



June 15, 2009

City Clerk File No.:
ORD C34424

COUNCIL ACTION MEMORANDUM

RE: FINAL READING ORDINANCE C34424 – MASTER BIKE PLAN (deferred from May 18, 2009, Agenda)

During its 6:00 p.m. Legislative Session held Monday, June 8, 2009, the Spokane City Council considered Final Reading Ordinance C34424 adopting an emergency amendment to the City of Spokane Comprehensive Plan, including amendments to Chapter 4 Transportation, by adopting a master bike plan including changes to the text of the Transportation chapter of the Comprehensive Plan and a new planned bikeway network map (map TR 2). Planning Services Director Leroy Eadie advised that staff has a few changes it would like to recommend to the Council: three minor map request changes, two of which staff is comfortable with, and a minor text change. City Planner Ken Pelton presented the proposed changes, as follows:

1. The first one is a joint proposal from the Rockwood Neighborhood to make a change to the map in the Rockwood Neighborhood. The proposed change is to reroute adjacent to 25th and Garfield and then connect with Hatch and connect between 17th and 25th and that would become a bicycle boulevard in the plan. Staff supports this change.
2. The next one was introduced by Council Member Apple which is a connection for a bike lane on Wellesley Avenue east of the shared use pathway along the North Spokane Corridor, and so it would connect at the North Spokane Corridor and connect to the eastern City limits along Wellesley Avenue and that would be a bicycle lane. Staff supports this change.
3. The third one was requested by the Logan Neighborhood to provide a bicycle facility along Indiana connecting the whole area east and west and the other part was extending a bicycle boulevard connection from Montgomery up to Empire. Staff has concerns about this. One of the concerns is Indiana has 21,000 average daily traffic count which is quite high and it's not that wide of a street. Staff recommends the plan remain as proposed (without this change).
4. On Page 17 of the Master Bike Plan there is a summary statement that talks about the projects on the maps will require additional evaluation over time and there are things like additional traffic analysis needed to determine the optimum design for specific locations. There is some extra text staff wants to add into this as a proposal to address some of the concerns that the bike plan at this point in time is really a planning document. The plan is a first step and the harder part of the planning

process is the actual implementation. Staff requests the following text be added: "with the understanding that the network is a flexible tool that can and should be modified as circumstances dictate."

Subsequently, the following actions were taken:

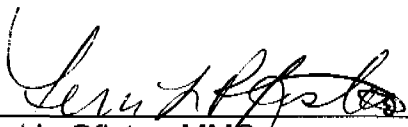
Motion by Council Member McLaughlin, seconded by Council Member Rush, to approve proposed changes 1, 2, and 4 (as explained by Mr. Pelton); **carried unanimously (Council Members Corker and French absent).**

Motion by Council Member Allen, seconded by Council President Shogan, to not accept amendment 3 (as explained by Mr. Pelton), pending further study; **carried unanimously (Council Members Corker and French absent).**

Council President Shogan called for any public testimony on the amendments to Ordinance C34424, with no individuals coming forward to testify. Council Member McLaughlin requested the following documents be placed in the Council's record on Ordinance C34424: (1) letter from SvR Design Company dated June 3, 2009, addressed to P. Mike Taylor, P.E., Director of Engineering Services, and (2) the "Request for Information from the City Council Meeting conducted on May 11, 2009," regarding Ordinance C34424. (These documents are attached hereto as Attachments A and B.)

Subsequently, the following action was taken:

Upon Unanimous Roll Call Vote (Council Members Corker and French absent), the Spokane City Council passed Final Reading Ordinance C34424, as amended, adopting an emergency amendment to the City of Spokane Comprehensive Plan, including amendments to Chapter 4 Transportation, by adopting a master bike plan including changes to the text of the Transportation chapter of the Comprehensive Plan and a new planned bikeway network map (map TR 2).



Terri L. Pfister, MMC
Spokane City Clerk

Attachments A & B

c: Theresa Sanders, Economic Development Division Director
Leroy Eadie, Planning Director
Ken Pelton, Planning

6C
05.18.2009
23

RECEIVED
APR 30 2009
CITY CLERK'S OFFICE
SPOKANE, WA



AGENDA SHEET FOR COUNCIL MEETING OF: 5/11/09

Submitting Dept.
Planning Services

Contact Person/Phone No.
Ken Pelton/625-6063

Council Sponsor
Richard Rush

ADMINISTRATIVE SESSION

- Contract
- Report
- Claims

LEGISLATIVE SESSION

- Emergency Ord
- Resolution
- Final Reading Ord
- First Reading Ord
- Special Consideration
- Hearing
- Public Safety

CITY PRIORITY

- Communications
- Economic Development
- Growth Management
- Human Services
- Neighborhoods
- Public Safety
- Quality Service Delivery
- Racial Equity/Cultural Diversity
- Rebuild/Maintain Infrastructure

- CLERK'S FILE _____
- RENEWS _____
- CROSS REF _____
- ENG _____
- BID _____
- REQUISITION _____

STANDING COMMITTEES

- (Date of Notification)
- Finance _____
 - Neighborhoods _____
 - Public Works _____
 - Planning/Community & Econ Dev.: December 1, 2008

Neighborhood/Commission/Committee Notified:
 City Plan Commission: workshops on Feb. 27, 2008; July 23, 2008; Sept. 24, 2008; Dec. 10, 2008 and a public hearing on January 28, 2008 and a decision on February 25, 2008.
 Action Taken: Plan Commission recommends approval of proposed amendments to the Comprehensive Plan

AGENDA WORDING:

(If contract, include the term.)

An ordinance adopting an emergency amendment to the City of Spokane Comprehensive Plan including amendments to Chapter 4 Transportation, by adopting a Master Bike Plan including changes to the text of the Transportation Chapter of the Comprehensive Plan and a new planned bikeway network map (map TR 2).

BACKGROUND:

(Attach additional sheet if necessary)

The City's initial Bikeways Plan was adopted by the City Council in October, 1976 and integrated into the Comprehensive Plan in 1980. The 1980 plan was minimally updated in 1987. In 1996, the City Council adopted the Spokane Regional Pedestrian/Bikeway Plan that was prepared by the Spokane Regional Transportation Council. In 2001, Spokane adopted a comprehensive plan with updated bicycle related policies and goals. The adoption also included a revised map of Spokane's planned regional bikeway network. This marks the most recent occasion of significant changes to Spokane's bikeway network and bicycle related policies. In 2006, the Bicycle Advisory Board (BAB) encouraged the Spokane City Council to adopt an amendment to the Comprehensive Plan that would require the City of Spokane to adopt a Master Bike Plan. The BAB requested the plan be integrated into the City's Comprehensive Plan. On January 17, 2007, Spokane's City Council adopted a Comprehensive Plan amendment that included language supporting this request. Shortly thereafter, city staffs were assigned to begin work on the Plan.

RECOMMENDATION:

Fiscal Impact:	<input type="checkbox"/> N/A	Budget Account:	<input type="checkbox"/> N/A
<input type="checkbox"/> Expenditure: \$		#	
<input type="checkbox"/> Revenue: \$		#	
<input type="checkbox"/> Budget Neutral			

ATTACHMENTS: Include in Packets: Cover letter, Plan Commission Findings and Conclusions, Master Bike Plan Ordinance, text amendments and bikeway network map

On file for Review in Office of City Clerk:

PASSED BY
SPOKANE CITY COUNCIL:

SIGNATURES:

Department Head

Legal

Division Director

For the Mayor

June 8, 2009

 Finance

CITY CLERK

Council President

DISTRIBUTION:

- Leroy Eadie, Planning Director
- Theresa Sanders, Economic Development Division Director
- Ken Pelton, Senior Planner

See Council Action Memo dated 6/15/09

FIRST READING OF THE ABOVE ORDINANCE WAS HELD ON

COUNCIL ACTION:

May 11, 2009
 AND FURTHER ACTION WAS DEFERRED

 CITY CLERK

May 18, 2009: See Council Action Memo dated May 22, 2009.

ORDINANCE No. C34424

An ordinance adopting an emergency amendment to the City of Spokane comprehensive plan including amendments to chapter 4 transportation, by adopting a master bike plan including changes to the text of the transportation chapter of the comprehensive plan and a new planned bikeway network map (map tr 2).

WHEREAS, in compliance with the Washington State Growth Management Act, Chapter 36.70A RCW, the City of Spokane adopted a Comprehensive Plan on May 21, 2001; and

WHEREAS, in accordance with RCW 36.70A.130, an adopted Comprehensive Plan shall be subject to continuing evaluation and review, and amendments to the Comprehensive plan shall be considered no more frequently than once every year; and

WHEREAS, Chapter 36.70A.130(2) of the Revised Code of Washington notes that amendments to the Comprehensive Plan may be considered more frequently than once per year under certain circumstances. RCW 36.70A.130(2)(b) states, "...after appropriate public participation a county or city may adopt amendments or revisions to its comprehensive plan that conform with this chapter whenever an emergency exists or to resolve an appeal of a comprehensive plan filed with a growth management hearings board or with the court"; and

WHEREAS, the City's Comprehensive Plan is required to be consistent with the Growth Management Act. A 2005 amendment to the Growth Management Act requires a, "Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles" (RCW 36.70A). The Master Bike Plan proposes revisions to the existing bicycle-related policies in Chapter 4 Transportation and the Planned Bikeway Network map (TR 2) to address this provision of the Growth Management Act; and

WHEREAS, Chapter 36.70A.130(2) of the Revised Code of Washington notes that amendments to the Comprehensive Plan may be considered more frequently than once per year under certain circumstances. RCW 36.70A.130(2)(b) states, "...after appropriate public participation a county or city may adopt amendments or revisions to its comprehensive plan that conform with this chapter whenever an emergency exists or to resolve an appeal of a comprehensive plan filed with a growth management hearings board or with the court"; and

WHEREAS, Spokane Municipal Code Section 17G.020.010 "Comprehensive Plan and Development Standard Amendment Process" identifies terms and conditions for Comprehensive Plan amendments. Under most circumstances, recommendations for amendments to the Comprehensive Plan may only take place on an annual basis; and

WHEREAS, Spokane Municipal Code Section 17G.020.010E "Amendment Exceptions" outlines conditions under which the Comprehensive Plan may be amended more often. Provided that all of the amendment criteria have been met, the following type of amendment may be considered more frequently than once a year: Section 17G.020.010E4 "Whenever an emergency exists. The plan commission will review a potential emergency situation, with advice from the city attorney's office, to determine if the situation does, in fact, necessitate an emergency comprehensive plan amendment. Findings must demonstrate a need of neighborhood or community-wide significance, and not a personal emergency on the part of a particular applicant or property owner. Potential emergency situations may involve official, legal or administrative actions, such as those to immediately avoid an imminent danger to public health and safety, prevent imminent danger to public or private property, prevent an imminent threat of serious environmental degradation or address the absence of adequate and available public facilities or services"; and

WHEREAS, the criteria for an emergency amendment require a demonstration of community-wide significance. The Master Bike Plan addresses bicycling improvements throughout the city; and

WHEREAS, the second criterion for an emergency amendment is to address the absence of adequate and available public facilities or services. Presently, the city of Spokane bikeway network lacks connectivity and is not adequate in terms of providing available facilities that will encourage increased bicycling. The Bike Master Plan will serve as a guide to the actions of various local agencies to make improvements. In addition, the adoption of this plan as an emergency amendment will ensure that Spokane is considered for potential federal or other funds allocated for bicycle improvements when the next opportunity becomes available. The City should adopt this bicycle plan prior to the 2009 construction season to ensure that no opportunities to erect bicycle facilities are missed; and

WHEREAS, the proposed Master Bike Plan also contains a series of actions, which support the Master Bike Plan goal and policies, and will serve as a guide for the functions of the bicycle/pedestrian coordinator, a new position that will be hired by the City in 2009; and

WHEREAS, Spokane's Planning Services Department gathered public input at three open houses held in April 2008. Nearly 350 people attended this series of open houses to provide input. The Master Bike Plan Workgroup used input from 1200 survey responses. Additionally, Spokane's Planning Services Department gathered ideas from various listening posts held throughout the year, and collected e-mail/phone responses from stakeholders. More than 70 people attended an open house in November; and

WHEREAS, the Plan Commission held a public hearing on the Master Bike Plan on January 28, 2009. The Master Bike Plan consists of changes to current Comprehensive Plan language, an addition of a new section in Chapter 4 Transportation, and changes to Map T.R. 2 Regional Bikeway Network; and

WHEREAS, the City of Spokane also sought community participation in the Comprehensive Plan Update by contacting local media outlets and urging them to include several stories about the Master Bike Plan; and

WHEREAS, the City of Spokane also encouraged public participation and provided information on the Comprehensive Plan Update on its website (http://www.spokaneplanning.org/master_bike_plan.htm); and

WHEREAS, as a result of the City's efforts, the public has had extensive opportunities to participate throughout the Comprehensive Plan amendment process and all persons desiring to comment on the proposal were given a full and complete opportunity to be heard; and

WHEREAS, bicycles are currently mentioned in Chapter 4 Transportation of Spokane's Comprehensive Plan. Some of the policies in section 4.4 have been modified for the sake of clarity, consistency and modernization. Language in section 4.5 has also been modified for the same purposes; and

WHEREAS, this amendment proposal includes the addition of new bicycle-related goals and policies. These goals and policies are supported by an action plan that outlines specific actions that city agencies should take to implement the plan; and

WHEREAS, state agencies received 60 day notice of City of Spokane's proposed Comprehensive Plan amendments on December 4, 2008 and no formal comments were received; and

WHEREAS, the City Council finds that the amendments set forth herein are consistent with the Growth Management Act, and will protect and promote the health, safety and welfare of the general public; and

WHEREAS, a State Environmental Policy Act (SEPA) Checklist was prepared and a Determination of Nonsignificance (DNS) was issued on December 4, 2008 for the proposed Comprehensive Plan Amendments; -- Now, Therefore,

The City of Spokane does ordain:

Section 1: Findings, Analysis and Conclusions. After reviewing the record and considering the arguments and evidence in the record and at the public meetings, the City Council hereby adopts the findings and conclusions adopted by the Plan Commission on April 22, 2009.

Section 2: Revision of Sections of Existing Comprehensive Plan Elements. The City of Spokane Comprehensive Plan is hereby amended to revise the text, policy, and other provisions of the following sections of the Plan contained in Exhibit 1 and Exhibit 2, incorporated herein by this reference as if set forth in full.

Section 3: Revision of Map TR 2. The City of Spokane Comprehensive Plan Map TR 2 is hereby amended to reflect changes proposed in Exhibit 3.

Section 4: Amendments to Replace and Supersede. The City of Spokane Comprehensive Plan is amended by these changes and all such changes are intended to replace and supersede all sections of the Comprehensive Plan that are or may be inconsistent with the amendments contained herein.

Section 5: Transmittal to State. Pursuant to RCW 36.70A.106, this Ordinance shall be transmitted to the Washington Department of Community, Trade and Economic Development as required by law.

Section 6: Preparation of Final Comprehensive Plan Document. City Staff are hereby directed to complete preparation of the final Comprehensive Plan document, including correction of any typographical edits, and inclusion of appropriate graphics and illustrations.

Section 7: Severability/Validity. The provisions of this ordinance are declared separate and severable. If any section, paragraph, subsection, clause or phrase of this ordinance is for any reason held to be unconstitutional or invalid, such decision shall not affect the validity of the remaining portion of this ordinance. The City Council hereby declares that they would have passed this ordinance and each section, paragraph, subsection, clause or phrase thereof irrespective of the fact that any one or more sections, paragraphs, clauses or phrases were unconstitutional or invalid.

ADOPTED BY THE CITY COUNCIL ON June 8, 2009

Alexander J. Hogan, Jr.
Council President

Attest: Leri H. Bode
City Clerk

Approved as to form:
B. B. [Signature]
Assistant City Attorney

May B. Vener
Mayor

6/16/2009
Date

July 16, 2009
Effective Date





CITY PLAN COMMISSION
808 W. SPOKANE FALLS BLVD.
SPOKANE, WASHINGTON 99201-3329
(509) 625-6060
FAX (509) 625-6013

April 22, 2009

City Council President Joe Shogan and City Council Members
808 W. Spokane Falls Blvd.
Spokane, WA 99201-3329

RE: Proposed Master Bike Plan

Dear City Council President Joe Shogan and City Council Members:

During the 2006 Comprehensive Plan Update, the City Council amended the Transportation Chapter (Chapter 4) of the Comprehensive Plan to read as follows: "Future planning should include an integrated Master Bike Plan that defines the goals and design elements for bicycling facilities in the City." As a follow-up to this amendment, in the summer of 2007, Spokane's Planning Services Department began the work to create the Master Bike Plan.

As a part of the Master Bike Plan process, the Planning Services Department followed the requirements of the Growth Management Act related to early, continuous, and informed participation of citizens in planning processes (Growth Management Act (GMA) (RCW 36.70A.020, .035 and .140). The public planning process for the Master Bike Plan spanned more than 15 months and included numerous open houses, listening posts and other opportunities to comment.

The Plan Commission recommends that the Master Bike Plan be adopted as an emergency amendment to the Comprehensive Plan as provided in the Spokane Municipal Code. The criteria for an emergency amendment established by Spokane Municipal Code Section 17G.020.010 require a demonstration of community-wide significance. The proposed Master Bike Plan meets this criterion because it addresses bicycling improvements throughout the City.

The second criterion for an emergency amendment is to address the absence of adequate and available public facilities or services. Presently, the City of Spokane bikeway network lacks connectivity and is not adequate in terms of providing available facilities that will encourage increased bicycling. The Bike Master Plan will serve as a guide to the actions of various local agencies to make improvements. In addition, the adoption of this plan as an emergency amendment will ensure that Spokane is considered for potential federal or other funds allocated for bicycle improvements when the next opportunity becomes available. The City should adopt this bicycle plan prior to the 2009 construction season to ensure that no opportunities to erect bicycle facilities are missed.

C 3 4 4 2 4

The Plan Commission held a public hearing regarding the attached Master Bike Plan and related documents on January 28, 2009. Public oral comments on the Master Bike Plan were heard and written comments were allowed until February 6, 2009. Deliberations continued and the findings and conclusions were approved on April 22, 2009. The Plan Commission voted 6-0 to recommend moving the Draft Master Bike Plan Comprehensive Plan Update to City Council.

Sincerely,



Michael J. Ekins
President, City Plan Commission

Attachments: Plan Commission findings and conclusions
Master Bike Plan Ordinance
Bikeway Network Facility Map



CITY PLAN COMMISSION
808 W. SPOKANE FALLS BLVD.
SPOKANE, WASHINGTON 99201-3329
(509) 625-6060
FAX (509) 625-6013

City Plan Commission Recommendation, Findings and Conclusions on a Proposal to Adopt a New Master Bike Plan, Changes to the Comprehensive Plan and a New Planned Bikeway Network Map

April 22, 2009

RECOMMENDATION: The Spokane City Plan Commission recommends moving the proposed bicycle-related Comprehensive Plan Amendments to the City Council. In making this recommendation, the Plan Commission makes the following findings and conclusions:

FINDINGS:

1. In May 2001, the City of Spokane adopted its Comprehensive Plan under the Growth Management Act (Chapter 36.70A RCW or "GMA").
2. The Comprehensive Plan and the entire legislative record relative to its initial adoption and subsequent amendments thereto, including environmental review documents, are incorporated into these findings and conclusions by reference.
3. The City's Comprehensive Plan is required to be consistent with the Growth Management Act. A 2005 amendment to the Growth Management Act requires a, "Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles" (RCW 36.70A). Revisions are proposed to the existing bicycle-related policies in Chapter 4 Transportation and the Planned Bikeway Network map to address this provision of the Growth Management Act.
4. Chapter 36.70A.130(2) of the Revised Code of Washington notes that amendments to the Comprehensive Plan may be considered more frequently than once per year under certain circumstances. RCW 36.70A.130(2)(b) states, "...after appropriate public participation a county or city may adopt amendments or revisions to its comprehensive plan that conform with this chapter whenever an emergency exists or to resolve an appeal of a comprehensive plan filed with a growth management hearings board or with the court." The extensive public participation process for the Master Bike Plan is discussed in number 14 below.
5. Spokane Municipal Code Section 17G.020.010 "Comprehensive Plan and Development Standard Amendment Process" identifies terms and conditions for Comprehensive Plan amendments. Under most circumstances, recommendations for amendments to the Comprehensive Plan may only take place on an annual basis.
6. Spokane Municipal Code Section 17G.020.010E "Amendment Exceptions" outlines conditions under which the Comprehensive Plan may be amended more often. Provided that all of the amendment criteria have been met, the following type of amendment may be considered more frequently than once a year: Section 17G.020.010E4 "Whenever an emergency exists.

The plan commission will review a potential emergency situation, with advice from the city attorney's office, to determine if the situation does, in fact, necessitate an emergency comprehensive plan amendment. Findings must demonstrate a need of neighborhood or community-wide significance, and not a personal emergency on the part of a particular applicant or property owner. Potential emergency situations may involve official, legal or administrative actions, such as those to immediately avoid an imminent danger to public health and safety, prevent imminent danger to public or private property, prevent an imminent threat of serious environmental degradation or address the absence of adequate and available public facilities or services."

7. The criteria for an emergency amendment require a demonstration of community-wide significance. The Master Bike Plan addresses bicycling improvements throughout the city.

8. The second criterion for an emergency amendment is to address the absence of adequate and available public facilities or services. Presently, the city of Spokane bikeway network lacks connectivity and is not adequate in terms of providing available facilities that will encourage increased bicycling. The Bike Master Plan will serve as a guide to the actions of various local agencies to make improvements. In addition, the adoption of this plan as an emergency amendment will ensure that Spokane is considered for potential federal or other funds allocated for bicycle improvements when the next opportunity becomes available. The City should adopt this bicycle plan prior to the 2009 construction season to ensure that no opportunities to erect bicycle facilities are missed.

9. The proposed Master Bike Plan also contains a series of actions, which support the Master Bike Plan goal and policies, and will serve as a guide for the functions of the bicycle/pedestrian coordinator, a new position that will be hired by the City in 2009.

10. Reviewing the bicycle-related Comprehensive Plan amendments outside of the annual amendment cycle is justified because Spokane lacks adequate bicycle public facilities. Although bicycle facilities have been planned in Spokane for decades, a lack of funding has long been cited as the reason for not implementing new facilities. To be eligible for funding sources, an up-to-date plan needs to be in place. The United States Federal Government has discussed a stimulus package that would include money for non-motorized transportation projects. Delaying the adoption of the bicycle-related Comprehensive Plan amendments so that they are adopted along with the annual amendment applications may jeopardize eligibility for available funding.

11. Many citizens believe that the streets are too dangerous for bicyclists. Implementation of the Master Bike Plan will create a cycling environment that will make transportation safer for both automobiles and cyclists.

12. The operation of a bicycle results in an emission-free transportation experience. The bicycle-related Comprehensive Plan amendments work to create a safe and efficient bicycle network. Similar improvements in other cities have shown an increase in cyclists. Thus, these amendments will have positive environmental impacts.

13. Spokane's Planning Services Department created a workgroup to analyze Spokane's cycling policies and needs. The group consisted of representatives from numerous City agencies, advocate groups and other agencies. The meetings of this group began during the last quarter of 2007 and lasted through 2008.

14. Spokane's Planning Services Department gathered public input at three open houses held in April 2008. Nearly 350 people attended this series of open houses to provide input. The

Master Bike Plan Workgroup used input from 1200 survey responses. Additionally, Spokane's Planning Services Department gathered ideas from various listening posts held throughout the year, and collected e-mail/phone responses from stakeholders. More than 70 people attended an open house in November.

15. The Plan Commission held a public hearing on the Master Bike Plan on January 28, 2009. The Master Bike Plan consists of changes to current Comprehensive Plan language, an addition of a new section in Chapter 4 Transportation, and changes to Map T.R. 2 Regional Bikeway Network.

16. Bicycles are currently mentioned in Chapter 4 Transportation of Spokane's Comprehensive Plan. Some of the policies in section 4.4 have been modified for the sake of clarity, consistency and modernization. Language in section 4.5 has also been modified for the same purposes.

17. This amendment proposal includes the addition of new bicycle-related goals and policies. These goals and policies are supported by an action plan that outlines specific actions that city agencies should take to implement the plan.

18. In the existing Comprehensive Plan, Map T.R. 2 Regional Bikeway Network outlines the proposed bikeway network. Under the proposed amendments, this map will be renamed "Planned Bikeway Network." When implemented, the new routes identified in the map should provide safer and more direct connections for cyclists.

19. On January 14, 2009, the responsible official issued a determination of non-significance (DNS) under SEPA (Chapter 43.21C RCW) relating to this Ordinance and notice of said DNS was published in the Spokesman Review on January 14, 2009 and January 21, 2009.

20. The Plan Commission hereby adopts the foregoing as its findings.

21. On February 25, 2009, the Plan Commission, by a vote of 6-0, recommended approval of the Master Bike Plan to City Council.

CONCLUSIONS:

Stan Stirling made the motion that the Plan Commission forward the Master Bike Plan Comprehensive Plan amendments to the City Council as an emergency Comprehensive Plan amendment with a recommendation for approval, including the text and map changes to the draft Master Bike Plan as discussed and agreed upon by the Plan Commission during deliberations on February 25, 2009. Motion seconded by Asher Ernst.

This recommendation includes changes to the draft Master Bike Plan Comprehensive Plan amendments as follows:

- Include the following underlined text on page 2 of the Master Bike Plan Supplement:

Although studies and accurate statistics about bicycling habits are difficult and expensive to collect, ^{obtain} two recent reports contained useful information for this bike planning process. First, the Spokane River Centennial Trail Gaps report completed by Alta Planning and Design in December of 2007 identified key projects that would close current gaps along the Centennial Trail. The analysis identifies the potential cost and

benefit of several alternatives for each of the gaps. Spokane's Master Bike Plan Map includes one of those alternatives for each of the four identified gaps. This study should be referenced as the projects near the time for construction. Second, in November of 2007 a report about cycling habits in Spokane was published.

- Include the following underlined text on pages 11 and 12 of the Master Bike Plan Supplement:

Portions of the Bikeway Network identified as "short-term" are recommended to be implemented in the next 6 years. Other segments of the network will may require a longer period to implement due to their higher complexity. The completed Bikeway Network will connect all parts of the city and will provide a bicycle facility within one-half mile of most Spokane residents.

- Include the following underlined text and exclude the text identified by a strikethrough on page 11 of the packet containing the proposed changes to the current language of the Comprehensive Plan.

~~The alignment selected from this study utilizes the abandoned High Bridge piers in the Spokane River. The connection from the proposed bridge to Riverside State Park will follow the existing bike route along Riverside Drive and Government Way, with connection at the Military Cemetery trailhead on Government Way. From the proposed bridge west, the trail will be constructed as a shared-use pathway following Ohio Avenue. A subsequent study funded by The Friends of the Centennial Trail in 2007 was conducted by Alta Planning and Design. This study identified a preferred trail route utilizing an abandoned railroad right of way that parallels Summit Blvd., travels on Summit Blvd. and modifies Pettet Drive to accommodate trail improvements. This route would rejoin the existing Centennial Trail at T.J. Meenach Bridge.~~

Bikeway Network Maps

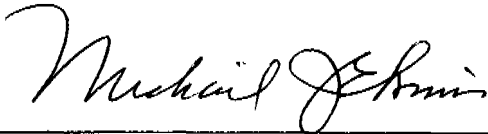
Bicycle Facility Network Development Maps- Spokane's bicycle facilities network, identified on the graphic by red lines, includes bike lanes, multi-use trails, bicycle boulevards, marked/shared roadways, shared use lanes, and other facilities. These maps do not include the residential streets that serve to connect the bicycle facilities network. The development of bicycle facilities is expected to take place over the course of the next 20 years. A number of unforeseen circumstances may affect the way that Spokane's bike network will develop. The Bicycle Facility Network Development Maps are not intended to define a specific time frame for the development of bike facilities within the city. These maps represent how the network may develop over time recognizing that the network cannot be created immediately. If an opportunity to develop any of the facilities on the map arises, that opportunity should be pursued.

1. **Existing Network Map-** This map shows all of the existing bike lanes and multiuse paths in Spokane at the time of the adoption of the Master Bike Plan.

2. **Short-Term Opportunities Map** - These opportunities may be chances to add bicycle facilities to planned street bond projects if funding is found. These are also considered "high priority projects" that could be completed easily and would significantly improve Spokane's bikeway network.
3. **Mid-Term Opportunities Map** - The mid-term opportunities are further connections to the short-term facilities. These projects may need more analysis to determine the most appropriate route.
4. **Long-Term Opportunities Map** - The long-term opportunities are projects that are more difficult to complete, require a lot of money (Ex. Bridge improvements, tunnel construction, large sections of trails completed, etc.) or are less of a priority shown by the feedback from the open houses.

The Plan Commission, by a vote of 6-0, recommends moving the Draft Master Bike Plan Comprehensive Plan Amendment to City Council.

These findings were approved on April 22, 2009.



Michael Ekins, President
City Plan Commission

EXHIBIT A

DESIGN COMPANY

June 3, 2009

P. Mike Taylor, P.E.
Director of Engineering Services
City of Spokane Engineering Services
808 W. Spokane Falls Blvd.
Spokane, WA 99201

RE: City of Spokane Draft Master Bicycle Plan Comments

Introduction

Thank you again for the opportunity to review and comment on the proposed City of Spokane Master Bicycle Plan. We applaud the City, its staff, and citizens for making the effort to envision how the bicycle can help create a more diversified, sustainable and equitable transportation system. In a broader sense, this effort has the potential to create a more active and healthy City, and one in which multiple modes of travel contribute to a more vibrant and enjoyable community.

The Draft Plan (Plan) does an excellent job of addressing most of the topics included in other contemporary urban bicycle and non-motorized transportation plans. It provides a sense of what can be accomplished and the multiple partnerships needed to make this vision come to life. As a policy document, the plan has much to offer as it is presented. In looking at the Draft Plan, the topics that present themselves for comment reflect not an error in planning judgment or application, but rather topics which will require additional development, research, and application of new protocols in order to implement the ambitious vision of the plan.

Comments on the Proposed Plan

Who are we planning for?

The Plan could be more explicit in describing how different types of facilities are perceived and used by different types of bicyclists. A major concern in Seattle two years after adoption of the Seattle Bicycle Master Plan is that over 70-percent of riders are male. This – and subsequent user surveys – tells us that many who would ride more often still find current facility types and environments too intimidating, and that they do not provide an adequate level of perceived safety.

Civil Engineering
Landscape Architecture
Environmental
Restoration
Planning

1205 Second Avenue
Suite 200
Seattle, WA 98101

Phone: 206.223.0326
Fax: 206.223.0125
svr@svrdesign.com

While the Plan does not address in great detail how different types of facilities or design approaches relate to the transportation needs of families, schoolchildren, or new bicyclists – it should establish that a variety of design techniques can create an environment in which mobility is an attribute that can and must be shared by all. Early implementation activities can emphasize development of accepted, standard design treatments – it can also define a process in which creativity, flexibility and application of informed professional judgment can fine-tune facilities to the particular needs of the City of Spokane and its bicyclists.

Relationship to other contemporary urban bicycle plans

The proposed Plan does an excellent job of identifying broad themes and specific visions common to many recently adopted bicycle plans, including documents in Seattle, Chicago, San Francisco and Washington, D.C. While the Plan defers implementation details on its Action Items to subsequent work, it provides an effective vision of how the integration of bicycle transportation principles can benefit the City in both short and longer-term planning horizons.

One element of these contemporary plans that does not inform the Spokane effort is the context of the “Complete Streets” philosophy that ensures that all transportation investments in roadway infrastructure incorporate the needs of pedestrians, bicyclists, transit, freight carriers and motorists. One advantage of developing the bicycle plan in the context of a Complete Streets ordinance is that the burden of legitimacy can be removed from any specific user group.

In many communities, bicycle plans have been developed and subsequently not implemented in part because a broader slice of public opinion didn’t feel that categorical spending for one “minor mode” was justified. By asking a simpler, broader question of who should be served by our major investments in roads and streets, a city can maximize the return on this investment by designing and constructing facilities that serve a broader cross-section of citizens and community interests.

Documentation of Findings

The proposed plan is concise, which emphasizes its vision and desired outcomes quite effectively. In communities that do not yet have a tradition of incorporating bicycle/pedestrian facilities in transportation projects, it is often advantageous to assess current conditions in order to assess progress towards fulfillment of the plan’s goals and vision. In many plans, this is represented by an effort to document land uses supportive of bicycle and pedestrian transportation, to identify physical and demographic conditions that either support or constrain walking and bicycling, or to establish benchmarks of performance (mode split, transit usage, bicycle sales, etc) to indicate over time the effectiveness of the Plan.

Spokane was recently included in a Federal Highway Administration (FHWA) study of communities and the effectiveness of bicycle facility installation. While Spokane was included as part of the control group (measuring the results of a “no action” strategy), this study does provide excellent and available data that can be reassessed on a regular schedule to provide feedback on the effectiveness of the Plan.

Network Definition and Development

The need to document the conditions that inform the development of Master Bicycle Plan policies is most evident in the review of the proposed Bikeway Network. Development of the network is a crucial component of most bicycle plans, as it defines corridors, expectations and facility types. It is not particularly clear from the network map or the accompanying text why particular corridors were chosen for inclusion, whether inclusion implies that the corridor was chosen because of a mobility opportunity or ease of facility construction, nor what other characteristics of the Plan define the establishment of this particular network.

The network appears to be thorough, which is a characteristic of elements of other successful plans. This Plan map will be expected to identify and to a degree assist in the prioritization of new projects. One observation is that the network appears to have been developed without a feasibility assessment or threshold analysis that would indicate why a proposed facility should be built. Such an analysis would need to be conducted as an early implementation activity of the Plan, with the understanding that the network is a flexible tool that can and should be modified as circumstances dictate.

As mentioned earlier, bicycle plans are often developed within a framework of a broader transportation philosophy – “Complete Streets” being a popular contemporary example of such a philosophy. When plans and policies are developed in this manner, bicycling becomes both a goal unto itself AND a means to achieving a greater community vision. As presented and documented, the network plan would benefit from identification of its linkage to destinations and services which can be expected to affect travel behavior. Some (such as trails) are included – other common elements such as neighborhoods, schools, colleges and universities, parks, etc can be added in a “higher altitude” view of how the network would promote effective bicycle mobility. The current network may well have these characteristics, but it would benefit by the demonstration of additional documentation and context.

Recommendation

We discussed reviewing the Plan for language that identifies the map as a draft plan and is the basis for developing a plan. The language would describe that the lines indicate corridor rather than a specific road. One option would be to remove the map from the Plan and identify an early deliverable as being a map. This map development would involve the new Bicycle Pedestrian Coordinator who is coming on-board in the near future.

Timing and Implementation

A parallel comment to the documentation of the proposed network involves the need to present specific projects with costs and transparent priorities. While this is a general plan and thus shouldn't be expected to identify more than broad-level cost estimates, some presentation of specific expectations and activities is needed to provide a tangible product for both implementation and subsequent assessment or performance.

The proposed network does identify short-term and long-term projects, but it is difficult to determine why a particular corridor or project merits its assigned status. It may be the case that some projects are perceived to be easy to implement, while others meet a documentable and critical safety and/or access need. The Plan would benefit from a post-adoption effort to review the network utilizing criteria which is already established in the Plan and is presented for wider review and comment.

A lesson learned from many previous bicycle planning efforts across the United States is that efforts that represent a change from the "status quo" require significant documentation and data in order to support the argument for change. It is not readily apparent that Spokane is in this respect very different from other major cities – a new plan should demonstrate through its implementation whether it is or is not achieving the goals adopted by the City Council and Mayor. Because the document itself is concise, much of the thought and data which provides the foundation for planning is not readily evident to the reader.

A good bicycle transportation plan should define the problem it seeks to correct, it should identify the costs associated with correcting or improving the situation and it must establish measurable goals and the means to conduct the measurement.

It is not our conclusion that the Plan is necessarily lacking because this material isn't developed within the proposed text. It is our comment that the Plan should, as a critical and early element of implementation, address these "foundation" issues to ensure that staff, advocates, elected officials and the general public share a common reference point in seeing where the Plan is intended to go, the true costs and opportunities associated with getting there, and have adequate information to tell everyone when we've arrived.

Early Implementation Recommendations

1. Review and Revise Plan Network
Revisit the scope and content of the network from both planning and implementation/design perspectives, including documentation of the needs a given link is intended to address. Overlay planning goals and guidance in the development and review of proposed network elements, and develop a data base that documents existing conditions.
2. Create Project List
Utilizing the revised network, develop a protocol for defining specific implementation projects and assigning planning level costs to these projects. Review existing CIP and TIP project lists for opportunities to revise project scopes to meet Master Bike Plan goals.
3. Establish Wayfinding Protocols
Develop procedures for the designation and planning of signed bicycle facilities through the city and on the revised bicycle network. The protocol should address the process of designating wayfinding corridors, developing unit costs for regional and local wayfinding projects, and defining specifications and designs for the signs and their placement.
4. Develop Fiscal Note
Identify planning level costs for identified projects, including unit costs for design, implementation and maintenance of different facility types. Develop a means of tracking costs for purpose of future revision to design and implementation protocols.
5. Establish On-street Design Protocols
Utilize existing design guidelines from national and state practice to develop a protocol for determining appropriate design solutions, given the policy and design directive provided by the adopted Master Bicycle Plan. Such a document would include sections on Shared Use Facilities (sharrows), Bike Lanes, Bicycle Climbing Lanes, Bike Boulevards, and the use of wide curb lanes.

6. Review & Amend Existing Design Manuals
Review existing City design manuals and standards for compatibility with existing and proposed federal and state design guidelines and practices. Propose changes where needed to support implementation of the proposed Plan, and develop design assessment protocols to assist in selection of appropriate facility types and elements. This revision should include a guide to retrofitting streets under a variety of lane configurations and cross-sections, including intersections.
7. Create a Funding Strategy
Review available grant and general funding resources available to implement the City of Spokane Master Bicycle Plan, and develop a strategy for maximizing the ability to fund identified key projects. Develop project and funding selection protocols that can maximize efficient use of City funds, and develop funding partnerships with other agencies and entities to develop projects of mutual benefit.
8. Establish Performance Indicators
Using the current FHWA Bicycle Facilities study as a starting point, develop a data collection and reporting mechanism to provide feedback on progress and effectiveness of City bicycle planning and implementation effectiveness. Identify an appropriate format for reporting progress on the different Action Items developed in the Draft Plan.
9. Assess Opportunities
Establish a process for identifying other agencies (WSDOT, STA, parks, agencies, private developers) to identify new projects which advance the goals and vision of the Master Bicycle Plan and which might benefit from interlocal funding and grant-writing partnerships.
10. Forge Internal Partnerships
Develop an Interdepartmental working group to ensure timely and complete communication and cooperation on projects of joint interest which advance the goals and implementation of the Plan. This technical group can serve to support and strengthen the efforts of the Citizen Advisory Group as well as support timely review and implementation of projects and planning initiatives.

11. Other Ideas

- Development of a Bicycle Planning Toolbox;
- Integration of Level of Service Assessment;
- Develop bicycle parking guide and protocol;
- Development of permitting guidelines related to bicycle parking;
- Bike access to transit assessment;
- Corridor analysis – North 395 Freeway Access;
- Review goals and recommendations in recent traffic reports with the broader goals of the Master Plan.

Sincerely,
SvR Design Company

Dave Rodgers, PE, LEED® AP
Principal Engineer

Phil Miller
Project Planner

Request for Information

From the City Council Meeting conducted on May 11, 2009

RECEIVED
JUN 05 2009
CITY CLERK'S OFFICE
SPOKANE, WA

RE: ORDINANCE C34424 – MASTER BIKE PLAN

Question: What liability issues would the city face by adding bicycle facilities to existing roadways?

Answer: City design standards as outlined in Spokane Municipal Code Section 17H.010 "Street Development Standards" account for the elements to consider when designing and developing transportation facilities within the city. The city, when developing design standards for bicycle facilities rely heavily on the American Association of State Highway and Transportation Officials (AASHTO) – "Guide for the Development of Bicycle Facilities" and WSDOT's Design Guide, Chapter 1020 – "Bicycle Facilities".

City design standards that consider the recommendations outlined in the referenced resources "create a safe and pleasant environment for the citizens of Spokane". These standards, when adhered to are defensible and would expose the city to minimal liability.

Because we live in a world where there are various anomalies where off-the-shelf design standards cannot always be applied, there are occasion for design deviations. Deviations from city standards are permissible when supported by a feasible engineered solution that considers and complies with the intent and spirit of the existing standards. Oftentimes an engineered solution to support a design standard deviation becomes difficult to justify in terms of cost or practicality. Not justifying a deviation that is based upon good engineering principals is a poor defense (negligence) and may expose the city to severe liability.

Question: What would the cost be to implement the master bike plan and what are the requirements for additional staffing, if any, and the costs to sustain the program; what are the cost requirements for additional materials?

Answer: The installation cost to implement the Master Bike Plan is estimated to be approximately \$5.6 million. This cost accounts for bike lanes, shared roadway, and marked shared roadway facilities citywide; however, this cost would not account for approximately 7.5 miles of bicycle boulevards. Design standards for bicycle boulevards have not been developed to account for these costs at this time.

It is anticipated that there would be phases required in order to fully implement the plan. Short and midterm portions of the plan (0-10 years), would provide approximately 82 miles of new facilities. Long term (10-20 years) would account for about another 92 miles, for a total of 174 miles of new facilities.

Maintenance would be phased in a year or two following the new installation of the facilities outlined above. Upfront costs to implement the short and midterm maintenance costs would be \$1.35 million dollars. These costs reflect hiring 3 laborers, and purchasing a new stencil truck and a new striping truck. Once the program is established, annual costs to maintain the new bicycle facilities installed in the short and midterm would be \$645 thousand dollars a year.

Long term, when all the facilities are installed as outlined in the Master Bike Plan, maintenance costs would be approximately \$785 thousand dollars a year.

Long term, when all the facilities are installed as outlined in the Master Bike Plan, maintenance costs would be approximately \$785 thousand dollars a year.

Question: What would the Engineering Services Department recommendations be with regard to the adoption of the Master Bicycle Plan, as currently proposed?

Answer: Adopt the plan as proposed with the following caveats:

1. The plan is a flexible guideline, and a "living document" that must be implemented on a case by case basis. It is readily recognized that each case is unique, and implementation must be custom fit to the situation.
2. The Master Bicycle Plan should follow the 10 specific steps of the Early Implementation Recommendations as outlined in the 3 June 2009 report by SvR, following their workshop of May 27th 2009. (attached) Specifically, under the direction of the new Bicycle Pedestrian Coordinator:
 - a. Review and Revise Plan Network
 - b. Create Project List
 - c. Establish Wayfinding Protocols
 - d. Develop Fiscal Note
 - e. Establish On-Street Design Protocols
 - f. Review and Amend Existing Design Manuals
 - g. Create a Funding Strategy
 - h. Establish Performance Indicators
 - i. Assess Opportunities
 - j. Forge Internal Partnerships
3. That immediate action be taken in the budgeting process to address the initial capital cost and long-term Operation and Maintenance costs of the adoption of this plan.