



Northeast 86th/87th Avenues Existing Conditions

Corridor Project
Safety and Mobility Planning Phase
November 2025



CITY OF
Vancouver
WASHINGTON



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Introduction

The Northeast 86th and 87th Avenues Corridor Project aims to enhance safety and mobility for all roadway users along Northeast 86th Avenue and Northeast 87th Avenue from Northeast Fourth Plain Boulevard to East Mill Plain Boulevard (Figure 1). This document summarizes existing conditions in the project study area and identifies considerations and opportunities for advancing project goals (described in the next paragraph). This project will identify both near- and long-term improvements to the corridor in advance of City of Vancouver pavement preservation work programmed for 2027.

The Project helps implement:

- The [Complete Streets Policy](#) to provide safe, accessible streets that benefit all users, ages, and abilities, regardless of how they choose to travel, and
- The [Transportation System Plan \(TSP\)](#), where this corridor is on the primary bicycle and small mobility network to have buffered and protected mobility lanes and a primary pedestrian corridor.

The Project also supports:

- The City's [Strategic Plan](#) to ensure a safe, future-ready and convenient transportation system that offers affordable and climate-friendly options for people to get where they need to be, by reaching the goals to increase the number of complete streets and reduce collisions between vehicles and pedestrian/bicyclists.
- The City's [Climate Action Framework](#) to reduce greenhouse gas emissions and build resiliency to climate change impacts by creating neighborhoods that support clean modes of transportation and shifting driving trips to clean, active modes of transportation.



Project Initiation

The Project was initiated based on a review of strategic opportunities. City staff review annual pavement preservation projects, as well as other City project opportunities, and consider the Transportation System Plan's Modal Networks for important pedestrian, bicycle and small mobility facilities that may be able to be built out with a given program or project. This corridor was selected for a comprehensive planning phase to identify specific near- and longer-term improvements to build the TSP modal networks. While all City projects consider Complete Streets elements that may be included in the project's scope, this project's comprehensive planning phase, along with the upcoming pavement preservation project, provide a valuable opportunity for implementing near-term improvements.

Project Goals

- **Safety:** Improve safety and create facilities for all ages, abilities and modes of travel.
- **Equity:** Engage with members of the community and provide solutions that benefit the full range of community members.
- **Climate:** Identify solutions that advance climate goals to transition to clean, green modes of travel.
- **Connectivity:** Implement active transportation in alignment with the Transportation System Plan Modal Networks.

Project Map

The map on this page shows the project extents between Northeast Fourth Plain Boulevard and East Mill Plain Boulevard, Burton Road intersecting Northeast 86th Avenue, the Burnt Bridge Creek Trail, and key community resources like Ogden Elementary School and PeaceHealth Southwest Medical Center.



Figure 1: Project Map for 86th/87th Avenues Corridor Project

Project Scope and Schedule

The Project scope includes two objectives. First, the planning phase will identify recommendations for near-term and long-term improvements in the corridor that incorporate the existing policies and plans noted above. The Project Team will collect data and document the existing conditions in this Existing Conditions Report to identify opportunities that will be considered in the design concepts. The Project Team will develop a range of concepts consistent with the project goals and evaluate which concepts could be implemented in the near-term and long-term. The Project Team will use the concepts to develop final recommendations in the Design Concepts Report. In conjunction with this planning phase, the Project Team will consult with and inform the community of project developments through community engagement activities and communications.

Second, the Project will move forward with near-term improvements that can be incorporated into the pavement preservation project. The Project Team will complete design work and integrate the corridor planning into the annual pavement preservation project. Any near-term and longer-term improvements that are not implemented with the pavement preservation project will be considered in other City-wide project prioritization efforts, such as in the [Transportation Improvement Program \(TIP\)](#).

Near-term improvements typically include low-cost enhancements such as revised or reconfigured pavement markings, signage, bicycle and small mobility facility enhancements, turn lane changes, and traffic signal adjustments. These changes are usually within the existing roadway, between the curbs or edges of shoulder.

Long-term improvements may include higher-cost changes such as constructing sidewalks, enhanced pedestrian crossings, and lighting improvements. These project elements often require future funding or grants and may require additional right-of-way. These projects can take longer to plan, design and construct.

The Project will provide preliminary cost estimates and may approach design-level estimates for some elements. The Project Team will prioritize recommendations based on the available budget for near-term improvements. Estimates for long-term improvements can be used for TIP updates to identify additional opportunities for funding and implementation.

The Project schedule is shown in the figure below. The planning phase of the project started in August 2025, which includes existing conditions, concept development and improvement recommendations, and community engagement. The design phase will begin in 2026, with construction of near-term improvements occurring with the pavement preservation project as early as 2027.

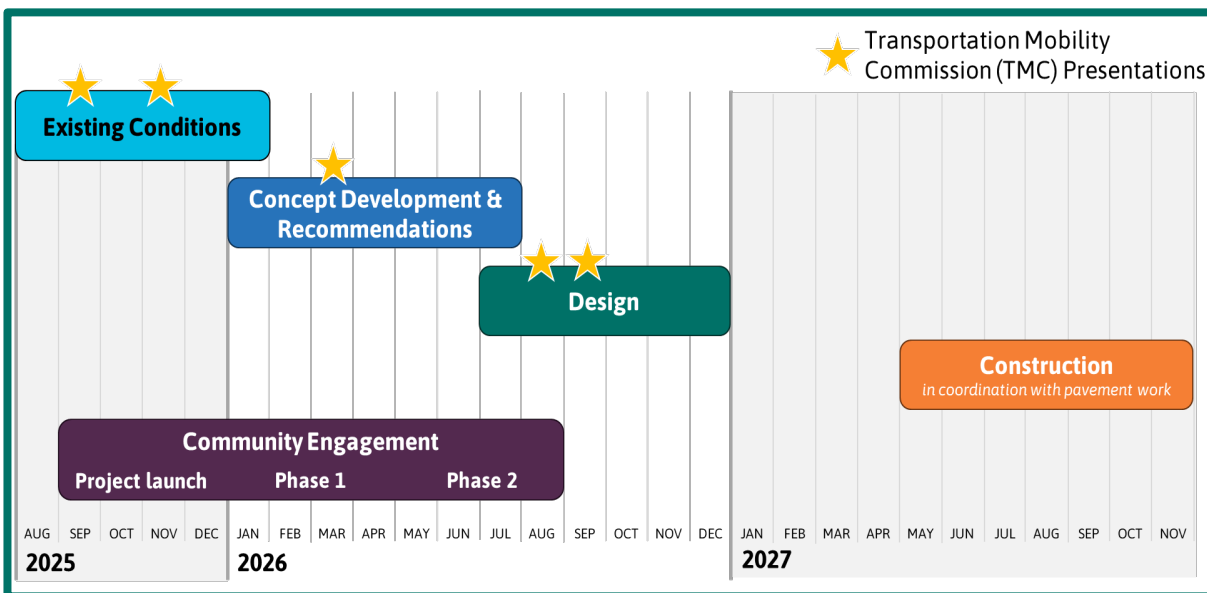


Figure 2: Project Schedule for 2025-2026 Corridor Project, including 86th/87th Avenues

In addition to 86th/87th Avenue, two other Corridor Projects happening simultaneously include Northeast 72nd Avenue and 97th/98th Avenue. These three Projects will follow a similar schedule and have a coordinated community engagement approach.

Related Projects

PAVEMENT MANAGEMENT PROGRAM AND ANNUAL CURB RAMP PROGRAM

CITY OF VANCOUVER

The Project is identified for the annual pavement program in 2027 to preserve the corridor, with microsurfacing and cape seal, to extend the pavement life and improve the driving surface. This program will also provide sidewalk curb ramps compliant with the Americans with Disabilities Act (ADA) to help people with disabilities transition from the street to the sidewalk and vice versa where pavement work is occurring.

SAFE STREETS AND ROADS FOR ALL (SS4A)

CITY OF VANCOUVER AND SOUTHWEST WASHINGTON REGIONAL TRANSPORTATION COUNCIL (RTC)

With the City as a partner, RTC has applied for a SS4A Implementation Grant that includes the intersection of Northeast Burton Road and 86th Avenue, which high-priority areas identified through comprehensive crash analysis from the Clark County Safety Action Plan. The proposed improvements in the 2025 SS4A Grant application for this intersection include protected intersection elements, signal upgrades, and pedestrian islands, with an estimated cost of \$172,000.

Existing Conditions

Land Use and Transportation

Land use along much of the corridor is higher density residential. Key community resources/destinations include PeaceHealth Southwest Medical Center at Northeast 87th Avenue and East Mill Plain Boulevard, the Burnt Bridge Creek Trail traversing Northeast 86th Avenue north of Northeast 15th Street, and Ogden Elementary School near the intersection of Northeast 86th Avenue and Northeast 33rd Street.

The posted speed limit is 25mph along the entire corridor. There are four signalized intersections on the corridor: East Mill Plain Boulevard, Northeast 15th Street, Northeast Burton Road, and Northeast Fourth Plain Boulevard. In addition to marked crossings at these signalized intersections, there are existing marked crossings along the corridor between East Mill Plain Boulevard and Northeast Mountview Street and a marked crossing at Northeast 20th Street. There is a rectangular rapid flashing beacon (RRFB) for crossing Northeast 33rd Street near the access to Ogden Elementary School from Northeast 86th Avenue.

These are the C-Tran bus stops serving three routes in the corridor area:

- E Mill Plain Boulevard and Northeast 87th Avenue (The Vine Red Line)
- Northeast Burton Road and Northeast 84th Avenue (Route 30)
- Northeast Fourth Plain Boulevard and Northeast 86th Avenue (The Vine Green Line)

Active Transportation Network

Currently, bike and mobility lanes and sidewalks exist along the entire corridor.

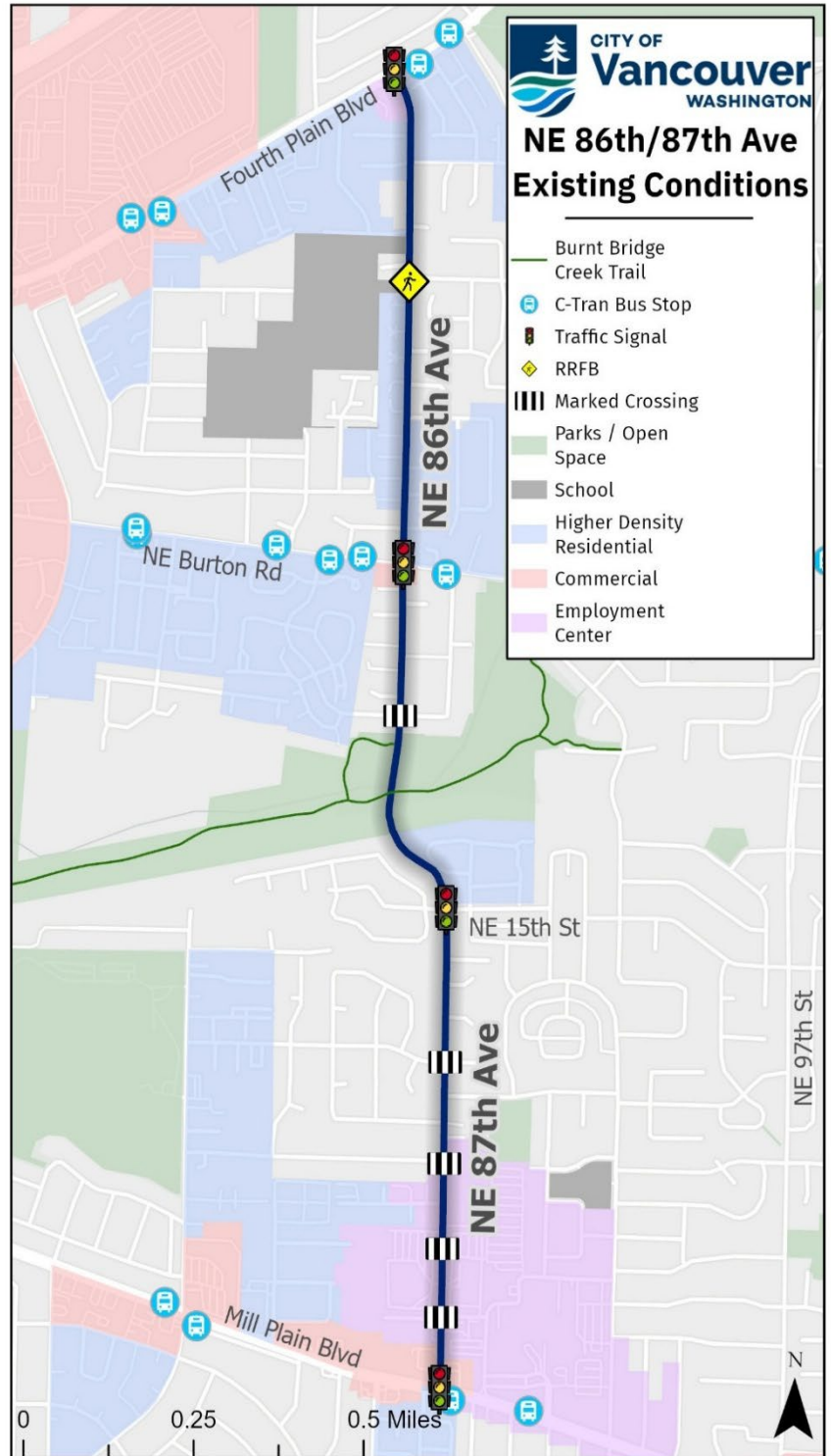


Figure 3: 86th/87th Avenues Existing Conditions Land Use and Transportation Map

However, some of the segments include bicycle lanes that are approximately 4' wide, less than current design guidelines. Priority active transportation networks as designated in the TSP are shown in Figure 4. Northeast 9th Street and Northeast 10th Street, which both connect to Northeast 87th Avenue, are Neighborhood Greenways. Mill Plain Boulevard, Northeast 11th Street, Burton Road, and Fourth Plain Boulevard are Pedestrian Corridors. Assessing the whole length of the corridor, existing crossing spacing does not meet the City's Pedestrian Crossing Policy (a marked crossing approximately every 800ft). This is important to note for consideration of project opportunities to meet the policy and implement the priority active transportation network to achieve the goals of the TSP.

Roadway Configuration

The corridor is classified as a minor arterial with two vehicle lanes, one in each direction northbound and southbound. There is a center/two-way left turn lane from Northeast 5th Street to Northeast 10th Street, a planted median/two-way left turn lane from Northeast 15th Street to Northeast Burton Road, and a center/two-way left turn lane from Northeast Burton Road to Northeast Fourth Plain Boulevard. There are sidewalks and on-street painted bike and small mobility lanes in both directions along the corridor. There is intermittent unmarked on-street parking on the west side of Northeast 87th Avenue between Northeast 11th Street and Northeast 13th Street and the west side of Northeast 86th Avenue between Northeast 26th Circle and Northeast 30th Street.

Figures 5-8 below are four sample cross section illustrations showing the main configurations on the corridor as described in this section. (Note: dimensions are approximate at this time and features outside the sidewalk area are omitted for simplicity.)

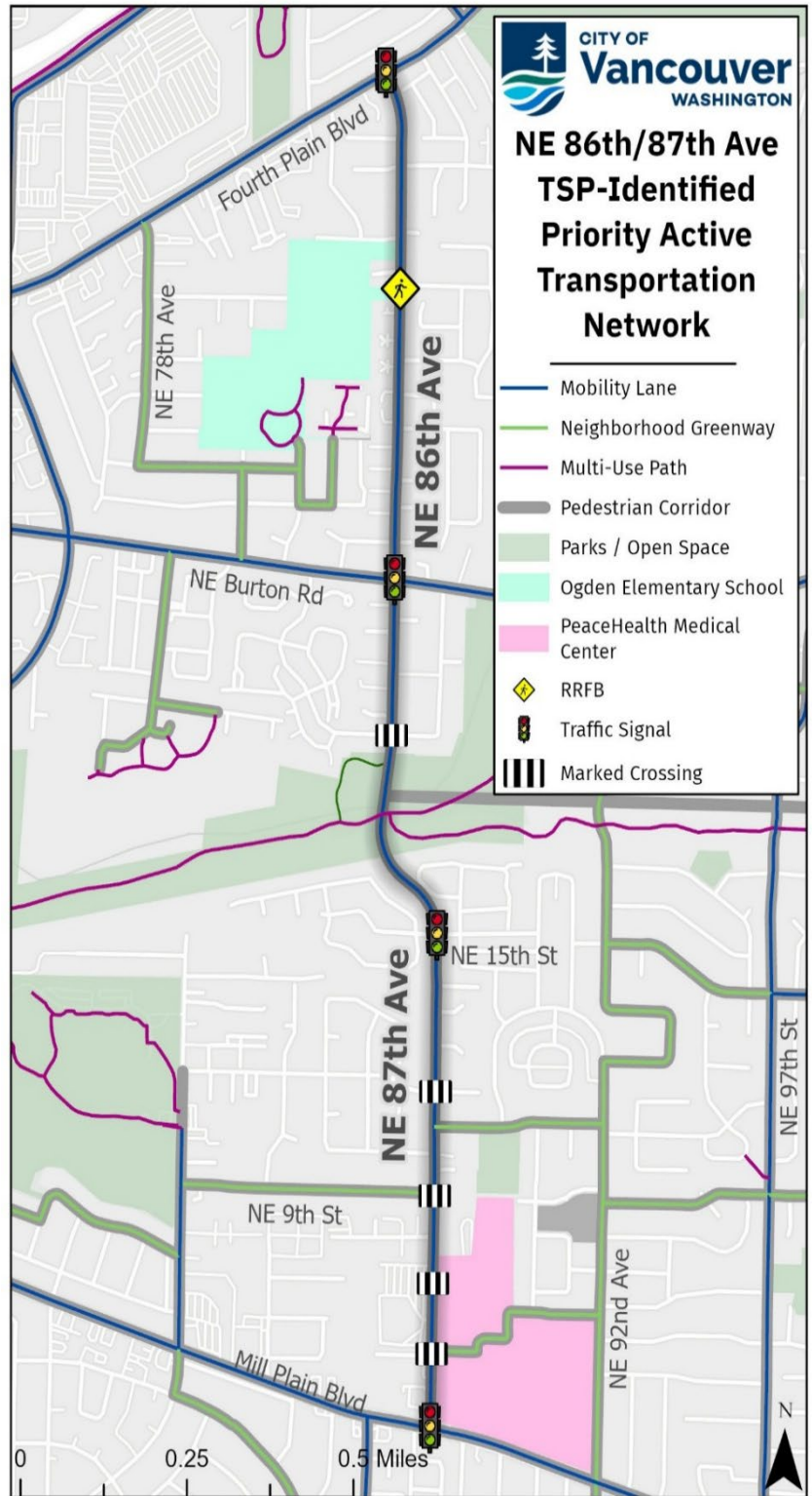


Figure 4: 86th/87th Avenues TSP Identified Priority Active Transportation Networks2

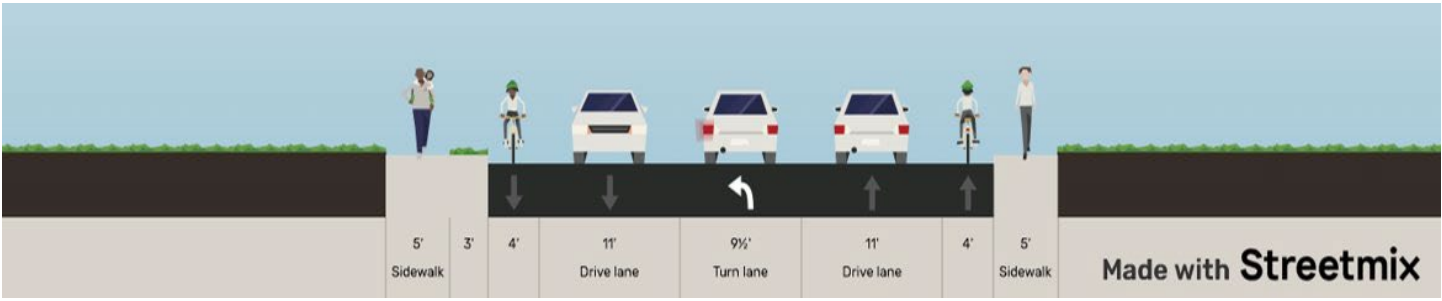


Figure 5: Northeast 87th Avenue from Northeast 5th Street to Northeast 10th Street has sidewalks and unbuffered bike and small mobility facilities in both directions, travel lanes, and a dedicated left turn lane. The west side of Northeast 87th Avenue includes a 3' landscaped strip between the curb and sidewalk.



Figure 6: Northeast 87th Ave/Northeast 86th Avenue from Northeast 15th St to Northeast Burton Road has sidewalks and unbuffered bike and small mobility facilities in both directions, travel lanes, and a planted center median with trees.

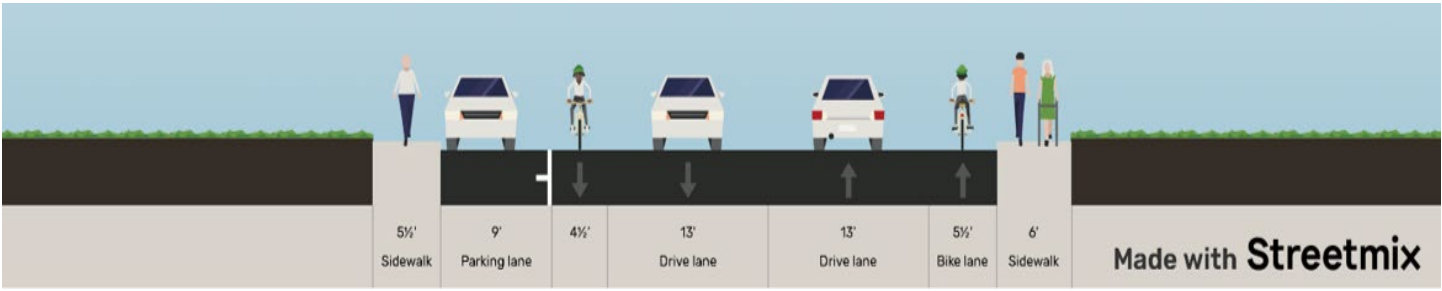


Figure 7: Northeast 86th Avenue from Northeast Burton Road to Northeast 30th Way has sidewalks and unbuffered bike and small mobility facilities in both directions, and a travel lane in both directions. The west side of Northeast 86th Avenue includes a 9' on-street parking lane between the curb and bike lane.

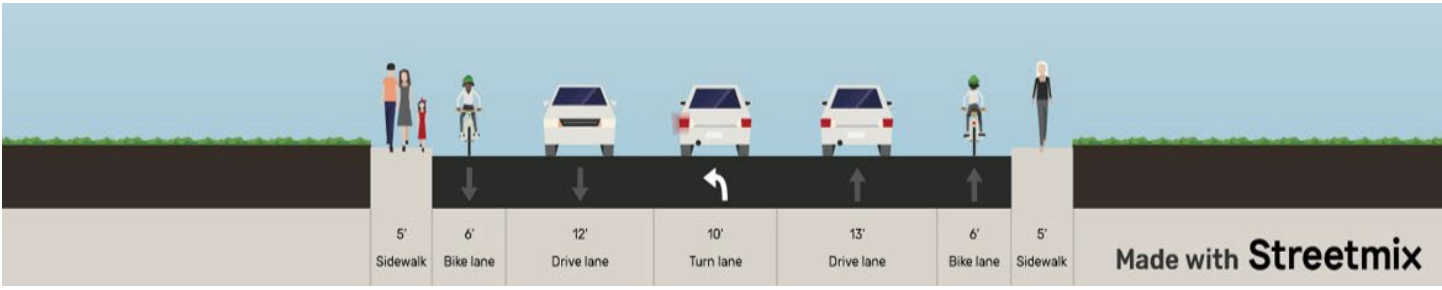


Figure 8: The intersection of Northeast 86th Avenue and Northeast 15th St has sidewalks and unbuffered bike and small mobility facilities in both directions, travel lanes, and a dedicated left turn lane.

Corridor Photos

The images that follow show the existing roadway on 87th Avenue and 86th Avenue.



Figure 9: Approaching the intersection of Northeast 87th Avenue and Northeast 15th Street, there are single lanes of traffic in each direction and a left turn lane onto 15th. There are sidewalks and striped bike lanes on both sides of Northeast 87th Avenue.



Figure 10: At the intersection of Northeast 86th Avenue and Northeast 33rd Street, which accesses Ogden Elementary school, there are single lanes of traffic in each direction plus continuous center turn lane. There are sidewalks and striped bike lanes on both sides of Northeast 86th Avenue.



Figure 11: At the intersection of Northeast 86th Avenue and Northeast 36th Street there are single lanes of traffic in each direction plus continuous center turn lane. There are sidewalks and striped bike lanes on both sides of Northeast 86th Avenue.

Community Characteristics

The project corridor intersects two neighborhoods: North Garrison Heights in the southern portion of the corridor along 87th Avenue, and Ogden in the northern portion along 86th Avenue. Both neighborhoods have active neighborhood associations.

Based on the City's Equity Index, both the North Garrison Heights neighborhood and the Ogden neighborhood generally score high on the index.

Demographic characteristics for the corridor can be found in Appendix A (Demographics) of this report.

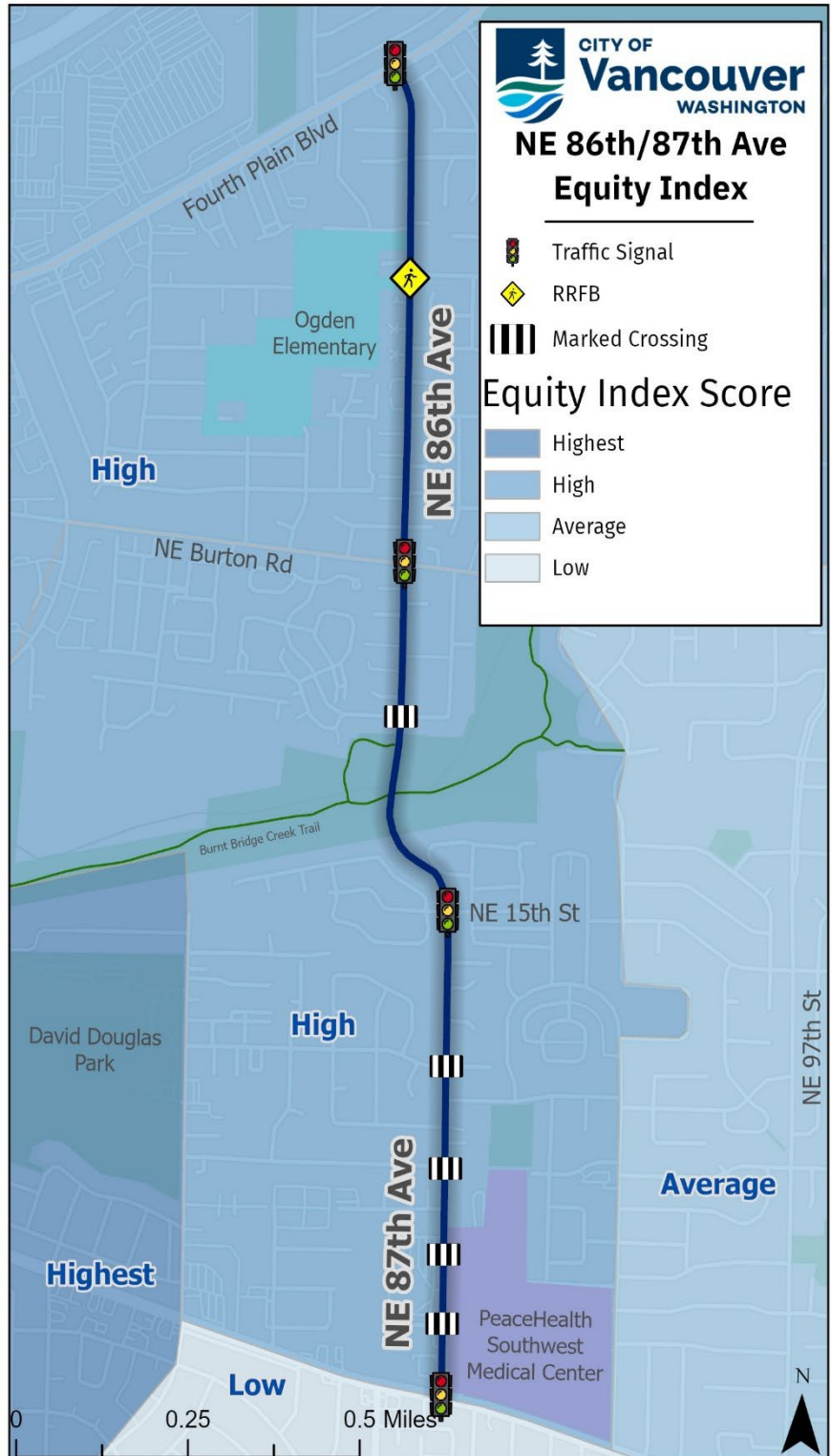


Figure 12: NE 86th/87th Avenues Community Characteristics Equity Index Map

Transportation Safety Data

Crash data was obtained from the Washington State Department of Transportation for the years of 2020-2024 and is summarized in the following tables, chart and map for the 86th/87th Ave corridor. The appendix includes a list of crashes in the corridor during this time period. Intersection crashes include crashes that occur within 150' of the intersection. All other crashes are segment crashes, or those that occur between intersections.

The City's [2024 Local Road Safety Plan](#) (LRSP) and the Southwest Washington Regional Transportation Council's [Clark County Safety Action Plan](#) (CCSAP) were reviewed to provide insight into opportunities to improve safety in this corridor.

Initial findings from the CCSAP include:

- 83% of the crashes occurred at intersections. Intersection crashes include those that occur within 150' from the center of the intersection.
- There are approximately 20 crashes per year in the corridor, including 10 injury crashes per year.
- There were seven non-motorist crashes reported over this period. All occurred at intersections.
- 82% of the injury crashes that occurred were located at intersections.
- 40% of the intersection crashes involved angle crashes or turning crashes.
- The LRSP found that 25.4% of all City fatal and severe crashes were angle crashes or turning crashes.
- In the region, the CCSAP noted that pedestrian fatal and serious injury crashes make up 26% of all pedestrian crashes, and bicyclist fatal and serious injury crashes make up 12% of all bicyclist crashes. These modes are overrepresented relative to vehicle-only fatal and serious injury crashes, which make up 2% of all vehicle-only crashes.

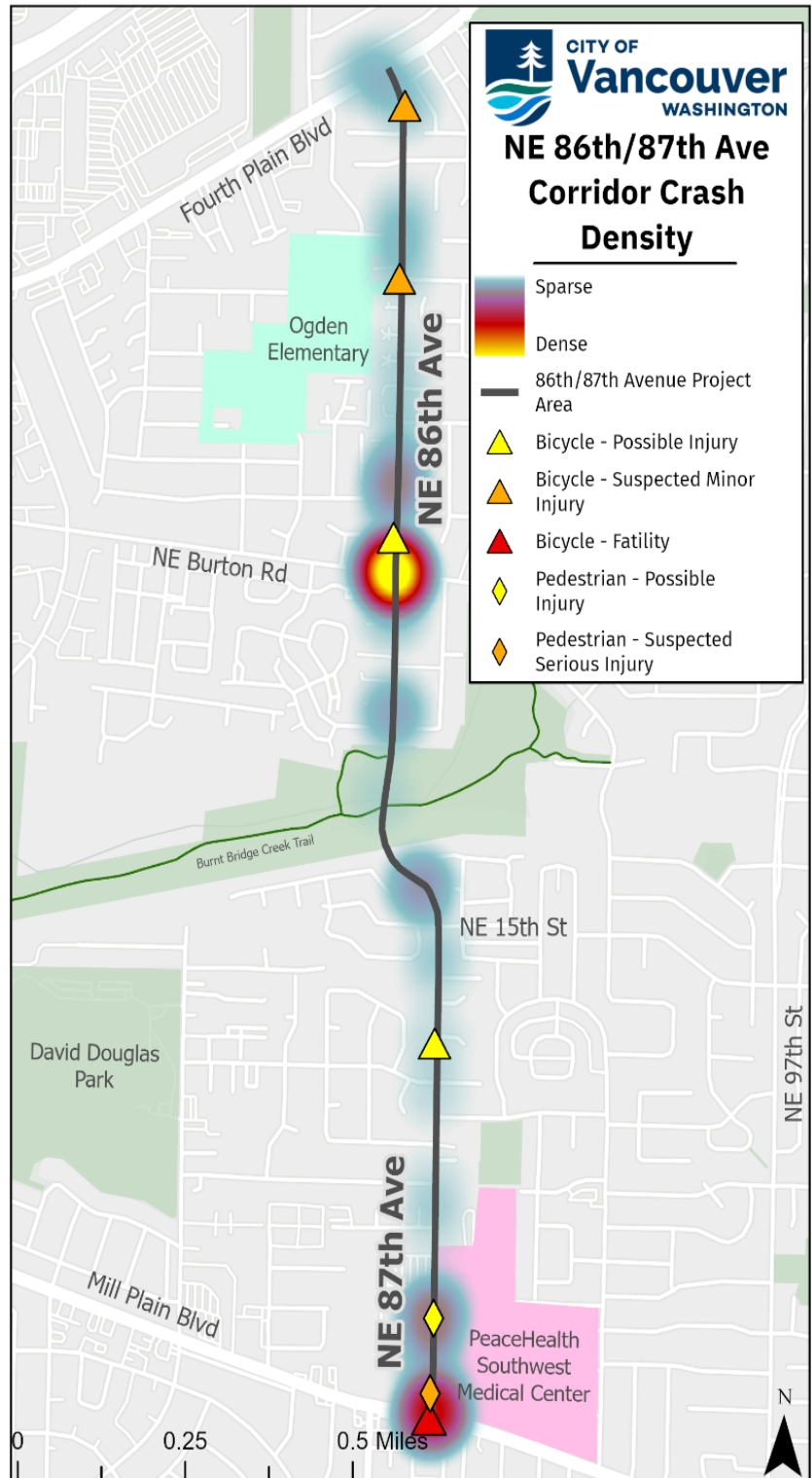


Figure 13: 86th/87th Avenues Crash Density Map (2020-2024)

- The CCSAP identified systemic factors for the region that may contribute to crash types that occur in this corridor, such as speeding, underserved communities¹, crashes within a quarter-mile of schools and within 500 feet of bus stops. The CCSAP also identified emphasis areas including intersections crashes, pedestrian and bicyclist crashes, and behavior such as distracted driving, impaired driving and crashes involving younger drivers.

Table 1 - Total Crash Data by Crash Severity

Fatal	Injury ²	Property Damage Only	Total
1	50	52	102

Table 2: Total Crash Data by Crash Location Type and Users

Intersection	Segment	Bicyclist	Pedestrian
85	17	5	2

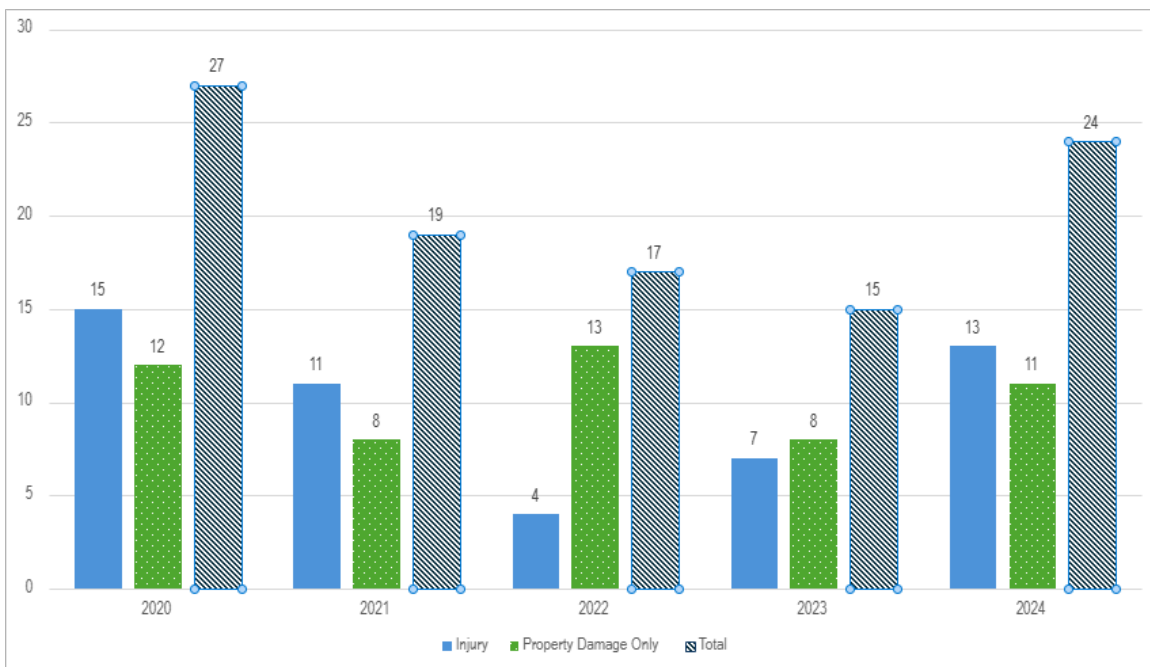


Figure 14: Total Crashes Per Year on Northeast 86th/87th Ave (2020 - 2024)

¹ The CCSAP defined underserved communities: A disadvantaged community is defined as a census tract in the U.S. that experiences cumulative disadvantages across multiple dimensions including transportation insecurity, climate and disaster risk burden, environmental burden, health vulnerability, and social vulnerability.

² Injury types reported included Possible Injury, Suspected Minor Injury, and Suspected Serious Injury.

Table 3: Segment Crashes by Severity

Fatal	Injury	Property Damage Only	Total
0	8	9	17

Table 4: Segment Crashes by Type

3	8	8	4	4	1	3

Table 5: Intersection Crashes by Severity and Type

Intersection	Crash Severity			Crash Type							Other Data			
	Fatal	Injury	Property Damage Only	Angle	Turning	Sideswipe	RearEnd	Pedestrian	Bicyclist	Other	Lighting Dark, Dawn, Dusk	Roadway Surface Wet	Speed Related	Under Influence of Alco-hol
East Mill Plain Boulevard	1	6	9	3	0	3	5	1	1	3	5	3	2	1
Northeast 5th Street	0	2	2	2	0	0	0	1	0	1	3	2	0	0
Northeast 15th Street	0	1	0	1	0	0	0	0	0	0	0	0	0	0
Burton Road	0	20	16	6	15	1	10	0	0	4	17	15	1	3
Fourth Plain Boulevard	0	2	3	0	0	1	2	0	1	1	0	1	0	1
Other Intersections	0	10	13	3	4	1	4	0	3	8	7	4	0	0
Total	1	41	43	15	19	6	21	2	5	17	32	25	3	5

³ Turning crashes on segments are typically into or out of driveways not considered intersections.

Traffic Data

Traffic data was collected for segments from October 9-14, 2025. Weekday average daily traffic (ADT) varied from approximately 10,500 vehicles per day between East Mill Plain Boulevard and Northeast 5th Street and approximately 9,000 vehicles per day between Northeast 30th Street and Northeast Fourth Plain Boulevard.

The 85th percentile speed for segments ranges from 30 – 35 miles per hour. Speeds were highest in the vicinity of Northeast 30th Street.

Traffic data was collected for intersections on October 4 and 7, 2025, for vehicles as well as bicycles and pedestrians. The following table summarizes the traffic data at intersections, displayed as total entering vehicles, pedestrians and bicyclists during peak periods at the major intersections in the corridor.

See Appendix C for all traffic data.

Table 6: Vehicle ADT and Bicycle and Pedestrian Counts by Intersection

Intersection	Total Entering Vehicles			12-Hour Bicycle/Pedestrian Counts (Total Entering)			
	Weekday AM Peak Period (2 hours)	Weekday PM Peak Period (2 hours)	Weekend Peak Period (4 hours)	Weekday (10/7/25) Pedestrians	Weekend (10/4/25) Pedestrians	Weekday (10/7/25) Bicyclists	Weekend (10/4/25) Bicyclists
East Mill Plain Boulevard	3,368	4,716	6,198	195	87	27	17
Northeast 5th Street	1,401	1,705	1,743	184	31	4	1
Northeast 15th Street	1,291	1,584	1,866	81	64	9	12
Burton Road	2,725	3,553	5,252	139	78	47	21
Northeast Fourth Plain Boulevard	1,971	3,180	4,820	71	38	49	40

Parking Utilization

A parking utilization study evaluated parking use along the 86th/87th project corridor. Data was collected on:

- Tuesday, October 14, 2025 from 8 to 9 p.m.
- Saturday, October 18, 2025 from 8 to 9 a.m.

Observations completed during these times aim to assess parking demand associated with residential uses, which is the primary land use along the corridor.

Existing No Parking signs are situated throughout the majority of the corridor. Unmarked parking is intermittently present in two different areas:

- Along the west side of NE 87th Avenue from 13th to 11th Street
- Along the west side of NE 86th Avenue from 30th Street to 26th Circle

The study found that parking occupancy rates are similar between weekdays and weekends with the highest utilization along the west side of NE 86th Avenue fronting the residences between 28th Circle to 26th Circle. See Appendix D: Parking Utilization for more details on the observations and an explanation of the methodology used for the study.

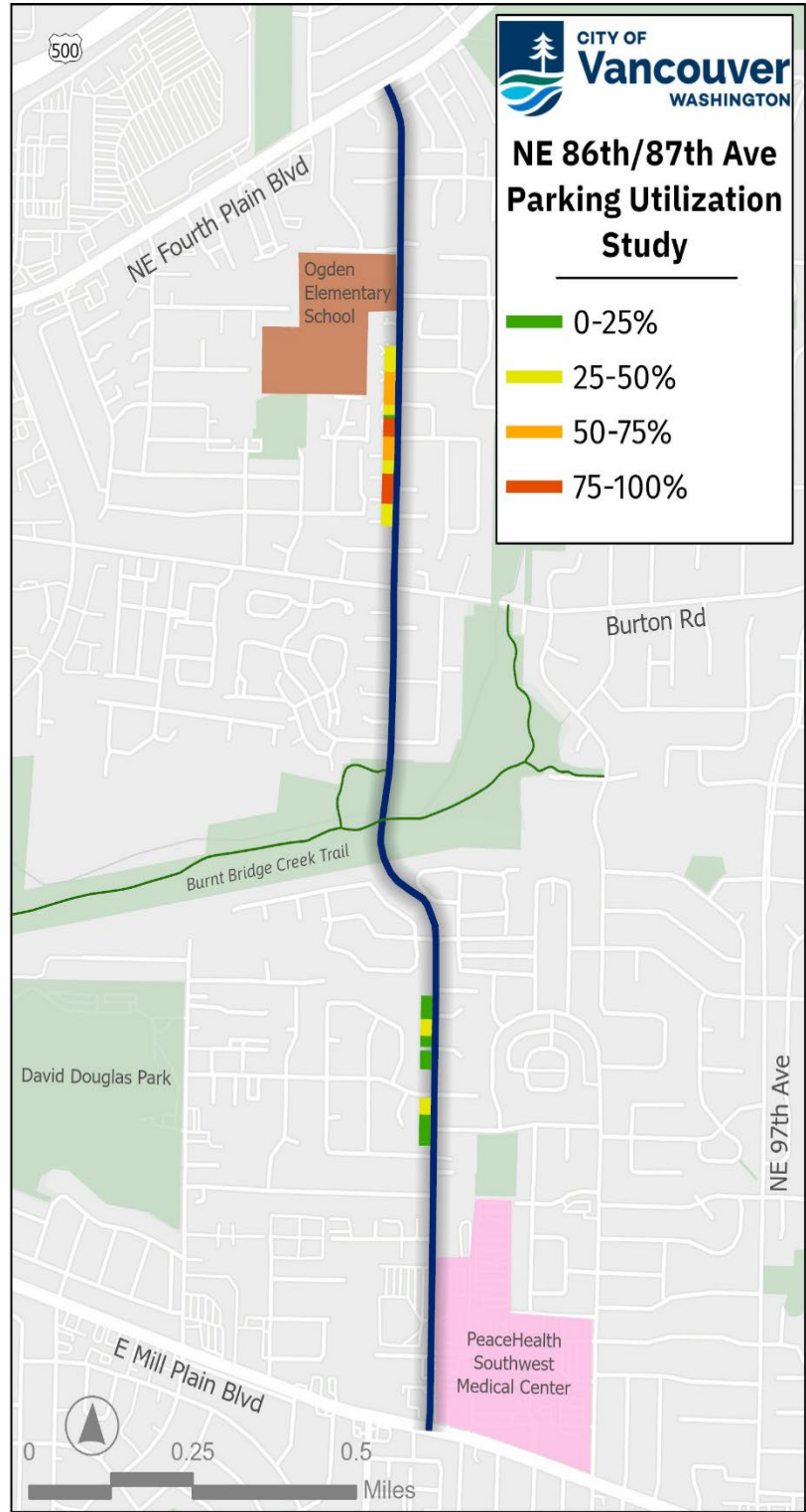


Figure 15: Northeast 86th/87th Avenue Parking Utilization

Transportation Features Summary

Transportation Element	Existing Condition Summary
Posted Speed Limit	25 MPH
Number of Travel Lanes	2 lanes (one in each direction)
Functional Classification	Minor Arterial
Intersection Control	<p>Signals:</p> <ul style="list-style-type: none"> • East Mill Plain Boulevard • Northeast 15th Street • Northeast Burton Road • Northeast Fourth Plain Boulevard
Bicycle and Small Mobility Facilities	Bike/Mobility lanes
Bicycle and Pedestrian Level of Traffic Stress (LTS)	Ranges from 2 to 3 on the corridor
Pedestrian Facilities	Sidewalk on both sides
Traffic Calming	Two radar speed feedback signs on 86th Avenue just north & south of the Burnt Bridge Creek Trail
Transit From C-TRAN	<ul style="list-style-type: none"> • Stops: 2 at Mill Plain Road intersection, 2 at Burton Road intersection, 2 at Fourth Plain Boulevard intersection • Routes: The Vine on Mill Plain Boulevard, Route 30 on Burton Road, The Vine on Fourth Plain Boulevard • Ridership (average weekday boardings): Mill Plain and 87th Avenue (Vine) – 47; Burton and 86th (Route 30) – 17; 86th Avenue and Fourth Plain - 9
Parking See Parking Utilization Memo in Appendix	<ul style="list-style-type: none"> • Intermittent west side non-marked parking (Northeast 11th Street to Northeast 13th Street) • Intermittent west non-marked parking (Northeast 26th Circle to Northeast 30th Street)
Lighting	<ul style="list-style-type: none"> • Street lighting along this collector follows City Standard Plan T21—01A (T10-12 Street Section), with a maximum spacing of 160' and installation on alternating sides of the street (preferred). • Lighting standard followed: East Mill Plain Boulevard to Northeast Burton Road, Northeast 25th Street to 2700 block, Northeast 28th Way to Northeast 33rd Street
Crashes	<ul style="list-style-type: none"> • Approximately 20 crashes per year • Most crashes occurred at intersections

Considerations & Opportunities

Review of available data and roadway conditions reveals several items to consider on the 86th/87th Avenues project corridor as well as opportunities to advance the TSP Modal Networks and City priorities. A summary of this by transportation element is outlined in the table below.

Table 7: Summary of Considerations and Opportunities for Design Concept Development

Transportation Element	Considerations	Opportunity
Bicycle and Small Mobility Facilities	Facilities do not meet design guidelines	Implement bicycle and small mobility improvements recommended in the TSP to create a more complete and connective active transportation network and daylight intersections to improve safety for all modes.
Sidewalks and Crossings	The Burnt Bridge Creek Trail traverses NE 86th Avenue north of NE 15th Street.	Improve access off of 87th/86th Avenues to the trail for bicyclists/small mobility users and pedestrians.
Traffic Calming	Vehicles observed not slowing down to a safe stop when approaching Ogden Elementary School.	Determine corridor target speed and strategies such as traffic calming, designs and placement to improve safety for all modes.
On-Street Parking	<ul style="list-style-type: none"> On-street parking is limited to two stretches on the corridor, both located on the west side of the corridor: on 86th Ave. from 30th St. to 26th Circle and on 87th Avenue from 13th Street to 11th Street. There are areas being used for on-street parking that do not meet minimum width of 7ft. 	Reallocate available right-of-way to implement bicycle and small mobility facilities and daylight intersections to improve safety for all modes.
Turn Lanes	<ul style="list-style-type: none"> Crossing distances for pedestrians. Limited available right-of-way for mobility lane. 	<p>Analyze segments and intersections to identify opportunities to reduce turn lanes where feasible.</p> <p>Reallocate available right-of-way to implement bicycle and small mobility facilities.</p>

Transportation Element	Considerations	Opportunity
Variable Roadway Cross-Sections	<ul style="list-style-type: none"> Several areas do not currently have the roadway width necessary for pedestrian, bicycle and small mobility facilities. 	Analyze where pedestrian and bicycle and small mobility facilities can be implemented in near-term and long-term projects.

Corridor Location for Improvement

The images that follow display locations on the Northeast 86th and 87th Avenues corridor where improvements may be recommended to increase safety and mobility for all users. These images and locations are for illustrative purposes and may be included in the project’s final recommendations for the near-term and long-term. The Design Concepts Report and resulting design recommendations will include appropriate analysis and selection of specific improvements for the corridor.



Near-Term: Add speed advisory signs at the approaches to the marked crossing on Northeast 86th (at Northeast 33rd Street) accessing Ogden Elementary School.
 Long-Term: Analyze the need for additional intersection control options.



Near-Term: Add mobility lane buffers on Northeast 86th Avenue approaching Northeast Burton Road.

Long Term: Reconfigure the roadway to include protected mobility lanes in each direction.

Next Steps

In the coming months, the Project Team will analyze the findings from this report to develop design concepts and begin community engagement to share about the Project and learn how the community uses the corridor today. This information will inform design concepts for the corridor.

Appendix

The following pages provide additional information, data collection methodology, and initial analysis to support the above existing conditions.

- Appendix A: Demographics
- Appendix B: Safety Data
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