

# Staff Report

TO: Clark County Planning Commission  
 FROM: Ahmad Qayoumi Public Works Director  
 PREPARED BY: Gary Albrecht, AICP, Planner III  
 DATE: October 15, 2020  
 SUBJECT: CPZ-2020-00012: ARTERIAL ATLAS AMENDMENTS

## PROPOSED ACTION

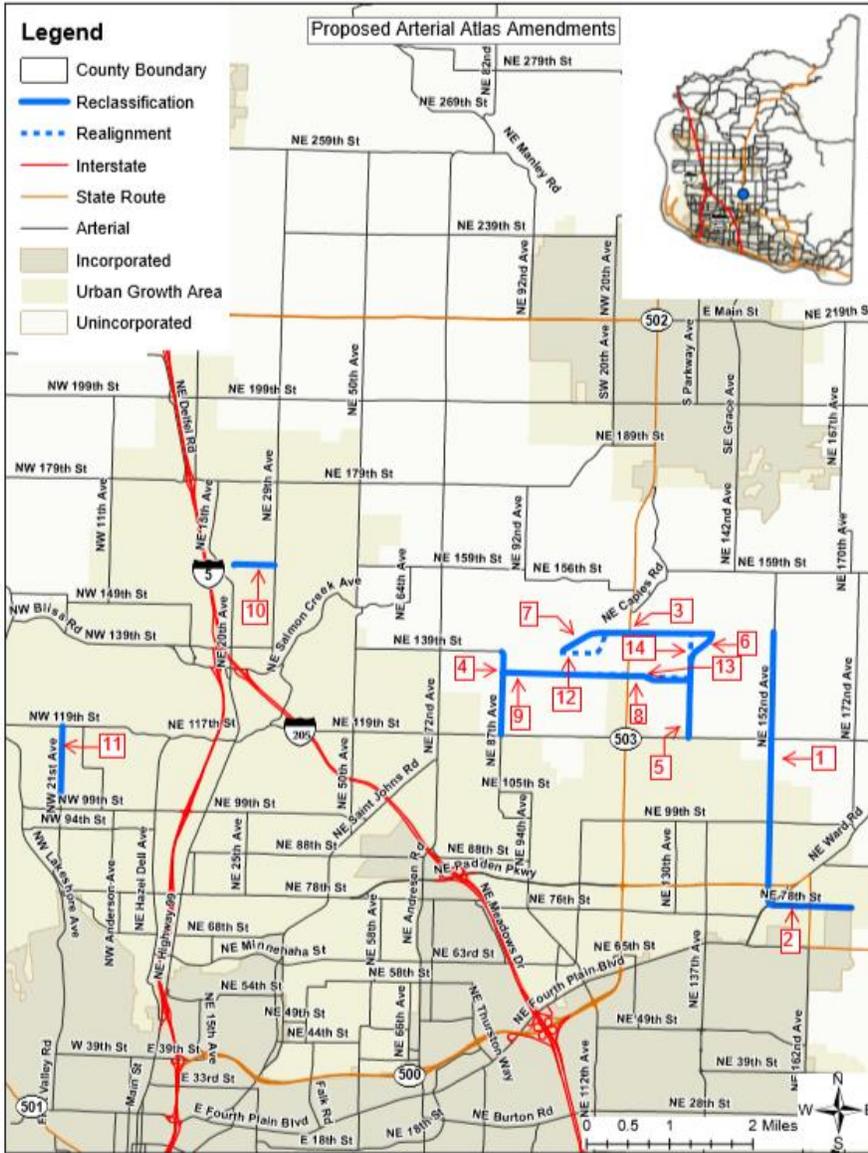
This proposal seeks to amend the Arterial Atlas. The following table describes proposed amendments reclassifying certain streets to accommodate bicycle infrastructure and modifying the alignments of planned roads, which improve transportation mobility options and safety for the traveling public.

<b>Table 1</b>		
<b>Proposed Arterial Atlas Map Amendments</b>		
<b>No.</b>	<b>Amendment</b>	<b>Description</b>
1	Reclassify	NE 152nd Ave between NE Ward Rd and slightly north of NE 144th St from a 2-lane collector (C-2) to a 2-lane collector with bike lanes (C-2b)
2	Reclassify	NE 78th St between NE Ward Rd and NE 172nd Ave from a 2-lane collector (C-2) to a 2-lane collector with bike lanes (C-2b)
3	Reclassify	NE 144th St between SR 503 and NE 137th Ave from a 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
4	Reclassify	NE 87th Ave between NE 119th St and NE 139th St from a 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
5	Reclassify	NE 132nd Ave between NE 119th St and approximately NE 137th St from a 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
6	Reclassify	Planned NE 132nd Ave between approximately NE 137th St to NE 144th St from a 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
7	Reclassify	A planned NE 139th St/NE 144th St road extension between approximately NE 101st Ave and SR 503 from a 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
8	Reclassify	A planned NE 134th St road extension between NE Laurin Rd and NE 132nd Ave intersection from a proposed 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
9	Reclassify	NE 134th St between NE 87th Ave to NE 132nd Ave from a 2-lane collector (C-2) to a 2-lane minor arterial (M-2cb)
10	Reclassify	NE 159th St between NE 29th Ave and NE 20th Ave from a 2-lane collector (C-2) to a 2-lane collector with bike lanes (C-2b)
11	Reclassify	NW 21st Ave between NW 101st St and NW 119th St from a 2-lane collector (C-2) to a 2-lane collector with bike lanes (C-2b)
12	Modify	A planned road extension on NE 139th St at approximately NE 101st Ave, connecting to NE 144th St. at approximately NE 112th Ave, transitioning over the railroad tracks to NE 144th St
13	Modify	A planned NE 134th St road extension between NE Laurin Rd and NE 132nd Ave intersection to follow parcel lines
14	Modify	A planned NE 132nd Ave road extension between at approximately NE 137th St to NE 144th St to follow NE 132nd Ave to NE 144th St

See Figure 1 on the following page for a map of these proposed amendments. If the proposed

amendments are approved, they will be incorporated into the Arterial Atlas, Figure 35, of the 2015-2035 Comprehensive Growth Management Plan.

**Figure 1**



Note: Legend in Figure 1 and Table 1 use different terms with the same meaning, Realignment and modification.

**BACKGROUND**

Clark County Public Works recommends reclassifying several streets to provide bicycle infrastructure where parking is underutilized. Staff examined several two-lane collectors with parking (C-2) for reclassification to two-lane collectors with bike lanes (C-2b). This examination accounted for several characteristics of the streets, including direct residential access to parking, proximity to neighborhood parks and amenities, and connections to existing bicycle routes. The proposed reclassifications are on streets that do not include direct residential access, serve connections to parks, and are consistent with the 2010 Bicycle and Pedestrian Master Plan. These two road classifications, C-2 and C-2b, require the same right-of-way widths (60 feet), therefore no property acquisitions are necessary if the streets are reclassified.

The Northeast 152nd Avenue corridor is proposed to reclassify from a two-lane collector (C-2) with

parking to a two-lane collector (C-2b) with bike lanes and no parking. Northeast 152nd Avenue connects the arterials of Northeast 99th Street and Padden Parkway and serves York Elementary School. Northeast 152nd Avenue terminates at Ward Road. To the east of this intersection, Northeast 78th Street continues east connecting to Frontier Middle School and Pioneer Elementary School. Northeast 78th Street is proposed to be reclassified as a C-2b in order to provide a continuous bike route from York Elementary School to Frontier Middle School. Northeast 144th Street connects to Northeast 152nd Avenue in the rural area south of Battle Ground. The entire corridor would provide another option for people riding bicycles traveling north instead of traveling on State Route 503.

Several roads are proposed for reclassification to be consistent with the adopted 2010 Clark County Bicycle and Pedestrian Master Plan. Proposed bike lanes are on the road segments of Northwest 21st Avenue, Northeast 159th Street, Northeast 87th Avenue, 134th Street (Northeast 87th Avenue to Northeast Laurin Road), Northeast 144th Street, Northeast 132nd Avenue, and a small segment on Northeast 152nd Avenue near Northeast Ward Road. These proposed amendments add consistency between the Arterial Atlas Map and the bike plan to assist with implementing and eventual development of the bike network. Modified roads align proposed roads with parcel lines to decrease property owner burdens of developing an entire road segment as part of a development proposal.

Additionally, several planned roads, that do not exist, are proposed to modify the alignments in order to follow property lines, utilize existing roadway infrastructure, or provide for better traffic distribution.

**GENERAL INFORMATION:**

The proposed amendments are in the following neighborhood associations: Greater Brush Prairie, Sifton, Heritage, Fairgrounds, Felida, and West Hazel Dell.

**Location:** Generally located west of Hazel Dell Ave, East of Interstate 5 and I-205, SR 503 between Northeast 119th Street and Northeast 144th Street, Northeast 152nd Ave and SR 500 at Northeast 78th Street.

**Existing land use:** Existing land use varies by location as shown on the table on the following page:

<b>Table 2:</b>			
<b>Zoning and Comprehensive Plan Designations</b>			
<b>No.</b>	<b>Amendment</b>	<b>Zoning</b>	<b>Comp Plan</b>
1	Reclassify	R1-6, Airport, GC, R1-10, BP, R-10, AG-20, R-5	UL, C, I, AG, R-5, R-10
2	Reclassify	R1-6	UL
3	Reclassify	R-5, AG-20	R-5, AG
4	Reclassify	R-5, AG-20	R-5, AG
5	Reclassify	R-5, IL, AG-20	R-5, I, AG
6	Reclassify	AG-20, A	AG
7	Reclassify	AG-20	AG
8	Reclassify	AG-20, R-5, IL	AG, I
9	Reclassify	AG-20	AG
10	Reclassify	R1-10	UL, PF
11	Reclassify	R1-7.5	UL
12	Modify	AG-20	AG
13	Modify	AG-20, R-5, IL	R-5, UL, AG
14	Modify	AG-20, A	AG

## **SUMMARY OF PUBLIC INVOLVEMENT PROCESS**

Sixty-day notice notification was sent to the Department of Commerce on April 8, 2019, under RCW 36.70A.106. A Notice of Determination of Non-Significance and SEPA Environmental Checklist was published in the Columbian newspaper, the county's newspaper of record, on Sept. 28, 2020. Public Hearing Notice was published in the Reflector and the Columbian newspapers on Wednesday, Sept. 30, 2020. A postcard was mailed during the fourth week of Sept. 2020. A notice of application and hearing was posted on the property on Sept. 28, 2020. The staff report and additional project information is posted on the following link:

<https://www.clark.wa.gov/public-works/transportation-planning-0>

A GIS Story map is available for the public at the following link, <https://arcg.is/1WTOeG>  
The story map was sent to the neighborhood associations listed above.

## **SUMMARY OF COMMENTS RECEIVED**

Commission on Aging Aug. 19, 2020 remote meeting; the commission voted to unanimously issue their support for approval of the proposed 2020 Arterial Atlas amendments, especially for those that provide or enhance multiple mobility options for pedestrians and bicyclists.

Clark Communities Bicycle and Pedestrian Advisory Committee Meeting Aug. 25, 2020 remote meeting; the committee supported the recommended changes.

Development and Engineering Advisory Board (DEAB) remote meeting on Sept. 3, 2020; DEAB supported the recommended changes.

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

### **CRITERIA FOR ALL MAP CHANGES**

- A. "The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act (GMA) and requirements, the countywide planning policies, the Community Framework Plan, Comprehensive Plan, City Comprehensive Plans, Applicable Capital Facilities Plans and official population growth forecasts." [CCC 40.560.010(G)(1)].**

### **Growth Management Act, or GMA**

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The following statutes and regulations apply to this proposal:

Goal 3 Transportation. "Encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans." [RCW 36.70A.020(3)].

A transportation element is required in Clark County's Comprehensive Plan.<sup>1</sup> 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

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<sup>1</sup> RCW 36.70A.070(6)

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 amendments support multi-modal access. C-Tran has bus routes on Northwest 21st Avenue, Northeast 159th Avenue, and on Northeast 152nd Avenue from Northeast Ward Road to Northeast 99th Street. The reclassified roads include proposed bike lanes that are included in the adopted 2010 Clark County Bicycle and Pedestrian Master Plan. This proposal improves functionality to the transportation system by adding network improvements to increase mobility for people of all ages. Additional benefits include improved safety for motorists who no longer need to cross into the oncoming traffic lane to avoid bicyclists. The added space for bikes means that drivers can stay in their own lanes without swerving to get around. There will be better visibility for motorists and cyclists entering a roadway from a driveway or side street, along with better turning space and sight distance for all drivers.

Modifications to three road planned segments (Northeast 139th Street, Northeast 134th Street, and Northeast 134th Avenue) will improve the ability to implement the Arterial Atlas by realigning with parcel lines and flattening out a curve crossing the Chelatchie Prairie Railroad. The proposal includes road segments near SR503 to provide travel options between the cities of Battle Ground and Vancouver; while preserving freight mobility on the state route. Reclassified and modified roads will progress as development occurs, or through a county initiated capital improvement project. In urban areas, bike lanes shall be included in the reconstruction or new construction of any arterial or collector street if bike lanes are indicated in the Arterial Atlas. This proposal supports Clark County’s cross-circulation requirements that provide a mechanism for integrating various streets into an efficient and safe transportation network as development occurs. The criterion is met, ensuring consistency with the Growth Management Act.

### **Community Framework Plan**

The Community 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.” [Comprehensive 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 reclassification of these road segments will improve the livability of our community by allowing multiple mobility options to residents of all ages and abilities. Underutilized parking will be removed to introduce six-foot-wide bike lanes as development occurs or through Clark County capital improvements. The bike lanes will improve safety for motorists who no longer need to cross into an oncoming traffic lane to avoid bicyclists. Added space for bikes means that drivers can stay in their own lanes without swerving to get around bikes. There will be better visibility for motorists and cyclists entering a roadway from a driveway or side street, along with better turning space and sight distance for all drivers. Motorists can travel at a more uniform speed without the need to slow down for cyclists, increasing the traffic carrying capacity of local roads and highways. The criterion is met, ensuring consistency with the Community Framework Plan.

### **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 policies below emphasize collaboration between jurisdictions.

- 5.0.1 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.
- 5.0.8 The state, county, MPO/RTPO and local municipalities shall work together to establish a regional transportation system which is planned, balanced and compatible with planned land use densities; these agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility and movement of goods and people.

Finding: The proposed reclassifications and modified alignments in the Arterial Atlas are classified as collector streets. These proposed amendments help reduce reliance on single occupancy vehicles by including bike lanes to move towards creating a balanced transportation system. Clark County's adopted circulation plan for SR503 (ORD2005-12-23) supports the proposed amendments. Regional Transportation Council's adopted [Regional Transportation Plan](#) indicates by 2040, vehicle miles traveled, or VMT, is forecast to grow to over 12 million daily VMT, a 41% increase in vehicle miles traveled. Including additional bike lanes in the transportation network will help reduce the total VMT.

Safe bike lanes also tend to lower the number of vehicles on the roads, which lowers emissions and pollution levels. Bike lanes provide a safer means of travel for cyclists and motorists while also improving the environment. Bike lanes increase functional life of pavement due to structural support, which decreases wear on the outer pavement edge. There is improved safety for vehicles making right turns. Bike lanes add to the turning radius at driveways and intersections, reducing the risk of rear-end collisions. There will be higher probability that drivers can avoid utility poles and other fixed obstacles, if a collision occurs, due to the greater area cleared of trees and other barriers to visibility. There will also be more space to place bus stops, improving safety for bus riders. These proposed amendments emphasize the benefits of adding bike lanes to the transportation system and highlight the coordination between jurisdictions. The criterion is met, ensuring consistency with the Countywide Planning Policies.

### **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: Reclassifying the identified roads will add additional capacity for the automobile and allow bicycle travel supporting alternative travel modes. Additional bike lanes will allow more people to ride bikes, because some bike riders feel safer riding in bike lanes. The criterion is met, ensuring consistency with the Comprehensive Growth Management Plan.

### **Capital Facility Plan**

The Capital Facilities Plan provides a general summary of how and when these basic services will be provided to support future growth as envisioned by the 20-Year Comprehensive Plan and proposed funding. Long-range capital improvements to the county's transportation system and their estimated costs are also included in the Capital Facilities Plan. Transportation services include provisions for roads and associated improvements, transit and pedestrian and bicycle systems. 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: Northeast 152nd Avenue from Northeast Padden Parkway to Northeast 99th Street is included in the 20-year Capital Facility Plan. All other identified road segments in this proposal are not included in the Capital Facility Plan. The criterion is met, ensuring consistency with the Capital Facilities Plan.

## **CRITERIA FOR ARTERIAL ATLAS AMENDMENTS**

- B.** “Arterial Atlas amendments shall be accomplished through the changes initiated and approved by the county. These changes may occur as part of the periodic review update to occur consistent with RCW 36.70A.130, or as part of annual changes to the plan once per calendar year, or as part of emergency amendments which may be brought forward at any time, subject to applicable provisions of this chapter.” [CCC 40.560.010(O)(1)]. “Required Criteria. Arterial Atlas amendments may be approved only when all of the following are met:
- a. There is a need for the proposed change;
  - b. The proposed change is compliant with the Growth Management Act;
  - c. The proposed change is consistent with the adopted comprehensive plan, including the land use plan and the rest of the Arterial Atlas;
  - d. The proposed change is consistent with applicable interlocal agreements; and
  - e. The proposed change does not conflict with the adopted Metropolitan Transportation Plan.” [CCC 40.560.010(O)(2)].

Finding: In 2005, Clark County adopted a circulation plan for SR503 (ORD2005-12-23) that supports the proposed amendments. Clark County’s 2010 Bicycle and Pedestrian Master Plan includes proposed bike lanes on several of the identified road segments in this proposal. To implement the adopted bike plan, the Arterial Atlas needs to be amended to include bike lanes on the identified streets. Clark County will require circulation plans on developments to provide a mechanism for integrating various streets as identified in the Arterial Atlas into an efficient and safe transportation network. These proposed amendments are consistent with the adopted comprehensive plan and the Regional Transportation Council’s adopted Regional Transportation Plan.

The criterion is met; These proposed changes bring consistency between the bike plan and Arterial Atlas to ensure the requirement of including bikeway facilities are built as redevelopment, development or as part of a county capital project occurs.

## **RECOMMENDATION AND CONCLUSIONS**

All criteria for approval of an Arterial Atlas amendment have been met.

Based upon the findings presented in this report, staff recommends that the Planning Commission forward a recommendation to **APPROVE** the proposed amendment to the Arterial Atlas.

## **RECOMMENDATION SUMMARY**

Table 3 on the following page lists the applicable criteria and summarizes the findings of the staff report. The Planning Commission findings will be added to the table after public deliberation at the Planning Commission hearing scheduled for this application.

<b>Table 3</b>		
<b>COMPLIANCE WITH APPLICABLE CRITERIA</b>		
<b>Criteria for Arterial Atlas Changes</b>	<b>Criteria Met?</b>	
	<b>Staff Report</b>	<b>Planning Commission Findings</b>
A. Compliance with GMA	Yes	
B. Compliance with Arterial Atlas Amendments		
a. There is a need for the proposed change;	Yes	
b. The proposed change is compliant with the Growth Management Act;	Yes	
c. The proposed change is consistent with the adopted comprehensive plan, including the land use plan and the rest of the Arterial Atlas;	Yes	
d. The proposed change is consistent with applicable interlocal agreements; and	Yes	
e. The proposed change does not conflict with the adopted Metropolitan Transportation Plan	Yes	
<b>Recommendation:</b>	<b>Approve</b>	