



ADMINISTRATIVE REPORT

Report Date: April 19, 2017
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Meeting Date: May 16, 2017

TO: Vancouver City Council

FROM: General Manager of Engineering Services in consultation with the General Manager of Planning, Urban Design and Sustainability

SUBJECT: Complete Streets Policy Framework and Related By-law Changes

RECOMMENDATION

- A. THAT Council receive for information the Citywide Complete Streets policy framework.
- B. THAT Council approve, in principle, the proposed amendments to the Street and Traffic By-law to facilitate street modifications to support Transportation 2040 safety and mode share targets, and delivery of more Complete Streets, as detailed in this report and generally as set out in Appendix A.
- C. THAT Council instruct the Director of Legal services to bring forward for enactment amendments to the Street and Traffic By-law generally as set out in Appendix A.

REPORT SUMMARY

The Complete Streets framework contained in this report builds on existing City-approved transportation policies to create a holistic approach to street design for all modes of travel. It ensures that critical mobility and access functions are met while carefully considering local context as well as connectivity and reliability of the broader transportation network. It is intended to help the City achieve its Transportation 2040 targets on mode share and safety for people of all ages and abilities. The Complete Streets framework further provides opportunity to consider other civic objectives, such as improving public life, local commerce and ecological sustainability, and better responding to surrounding land uses.

The report also recommends a modernization of the Street and Traffic By-law to support achieving city-wide transportation goals by providing the City Engineer with updated delegated authority. This is meant to facilitate more efficient delivery of important sustainable transportation and safety improvements, where currently many walking, cycling and transit road space design changes still require Council approval.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

In October 2012, Council unanimously approved the Transportation 2040 plan. The plan includes specific directions to prioritize sustainable transportation modes, improve accessibility and safety for all with a focus on vulnerable road users, and consider impacts to transit, commercial vehicles, and general traffic flow prior to reallocating road space.

In November 2015, Council unanimously adopted the Renewable City Strategy, which includes directions to use land use and zoning policies to develop compact communities and Complete Streets that encourage active transportation and transit, and to enhance and accelerate the development of Complete Streets and green infrastructure.

In November 2016, Council adopted Street and Traffic By-law amendments to better align the Parking Meter Program with the City's Transportation 2040 objectives. The amendments modernized the Street and Traffic By-law by addressing existing gaps and leveraging recent changes in technology and legislation to improve overall value to the public.

Under section 161 of the Vancouver Charter, delegation of the proposed authority to the City Engineer requires a vote of 2/3 of the Council members, or 8 votes.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

This report advances the City's approach to developing a robust, sustainable Complete Street network as a continuation of our Transportation 2040 efforts. It works towards further defining and expanding Complete Streets transportation planning originally identified as a new transportation policy direction in the Renewable City Strategy. The Complete Streets policy framework outlined in this report reflects the City's current best practices in developing sustainable streets and managing our overall network.

The modernization of the Street and Traffic By-law called for in this report would update the delegated authority of the City Engineer to more efficiently deliver on these Complete Street goals. While this would provide the City Engineer with additional delegated authority in road space allocations, the City Engineer would still consult with the City Manager's office as to which projects will be brought forward as staff reports for Council approval.

The City Manager supports the recommendations within the report.

REPORT

Background/Context

What are Complete Streets?

From a **transportation perspective**, a Complete Streets approach considers the needs of people of all ages and abilities, and for all modes of travel appropriate for a given context. Safe and comfortable access for people walking, cycling, and using transit is not an afterthought but an integral planning principle. It ensures that critical mobility and access functions are met while carefully considering local context and the connectivity and reliability of the broader transportation network. Complete Streets design features allow all people to meet their daily needs, participating in public life and local commerce regardless of their mode of choice.

From a **broader perspective**, a Complete Streets approach considers the interplay between land use and transportation, providing the opportunity to achieve broader civic objectives. While allowing for the movement of people and goods, a broader complete street lens recognizes the importance of looking at streets holistically, bringing land use, green infrastructure, public space and transportation considerations seamlessly together. Complete Streets play an integral role in building complete communities, leading to more vibrant public life and a higher quality, context-sensitive public realm. As such, Complete Streets can enhance people's daily experience of their city.

This report focuses on the transportation perspective, advancing the City towards its safety and mode share targets, including a review and consideration of the Street and Traffic By-law to enable the delivery of Complete Streets.

Existing Policy Context

The Complete Streets framework is based largely on existing approved City policies, including the Transportation 2040 Plan's 'hierarchy of modes' for moving people and other policies and actions (see Appendix B). Subsequent to Transportation 2040, Council approved Renewable City Strategy setting out to "Enhance and accelerate the development of complete streets and green infrastructure" (see Appendix C). Complete Streets also supports numerous other policies and actions included in the Greenest City Action Plan, Healthy City Strategy, and Integrated Stormwater Management Plan.

Strategic Analysis

Benefits of a Complete Streets Approach

Bringing our existing street policies together under a single holistic Complete Streets framework has numerous benefits, helping to:

- Ensure a principled design process, with improved multi-modal designs that more thoughtfully consider cross-departmental and broad civic objectives beyond transportation—for example around public space and ecological sustainability;

- Prioritize and scope streets for advanced planning, leveraging opportunities from development;
- Improve infrastructure coordination and efficiency, facilitating integrated project delivery and implementation across departments and organizations;
- Determine appropriate funding mechanisms; and
- Improve public participation, understanding and support.

Therefore, planning for Complete Streets will help the City more efficiently deliver on Transportation 2040 goals by strategically prioritizing transportation related investments and better coordinating opportunities. It will also further City goals beyond transportation.

Complete Streets are already being explored in the City, as identified in the Grandview-Woodland Plan and the initial consultation on Commercial Drive, and as part of Cambie Corridor Phase 3 Planning Program. Furthermore, in June 2016, ATPC passed a Motion recommending development of a Complete Streets Policy (see Appendix D). This framework builds upon this context, addressing the need for a unified approach towards Complete Streets.

Complete Streets Design Principles

A Complete Streets approach is a holistic approach to street network planning and design. All aspects of street function are well integrated, thoughtfully responding to the surrounding land use context as well as the street's role within a broader transportation network. It is imperative that streets serve their primary function to allow the safe and efficient movement and delivery of people, goods, and services throughout the city. At the same time, there must be recognition that streets can be more than just places to move - they can also be places to be. As such, Complete Streets play a role in delivering significant benefits to all users, including the local community.

Key principles to consider when designing Complete Streets include:

1. Improving **safety, comfort, and accessibility** for all modes, with a focus on walking, cycling and taking transit for people of all ages and abilities
2. Providing **direct and convenient access** to shops, services, and other destinations for all modes of transportation
3. Carefully **addressing impacts** to transit, emergency services, nearby streets, curbside management, and access to local businesses when reallocating road space
4. Enhancing overall **travel time reliability** on the street network for all modes, with emphasis on transit and goods movements
5. Incorporating **flexible design** approaches where appropriate, to changing usage and to facilitate special events at different times of day, week, or season
6. Considering **adaptable designs** where street infrastructure is likely to change over time, to make future space reallocation easier and less costly
7. Enabling **smart infrastructure** opportunities to support emerging green transportation technologies
8. Supporting a **lively city** that encourages a culture of walking and cycling, and increased social interaction and lingering within streets with vibrant public spaces

9. Encouraging **delightful and attractive** streets that contextually respond to surrounding land uses, providing opportunities for placemaking and art in various street elements
10. Exploring opportunities to improve **local ecology**, such as improving stormwater management and increasing the number, size, and health of street trees

The above principles are intended to ensure that the street network is able to serve their required transportation function for people in a safe and efficient manner, while fully exploring opportunities to deliver other benefits. Together, they help ensure a healthier, happier, more dynamic city.

Street Typologies and Network Considerations

A Complete Streets framework does not imply a one-size-fits-all approach to street design. Different design approaches (or typologies) are informed by:

- **Transportation function within a broader network**, recognizing the need to maintain coherent networks with sufficient capacity for transit and goods movement, as well as for people, walking, cycling, and driving
- **Available right-of-way** relative to a street's particular multi-modal movement and access requirements
- **Intensity and type of street activity**, informed by land use and urban design, population and job density, the number and kind of destinations, and so on
- **Other factors that make a street unique**, including heritage considerations, proximity to water, changing use and programming at different times, and other attributes

In practice, not every street can be easily retrofitted to become a Complete Street. Arterials in particular often serve multiple purposes, acting as key transit and/or truck routes, providing access for emergency services, customers, and deliveries, and accommodating local and regional motorized traffic. Given these challenges, the City's immediate priority is not to make every street 'Complete'. Rather, the priority will be to ensure that the City's broader street network provides for a full array of transportation choices that are safe and convenient with continued focus on active travel, our two highest priority modes.

Since most of the City's arterials were originally designed decades ago to prioritize motorized traffic, retrofitting streets to be more 'Complete' often means ensuring the street is safe and comfortable for people of all ages and abilities to walk and cycle, and is accessible for persons with disabilities. Careful consideration must be given to maintain appropriate levels of people-moving capacity on routes designated as part of the Major Road Network (MRN), Regional Truck Route Network (RTRN), and/or Frequent Transit Network (FTN).

Careful consideration must be given to land use. The number and type of destinations, for example, will inform who needs or wants to access a particular street. A Complete Streets policy provides for a spectrum of street types, from car-free or car-light streets, to streets that accommodate all modes, to streets that place greater emphasis on transit and goods movement. Some streets may function in different ways depending on the time of day, week, or season, and treatments may vary from block to block based upon local characteristics and needs, emphasizing the need for meaningful public consultation.

When planning a Complete Street it is important to consider its role within a Complete Street network and identify appropriate goals for the street. While each context will be unique, the general approach will be to consider which modes are desirable and how much space is required to accommodate them. Then the existing street width will be evaluated to see if the available right of way is adequate for these desired modes. If the space available is limited, staff will explore opportunities for road space reallocation, additional building setbacks for redevelopments, and redistribution of some modes to other streets while considering the broader Complete Street network.

Guidelines and Design Discretion

Transportation design decisions require flexibility to balance the use of available guidance and engineering judgement with innovations in street design and technological advances. Staff will continue to reference the internal City design guidelines, supplemented with external guidance issued by organizations such as the National Association of City Transportation Officials (NACTO), the Transportation Association of Canada (TAC), and the Dutch Centre for Research and Contract Standardization in Civil and Traffic Engineering (CROW guidelines).

Identifying Corridors & Strategic Prioritization

In the fullness of time, the City will work towards all City streets being more 'Complete'. However, given limited resources, staff will identify and prioritize exploring Complete Streets concepts that have the greatest benefit or that can be efficiently delivered in coordination with other work. These include projects that:

- Significantly **improve safety** or **increase sustainable mode share**, i.e. existing streets with multiple demonstrated safety issues for one or more types of road user, or where particular deficiencies hinder the potential for significant increases to more people walking, cycling, and/or transit use
- Coordinate with **street rehabilitation** or other infrastructure projects
- Leverage opportunities from **rapid pace of redevelopment** on adjacent properties
- Deliver best practices on **newly constructed streets**, particularly those with a high number of destinations
- Serve **destination-rich streets**, i.e. existing commercial and mixed use areas that generate large numbers of trips, and which often serve as neighbourhood 'hearts' and gathering places
- Repurpose **underused asphalt**, i.e. reclaiming space on streets with unnecessarily wide lanes or surplus motor vehicle capacity

The above categories allow staff to strategically identify and prioritize Complete Streets in response to changing context on an ongoing basis, to better coordinate with other infrastructure investments, as well as land use and emerging development opportunities. Moving forward, future community plans could use the above categories to identify priority streets and corridors for a Complete Streets treatment.

Opportunities for Improved Project Delivery Through By-law Revisions

To facilitate more efficient delivery of important Complete Street improvements in support of sustainable transportation and safety goals identified in Transportation 2040, staff audited the Street and Traffic By-law and the extent of existing City Engineer's delegated authority to approve modifications such as widening sidewalks, improving cycling facilities, and calming local traffic. Staff found that these categories of projects, despite addressing explicit Transportation 2040 goals and following robust public consultation, most often still required Council approval following a full staff report.

The City Engineer has been delegated the authority to modify the street since the Street and Traffic By-Law was first enacted in 1944. The authority has been revised from time to time since then, but has not been substantively updated to reflect current Transportation 2040 policies and directions. These delegated authorities primarily focus on motor vehicles, providing the ability to mark and modify traffic lanes, designate and regulate parking, and locate and establish vehicle traffic controls on City streets, but not providing the ability to make enhancements for sustainable modes. For example, under the current delegated authority the City Engineer can remove parking and replace it with a moving lane for motor vehicles but cannot remove parking and widen the sidewalk without seeking Council approval.

In response to this finding, staff recommends modernizing the Street and Traffic By-law through minor amendments to the City Engineer's delegated authority to deliver the objectives identified in Transportation 2040. The by-law amendments clarify City Engineer authority and facilitate street modifications in support of a Complete Streets design approach. These amendments are included in Appendix A.

The proposed amendments will more efficiently deliver the Council-approved walking, cycling, and transit improvements identified in Transportation 2040. Additionally, minimizing the resources necessary to develop full Council reports would allow staff to focus their efforts on robust consultation and public engagement. The amendments will also serve to prevent a disproportionate amount of time spent on local concerns as compared to the broader system wide effects and considerations, helping develop more normalized, predictable project timelines.

The amendments clarify the City Engineer's delegated authority to:

- **Reallocate public rights-of-way** for different modes and uses. This enables the City Engineer to approve modification of any portion of the street such as wider sidewalks, cycling facilities, or enhanced public realm, and modifications to curb location and design.
- **Divert general motor vehicle traffic** from streets. This enables the City Engineer to approve the installation of traffic calming measures that may divert motor vehicle traffic while maintaining access for walking and/or cycling, as well as transit, service, and/or commercial vehicles as needed.
- **Reroute transit routes** onto different streets, with the support of TransLink. This enables the City Engineer to approve the shift of a transit route from one street to another, typically in conjunction with additional network modifications.

The proposed by-law amendments include simple updates to the definitions of "City Engineer" and "Transit Route". Some of the changes are simple drafting improvements, to

avoid repetition. Others are simple adjustments to the numbering of the subsections to reconcile the proposed changes within the by-law. The most significant modification to the City Engineer's delegated authority is in the proposed section 4. (1) (d), which reads as follows:

"designate by order streets or portions of streets as transit routes and streets or portions of streets that are to be used exclusively by one or more class of vehicles or traffic, and to order the installation or alteration of sidewalks, boulevards, lanes, or other infrastructure or devices to accommodate or facilitate such traffic or prevent any prohibited traffic."

The intent of these by-law changes is to facilitate project delivery following appropriate planning processes, and seeking meaningful community support. Staff remain committed to thoughtful and appropriate consultation with affected stakeholders and the general public. Level of engagement will be commensurate with the scale and impact of a project. Projects that impact more people, for example those on arterial streets carrying higher traffic volumes, will typically have more extensive consultation efforts, whereas smaller projects or those on local streets may have a more targeted engagement process.

On a similar note, permanent infrastructure changes will generally require more robust engagement than temporary trials or pilots. In all cases, staff are fully committed to understanding local concerns and ideas, and to considering circulation, access, and other traffic impacts prior to implementing changes.

Engineering staff will continue to prepare detailed Council reports for any major projects under the direction of the City Engineer in consultation with the City Manager's office. This particularly includes situations where major and significant road reallocation impacts citywide movement, despite staff conducting appropriate consultation proportional to the scale of the project and taking necessary steps to minimize impact. This does not preclude the City Engineer developing Council reports from smaller scale projects if deemed necessary.

Implementation Considerations

There are a number of considerations and trade-offs related to planning Complete Streets and a Complete Streets network that vary depending on context.

One major challenge is delivering and coordinating corridor-length improvements through parcel-by-parcel developments. It is important to set expectations and provide appropriate space allocation and design direction to developers. Future development sites may require setbacks, and variations may be required along existing properties to enable a coherent and connected corridor.

Another major challenge is reallocating road space on existing destination-rich 'high streets' with many competing demands on limited rights-of-way. Such streets are often lined with retail and other key destinations such as transit stations, and as a result have the highest volumes of people walking and generate the most trips over all modes. They also often form the heart of Vancouver's communities, serving as places to connect with others. High streets range in quality across Vancouver, but many are deficient in providing walking and cycling for all ages and abilities, a critical barrier in enabling people to safely and comfortably access shops and other destinations.

Reallocating space on high streets can be difficult because of all the competing demands on the street. In Vancouver, high streets tend to be on busier arterials that also serve as transit and/or truck routes, with high pedestrian volumes, higher motor vehicle volumes, high turnover on-street parking and loading requirements, and so on. Impacts to existing users must be manageable and acceptable to the general public, and more complex projects require higher levels of engagement with stakeholders and the public. A Complete Streets approach can help resolve some of these challenges by establishing a more holistic approach that considers needs and opportunities both on a specific corridor as well as for the larger network.

Surrounding land use context and building forms can also have significant impact on the functioning and performance of the street, with building design and land use mix fostering feelings of safety, comfort and interest conducive for street activity. These considerations require a continuation of the City's ongoing interdisciplinary approach to city building, bringing about greater integration between transportation, land use, urban design, green infrastructure and public space to address these challenges and trade-offs, delivering on broader civic objectives.

Funding and Delivery

Complete Streets designs can employ a variety of treatments, ranging from low cost and/or temporary treatments that can be implemented quickly, to higher quality and more permanent treatments. Often, costs can be reduced by coordinating improvements with redevelopment or other road work.

Delivering Complete Streets for all the corridors that will be identified is going to be a long process. As each Complete Streets plan is conceived, staff will steward a citywide integrated Complete Street network for all modes. Furthermore, staff will continue to be mindful of the importance of managing congestion, particularly improving travel time reliability of transit and goods. This is done while recognizing that Transportation 2040 calls for road space to be strategically re-allocated towards the more sustainable and efficient modes over time. While this might require additional funds over the long term, the Complete Streets framework will help the City achieve Transportation 2040 targets, while lowering its emissions, and improving people's health and well-being.

Public/Civic Agency Input

In June 2016, the Active Transportation Policy Council passed a motion recommending development of a Complete Streets Policy (see Appendix D).

RELATED ISSUES

Financial

Transportation improvement projects, including Complete Streets projects, are typically funded from developer contributions (Development Cost Levies, Community Amenity Contributions and rezoning conditions) and from partnership funding (primarily Translink and occasionally the Provincial and Federal governments). When projects involve the renewal of aging transportation infrastructure, these components can be funded from property taxes. Complete Streets projects, along with other transportation projects, will be prioritized for implementation through the City's capital planning process (10-year Capital Strategic Outlook and 4-year Capital Plan).

Legal

To implement the changes outlined within this report, by-law amendments are required for the Street and Traffic By-law No. 2849.

The draft by-law changes for the updated City Engineer authority have been developed with Legal Services and are provided in Appendix A.

CONCLUSION

The Complete Streets framework in this report has built upon existing Council-approved transportation policies to create a holistic approach to street design for people of all ages and abilities and all modes of travel. It ensures that the critical mobility and access functions of a street are met while carefully responding to the local context with consideration given to the connectivity and reliability of the broader transportation network.

The Street and Traffic By-law amendments proposed in this report aim to modernize the by-law and more efficiently deliver Complete Streets improvements in support of the Council-approved walking, cycling, and transit goals identified in Transportation 2040 while minimizing resources necessary to develop full council reports for each and every improvement. This would allow City staff to focus their efforts on robust consultation and public engagement while continuing to prepare full reports for any projects with major impacts.

The next steps for the Complete Streets program include:

- Strategically identifying potential corridors
- Leveraging development review opportunities
- Coordinating with street infrastructure renewal
- Prioritizing corridors for design and implementation

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BY-LAW NO.

A By-law to amend
Street and Traffic By-law No. 2849
regarding the authority of the City Engineer

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This by-law amends the indicated provisions of the Street and Traffic By-law, No. 2849.

2. Council strikes the definition of "City Engineer" from section 3, and replaces it as follows:

"City Engineer" means the City Engineer appointed by Council under section 288 of the Vancouver Charter and for the purposes of section 161 of the Vancouver Charter, the City Engineer is deemed to be a committee."

3. Council strikes the definition of "Transit Route" from section 3, and replaces it as follows:

"Transit Route" means any street that has been designated as a transit route by the Council or by the City Engineer pursuant to subsection 4.(1)(d) of this by-law."

4. Council strikes subsections 4.(1), 4.(2) and 4.(3) and replaces them as follows:

"4. (1) The City Engineer is hereby authorized to:

(a) mark traffic lanes on streets and to designate by order streets or portions of streets on which a distinguishing single line or double line shall be marked, which lines need not be in the middle of the travelled portion of the street;

(b) designate by order streets or portions of streets upon which no vehicle shall be stopped or parked, or only such vehicles or classes thereof at such times and upon such conditions as may be prescribed;

(c) locate, establish and maintain upon any streets such traffic signs, stop-signs, traffic lights or reflectors, traffic discs, markers, blocks, standards, indicators, traffic-control signals, or other devices or apparatus, whether automatic or manual, as may be deemed necessary for the regulation, direction and control of traffic on any street and at any intersection; and

(d) designate by order streets or portions of streets as transit routes and streets or portions of streets that are to be used exclusively by one or more class of vehicles or traffic, and to order the installation or alteration of sidewalks, boulevards, lanes, or other infrastructure or devices to accommodate or facilitate such traffic or prevent any prohibited traffic."

5. Council strikes the words "subsections (1), (2) and (3)" from subsection 4.(6) and replaces them with "subsections (1)(a), (1)(b) and (1)(c)".

6. Council renumbers subsections 4.(4), 4.(5) and (4).(6) as 4.(2), and 4.(3) and 4.(4), respectively.
7. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.
8. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this day of , 2017

Mayor

City Clerk

Transportation 2040 (2012) - Hierarchy of Modes

Transportation 2040, approved in 2012, supports a 'hierarchy of modes', described as follows:

City street designs should generally support Vancouver's 'hierarchy of modes' for moving people, as prioritized below:

1. Walking
2. Cycling
3. Transit
4. Taxi | Commercial Transit | Shared Vehicles
5. Private Automobiles

The hierarchy is intended to help ensure that the needs and safety of each group of street users are sequentially considered when decisions are being made, that each group is given proper consideration, and that the changes will not make existing conditions worse for more vulnerable street users, such as people traveling on foot, bicycle, and motorcycle. Each time a new roadway is designed or an existing one changed, opportunities for improving walking and cycling will be reviewed. Protected cycling facilities are to be included in all new major roadway design and construction.

This is a general approach and does not mean that users at the top of the list will always receive the most beneficial treatment on every street. In highly constrained urban environments, it is not always possible to provide the ideal facilities for all users' needs, and compromises sometimes have to be made. This is especially the case for streets with limited rights-of-way that play a special role for a particular mode or use (such as transit or goods movement). Where modes lower in the hierarchy are prioritized, the reasons for this approach will be outlined and improvements to parallel alternative routes considered.

Transportation 2040 (2012) - Directions Overview

This plan includes high-level policies and specific actions grouped into the transportation-related categories listed below. Each category includes a short vision statement to help summarize the overall intent. The following pages describe the background story, policies, and actions for each of these categories.

- **Land Use** – Use land use to support shorter trips and sustainable transportation choices.
- **Walking** – Make walking safe, convenient, comfortable, and delightful. Ensure streets and sidewalks support a vibrant public life and encourage a walking culture, healthy lifestyles, and social connectedness.
- **Cycling** – Make cycling safe, convenient, comfortable, and fun for people of all ages and abilities.
- **Transit** – Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible, and comfortable.
- **Motor Vehicles** - Manage the road network efficiently to improve safety and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low-carbon vehicles.

- **Goods, Services, and Emergency Response** – Support a thriving economy and Vancouver’s role as a major port and Asia-Pacific gateway while managing related environmental and neighbourhood impacts. Maintain effective emergency response times for police, fire, and ambulance.
- **Education, Encouragement, and Enforcement** – Encourage sustainable transportation choices and educate all road users to promote safe and respectful behaviour. Support legislation and enforcement practices that target dangerous conduct.

Although several categories reflect individual modes of travel, this is for organizational purposes only. In reality we are a multi-modal city. No one person relies on a single way to get around for every trip. Instead we do what is convenient and practical, making different choices depending on where we are going, what the weather is like, and what we have to do that day. A person might cycle to a nearby transit station, take the train towards their office, and walk the rest of the way; or mostly cycle on sunny days, combine walking and transit when it rains, and use car-sharing when there is a need to haul heavy things. At its core this plan supports a multi-modal city with more transportation choices for people living in, working in, or just visiting Vancouver.

Transportation 2040 (2012) - Other Relevant Policies and Actions

Transportation 2040 includes numerous policies and actions that support a Complete Streets approach to designing and building roads and other public rights-of-way. The list below includes some of the key actions but should not be considered exhaustive.

W.1.1 Make streets safer for walking

W.1.2 Provide generous, unobstructed sidewalks on all streets

W.1.3 Make streets accessible for all people

W.1.6 Provide a blueprint for great pedestrian realm design

W.1.6.1 Advance street typologies and guidelines... to guide new developments, street and sidewalk restoration, and other improvements. Street types will reflect transportation function and land use context, as well as other local features or special attributes. Guidelines should support multiple objectives including safety and comfort, accessibility, connectivity, public life, local commerce, ease of maintenance, and ecological sustainability.

W.1.6.2 Explore opportunities to improve local ecology when designing and (re)building streets and other rights of way, for example by improving wildlife habitat and stormwater management, restoring native flora, increasing the number, size, and health of street trees, and daylighting lost streams.

W.2.2 Create public plazas and gathering spaces throughout the city

W.2.2.1 Create pedestrian-priority streets and spaces, considering the needs for cycling, transit, services, and deliveries to determine appropriate design treatments.

W.2.2.3 Implement a City-led ‘Pavement-to-Plazas’ program to create low-cost, high-impact public spaces by transforming underused rights-of-way.

C.1.1 Build cycling routes that feel comfortable for people of all ages and abilities

C.1.2 Upgrade and expand the cycling network to efficiently connect people to destinations

C.1.2.2.c ... prioritizing ... connections to key destinations, including schools, community centres, major transit stations, and commercial high streets

- C.1.2.2.d ...favouring simple and direct connections with few deviations to establish an easily understood and memorable network of routes
- C.1.2.5 Incorporate separated bicycle facilities into the design and construction of all new major roads
- C.1.2.6 Consider cycling improvements as part of all capital street projects, installing and upgrading routes as opportunities arise through reconstruction and rehabilitation projects
- T.2.2 Provide easy connections and comfortable waiting areas throughout the (transit) network
 - T.2.2.3 Provide safe and comfortable waiting areas at all bus stops where sufficient sidewalk and boulevard space exists. In locations where sidewalk space is too limited for a full shelter, pursue opportunities to locate amenities on private property.
- M.1.2 Consider impacts to transit, commercial vehicles, and general traffic flow prior to reallocating road space
- M.1.3 Manage traffic to improve safety and neighbourhood livability
- G.2.2 Provide for efficient loading and unloading (of goods and services)
- G.3.1 Consider emergency vehicle access in street designs and traffic calming measures

Renewable City Strategy (2015)

The Renewable City Strategy broadly supports the objectives and high level policies contained in the Transportation 2040 Plan, and also includes specific references to Complete Streets:

T.1 Use land-use and zoning policies to develop complete compact communities and complete streets that encourage active transportation and transit

- T.1.1 Foster land-use as a tool to improve transportation consistent with the direction established in Transportation 2040
- T.1.2 Enhance and accelerate the development of complete streets and green infrastructure
- T.1.3 Enhance the pedestrian network according to the direction established in Transportation 2040
- T.1.4 Enhance cycling infrastructure and encourage more bike trips according to the direction set in Transportation 2040
- T.1.5 Use parking policies to support sustainable transportation choices and efficient use of our street network
- T.1.6 Optimize the road network to manage congestion, improve safety, and prioritize green transportation

Active Transportation Policy Council - Complete Streets Motion (June 1, 2016):

WHEREAS

1. Vancouver City Council recently referenced a commitment to Complete Streets as part of the “Renewable City Strategy” approved at the Regular Council meeting on November 3, 2015;
2. Transportation 2040 is a comprehensive framework for a progressive green transportation strategy, but it does not mention Complete Streets and is not specific enough to be considered a Complete Streets Policy;
3. A Complete Streets Policy should be based on the ten well accepted elements of Smart Growth America’s comprehensive Complete Street Polity, which are:
 - includes a vision for how and why the community wants to complete its streets;
 - specifies that ‘all users’ includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles
 - applies to both new and retrofit projects including design, planning, maintenance and operations for the entire right of way;
 - makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions;
 - encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes;
 - is adoptable by all agencies to cover all roads;
 - directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs;
 - directs that Complete Streets solutions will complement the context of the community;
 - establishes performance standards with measurable outcomes; and
 - includes specific next steps for implementation of the policy;
4. Other cities around the world have adopted a Complete Streets Policy and put that policy into practice including relevant North American examples such as Austin, TX; Calgary, AB; and Reading, PA;
5. Opportunities to improve infrastructure for active transportation are being lost without a Complete Streets Policy being in effect;
6. A Complete Streets Policy supports the goal of Vision Zero (Moving Towards Zero) and developing and implementing a Complete Streets Policy is an effective strategy for implementing the recently passed City Council motion in support of Vision Zero.

THEREFORE BE IT RESOLVED THAT the Active Transportation Policy Council recommends Vancouver City Council direct staff to develop a Complete Streets Policy for Council Approval that:

- indicates performance standards with measureable outcomes of an adopted Complete Streets Policy will be established and progress will be reported on annually to City Council;
- is incorporated into the policies and activities of all relevant Departments and cover all transportation corridors, roads, streets, lanes, greenways, and pathways;
- includes specific next steps for implementation of the policy; and

- is consistent with Transportation 2040, and the Healthy Cities, the Renewable City, and the Greenest City Strategies.

CARRIED UNANIMOUSLY

Responses:

Motion was forwarded to the Mayor and Council on June 6, 2016. The motions were also forwarded to the City Manager, Parks Board Commissioner, Manager Active Transportation, VPD staff liaison, and VSB staff liaison

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