



TO: Clark County Councilors  
FROM: Steve Morasch, Planning Commission Chair  
PREPARED BY: Gary Albrecht, Planner III, AICP  
DATE: November 6, 2018  
SUBJECT: CPZ2018-00011 COMPREHENSIVE GROWTH MANAGEMENT  
PLAN 2015-2035 POLICY AND CORRESPONDING CHAPTER  
TEXT TO INCLUDE COMPLETE STREETS

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### **PLANNING COMMISSION RECOMMENDATION**

On May 17, 2018, the Planning Commission voted (6/0) to approve the staff recommendation amending the comprehensive plan text to include the Complete Streets concept as presented in Exhibit 1.

### **PROPOSED ACTION**

Clark County Public Works is requesting an amendment to the Comprehensive Growth Management Plan 2015-2035 Transportation Element to include a complete streets description and two new policies. The amendments provided for community comments are attached in Exhibit 1.

### **BACKGROUND**

On July 22, 2011, Engrossed Substitute House Bill (ESHB) 1071 amended Chapter 47.04 RCW to establish a complete streets grant program within Washington State Department of Transportation's highways and local programs division. "The purpose of the grant program is to encourage local governments to adopt urban arterial retrofit street ordinances designed to provide safe access to all users, including bicyclists, pedestrians, motorists, and public transportation users, with the goals of:

- (a) Promoting healthy communities by encouraging walking, bicycling, and using public transportation;
- (b) Improving safety by designing major arterials to include features such as wider sidewalks, dedicated bicycle facilities, medians, and pedestrian streetscape features, including trees where appropriate;
- (c) Protecting the environment and reducing congestion by providing safe alternatives to single-occupancy driving; and
- (d) Preserving community character by involving local citizens and stakeholders to participate in planning and design decisions." [ESHB 1071, pages 1 and 2]. Local governments were defined as cities and towns.

In 2012, the then Board of County Commissioners approved an Aging Readiness Plan (ARP). The transportation and mobility chapter emphasized the need for complete streets and trails to

remove the barriers to walking and biking for all ages. A strategy in the chapter states that jurisdictions may “aggressively and systematically invest in completing sidewalk and bike lane connections, particular to parks, schools, transit stops and major urban destinations such as retail centers, medical and recreational facilities and public buildings.” [ARP, page 51].

On July 1, 2015, Second Engrossed Substitute Senate Bill (2ESSB) 5987 amended RCW 47.04.320 that transferred the administration of the grant award from the Washington State Department of Transportation to the Transportation Improvement Board. In addition, 2ESSB 5987 amended the definition of local government to include counties. [2ESSB, page 87]. The Complete Streets Awards range from \$125,000 to \$500,000 and is derived from fuel licensees.

## **SUMMARY OF PUBLIC INVOLVEMENT PROCESS**

A draft of the proposed changes to the Comprehensive Growth Management Plan 2015-2035 Transportation Element and complete streets draft ordinance recitals were sent to the Department of Commerce on April 13, 2018 under RCW 36.70A.106. A Notice of Determination of Non-Significance and SEPA Environmental Checklist was published in the Columbian newspaper on April 27, 2018. A legal notice was published for the Planning Commission hearing on May 2, 2018. The draft proposal was reviewed and received comments from the Bicycle and Pedestrian Advisory Council on March 27, 2018; Development Engineering Advisory Board on April 12, 2018; Commission on Aging on April 17, 2018; Clark County Council Work Session on May 2; and the and Planning Commission on May 3.

All public comments are included in the Planning Commission Hearing binder.

On October 16, 2018, a legal notice was published for the County Council hearing.

## **APPLICABLE CRITERIA, EVALUATION AND FINDINGS**

### **CRITERIA FOR COMPREHENSIVE PLAN POLICY OR TEXT CHANGES**

The amendment shall meet all the requirements of and be consistent with the Growth Management Act (GMA) and other requirements, the countywide planning policies, the Community Framework Plan, the comprehensive plan, local comprehensive plans, applicable capital facilities plans and official population growth forecasts. [CCC40.560.010(N)(2)(a)].

### **Growth Management Act (GMA)**

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The GMA lists thirteen overall goals in RCW 36.70A.020 plus the shoreline goal added in RCW 36.70A.480(1). The goals are not listed in order of priority. The GMA goal that applies to the proposed action is Goal 3.

Goal #3 speaks directly to transportation issues to “encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.” [RCW 36.70A.020(1)].

RCW 36.70A.070(6) and WAC 365-196-430 Transportation Element section provides recommendations for meeting the element requirements. Under WAC 365-196-430(2)(b),

“The transportation element should contain goals and policies to guide the development and implementation of the transportation element. The goals and policies should be consistent with statewide and regional goals and policies. Goals and policies should address the following:

- (i) Roadways and roadway design that provides safe access and travel for all users, including motorists, transit vehicles and riders, bicyclists and pedestrians;
- (ii) Public transportation, including public transit and passenger rail, intermodal transfers and multimodal access;
- (iii) Bicycle and pedestrian travel;
- (iv) Transportation demand management, including education, encouragement and law enforcement strategies;
- (v) Freight mobility including port facilities, truck, air, rail and water-based freight;
- (vi) Transportation finance including strategies for addressing impacts of development through concurrency, impact fees and other mitigation; and
- (vii) Policies to preserve the functionality of state highways within the local jurisdiction such as policies to provide an adequate local network of streets, paths and transit service so that local short-range trips do not require single-occupant vehicle travel on the state highway system; and policies to mitigate traffic and stormwater impacts on state-owned transportation facilities as development occurs.”

Finding: The proposed comprehensive plan transportation element amendment to include complete streets is consistent with GMA Goal 3 and WAC 365-196-430. It encourages multimodal transportation for all roadways and continues to provide safe access and travel for all users.

### **Community Framework Plan**

The Community Framework Plan (Framework Plan) provides guidance to local jurisdictions on regional land use and service issues. The Framework Plan encourages growth in centers, urban and rural, with each center separate and distinct from the others. The centers are oriented and developed around neighborhoods to allow residents to easily move through and to feel comfortable within areas that create a distinct sense of place and community. The Community Framework Plan policies applicable to this proposal include the following:

Goal 5.0 notes that “the community framework plan envisions a shift in emphases of transportation systems from private vehicles to public transit... and non-polluting alternatives such as walking and biking.” [Framework Plan, page 17] The following transportation policies apply to the proposed action:

- 5.1.1 Encourage transportation systems that provide a variety of options (high capacity transit, high-occupancy vehicles, buses, autos, bicycles or walking) within and between and rural centers.
- 5.1.2 Streets, pedestrian paths and bike paths are to be a part of a system of fully connected and scenic routes to all destinations. Establish design standards for development to promote these options and work cooperatively with C-TRAN to ensure that programs for improvements in transit service and facilities as well as roadway and pedestrian facilities are coordinated with these standards.
- 5.1.3 To reduce vehicle trips, encourage mixed land use and locate as many other activities as possible to be located within easy walking and bicycling distances from public transit stops.

5.1.4 Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools and public transit). [Framework Plan, page 17].

These framework plan policies are implemented by Clark County Code 40.350.030 Street and Road Standards. It is the purpose of this section to establish minimum standards for public and private transportation facilities for vehicles, public transit, pedestrians, and bicycles, hereinafter constructed or improved as a condition of county approval of a development, or a transportation project constructed by the county. These standards are intended to preserve the community's quality of life and to minimize total costs over the life of the transportation facility.

Finding: The proposed comprehensive plan transportation element amendment to include complete streets is consistent the Community Framework Plan policies. They encourage multimodal transportation for all roadways and continue to provide safe access and travel for all users developing with the existing street and road standards. [CCC 40.350.030].

### **Countywide Planning Policies (CWPP)**

The GMA, under RCW 36.70A.210, requires counties and cities to collaboratively develop Countywide Planning Policies (CWPP) to govern the development of comprehensive plans. The WAC 365-196-305(1) defines "the primary purpose of CWPP is to ensure consistency between comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of the CWPP is to facilitate the transformation of local governance in the urban growth areas, typically through annexation to or incorporation of a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties."

Policy 5.0.1 states "Clark County, Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO), state, bi-state, municipalities and C-TRAN shall work together to establish a truly regional transportation system which:

- reduces reliance on single occupancy vehicle transportation through development of a balanced transportation system which emphasizes transit, high capacity transit, bicycle and pedestrian improvements and transportation demand management;
- encourages energy efficiency;
- recognizes financial constraints; and,
- minimizes environmental impacts of the transportation systems development, operation and maintenance." [CWPP, page 151].

Finding: The proposed amendment is consistent with polices in the Community Framework Plan and the Countywide Planning Policies. A complete streets update encourages a transportation system that provides a variety of travel options between urban and rural centers and will encourage use of alternative types of transportation. It supports intergovernmental cooperation to ensure a seamless complete streets network with the City of Battle Ground and the City of Vancouver.

**Comprehensive Growth Management Plan 2015-2035 (2016 Plan)**

The 20-year Comprehensive Growth Management Plan contains many policies that guide urban form and efficient land use patterns. The most relevant goals and policies applicable to this application are as follows:

“Goal: Develop a multi-modal transportation system.

5.2.1 Roadway improvements which provide for additional capacity for the automobile shall also accommodate alternative travel modes.

5.2.11 Promote bicycle and pedestrian safety and increased bicycling and walking through safety and encouragement activities.” [2016 Plan, pages 153 and 154].

Finding: The proposed amendment is consistent with polices in the (2016 Plan). A complete streets update encourages alternative travel modes that support additional capacity on roadway improvements while promoting, increasing safety and encouraging activities for bicyclists and pedestrians.

**Capital Facility Plan**

Transportation projects have a revenue perspective. The projected revenue sources include property taxes dedicated to transportation (“road fund”), gasoline tax distributions to the county, traffic impact fees, Public Works Trust Fund loans, expected other grants and miscellaneous revenue streams that accrue for transportation purposes.

Finding: The proposed complete streets amendment could bring additional grant revenue for completing projects in the 20-year Capital Facilities Plan.

**RECOMMENDATION AND CONCLUSIONS**

Based on the information and findings presented in this report and in supporting documents, the Planning Commission forwards a recommendation of **APPROVAL** to Clark County Councilors.

The following table lists the applicable criterion and summarizes the findings for CPZ2018-00011.

<b>COMPLIANCE WITH APPLICABLE CRITERIA</b>		
Criterion for Policy/Text Amendments	Criteria Met?	
	Staff Report	Planning Commission Findings
Consistency with GMA	Yes	Yes
Community Framework Plan	Yes	Yes
Countywide Planning Policies	Yes	Yes
20-Year Comprehensive Plan	Yes	Yes
Capital Facilities Plan	Yes	Yes
<b>Recommendation:</b>	<b>APPROVE</b>	<b>APPROVE</b>

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2  
3

1 **Exhibit 1 - Comprehensive Plan Text Amendments**  
2 **Transportation Element**

3  
4 **Travel Demand Forecasting**

5 RTC uses a computerized model to project future traffic volumes based on the proposed  
6 land use patterns. The study year for analysis of future conditions is 2035. Base conditions  
7 for the 2024 analysis scenarios consist of funded or committed transportation projects, 2035  
8 population and employment forecasts. Details of the land use assumptions and the  
9 allocation of jobs and households are provided in **Appendix A**.

10  
11 Travel demand has also grown as the number of registered passenger cars in Clark County  
12 has increased dramatically over the last three decades. Between 1990 and 2000, there was a  
13 67.2 percent increase in both registered passenger cars and light trucks (which includes  
14 SUVs).

15  
16 **Future Deficiencies**

17 Future deficiencies in the transportation system are identified based on the Comprehensive  
18 Plan Preferred Alternative urban growth boundary map. The assumed transportation network  
19 included the existing network plus improvements identified in the **Regional Transportation**  
20 **Plan** (RTP). The RTP includes the transportation improvement programs of the various  
21 jurisdictions and projects for which there is an identified regional need, strong regional  
22 commitment and probable funding available. Clark County's 6-year **Transportation**  
23 **Improvement Plan** (TIP) identifies needed system improvements and is updated and adopted  
24 on an annual basis. Appendix A details transportation issues that are forecasted to exceed  
25 the level-of-service standards in the next 20 years. An extensive list of capital improvements  
26 has been included in the RTP (Appendix B: RTP Solutions, Projects, Strategies and  
27 Programs) to address the wide array of transportation needs for the Clark County region as  
28 expressed through the comprehensive planning efforts of its jurisdictions. The projects include  
29 roadway improvements, traffic signals, road widenings, overlays, intersection reconstruction,  
30 access ramps, bicycle lanes and sidewalks, school crossings, guard rails, culvert  
31 replacements and storm drainage improvements. As reported in the December 2014 RTP,  
32 the regional transportation infrastructure needed to accommodate growth over the next 20  
33 years will require an investment of over \$1.8 billion (the approximate total cost of projects  
34 identified in the 2007 RTP was \$1.4 billion).

35  
36 **Regional Programs and Projects**

37 This section summarizes the range of transportation programs and transportation projects  
38 needed to meet the transportation needs of people and freight in the twenty-plus year future.

39  
40 In developing a balanced regional transportation system it is not only capacity deficiencies  
41 that must be addressed but also preservation and maintenance of the existing regional  
42 transportation system, plans to make for a safer regional transportation system for mobility of  
43 people and freight. All transportation modes are to be addressed with transportation options  
44 and choices made available to our diverse community's residents and businesses.

45  
46 **Complete Streets**

47 **The Complete Streets concept promotes streets that are safe and convenient for all users,**  
48 **including pedestrians, bicyclists, transit riders, and motor vehicle drivers of all ages and**

1 abilities. Streets constitute a large portion of the public space and should be corridors for all  
2 modes of transportation, including pedestrians, bicyclists, and transit. Streets that support and  
3 invite multiple uses, including safe, active, and ample space for pedestrians, bicycles, and  
4 transit, are more conducive to the public life and efficient movement of people than streets  
5 designed primarily to move automobiles and trucks.

6  
7 Trends in energy and transportation costs, air quality and public health necessitate a more  
8 comprehensive approach to mobility within communities that offer a greater variety of mobility  
9 choices and which is not strictly automobile based. Many of the existing roadways where  
10 Clark County residents walk and bicycle are incomplete and lack sidewalks or marked  
11 crosswalks, have lanes too narrow to share with bicyclists, and make no accommodation for  
12 transit riders or for people with disabilities. Recent, trends indicate that Clark County will  
13 experience increased traffic congestion and travel times as the population increases and the  
14 number of commuters to employment centers within the County increases.

15  
16 Clark County promotes pedestrian, bicycle and transit travel as an alternative to the  
17 automobile, reduces negative environmental impacts, promotes healthy living and is less costly  
18 to the commuter. The development of a more complete transportation network or Complete  
19 Streets can improve pedestrian safety, increase the capacity of the transportation network and  
20 promote improvements in public health.

## 21 22 **Bicycle and Pedestrian System**

23 The continuous development and growth of the non-motorized network in Clark County will  
24 reduce impacts to the environment (reduce greenhouse gases and vehicle demand),  
25 encourage enhanced community access and promote healthy lifestyles and exercise. A  
26 countywide network of bicycle and pedestrian facilities is needed to allow bicycling and  
27 walking for people of all ages and incomes as a practical alternative to automobile travel in  
28 some cases. It will also make the broader community more accessible, enjoyable and safer.

29 Integrated within the public highway, street and road system are non-motorized facilities,  
30 including bicycle and pedestrian facilities. The Cycling Vancouver & Clark County map  
31 includes separated multi- use paths such as the NE Padden Parkway, Burnt Bridge Creek and  
32 SR-503 trails; designated on-street bicycle lanes on some state highways and county and city  
33 roads; designated routes on widened county road shoulders; and streets and roads with  
34 shared roadway use that do not include special markings or signs.

35  
36 Clark County and other local jurisdictions have included bicycle and pedestrian elements in  
37 their comprehensive plans or other plans. In 2010, the Board of County Commissioners  
38 adopted the *Bicycle and Pedestrian Master Plan*. The *Bicycle and Pedestrian Master Plan*  
39 provides a vision and implementation strategy for how Clark County can improve conditions  
40 for bicycling and walking over the next twenty years. The Plan envisions an interconnected  
41 bicycle and pedestrian network that provides routes to city centers, schools, transit, parks and  
42 recreational facilities. Once achieved, this Plan will improve Clark County residents' health,  
43 enhance their quality of life, help improve and protect the County's natural resources and be  
44 a source of pride to the community.

45  
46 Transportation policies are an extremely important component of the bicycle and pedestrian  
47 plan. For example, roadway project policies can provide the support and direction to plan and  
48 build pedestrian and bicycle facilities because these facilities are more cost effective to

1 incorporate the time of initial roadway construction. The County currently has a Bicycle and  
2 Pedestrian Advisory Committee to provide advice on bicycle and pedestrian facilities, mobility  
3 and safety issues.

4  
5 In addition to the *Bicycle and Pedestrian Master Plan*, **C-TRAN** accommodates bikes on the  
6 bus. Bicycling and riding the bus also cuts down on pollution, traffic congestion and driving  
7 costs. All C- TRAN buses are equipped with bike racks. You can start your trip with an  
8 invigorating ride to a C-TRAN bus stop or park and ride and place your bike on the easy-to-  
9 use bike rack on any C-TRAN bus. Bike lockers are also available at transit centers.

10 \*\*\*\*\*

## 11 **Goals and Policies**

### 12 **County 20-Year Plan Policies**

13 In addition to the policies adopted by all local jurisdictions, the County has adopted  
14 transportation goals policies specific to areas within County jurisdiction.

#### 15 **Goal: Develop a multi-modal transportation system.**

##### 16 **5.1 Multi-modal System Policies**

- 17 5.1.1 Roadway improvements which provide for additional capacity for the  
18 automobile shall also accommodate alternative travel modes.
- 19 5.1.2 Transit related options, including high capacity transit, shall be encouraged  
20 in order to reduce congestion and to improve and maintain air quality.
- 21 5.1.3 The regional public transportation system shall serve the needs of those with  
22 transportation disadvantages in accordance with adopted service standards.  
23 The county, C-TRAN and local agencies shall maintain specialized  
24 transportation services and facilities to meet the requirements of the  
25 Americans with Disabilities Act.
- 26 5.1.4 The county shall support new and improved passenger rail transportation  
27 services between Clark County and the Portland metropolitan area and along  
28 the I-5 corridor from Vancouver, BC to Eugene, Oregon.
- 29 5.1.5 Regional airport planning shall include all affected jurisdictions to  
30 provide compatibility with surrounding land uses and to support  
31 adequate ground transportation to move people and goods to and  
32 from airports.
- 33 5.1.6 The 2010 Clark County Bicycle and Pedestrian Master Plan and its policies are  
34 included by reference in the Comprehensive Plan.
- 35 5.1.7 The county supports the development of its bicycle and pedestrian  
36 network identified in the 2010 Clark County Bicycle and Pedestrian  
37 Master Plan.
- 38 5.1.8 The county supports coordination among the jurisdictions and agencies  
39 in the development of bikeway and pedestrian facilities.

- 1  
2 5.1.9 Supports efforts to fund construction of bicycle and pedestrian improvements  
3 in the Clark County Bicycle and Pedestrian Master Plan without the loss of  
4 streets and/or highway vehicular lane capacity.  
5  
6 5.1.10 Long range land use and transportation plans shall be coordinated with high  
7 capacity transit plans.  
8  
9 5.1.11 Promote bicycle and pedestrian safety and increased bicycling and walking  
10 through safety and encouragement activities.  
11 5.1.12 Endorse the concept of complete streets, which promotes roadways that are  
12 safe and convenient for all users.  
13 5.1.13 Design and construct complete streets wherever feasible and practicable.  
14  
15

### 16 **Implementation Strategies**

- 17 • Integrate the regional public transit system with other modes of transportation  
18 including auto, rideshare, bicycle and pedestrian travel.
- 19 • Develop infrastructure to interface with inter-city bus, rail and airline facilities.
- 20 • Coordinate with C-TRAN to integrate transit facilities such as transfer centers, bus  
21 pullouts, bus shelters, transit information centers and pedestrian connections into  
22 the design of all types of development.
- 23 • Provide rural collector level connections from rural centers to major  
24 multimodal transportation corridors and park-and-ride facilities.
- 25 • Support public transportation connections to the rural centers and encourage  
26 efficient service between rural cities, towns and centers and urban centers.
- 27 • Ensure that alternative transportation modes such as pathways, sidewalks, bus  
28 stops and bike lanes are provided for in subdivisions and other land  
29 developments.
- 30 • Incorporate adequate checklists into the development and project review process to  
31 ensure that accessibility for the elderly and physically challenged is provided,  
32 through the construction of curb cuts and ramps, designation of parking spaces, etc.
- 33 • Participate in any new airport site selection process led by the Ports,  
34 Washington State Department of Transportation Aviation Division or other  
35 governmental entity.
- 36 • Implement the 2010 Clark County Bicycle and Pedestrian Master Plan to  
37 expand travel opportunities for transportation and recreation.
- 38 • Increase bicycle and pedestrian safety through education and enforcement activities.
- 39 • Increase the number of people walking and cycling through education and  
40 promotional events.
- 41 • Coordinate with local jurisdictions to ensure a seamless bicycle and pedestrian  
42 transportation system between the unincorporated County and neighboring cities.
- 43 • Establish an East Clark County Scenic Bicycle Route.  
44