2021 Strategic Plan: Goal 1 of the Strategic Plan ensures that our built environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest, with guidance on developing a safe and balanced transportation system that meets the needs of future generations. The Strategic Plan specifically identifies key bike and pedestrian to upgrade, including Columbia Street.
- Complete Streets policy (2017): directs the City to provide safe, accessible streets

for people of all ages and abilities, regardless of their preferred mode of travel. The policy also states that complete streets require connected travel networks and apply innovative design based on best practices, while acknowledging the potential tradeoffs involved with accommodating all users safely and providing connectivity across the street network.

- The Westside Mobility Strategy (2016): provides a comprehensive analysis of the transportation conditions and needs for the specific subarea of neighborhoods, commercial, and industrial areas west of I-5. The Strategy includes an analysis of all modes on the west side, including walking, biking, driving, and transporting freight, and the plan recommends a balanced, multimodal mobility concept. Specific to bike infrastructure, the Strategy identifies the need for a network of bike facilities to serve the area and recommends further study to identify the most appropriate north-south bike routes, including at least one route with separated, protected bike facilities to accommodate users of all ages and abilities.
- Vancouver City Center Vision Plan (2007): guides continued growth in the City's Downtown, Uptown, Waterfront, and government areas. The plan identifies a network of preferred bicycle routes, including Columbia Street, Jefferson Street/Kauffman Avenue, and Franklin Street.
- Transportation System Plan (2004): the transportation element of the City's Comprehensive Plan identifies Columbia Street and many other north-south roadways on the west side as key bike network connections.

Project Purpose and Structure

The Westside Bike Mobility Project began in May 2018, with the goal of implementing policy guidance to establish a multimodal network of north-south complete streets to serve the west side of Vancouver. The project focused on the study area between the Burnt Bridge Creek Trail to the north, the Columbia River to the south, I-5 to the east, and Fruit Valley Road to the west. The project seeks to improve safety for all users, regardless of how they choose to get around on the west side, whether by walking, biking, driving, or taking transit. The project includes the following phases of work:



Phase I Summary

The Phase I Network Analysis analyzed existing conditions and solicited feedback on travel behavior and preferences, applying these findings to identify potential corridors

that would provide the greatest connectivity within the project area, as the spines of a future west side bike network. Phase I included an existing conditions analysis with traffic speed and volume counts, bicycle and pedestrian counts, parking utilization studies, and other measures. Key findings from the existing conditions analysis are summarized as follows:

- Driver speeds and volumes:
 - Columbia Street: predominant speeds on Columbia Street range from 24 to 29 MPH, with a posted speed limit of 25 MPH. Driving volumes were just over 13,727 average daily trips south of Mill Plain; 8,614 trips between Mill Plain and Fourth Plain; and 6,068 trips north of Fourth Plain.
 - Lincoln/Kauffman Avenues: predominant speeds on Kauffman Avenue range from 29 to 32 MPH, with a posted speed limit of 25 MPH, and around 35 MPH on Lincoln Avenue, with a posted speed limit of 25 MPH. Driving volumes were 3,692 trips south of Fourth Plain on Kauffman Avenue; 4,909 trips north of Fourth Plain; and 7,272 trips on Lincoln Avenue north of 39th Street.
 - Franklin Street: predominant speeds on Franklin Street were around 26 MPH, with a posted speed limit of 25 MPH. Driving volumes were 4,202 trips south of Fourth Plain.
- Bicycle and pedestrian counts: Bicycle and pedestrian counts were collected from 6 a.m. to 8 p.m. on Saturday, August 25; Wednesday, September 5; Thursday, September 6; Thursday, November 29, and Tuesday, December 4, 2018. The following counts represent the number of people observed biking by location:
 - Columbia and 45th Street: 20 to 54 people biking
 - Columbia and 39th Street: 47 to 79 people biking
 - Columbia and Mill Plain: 86 to 158 people biking
 - Daniels and 39th Street: 44 people biking (Thursday, September 6, only)
 - Kauffman and Fourth Plain: 24 to 55 people biking
 - Washington and Mill Plain: 19 to 33 people biking
 - Franklin and Mill Plain: 33 people biking (Thursday, November 29, only)
 - Columbia and Fourth Plain: 37 people biking (Thursday, November 29, and Tuesday, December 4, only)
 - Columbia and 33rd Street: 38 people biking (Thursday, November 29, only)
- Parking utilization: parking utilization studies were completed in June 2018 for the following corridors:
 - Columbia between 13th and 45th Streets and side streets to the next street block: Most blocks had a peak use of 40 percent or less, with the exceptions of the blocks around 41st Street, 39th Street, 21st to 24th Streets, and 13th Street to McLoughlin Boulevard. Peak utilization in these blocks was around 60 to 70 percent, with some reaching 80 to 100 percent utilization at peak use.
 - Lincoln/Kauffman between 13th and 45th Streets: Utilization along this corridor ranged from four to 29 percent.
- Level of traffic stress (LTS): LTS measures how comfortable a roadway feels for biking under existing conditions (traffic speeds, traffic volumes, lane widths, etc.) on a scale of 1-4, with 1 being the least stressful, and 4 being the most stressful. Most sections of Columbia were rated a 2 or 3. Daniels Street ranked 1, which corresponds to a facility that is appropriate for all ages and abilities.

- Off-street parking capacity: the consultant analyzed off-street parking capacity for homes along the study corridors, estimating what percentage of homes may have off street parking capacity for one vehicle, two or more vehicles, or no off-street parking capacity. Homes with side street frontage were not included in the off-street parking capacity analysis.
 - Columbia, Mill Plain to 45th: as many as 5 homes, or 2% of all midblock homes on the corridor, do not have any off-street parking; 77% have two or more off-street spaces.
 - Lincoln/Kauffman, Mill Plain to 45th: 4 homes, or 2% of all midblock homes on the corridor, do not have any off-street parking; 97% have two or more off-street spaces.
- Crashes: based on the most recent available crash data from 2015 to 2017, there were 48 reported crashes on Columbia. Six of the crashes involved people walking or biking, or approximately 13 percent of crashes on Columbia. Three of the crashes involved people biking, or six percent of crashes on Columbia. According to the City's recently completed Transportation System Safety Analysis, approximately three percent of crashes citywide involve people biking; statewide, only 1.2 percent of crashes involve people biking (State data from 2015).

The transportation network serves adjacent residences and businesses as well as all community members who travel to and through these areas; therefore, community engagement for the project was structured to involve as many stakeholders as possible. The Phase I public outreach process focused on the community's values and input regarding their perceived barriers to biking and what would help them ride a bike more often, as well as destinations where people wanted to travel by bike. Phase I outreach included the following:

- In person presentations to neighborhood associations (Arnada, Carter Park, Esther Short, Fruit Valley, Hough, Lincoln, and Northwest) and community stakeholder groups (Uptown Village Association, Bicycle and Pedestrian Stakeholder Group, and the Neighborhood Traffic Safety Alliance)
- Information sharing at three community events (tabling at the farmers market, valet bike parking and flyer distribution at the Waterfront Grand Opening, and an in person open house at Bike Clark County), directly reaching over 160 community members
- An online open house and survey, with 250 individual responses (the majority from 98660 and 98663 zip codes)
- Email and print newsletter notifications to nearly forty neighborhood associations and stakeholder groups (community based organizations such as schools, transit, emergency services and more)
- Postcards, flyers, and posters
- An article in the *Columbian*
- Social media posts (Facebook, Nextdoor, Twitter, and Instagram)

The Phase I outreach provided the following key takeaways:

- Develop a network of safe, connected bike routes, including separated or "protected" bike facilities where necessary, so people feel comfortable riding
- The Columbia Street, Daniels Street/Franklin Street, and Lincoln/Kauffman Avenue corridors were identified as preferred routes
- Columbia was identified as the route that provides the most direct access to desired destinations

Phase II Summary

The Phase II Corridor Analysis incorporated key takeaways from the Phase I findings to develop potential design concepts for the preferred corridors and engage the community in evaluating the concepts and associated tradeoffs. Along with the Phase I outreach findings, the consultant used the following criteria to evaluate corridor alternatives:

- Access and connectivity: access to destinations, high demand areas, and existing multimodal transportation facilities
- Safety: perceived safety, multimodal interactions, traffic operations
- Multimodal improvements: opportunity to incorporate benefits for people walking and driving, etc.
- Community context and impact: expressed community preference, stated community goals/values, expected development/projects, parking impacts, available right-of-way

Based on the above criteria and community input, Columbia Street scored the highest as a preferred bike route, providing access to significantly more desired destinations than parallel streets. The Daniels/Franklin corridor received the second highest score, and the Lincoln/Kauffman corridor received the third highest score as a potential bike route to serve the westernmost reaches of the study area. These three corridors were recommended to serve as the backbone of a future west side bike network.

In applying the technical analysis and outreach findings, the consultant determined what type of facility would be needed to ensure that people of all ages and abilities would feel comfortable biking. Because the corridors differ significantly in terms of dimensions as well as driver traffic speeds and volumes, each corridor would need a different type of bike facility in order to meet complete streets standards. The following complete streets bike facilities were proposed for the preferred corridors (note that parking removal estimates do not reflect parking utilization rates):

- Columbia Street: based on traffic speeds and volumes, Columbia Street would need protected bike lanes in order to meet complete streets standards. This would include a physical barrier to fully separate people biking from people driving. Implementing this proposal would result in removing/relocating on-street parking along both sides of Columbia Street for most of the segment between 6th Street and 45th Street (parking could be maintained on one side of Columbia between 8th Street and 12th Street as a parking protected bike lane). Below were estimates of parking removal based on segment:
 - 6th Street to Mill Plain: 69 spaces
 - Mill Plain to Fourth Plain: 123
 - Fourth Plain to 45th Street: 229
- Daniels/Franklin Streets: because Daniels Street is less stressful under existing conditions, a neighborhood greenway treatment that includes traffic calming and shared roadway markings could be used to meet complete streets standards. Because Daniels does not cross Mill Plain, the route would require a jog to either Franklin or Columbia to cross the couplet.
 - Daniels between Mill Plain to 45th Street: no parking removal
 - Franklin between 16th Street and Mill Plain: no parking removal
- Lincoln/Kauffman Avenues: based on the existing conditions along this corridor, Lincoln and Kauffman Avenues would need protected bike lanes in order to meet complete streets standards, and implementing this proposal would result in removing/relocating on-street parking along both sides of the street for the majority of the corridor.

- Lincoln between 39th Street & Bernie Drive: no parking removal (reallocates shoulder space but does not remove any existing parking)
- Kauffman between 13th Street and 39th Street: 261 spaces

The draft design concepts were presented to the community for feedback in January and February 2019. Phase II outreach activities included:

- In person community events, including “coffee talks” at Boomerang and Latte Da, an open house at the Vancouver Housing Authority, and a booth at the Night Market; approximately 200 community members participated in these events
- An online survey with over 500 individual responses
- 3,500 postcards to residents and businesses on the proposed corridors; flyers; yard signs on the identified corridors; and 500 doorhangers to residents and businesses on Columbia Street
- Email and newsletter notifications
- Articles in the *Columbian*
- Social media (Facebook, Twitter, Nextdoor, and Instagram)
- In person visits to businesses along Columbia Street

Staff also coordinated with the following service providers for feedback on the draft design concepts:

- C-TRAN
- USPS
- Waste Connections
- Clark County Veterans Assistance Center
- Vancouver Housing Authority

Phase II outreach focused on the tradeoffs involved with complete streets bike facilities. Key takeaways from included:

- Community members expressed equally strong support for the complete streets facility, preserving parking, and maintaining neighborhood look and feel
- Proposed design concepts viewed equally as positive and negative for residents
- Residents were very concerned with the potential impacts of removing on-street parking
- There was a strong desire for continued public outreach on the project

Based on the feedback received through the Phase II outreach and consultation with City Council, the project team revised the project process as follows, to include additional phases of focused analysis and stakeholder engagement around the Columbia Street corridor, specifically:

- Reschedule repaving of Columbia (Mill Plain to 33rd Street) to 2020 to provide additional time to engage stakeholders and system users in the design process
- Continue developing multimodal improvement plans with stakeholders, including street trees, traffic calming, and pedestrian crossing improvements as applicable
- Develop a more inclusive public outreach process, including a project stakeholder committee

Phase III Summary

Phase III of the project focused on Columbia Street and adjacent parallel streets, referred to as the “Columbia Corridor,” including Washington, Daniels, and Franklin Streets. This

phase engaged the community to establish a vision for a safe, connected, multimodal north-south corridor that links west side neighborhoods and the Burnt Bridge Creek Trail with Downtown Vancouver and the Waterfront.

For Phase III, the City convened a diverse set of stakeholders as part of a Community Advisory Committee (CAC) to provide in-depth feedback and guidance on an alignment and design concept for the corridor, with the goal of developing a package of improvements to enhance safety and mobility for people walking, biking, driving, and taking transit.

Community Advisory Committee (CAC)

In July 2019, the City accepted applications for the CAC. The goal for the CAC structure was to comprise stakeholders representing a diverse range of interests, including residents of the neighborhoods on the Columbia corridor, members of neighborhood associations and neighborhood coalitions, business owners, community organization representatives, transit riders/representatives, members of existing City boards, and cyclists.

The City received 55 applications for the CAC; the applications were then reviewed by a committee including representatives from the Planning Commission, City Manager's Office communications staff, Public Works communications staff, the project facilitation team, and the project management team. The review committee scored applications and selected 18 members to participate on the CAC.

The final CAC structure represented various perspectives, including business owners, neighborhood residents, service providers, community organizations, transit riders, the Planning Commission, the Parking Advisory Committee, pedestrians, and cyclists. The following is a list of CAC members and their representation:

Name	Representation
Lacey Arnold	Downtown Business Representative, Cyclist
Bill Baumann	C-TRAN Rider, Human Services Council
Merlene Converse	Hough
Alyson Day	Cyclist
Amy Elkinton	C-TRAN Rider, Esther Short
Beth Greenberg	C-TRAN Rider, Carter Park, School for the Blind
Jack Harroun	Planning Commission
Leah Jackson	Downtown Business Rep., Bicycle and Pedestrian Stakeholder Group, Carter Park
Michael Kelly	Carter Park, Cyclist, Parent
Susan Law	Urban Forestry Commission, Carter Park, Neighborhood Traffic Safety Alliance
Stephanie Lynn/Garrett Ginter	Parking Advisory Committee
Nancy McCarter	Westside Neighborhood Coalition, Hough
Judy Russel	Veterans Assistance Center
Luke Vander Weide	Lincoln, Cyclist
Jan Verrinder	Bike Clark County, Bicycle and Pedestrian Stakeholder Group
Jennifer Ward	Lincoln, Parent, Cyclist
Farleigh Winters	Arnada, Vancouver's Downtown Association, Cyclist

Glen Yung	Westside Neighborhood Coalition, Uptown Village Association, Hough
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The CAC process was structured to allow stakeholders the opportunity to explore the data, best practices, constraints, benefits, and tradeoffs of the project and provide feedback based on this information. Throughout the CAC process, the City continued to fulfill committee members' requests for additional information and data. The CAC developed a charter to guide their work, articulating the purpose of the CAC as follows:

1. Help to define a design concept for a north-south multimodal transportation corridor in the area of Columbia Street, which could include facilities on Columbia Street, Washington Street, Daniels Street and/or Franklin Street.
2. Consider feedback collected during previous and current community engagement activities
3. Consider impacts to safety, accessibility and mobility
4. Work with City staff and technical consultants to explore new design concepts
5. Work to achieve consensus on a design alternative with broad community support
6. Consider the larger traffic flow impact on multiple forms of transportation throughout the city

The CAC met nine times between August 2019 and January 2020. All meetings were open to the public and included public comment periods. The topics of each meeting were as follows:

- Meeting #1 (August 14, 2019): The project team provided an overview of the project to date, explained the City's Complete Streets Policy, led the committee in a discussion of the CAC charter, and led an activity looking at the challenges and opportunities associated with the project.
- Meeting #2 (August 28, 2019): The project team presented a technical overview with information about bikeway types and data collection as part of the Phase I existing conditions analysis.
- Meeting #3 (September 11, 2019): The project team led a discussion of challenges/opportunities associated with the project, continued the presentation on data collection, and presented an introduction to the corridor alternatives.
- Meeting #4 (September 25, 2019): The project team provided a brief overview of the transportation system and continued the presentation on corridor alternatives. CAC members participated in a workshop discussion of the advantages and disadvantages of the Columbia, Daniels, Franklin, and Washington corridors.
- Meeting #5 (October 9, 2019): CAC members participated in a workshop on the corridors where they considered benefits, potential problems, and mitigation measures for the corridors. CAC members then participated in a workshop on evaluation criteria to be used in assessing each corridor.
- Meeting #6 (October 30, 2019): The project team provided a preview of upcoming public outreach activities. CAC members continued the evaluation criteria workshop discussion.
- Meeting #7 (November 13, 2019): The project team provided an update on upcoming public outreach activities and presented refined design concepts for the route options. The CAC finalized evaluation criteria.
- Meeting #8 (December 11, 2019): The project team continued the presentation on the route option concepts. CAC members began to fill out their evaluation forms for each route option.
- Meeting #9 (January 22, 2020): The project team presented the results of the CAC's evaluation and summarized the outreach activities. The CAC discussed the

results of the evaluation and were given the opportunity to provide written evaluations.

Route Options

Working with the CAC, the project team developed six route options to present to the public. CAC feedback allowed the project team to modify each option to address concerns and led to new route options that had not previously been considered. Specifically, new route options were developed to address potential parking impacts identified with the initial Columbia Street alternative in the residential, business, and Veterans Assistance Center areas, with the intent to provide routes that different groups could come to consensus on by compromising on certain tradeoffs. The route options introduced one-way bike facilities, predominantly neighborhood greenway routes, and more out of direction travel for people riding bikes. The team developed the following six route options:

1. Columbia: Protected bike lanes in each direction
2. Columbia/Washington: Couplet with one-way protected bike lanes
3. Columbia/Daniels: Neighborhood greenway, bike lane couplet
4. Daniels/Washington: Neighborhood greenway with two-way protected bike lanes
5. Daniels/Franklin: Neighborhood greenway with two-way protected bike lanes
6. Franklin: Neighborhood greenway with two-way protected bike lanes

The following improvements could also be considered as part of implementing route options:

- Potential of traffic calming to be included with neighborhood greenways
- Street trees planned for Columbia, with potential for Daniels
- Coordinate with City sidewalk program manager to work with property owners to improve sidewalk conditions
- Coordinate with service providers such as C-TRAN, USPS, school district, and Waste Connections to accommodate their operations
- Coordinate with City Public Works to improve crosswalks, street lighting, and pedestrian phasing and bike detection at signals

The project team developed a guide that describes each route option including potential benefits, tradeoffs, cost estimate, and parking loss estimate. This guide was provided as part of the public outreach activities and has since been updated to include a timeline for completing each route option; the updated guide is attached to this memo.

Public Outreach Activities

The project team hosted multiple events and presentations in January and February 2020. A Route Options Survey was provided in hard copy and online at all of these events. The City advertised these opportunities through a postcard mailer sent to over 7,000 west side residents and businesses, a project mailing list, and social media (Facebook, Instagram, Nextdoor, and Twitter). These activities are described in more detail as follows:

- Open house (approximately 150 attendees): a large open house was held on January 8 at the Vancouver Public Library. Presentation boards showed a project timeline, maps of the six route options, summaries of benefits and impacts for each option, and potential mitigation strategies. The project team was on hand to answer questions. Paper copies of the Route Options Survey and comment cards were available for community members to provide feedback.
- Coffee talks (approximately 60 attendees): two coffee talks were held in January. The first was held on January 14 from 8:00 - 10:00 a.m. at Latte Da, and the second was held on January 15 from 4:00 - 6:00 p.m. at Relevant Coffee. These

events provided additional opportunities for community members to view the route maps, take the Route Options Survey, and talk to the project team.

- Be Heard Vancouver Online Open House (over 250 submissions and surveys): an online open house was launched on January 8 and remained open until February 21. The online open house consisted of a project timeline, maps of the six route options, summaries of benefits and impacts for each option, potential mitigation strategies, and an electronic version of the Route Options Survey.
- Presentations to organizations (10 presentations): City staff made presentations to multiple community organizations in January and February, including the Uptown Village Association, Hough Neighborhood Association, the Neighborhood Traffic Safety Alliance, Vancouver's Downtown Association, the Bicycle and Pedestrian Stakeholders Group, the Clark Communities Bicycle and Pedestrian Advisory Committee, neighborhood leaders, Lincoln Neighborhood Association, Carter Park Neighborhood Association, and Esther Park Neighborhood Association.

Public Outreach Key Takeaways

The goal of stakeholder engagement for Phase III of the project was to incorporate feedback from both the CAC and broader public in developing a final recommendation for the Columbia corridor. The following key findings were derived from the CAC process:

- Tension remains between providing a direct and safe bike route versus a desire to maintain on-street parking and existing neighborhood look and feel
- There is divided support for a Columbia option as well as a Daniels/Washington or Daniels/Franklin option
- There is interest in a design compromise that provides a bike route while maintaining on-street parking
- There is interest in providing multimodal improvements in addition to a bike facility; desired improvements include sidewalk improvements, traffic calming/speed reductions, street trees

The broader community outreach provided the following findings:

- Parking remains a key issue
- Each route option has benefits and drawbacks
- Community members appreciated having multiple route options to review
- Compromise is important: people expressed a desire for a compromise solution that provides bicycle facilities while mitigating impacts such as parking loss

A comprehensive [Public Outreach Summary](#) incorporating findings from all phases of the project to date is attached to this memo. The Public Outreach Summary includes extensive detail and raw data on the CAC and Phase III outreach process.

Recommendations and Next Steps

The CAC process and Phase III outreach confirmed findings from Phases I and II of the process: there is no community consensus around a bike route option for the Columbia corridor. The built environment on the west side of Vancouver features unique constraints, including lack of a consistent, continuous grid network of streets, which makes retrofitting existing streets and changing existing transportation patterns especially challenging and contentious.

There are currently no safe north-south bike facilities on the west side of Vancouver that meet complete streets standards and are designed to encourage the majority of people who may be interested in biking but concerned about safety to ride. The following

recommendation incorporates feedback from both the CAC and community at large as well as technical analysis and policy guidance.

In terms of best practice for providing complete streets that feel safe and comfortable enough to encourage people to ride bikes, route option number one, Columbia protected bike lanes as originally presented in Phase II of the project, remains the preferred option. This option meets the full intent of the Complete Streets Policy and the goal of providing safe routes for people regardless of age, ability, or how they choose to travel. It provides the safest route for people biking and represents a future-focused investment in a multimodal transportation network that provides the widest range of travel options and serves people at a variety of comfort levels.

However, in response to the desire expressed by the CAC and the broader community for compromise and strong concern about the impact of and opposition to removing on-street parking, staff has developed a hybrid Columbia option which provides a northbound protected bike lane and southbound shared lane, preserving parking on one side of the street for the majority of the corridor.

This hybrid option represents an incremental approach to improving safety. It is an improvement over the existing shared lanes, but will not be safe for all users and abilities. It does not, however, preclude a complete facility in the future, depending on the results of future evaluation and potential changes in community support. Most importantly, the hybrid option is rooted in an attempt to balance the competing values expressed by members of the CAC and the community at large, acknowledging the importance of maintaining credibility by responding to community feedback. The two alternative options are described as follows:

Alternative 1: Columbia Protected Bike Lanes

- Mill Plain – 45th: protected bike lanes northbound & southbound, remove parking on both sides
- 13th – Mill Plain (adjacent to VAC): maintain on-street parking on east side adjacent to VAC as dedicated parking/loading zone for VAC, northbound buffered bike lane, southbound sharrows
- 8th – 13th: protected bike lanes northbound & southbound, remove parking on one side
- Columbia Way – 8th: Utilize shared use path on west side of Columbia; keep existing on street bike lanes
- Loss of 393 parking spaces

Alternative 2: Hybrid Columbia Option

- 16th – 45th: northbound protected bike lane, southbound sharrows, remove parking on east side, maintain parking on west side
- Mill Plain – 16th: protected bike lanes northbound & southbound, remove parking on both sides
- 13th – Mill Plain (adjacent to VAC): maintain on-street parking on east side adjacent to VAC as dedicated parking/loading zone for VAC, northbound buffered bike lane, southbound sharrows
- 8th – 13th: protected bike lanes northbound & southbound, remove parking on one side
- Columbia Way – 8th: Utilize shared use path on west side of Columbia; keep existing on street bike lanes
- Loss of 223 parking spaces

The following elements would be provided with either option:

- Reduce speed limit to 20 MPH
- Maintain speed bumps between McLoughlin & Fourth Plain, add speed cushions between 16th & 45th as appropriate
- Remove traffic circle at 24th, maintain pedestrian refuges at 41st & 44th
- Plant additional street trees
- Maintain existing crosswalks, add crosswalks as appropriate
- Provide bike boxes for southbound sharrows at signalized intersections (where applicable)
- Ensure protection for bike lane fits the neighborhood context and is feasible to maintain
- Monitor and evaluate project performance, making adjustments as necessary
- Continue to refine design for segment between Columbia Way – 13th in advance of repaving project scheduled for summer 2021
- Conduct outreach process for neighborhood greenway on Daniels and other west side bike routes as funding becomes available (likely 3 – 5 years or more)

Many of the elements suggested as part of this option directly reflect multimodal improvements suggested by the CAC and the public. The concept of a northbound protected bike lane and southbound sharrows on Columbia was discussed as part of the CAC process and has been suggested by community members in the past; however, the option was not included in the six route options that the CAC developed because it was considered too much of a compromise both for those who preferred a complete bike facility and those who preferred on-street parking. The hybrid option represents a compromise that provides a bike facility in the northbound direction while reducing speeds and calming traffic to improve the sharrows in the southbound direction, in addition to providing multimodal improvements for all users.

Staff recommends that either option be paired with a future neighborhood greenway on Daniels Street once funding is available for additional outreach and capital investment on a Daniels option. Together, the hybrid Columbia route and the Daniels neighborhood greenway would serve the broadest range of potential riders with a complete, connected facility in both directions.

Vancouver has long held a vision for a safe, balanced, and innovative transportation system. Plans to enhance the system on the west side of the City with an improved multimodal north-south corridor have been in development for decades, with significant investment of City and community resources. Safety and mobility challenges continue within the transportation network, with the worst outcomes for the most vulnerable road users. Strategically, it is in the City's long term interests to improve the safety and mobility of the transportation system in order to manage growth sustainably and position Vancouver for continued economic investment.

Considering the significant constraints involved with funding transportation improvements, it is cost effective to leverage an existing program such as the City's Pavement Management Program as an opportunity to improve mobility. Staff recommends using the opportunity provided by the 2020 – 2021 Columbia Street repaving project to improve multimodal mobility in this corridor utilizing one of the two alternatives outlined herein.

Attachments:

[Public Outreach Summary](#)
[Route Options Maps](#)