

SAMPLE
Complete Streets Staff Report
for San Mateo County Jurisdictions

Memorandum

Date: [Month] (xx), 2014

To: Jurisdiction Board/Commission

From: Staff, Title

Subject: Jurisdiction Adoption of General Plan Circulation Element Update to Comply with Assembly Bill 1358

Recommendation:

That the Board adopt the General Plan Circulation Element Update to Comply with AB 1358

Fiscal Impact:

None.

Source of Funds:

N/A

Background:

In order to be eligible to receive OneBayArea Grant funds, the Metropolitan Transportation Commission (MTC) requires local jurisdictions to comply with the state's Complete Streets Act (AB 1358) by updating the circulation element of their general plans. The MTC requirement will be in effect by January, 2015.

Staff has developed the attached update to the *Jurisdiction* General Plan Circulation Element to meet the MTC requirements.

Assembly Bill 1358, the California Complete Streets Act, requires that any substantial revision of a general plan circulation element commencing on or after January 1, 2011 must "plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways." In 2014, the City of *Jurisdiction* substantially revised the circulation element of its general plan to be consistent with the directives contained in AB 1358. *Jurisdiction's*

circulation element plans for safe and convenient multimodal transportation networks that serve a variety of needs, ages, and abilities.

Jurisdiction's circulation element is organized into nine sections:

- A. Introduction
- B. Function of the Roadway System
- C. Existing Traffic Conditions
- D. Future Traffic Conditions
- E. Roadway Improvements
- F. Transit
- G. Bicycle and Pedestrian
- H. Motor Vehicle Parking
- I. Sustainable Transportation Actions

The following discussion briefly describes the relevant sections of *Jurisdiction's* circulation element, and policies contained within, that plan for a safe, convenient multimodal transportation network for pedestrians, cyclists, transit users, and motorists. For a complete list of goals and policies in *Jurisdiction's* circulation element, see Attachment A.

Section 2 “Function of the Roadway System” outlines policies to streamline and manage traffic, as well as to restrict private and commercial motorized traffic to their appropriate corridors based on street type and function to maintain an organized transportation network.

Section 4 “Future Traffic Conditions” describes future traffic conditions based on the travel demand model using inputs for projected land use provided by Association of Bay Area Governments (ABAG), the City’s transportation network, and Census data. The model estimates future car and transit use, as well as regional traffic increases to anticipate future transportation needs within the city and region.

Section 5 “Roadway Improvements” lists a variety of policies related to achieving desired levels of service for motorists, timely implementation and financing of roadway improvements, improving safety for pedestrians, cyclists, and motorists, and upgrading roadways in relation to changes in land use or development projects, installing traffic control devices where appropriate, and implementing Transportation Demand Management (TDM) programs to encourage more walking, bicycling, and transit use, especially in commercial centers. The section also calls for traffic impact studies for large development proposals that may result in potentially significant traffic impacts to ensure that such impacts are addressed and mitigated.

Section 6 “Transit” contains policies aimed at expanding service and improving pedestrian, bicycle, and vehicle access to bus and rail stations, locally and regionally. Rail station specific policies are tied to land use [*describe policies related to transit-oriented developments (TODs)*]. [*Include policies related to railway at-grade crossings, safety, bus stations, co-location of facilities such as child-care, retail, services with transit.*]

Section 7 “Bicycle and Pedestrian” contains a variety of policies aimed at enhancing pedestrian and bicycling facilities, including network expansion, safety improvements, transit connections, and amenities like benches and bike lockers. The Pedestrian and Bicycle Master Plans referenced provide more detail regarding opportunities, challenges, infrastructure and program improvements for bicyclists and pedestrians of all ages and abilities.

Section 9 “Sustainable Transportation Actions” contains policies aimed at curbing vehicle emissions by encouraging non-motorized and mass transit use. Policy X.X addresses students’ commutes to schools in particular, encouraging transit use, walking pools, and carpooling. Policy X.X also directs the City to measure and evaluate progress towards reaching carbon reduction goals established the City’s Sustainability Initiatives Plan.

As evidenced in these policies the *Jurisdiction* has made safe and convenient multimodal transportation planning with strong ties to land use policy a high priority through the establishment of directives in the general plan’s circulation element previous to the AB 1358 mandate.

Attachments:

A. General Plan Circulation Element Goals and Policies

Attachment A

General Plan Circulation Element

Goals and Policies

GOAL 1

Design and regulate use of city streets according to their classification and intended function as shown in Figure XX.

POLICIES

C 1.1: Minimize Traffic Diversion. Discourage non-local and commercial traffic from using local and collector residential streets through land use restrictions and traffic control devices, where appropriate. Design existing arterial roadways to minimize the diversion of traffic onto local residential streets.

C 1.2: Minimize Curb Cuts On Arterial Streets. Discourage creation of new curb cuts on arterial streets to access new development. Take advantage of opportunities to combine driveways and reduce the number of existing curb cuts on arterial streets.

C 1.3: Protect Local Streets. Minimize the impact of new development on local streets. When warranted, construct improvements on local streets consistent with the City's Neighborhood Traffic Management Program.

C 1.4: Neighborhood Traffic Management. Manage traffic and speeds on arterials, collector and local streets using techniques specified in the City's Neighborhood Traffic Management Program (NTMP).

C 1.5: Restrict Truck Traffic. Restrict the use of city streets by trucks not serving businesses within *jurisdiction* as designated by City ordinance and the adopted Truck Route Program.

GOAL 2

Maintain a street and highway system which accommodates future growth while maintaining acceptable levels of service.

POLICIES

C 2.1: Acceptable Levels of Service. Maintain a Level of Service no worse than mid LOS D, average delay of 45.0 seconds, as the acceptable Level of Service for all intersections within the City. Review opportunities to update Level of Service standard definitions to address quality for all travel modes in order to incorporate considerations beyond vehicle delay.

C 2.2: Traffic Improvement Master Plan. Maintain a master plan for street system improvements necessary to accommodate future growth and maintain acceptable levels of service. Intended improvements within the time frame of the Plan are listed in Appendix X, and may be updated by Resolution of the City Council consistent with Policy XXX.

C 2.3: Roadway Improvement Implementation. Enact fiscal policies to provide that the roadway improvements listed in Appendix X are funded and accomplished throughout the timeframe of the General Plan to achieve the Level of Service standards set forth in Policy XXX

C 2.4: Transportation Fee Ordinance. Require new developments to pay for on-site improvements to meet the needs of development and their proportionate share of the costs for mitigating cumulative traffic impacts within the *Jurisdiction*. Utilize a Transportation Fee Ordinance to finance necessary off-site improvements equitably. The off-site improvements will include intersection and street improvements to maintain intersection levels of service, traffic safety improvements and improvements to reduce single occupant vehicle trips such as bicycle system enhancements, pedestrian improvements, and trip reduction measures.

C 2.5: Traffic Studies. Require site-specific traffic studies for development projects where there may be a substantial impact on the local street system. Traffic impacts caused by a development project are considered to be unacceptable and warrant mitigation if the addition of project traffic results in a cumulative intersection level of service exceeding the acceptable level established in Policy XX; where there may be safety hazards created; or where there may be other substantial impacts on the circulation system.

C 2.6: Prioritization and Timing of Roadway Improvements. Roadway improvements shall be periodically prioritized to be correlated with the distribution and pace of development, and to reflect the degree of need for mitigation.

C 2.7: Exceeding the Acceptable Level of Service. In addition to paying the transportation impact fee, a development project may be required to fund off-site circulation improvements which are needed as a result of project generated traffic, if:

- a. The level of service at the intersection drops below mid-level LOS D (average delay of more than 45 seconds or other multi-modal quality measurement as established in Policy C2.1) when the project traffic is added, and
- b. An intersection that operates below its level of service standard under the base year conditions experiences an increase in delay of four or more seconds, and
- c. The needed improvement of the intersection(s) is not funded in the applicable five-year City Capital Improvement Program from the date of application approval.

C 2.8: Traffic Signal Installation. A development project may be required to fund signalization of off-site unsignalized intersections if warranted as a result of project generated traffic. In addition, existing conditions may warrant signalization of unsignalized intersections. A warrant analysis to determine the need for signalization shall include consideration of both existing and projected traffic and pedestrian volumes, traffic delays and interruptions, accident history, and proximity of sensitive land uses, such as schools.

C 2.9: Dedication of Needed Right-of-Way for Roadway Improvements. Require dedication of needed rights-of-way for roadway improvements shown in Appendix X, which are deficient in land area. Dedication shall be required where the development project contributes to the need for the roadway improvement and where the cost of dedication is not so disproportionate to the size of the project or traffic generated to make it unreasonable.

C 2.10: Transportation Demand Management (TDM). Participate in the TDM Program as outlined by the City/County Association of Governments of San Mateo County (C/CAG). Encourage TDM measures as a condition of approval for development projects, which are anticipated to cause substantial traffic impacts. C/CAG requires the

preparation of a TDM program for all new development that would add 100 peak hour trips or more to the regional road network.

C 2.11: Transportation Demand Management (TDM) in Rail Corridor Transit-Oriented Development Plan (Corridor Plan). Establish and implement a TDM program consistent with the Corridor Plan policy and program requirements for development within Transit-Oriented Development (TOD) areas designated by the Corridor Plan, as well as for all properties within *[Special Plan Areas, if any]*.

C 2.12: Transportation Demand Management (TDM) in Downtown. Establish and implement a TDM program, a Transportation Management Association (TMA), and other measures to reduce vehicle trips and encourage transit use and promote bicycle and pedestrian accessibility for development within one-half mile of the Downtown transit center.

GOAL 3

Support the provision of public transit services adequate to provide a viable alternative to automobile travel for all citizens and to provide a convenient means of transportation to the "transit dependent" population.

POLICIES

C 3.1: Increase Bus Ridership. Strongly promote increased bus ridership and improved accessibility to bus transit by encouraging SamTrans to implement the following bus service improvements:

- a. Evaluate the need to provide service in areas exceeding a quarter mile from local routes and designated bus stops, as shown on Figure C-4.
- b. Evaluate the need for improved bus service in high concentration employment centers, including: Downtown, *[specify areas]* among others as shown in the Land Use Element, Figure XX (Employment Locations). Evaluate the need to improve bus service to and between schools and recreation facilities, and to special events.
- c. Promote increased usage of the Park-N-Ride lot at *[highway]* Interchanges.
- d. Promote increased bus ridership through an expanded Public Information Program such as at train stations, public institutions, and through TDM.
- e. Recognize the importance of complementary land uses, such as higher-density, compact development with pedestrian-friendly environments, to especially justify increasing levels of transit service.

C 3.2: Caltrain. Continue the City's support of Caltrain as an essential element of the overall circulation system on the Peninsula and in the City. Support the following rail service improvements:

- a. Continue to work with the Joint Powers Board which locally manages and oversees improvement plans for Caltrain.
- b. Increased service during non-commute periods and increase system capacity.
- c. Development of a Downtown San Francisco terminal within the vicinity of the Transbay Terminal or Financial District to improve commute service and linkage to other regional transit systems.

- d. Expenditure of Measure A (1/2-cent sales tax) funds and other available funds for grade crossing improvements at existing at grade crossings and where existing grade separations have inadequate vertical clearance above the crossing street.
- e. Caltrain Shuttle Bus Program.
- f. Caltrain's Project 2025 future vision includes three major phases of development: state of good repair, electrification enhancements and post-electrification enhancements. All three phases of the program will provide increased frequency of service to Peninsula residents and commuters.

C 3.3: [Station Specific Actions]. Improve pedestrian and vehicular access to the station. Redevelop the surrounding area with mixed-use and transit-oriented development.

C 3.5: Grade Separation of Rail Line. Promote the elimination of existing at grade crossings to improve local circulation and safety.

C 3.6: Below Grade Rail Line. Depress the rail line through the downtown with street crossings remaining at grade as Caltrain service is increased and high speed rail through the corridor is implemented. Depressing the rail line in downtown should include examination of a tunnel alternative and potential use of air rights.

C 3.7: Rail Corridor Transit-Oriented Development Plan. Improve east-west access via new grade-separated rail crossings at *[locations]*.

C 3.8: Child Care Facilities Adjacent to Public Transit Stations. Consider including child care space in, or adjacent to, public transit stations/hubs.

C 3.9: Child Care Traffic Mitigation Credit. Promote traffic mitigation credit for child care space in large developments.

GOAL 4

Maintain a comprehensive bicycle and pedestrian circulation network which provides safe recreation opportunities and an alternative to automobile travel.

POLICIES

C 4.1: Bicycle Master Plan. Implement the Bicycle Master Plan's recommended programs and projects to create and maintain a fully-connected safe and logical bikeways system; support the City's Sustainable Transportation Actions; and coordinate with the countywide system.

C 4.2: Bicycle Facilities on Transit. Encourage additional bicycle capacity on Caltrain and SamTrans. Provide an adequate supply of secure covered bicycle parking at the Caltrain stations. Establish a Bike Share system and install network Bike Share kiosks.

C 4.3: Dedication of Needed Right-of-Way for Bikeways. Require dedication of necessary rights-of-way for bike lanes, protected cycle tracks, and paths shown on Figure XX, which are deficient in land area. Dedication shall be required where the development project contributes to the need for the bikeways improvement and where the cost of dedication is not so disproportionate to the size of the project as to make it unreasonable.

C 4.4: Pedestrian Master Plan. Implement the Pedestrian Master Plan's recommended programs and projects to create and maintain a walkable environment in that supports the City's Sustainable Transportation Actions.

C 4.5: Pedestrian Enhancements with New Development. Continue to require as a condition of development project approval the provision of sidewalks and wheelchair

ramps where lacking and the repair or replacement of damaged sidewalks. Require that utility poles, signs, street lights, and street landscaping on sidewalks be placed and maintained to permit wheelchair access and pedestrian use. Increase awareness of existing trails and routes by promoting these amenities to residents.

C 4.6: Wheelchair Access and Pedestrian Accessibility. Continue to assess and improve wheelchair access throughout the City. Install wheelchair ramps or take other corrective measures where most needed in accordance with the established Citywide Wheelchair Program.

C 4.7: Pedestrian Safety. Pedestrian safety shall be made a priority in the design of intersection and other roadway improvements.

C 4.8: Pedestrian and Bicycle Mobility Needs. Balance pedestrian mobility and bicycle accessibility and safety with vehicular congestion when considering intersection improvements to address level of service degradation.

C 4.9: Pedestrian and Bicycle Connections. Implement an area-wide pedestrian and bicycle circulation plan which will result in convenient and direct connections throughout *jurisdiction*. Implementing connections to Transit-Oriented Development areas and into adjacent neighborhoods and districts is a priority.

C 4.10: Bikeway Systems. Review the City's planned bikeways systems for adequacy, consistency and connectivity throughout the City to facilitate ease of use and safety for the users including adequate parking for bicycles.

C 4.11: Bicycle and Pedestrian Over Crossing. Construct a bicycle and pedestrian highway over crossing in the vicinity of *[location]* a US 101.

GOAL 5

Monitor and balance parking supply, demand, and pricing for new development.

POLICIES

C 5.1: Parking Standards.

- a. Review parking requirements periodically to determine appropriate minimum and maximum parking supply as a condition of development approval. Encourage unbundling of parking costs for leases in new developments and establishment of cooperative/shared parking agreements.
- b. Review parking requirements and pricing of parking periodically to ensure an appropriate balance of parking supply for change and/or expansion of land use resulting in increased transportation demand.

GOAL 6

Implement the transportation objectives of the *[Sustainability Plan]*

POLICIES

C 6.1: Modal Share. Increase mode share for pedestrian and bicycle travel, for trips of one mile or less, from 3% in 2005 to 30% by 2020 by introducing paid parking in other commercial areas outside of the downtown, improving pedestrian walkways and amenities within commercial areas and residential neighborhoods and by providing adequate, secure, covered parking for bicycles in city garages and for new multifamily

and commercial development. Additional potential supportive actions to increase mode share are detailed in the *[Sustainability Plan]*, Appendix X of the General Plan.

C 6.2: Drive-Alone Trips. Reduce single occupant automobile usage for trips less than 5 miles in length by 20% by 2020 by implementing flexible local transit service within the city such as shared taxi, jitney or additional shuttles and by using a significant portion of any increased gas tax revenues to identify an ongoing funding source to fund and promote local flexible transit service and other alternative mode travel options.

C 6.3: Travel to Schools. Reduce private automobile school trips by 50% before 2020 by working with private and public schools to increase the number of students walking or bicycling to school, implementing “walking pools” to schools, increasing carpooling for students, and making flexible local transit available for student travel.

C 6.4: Commuting. Reduce single occupant commuting 20% before 2020 by expanding the Transportation Management Association into X Area, establishing parking maximums, requiring trip reduction for all development and facilitating the provision of transit passes or other direct transit subsidies for residents and employees within *jurisdiction*. Additional actions to reduce single occupant commuting are detailed in the *[sustainability plan]*, Appendix X of the General Plan.

C 6.5: Transit Oriented Development Areas (TOD). Concentrate future development near rail transit stations by reducing development potential outside of the TOD areas, providing incentives for development within TOD areas, and encouraging developments within Transit Oriented Development Areas (TOD) to maximize population and employment within allowable zoning limits. Additional potential supportive actions to concentrate future development near transit stations are detailed in the *[sustainability plan]*, Appendix X of the General Plan.

C 6.6: Fuel Consumption and Emissions. Reduce fuel consumption and vehicle emissions for trips originating in or destined for the *jurisdiction* by providing incentives for the purchase and use of fuel efficient vehicles such as recharging stations for electric vehicles or preferential parking for carpools, hybrids and alternative fuel vehicles and develop a way to make this action enforceable and by providing discounted parking rates for carpools, hybrids and other vehicles that help reduce CO₂ emissions.

C 6.7: Evaluate Progress. Develop baseline data and methodology to be used to evaluate progress in achieving the transportation recommendations of the *[sustainability plan]* by surveying residents and using a multi-modal transportation forecasting model.