

City of Brisbane

Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 5/14/15

FROM: Ken Johnson, Senior Planner via John Swiecki, Community Development Director

SUBJECT: Study Session #3 on Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

INTRODUCTION: This is the third Planning Commission study session on the proposed amendment to the City's Circulation Element, to incorporate provisions for Complete Streets, consistent with the requirements of The California Complete Streets Act of 2008, Assembly Bill 1358 (the Complete Streets Act). The first two study sessions were on November 13th and December 4th, 2014. The Complete Streets Committee also reviewed the Complete Streets section of the Circulation Element in December and January and their recommendations are incorporated in the attached draft of the Element's goals, policies and programs.

The purpose of this study session is to provide the Planning Commission with a preliminary draft of all of the proposed Circulation Element goals, policies and programs, for consideration and feedback. While the impetus for this review was for compliance with the state's Complete Streets provisions, a number of other edits have also been included in this draft. These are to provide for internal consistency, consistency with state or local law, and to capture update suggestions by the Planning Commission and City Council from the previous General Plan review session, circa 2004 – 2008. Once staff has the Commission's input regarding the draft goals, policies and programs, this item will be returned to the Commission for public hearing and recommendation to City Council. The public hearing draft will include the text and updated figures, which will provide a framework and context for the policies and programs.

It is noteworthy that while there are a significant number of edits proposed to the Circulation Element in this draft, the intent is to update the Element and not to completely remake it with changes which would impact the technical performance aspects, such as roadway Level of Service (LOS). See further discussion on LOS below.

BACKGROUND: On October 2nd 2014, the City Council authorized staff to initiate an amendment to the Circulation Element to comply with the Complete Streets Act, which requires cities to plan for transportation networks which will accommodate all modes of transportation. The City has a deadline to amend the Circulation Element of January 31, 2016, in order to maintain eligibility for discretionary transportation funding through the Metropolitan

Transportation Commission's (MTC) One Bay Area Grant (OBAG) program. This deadline was extended by MTC from its previous deadline of January 31, 2015.

The Planning Commission's previous workshops focused on the background and requirements of the Complete Streets legislation and on general plan context, as well as overarching considerations in goal, policy and program language. The text from these previous staff reports have been attached for reference. To view the attachments to those previous reports, please refer to the agenda packets, which are provided on the City's webpage:
<http://www.brisbaneca.org/city-government/commissions/planning>

The City Council-appointed Complete Streets Committee met from early December to January and provided their recommendations on the Complete Streets section of the element, which are incorporated in the attached draft.

As indicated in the introduction, there are other policy and program edits included for the Commission's consideration, which are not within the Complete Streets section of the element. Many of these were taken from the previous General Plan update efforts, but were never formally adopted since the General Plan update process was put on hold pending completion of the Baylands EIR. While the Baylands EIR process is on-going, those relevant draft policies and programs may be evaluated as part of this update to address the current City goals, while maintaining consistency with the General Plan as a whole.

DISCUSSION: As discussed in the previous workshops, the Circulation Element is one of seven mandatory elements of a city's general plan. It must identify the general location and extent of both existing and planned major thoroughfares, transportation routes, transit terminals, etc.. It serves to both determine and limit the pattern and extent of development. It is to include detailed maps and addresses such things as standards for operation (ie: Level of Service), financing and policies.

Complete Streets Objective and Relative Legislation

In considering the Complete Streets update to the Circulation Element, it's important to understand the context of how it fits within the larger state and federal legislative framework.

The Complete Streets Act states as an objective that it is, *"In order to fulfill the commitment to reduce greenhouse gas emissions, make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity, transportation planners must find innovative ways to reduce vehicle miles traveled and to shift from short trips in the automobile to biking, walking and use of public transit."* Additionally, the Complete Streets Act defines complete streets as a, *"multimodal transportation network that meets the needs of all users of streets, roads, and highways, defined to include motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation, in a manner that is suitable to the rural, suburban or urban context of the general plan."*

Hand-in-hand with the Complete Streets Act, are state and federal acts which preceded it, including the Federal Safe Routes To School (SRTS) program, passed by Congress in 2005, State Assembly Bill 32, the Global Warming Solutions Act of 2006 and Senate Bill 375, The Sustainable Communities and Climate Protection Act of 2008. AB 32 and SB 375 address reduction of GHG emissions and that, through a coordinated approach to transportation and land use planning at regional levels. Consistent with the requirements of SB 375, on July 18, 2013 the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) jointly approved the Plan Bay Area which is the long range integrated transportation, land-use and housing strategy for the San Francisco Bay Area through the year 2040.

Complete Streets may be considered as one part of a multifaceted approach to achieving the objectives of AB 32 and SB 375, as well as the region's Plan Bay Area.

At a more detailed level, the federal STRS program addresses localized programs and infrastructure improvements for school children, which may be considered as fitting within the umbrella of Complete Streets. The objective of the SRTS program is to support the use of safe, active transportation modes (i.e. walking and bicycling) for children to and from schools. Safe routes to school focuses on infrastructure and programs to encourage walking and bicycling by school children, through the use of pedestrian facilities, traffic calming, traffic control devices, bicycle facilities, and public outreach and education.

There has also been a recent shift in California planning law, via Senate Bill 743 in 2013, away from using Level of Service (LOS) as a measure of performance through changes in the California Environmental Quality Act (CEQA) Guidelines, to be completed by the state Office of Planning and Research (OPR). However, the CEQA guidelines have not yet been changed to reflect the directive of SB 743. The existing rules treat auto delay and congestion, measured using Level of Service as an environmental impact under CEQA. The thinking behind this new legislation is that the current use of LOS prioritizes the free flow of automobiles over all other means of transportation, including public transit, bicycle lanes and pedestrian safety features. Whereas, SB 743 requires the CEQA Guidelines to be updated by OPR to proscribe an analysis of transit and greenhouse gas emissions for projects, instead of LOS. This represents a significant shift in state law, which like Complete Streets is also consistent with AB 32 and SB 375 but is still playing out at the state level. Once that process is complete, it may warrant a follow-up update to Brisbane's Circulation Element.

While the Complete Streets Act in part helps to reduce GHG Emissions and global warming, there are other benefits as well. As outlined in the Governor's Office of Planning and Research (OPR) guidance document, "Update to the General Plan Guidelines: Complete Streets and the Circulation Element", dated December 15, 2010, potential benefits of multimodal networks include:

- Safety
- Health
- Greenhouse Gas (GHG) Emission Reduction
- Economic Development and Cost Savings

Overarching Considerations for Policies and Programs

As discussed in the previous workshop, the purpose of the General Plan is to set the general policy direction for the City and not to prescribe specific projects. To this end, the policy and program language is fairly broad, intended to provide direction for establishment of future standards and projects.

Also, there are policies and programs regarding cooperation with outside agencies, especially for such things as connections to regional bike and pedestrian networks, transit stops, etc. Since the City does not have control over outside agencies, the policies and programs generally cannot commit the City to an action, but rather indicate cooperation with these agencies to meet a specific objective.

Specific Comments on Goals, Policies and Programs

The attached draft of the goals, policies and programs reflects a re-organization and renumbering of the 1994 General Plan policies and programs. The 1994 General Plan's Transportation and Circulation element includes sections on bicycles, pedestrians, transit, and safe routes to schools which have been brought under the umbrella of Complete Streets, since these are integral components to Complete Streets.

The technical policies and programs related to LOS remain unchanged at this time and may need to be revisited following OPR's implementation of SB 743 and possibly following the completion of the Baylands EIR process. Such changes would require environmental study, which would be beyond the scope of this current update to the element. So where specific projects may be initiated through the new Complete Streets policies and programs, these would be evaluated on a case-by-case basis relative to CEQA requirements in place at that time as well as for consistency with the City's LOS standards, unless/until such time that they may be modified.

Enclosed for the Commission's use are both the "redlined" version of the goals policies and programs, for tracking changes, as well as a regular (non-redlined) version, for ease of reading. The redlined version is color coded to identify those changes recommended by the Complete Street Committee versus those which have been carried forward from the previous update sessions, or those recommended by staff.

The Complete Streets Committee met on December 3rd and 17th, 2014 and January 7th 2015 and conducted a detailed review of all of those policies and programs within the Complete Streets section of the element. This includes complete streets applicability and design standards, pedestrians and bicycles, safe routes to schools, and transit. The Committee also considered the Circulation Element goals, since some of these are directly tied to the Complete Streets policies and programs. The goals, policies and programs proposed by the Committee are shown in blue, in the attachment and staff is generally supportive of the Committee's recommendations. However, one program to draw the Commission's attention to is Complete Streets Program C.22.2 which as proposed calls for, *".....Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle*

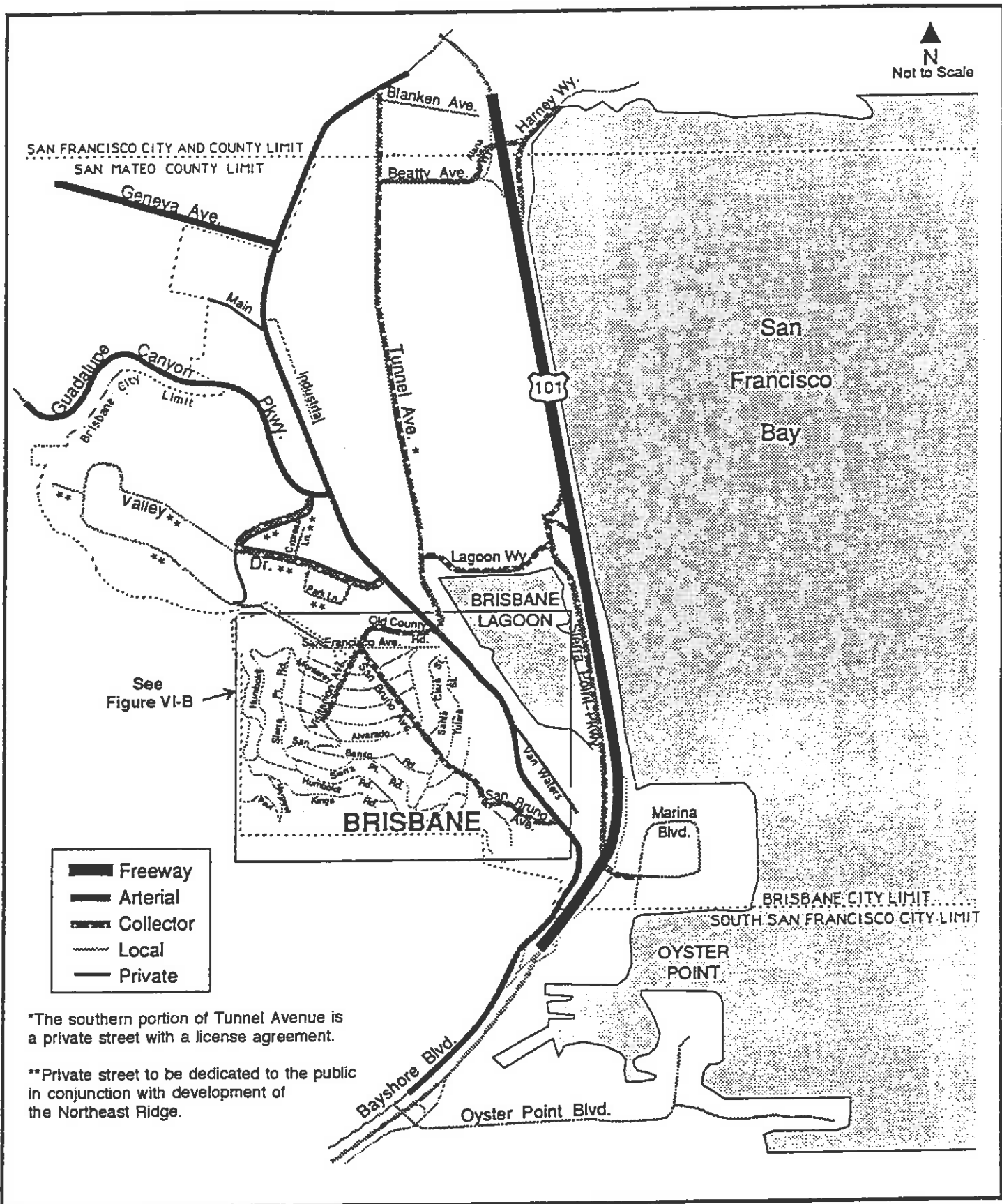
use. Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought resistant plants.” The recommendation of San Bruno Mountain native plants can severely limit the plant palette and should be fully studied.

Next Steps

This attached draft includes the goals, policies and programs, for the Commission’s discussion and feedback. Also included are the Circulation Element section headings, to provide context. The intent is that following input from the Commission, a public hearing will be scheduled and the draft element will be provided in its entirety at that time. This would include the Circulation text and updated figures showing the circulation system and major planned improvements. Although the order of the policies and programs is evident with the attached draft, the text to come will provide further structure and context to the policies and programs.

ATTACHMENTS:

- 1994 General Plan Figures
- Draft Circulation Element (Goals, Policies and Programs only), Clean Version, 05/14/15
- Draft Circulation Element (Goals, Policies and Programs only), Marked-up Version, 05/14/15
- Planning Commission Agenda Report, 12/4/14 –Study Session #2 (text only)
- Planning Commission Agenda Report, 11/13/14 –Study Session #1 (text only)
- City Council Agenda Report, 10/2/14



See Figure VI-B →

- Freeway**
- Arterial**
- Collector**
- Local**
- Private**

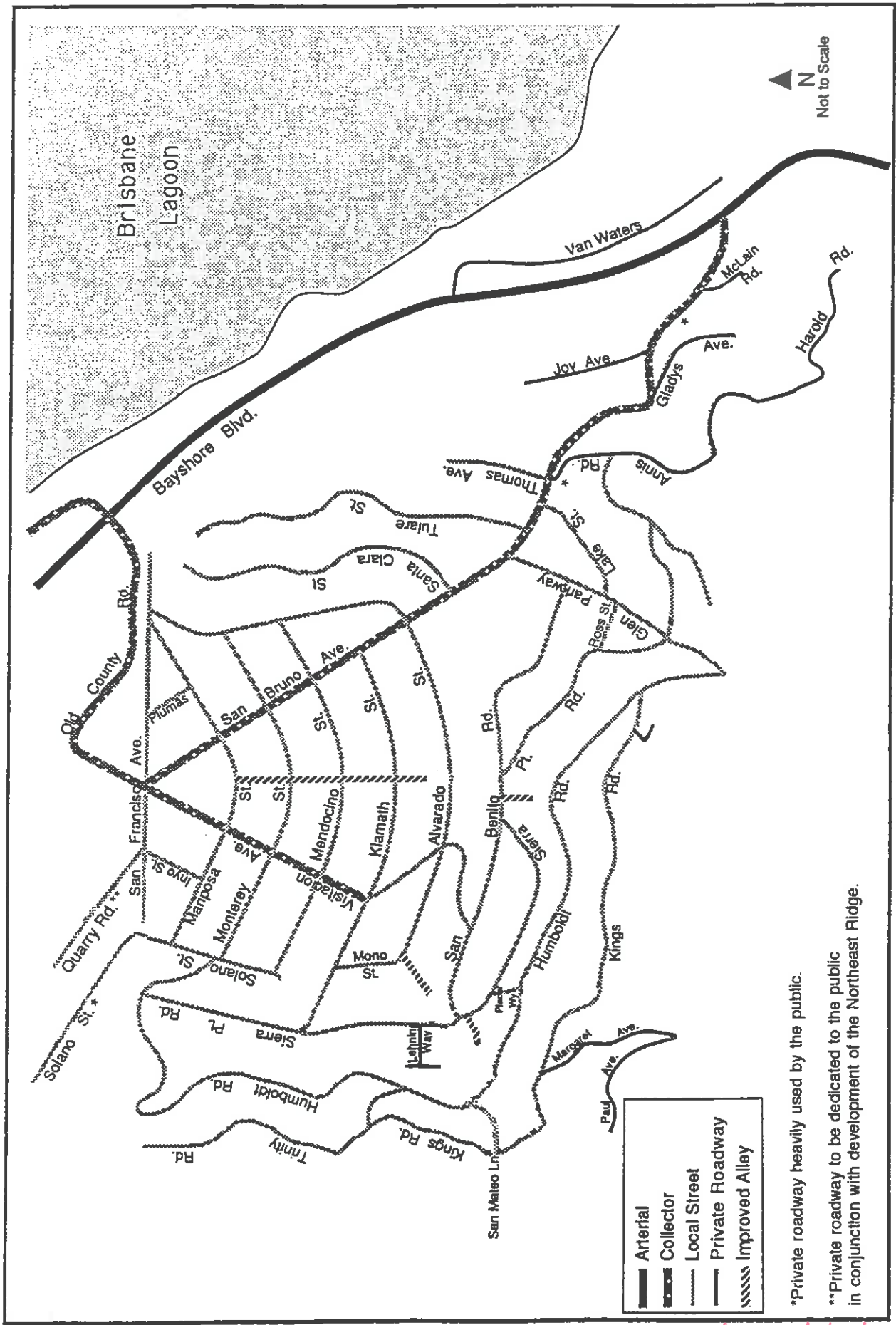
*The southern portion of Tunnel Avenue is a private street with a license agreement.

**Private street to be dedicated to the public in conjunction with development of the Northeast Ridge.

FIGURE VI-A **EXISTING STREET CLASSIFICATION** **Source: TR-2**

From 1994 General Plan

Graphics to be updated.



Source: TR-2

EXISTING STREET CLASSIFICATION
(CENTRAL RESIDENTIAL AREA)

FIGURE VI-B

*Private roadway heavily used by the public.

**Private roadway to be dedicated to the public in conjunction with development of the Northeast Ridge.

From 1994 General Plan

Graphics to be updated.

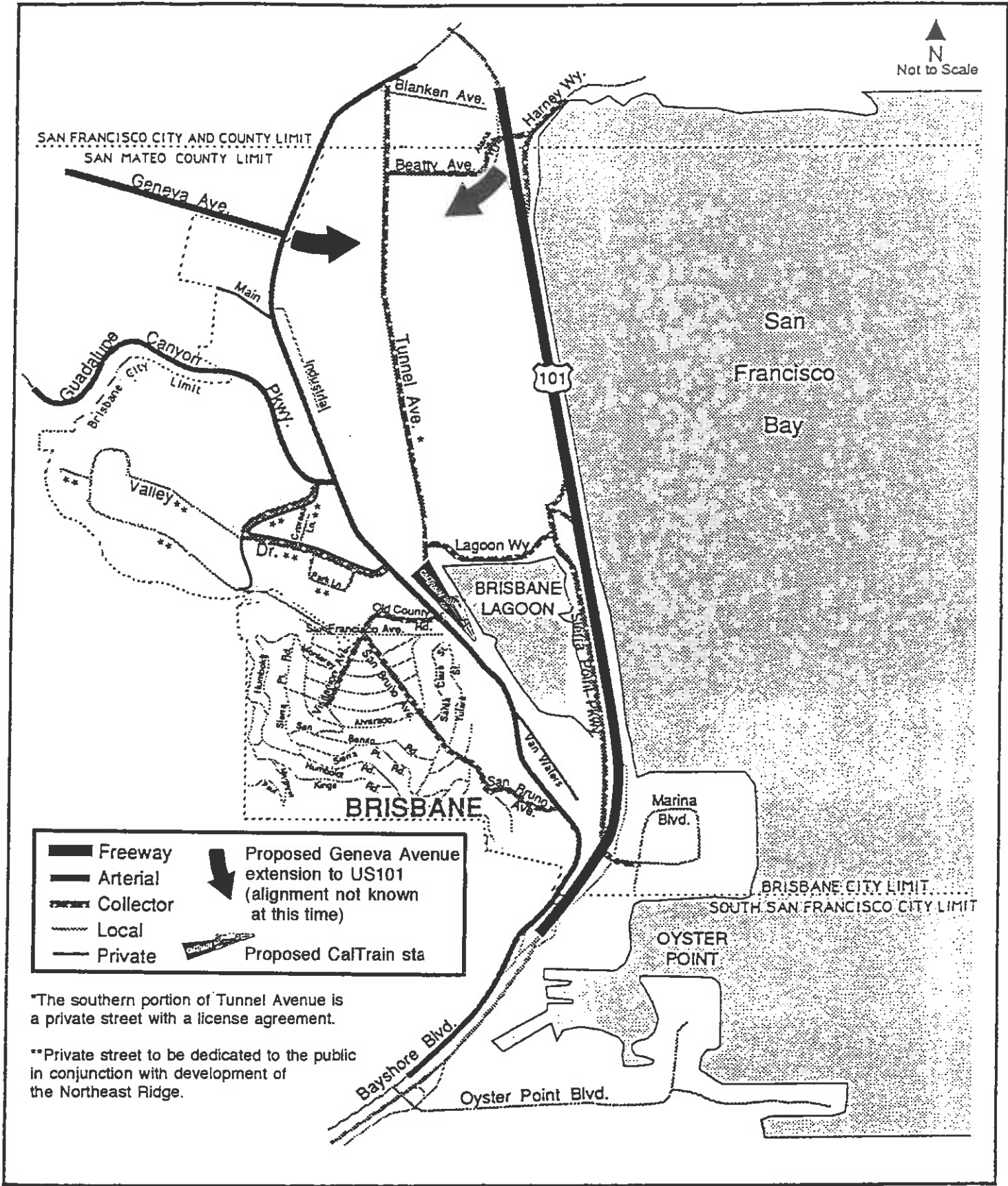


FIGURE VI-C

PROPOSED TRANSPORTATION & CIRCULATION IMPROVEMENTS

Source: TR-2

From 1994 General Plan

Graphics to be updated.

DRAFT
(5/14/2015; clean version, without mark-ups)

CHAPTER VI

CIRCULATION ELEMENT
(Goals, Policies and Programs only)

GOALS:

Circulation

The City of Brisbane will be a place...

Where there is an established rational relationship between land use and circulation in place to guide the City into the future;

Where all users of the transportation network can travel safely and comfortably throughout Brisbane;

Where Complete Streets are integrated into the transportation network to provide for a balanced, connected, safe and convenient multi-modal network;

Where reliable public transit services are promoted and expanded, creating viable transportation alternatives to the automobile;

Where parking needs have been reasonably balanced to encourage walkable neighborhoods, economic vitality, safety and convenience; and

Where, the transportation network serves the needs of residents as well as commercial and industrial businesses.

VI CIRCULATION ELEMENT

VI.1 DESCRIPTION OF CIRCULATION SYSTEM

VI.1.1 STREETS AND HIGHWAYS

U.S. Highway 101

Bayshore Boulevard

Other Arterials

Collector Streets

Local Streets

VI.1.2 TRANSIT SYSTEMS

VI. 2 TRAFFIC FLOW, CONVENIENCE AND ACCESS

VI.2.1 LEVEL OF SERVICE

Policy C.1 Maintain a level of service on arterial streets that allows Brisbane residents and businesses to comfortably and safely travel across town and to gain access to Highway 101.

Program C.1.a Update the mitigation plan that identifies improvements to Bayshore Boulevard and other major arterial streets to enhance efficiency and maintain an appropriate level of service.

Program C.1.b Develop a program of traffic impact fees to fund the mitigations in accordance with the impacts of new and intensified development and in coordination with the San Mateo County Congestion Management Plan, as applicable.

Program C.1.c In developing an impact fee program, consider the impacts of any development proposal on all affected intersections and street segments in relation to the adopted level of service standards.

Program C.1.d Consider a traffic impact fee program for joint-benefit transportation projects in cooperation with adjacent cities.

Policy C.2 The level of service for all arterial streets within the City shall not be less than LOS "D" except for the intersections on Bayshore Boulevard at Old County Road and San Bruno Avenue, which shall not be less than LOS "C." The two intersections having LOS "C" shall not be degraded below that level as a result of increased impacts from other intersections within the City

and such impacts shall be mitigated as necessary to maintain the LOS "C" standard at the identified intersections.

VI.2.2 NORTH-SOUTH AND EAST-WEST CORRIDORS

Policy C.3 Plan for an additional east-west corridor to redirect non-destination traffic away from Bayshore Boulevard and to provide more direct access to Highway 101.

Program C.3.a Establish an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange.

Program C.3.b Work closely with Caltrans in the design of the Candlestick Highway 101 Interchange to assure the best connection with the Geneva Avenue Extension.

Program C.3.c Require that all east-west corridor rail crossings are grade separated.

Policy C.4 Continue to upgrade north-south arterial and collector streets while providing the appropriate level of service.

Program C.4.a Require the upgrade of Tunnel Avenue to current codes and safety standards.

Program C.4.b Study Bayshore Boulevard and, as feasible, respecting its classification as an urban arterial, implement traffic calming features, pedestrian amenities and landscape design elements.

Policy C.5 Investigate and pursue alternative means of access to and egress from Sierra Point and investigate additional emergency access alternatives.

Policy C.6 Investigate and pursue traffic calming features for Visitacion Avenue and Old County Road to provide for greater pedestrian comfort and safety at street crossings.

VI.2.1 STREET STANDARDS

Policy C.7 Implement established City street standards to provide for adequate traffic flow and safe circulation for both existing and new streets.

Program C.7.a Consult with Caltrans in regard to street standards when a City street is a connector or ramp to a State route.

Policy C.8 Continue to require a minimum unobstructed street width of 20 feet, as required by the Uniform Fire Code.

Program C.8.a Implement the adopted a minimum width street standard in the Municipal Code, allowing for the granting of exceptions which meet the required findings.

Policy C.9 The City Engineer shall consider the following factors during plan review as they apply to residential, residential hillside, and commercial streets:

- grade
- topography
- average lot frontage size
- number of lots and potential intensity of development
- maximum block length
- maximum length of cul-de-sac streets
- length of street in relation to number of units served
- turnarounds
- parking secondary
- access

Program C.9.a Continue to implement street development standards which establish requirements for right-of-way dedication, street width, length, turnarounds and access to parcels.

Program C.9.b Continue to implement street engineering design and construction standards which establish requirements for horizontal alignment and vertical alignment, pavement and pavement crown, concrete curb, and structural section design.

Program C.9.c Continue to implement standards for sidewalks, bikeways, signalization, striping and street lighting.

Policy C.10 Require designs for hillside streets to reflect the topography and to minimize grading and large retaining walls.

Program C.10.a Consider incorporation of small scale parking bays, rolled curbs, and other means of including parking and providing safe clearance on hillside streets.

VI.3 TRAFFIC SAFETY

VI.3.1 LOCAL RESIDENTIAL STREETS

Policy C.11 Maintain and improve local residential streets to accommodate safe access for emergency vehicles and evacuation routes for residents.

Policy C.12 As a part of the budget and Capital Improvement planning process, consider opportunities to incorporate safety standards and/or widen hillside streets to current city adopted standards.

Policy C.13 Develop a prioritized program for improvements to existing substandard City streets to include such things as street widening, turn-arounds and the feasibility of secondary emergency access, and improving on-street parking.

Program C.13.a Investigate the feasibility of undergrounding utilities to mitigate potential traffic hazards, such as downed lines in a fire.

Policy C.14 Post and actively enforce the 25-mile per hour (mph) maximum speed limit in Central Brisbane, and investigate creating lower speed limit zones where appropriate.

Policy C.15 Promote a public awareness campaign regarding speed limits.

VI.3.2 ARTERIAL STREETS

Policy C.15 Maintain traffic flow and continue to improve arterial streets.

Program C.15a Limit and control the number and location of driveways into arterial streets. Encourage adjacent properties to develop common access. See also Program C.22.2 in Complete Streets section.

Program C.15.b Use landscaped medians and islands whenever possible to direct and channel traffic, and to provide safe separation and visual respite.

VI.3.3 TRUCK ROUTES

Policy C.16 Maintain truck routes to avoid impacts on residential areas.

VI.3.5 STREET SIGNAGE

Policy C.17 Provide adequate signage on all streets including street names on at least one corner of every intersection and advance warning signs for major entries.

VI.3.6 IMPROVEMENTS FUNDING

Policy C.18 Identify and pursue funding sources to implement circulation improvements.

Program C.18.a Encourage creation of assessment districts where appropriate, for needed circulation improvements.

Program C.18.b Utilize gas tax, sales tax and other funding sources to implement circulation improvements.

VI.4 COMPLETE STREETS

VI.4.1 COMPLETE STREETS APPLICABILITY AND DESIGN STANDARDS

Policy C.19 The City shall provide for the development of Complete Streets consistent with state legislation (including Assembly Bill 1358 and subsequent applicable Complete Streets legislation) to meet the needs of all users of “streets, roads and highways”. Such users include bicyclists, children, youth, families, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, seniors and first responders.

Policy C.20 Integrate Complete Streets infrastructure and design features, such as sidewalks, bikeways and transit stops, into street design and construction to create safe and inviting environments for people to walk, bicycle and use public transportation.

Program C.20.1 Review, and where needed, update the City’s engineering design standards to implement Complete Streets infrastructure elements.

Program C.20.2 Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel, as appropriate to the context and determined reasonable and practicable by the City. Depending on the context these elements may include:

- *Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;*
- *Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- *Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- *Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*
- *Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations; ;*
- *Minimizing vehicular ingress and egress points on major arterials and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*
- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle use. Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought resistant plants.*
- *Balance on-street parking to meet the needs of all users, while promoting the Complete Streets act and encouraging economic vitality.*

Program C.20.3 Where possible, work with MTC to secure regional funding for Complete Streets projects.

Policy C.21 Seek to retrofit existing roadways to create Complete Streets.

Program C.21.a Identify roadways where retrofits may reasonably be accomplished in balance with existing and planned land uses, giving priority to arterial and collector streets and to projects that would provide greater connectivity between key areas of the City, such as, but not limited to, between the Northeast Ridge, Sierra Point and Central Brisbane.

Program C.21.b Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the City's vitality.

Program C.21.c Seek regional, state and/or federal funding sources to retrofit roadways to create Complete Streets.

Policy C.22 For new multifamily, mixed use or commercial development projects subject to discretionary review, that would affect the public right-of-way, incorporate and implement Complete Streets elements at each stage of the development process as determined reasonable and practicable by the City.

Program C.22.a As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied.

Program C.22.b As part of the project design review process, ensure that the project objectives and purpose are consistent with current MTC directives on Complete Streets and Routine Accommodation.

VI.4.2 PEDESTRIANS AND BICYCLES

Regional Connections

Policy C.23 Provide input to the City and County of San Francisco and San Mateo County in regional planning efforts to enhance and expand the regional bicycle and pedestrian networks, including, where appropriate, amendments to regional bicycle and pedestrian plans.

Policy C.24 Continue to Connect Brisbane's Bikeway and pedestrian system to the County and regional networks.

Program C.24.a Continue to apply for Transportation Development Act (TDA) and other funding sources.

Safe Routes to School

Policy C.25 Work with our Congestion Management Agency, CCAG, and local schools to develop priorities and implement Safe Routes to School projects consistent with state and federal legislation.

Program C.25.a Continue to identify improvement projects and to seek funding for Safe Routes to School infrastructure improvements.

Program C.25.b Continue non infrastructure-related activities that encourage walking and bicycling to school, through outreach on the City's website, informational articles in the local City news publications, communications through community leaders, partnering with non-profit entities, promoting walk and bike to school days, and supporting partnerships with the schools to provide education directly to students and parents on the benefits of walking and bicycling to school.

Program C.25.c Develop and promote a traffic safety education program for the schools.

Program C.25.d Continue to provide a crossing guard program.

Bicycles

Policy C.26 Maximize bicycle access to all areas of the City, as practicable.

Program C.26.a Identify areas of the City where bikeways may be constructed, as both recreational and transportation amenities, with the aim of connecting all areas of the City with a network of bikeways.

Program C.26.b Design and install bikeways to meet best current engineering practices.

Policy C.27 Provide for the safety of bicyclists by dedicating bikeways where practicable, by installing appropriate signing and striping, and by maintaining the pavement.

Program C.27.a Install as many bikeways as can safely be accommodated and are economically feasible.

Policy C.28 Require new development and redevelopment to plan for and construct bikeways and/or bicycle parking facilities, as determined reasonable and practicable by the City.

Policy C.29 All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.

Program C.29.a As a part of the budget and Capital Improvement Program development, seek opportunities to upgrade existing and to install new bikeways.

Policy C.30 Provide or require bicycle parking facilities at major destination points.

Program C.30.a Include bicycle lockers in park-and-ride facilities.

Program C.30.b Encourage business and employment centers to provide bicycle parking facilities for their employees.

Program C.30.c Design and install bicycle parking facilities to meet best current engineering practices.

Policy C.31 Provide public information on bicycle transportation.

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CITY OF BRISBANE
PROPOSED GENERAL PLAN COMPLETE STREETS AMENDMENT
GOALS, POLICIES AND PROGRAMS**

Program C.31.a Promote bicycle use through a public information program, at special events, and through City publications.

Program C.31.b Establish an educational program on safe bicycle use.

Program C.31.c Make bicycle network maps available.

Pedestrians

Policy C.32 Maximize safe pedestrian facilities and access to all areas of the City, as reasonable and feasible.

Program C.32.a Identify sidewalks, walkways and trails throughout the City to improve with pedestrian amenities as funds are made available; and continue to apply for new grant funding.

Program C.32.b As part of the budget and Capital Improvement Program preparation, seek funding to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.

Program C.32.c For newly designed and constructed sidewalks, disallow automobile parking thereon; and for existing sidewalks adjacent to rolled or vertical curbs, encourage residents to park such that sidewalks are kept clear for pedestrians in accordance with ADA width standards.

Program C.32.d Where practicable and where funds are available, establish and improve mid-block, public right-of-way pedestrian paths, in order to provide direct off-street pedestrian access between the upper and lower parts of Central Brisbane.

Policy C.33 Require pedestrian amenities with new development and expansion of existing uses, as appropriate.

Program C.33.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography; and where sidewalks are not appropriate consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.

Policy C.33.b Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts.

Transit

Policy C.34 Seek opportunities to install and improve transit facilities, establish multi-modal connections and to increase the service network.

Program C.34.a Request more frequent scheduling of Caltrain stops at the Bayshore station as warranted by demand.

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CITY OF BRISBANE
PROPOSED GENERAL PLAN COMPLETE STREETS AMENDMENT
GOALS, POLICIES AND PROGRAMS**

Program C.34.b Support, improve and expand transit to serve the business and residential communities and provide connections to major transportation hubs.

Program C.34.c Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus rapid transit (BRT) systems where practicable.

Program C.34.d Cooperate with and provide input to transit agencies to provide increased bus scheduling to a greater network of destinations (especially to regional destinations, such as work, shopping and entertainment centers).

Program C.34.e Cooperate with and provide input to transit agencies to provide more comprehensive transfer connections with other bus routes outside of Brisbane and with other transit systems, such as Caltrain and BART.

Program C.34.f Work with SanTrans to install improvements at existing bus stops and designated routes.

Program C.34.g Provide information to citizens on the availability of transit.

Program C.34.h Require new development subject to the City's transportation demand measures (TDM) ordinance to incorporate measures that facilitate Complete Streets compliance measures, such as transit stops, shuttle stops, and bicycle facilities.

Policy C.35 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.

VI.5 TRANSPORTATION MANAGEMENT

Policy C.36 Continue participation in the efforts of subregional and regional transportation agencies to manage transportation systems.

Program C.36.a Continue active participation in the implementation of the San Mateo County-wide Transportation Plan and the Congestion Management Program.

Program C.36.b Continue active participation in the Peninsula Traffic Congestion Relief Alliance Joint Powers Authority, as a means to cooperatively encourage residents and employees to reduce demand on transportation infrastructure.

Program C.36.c Provide information to citizens, employers, and employees, on the alternatives to the single-occupant commute vehicle and the benefits of using the alternatives.

Program C.36.d Provide local incentives for participation in Transportation System Management (TSM) and Transportation Demand Management (TDM) programs and continue to implement same.

Program C.36.e Require Transportation System Management and Transportation Demand Management measures to help mitigate the traffic and parking impacts of development projects.

VI.6 PARKING

Policy C.37 Maintain as much on-street parking in residential Brisbane as can be accommodated safely.

Program C.37.a Periodically review residential parking requirements in the Zoning Ordinance, to maintain parking availability in Brisbane's residential districts and to ensure consistency with the latest adopted Housing Element.

Program C.37.b Seek means to encourage residents to use their garages for vehicles rather than other purposes.

Policy C.38 Improve public parking opportunities in the Central Brisbane business district and other commercial areas, as appropriate.

Program C.38.a Investigate establishing a public parking lot or lots.

Program C.38.b Pursue, as feasible and needed, a downtown parking assessment district.

Policy C.39 Maintain an appropriate amount of off-street parking in commercial areas.

Program C.39.a Review the parking regulations for office, commercial and industrial uses and consider setting minimum and maximum parking standards where transit alternatives are readily available.

VI.7 CIRCULATION AND LAND USE

Policy C.40 Consider potential traffic impacts and emergency evacuation in making land use decisions.

Policy C.41 For vacant subareas without existing infrastructure, require circulation plans and traffic impact analyses to be submitted as a part of any development application.

Policy C.42 Establish criteria such that in conjunction with new development and the expansion of existing uses, Transportation System Management and Transportation Demand Management measures are incorporated, such as facilities for transit, pedestrians and bicycles, commensurate with the development.

Policy C.43 In conjunction with new development and expansion of existing uses, require that new streets and any existing private streets serving the property be improved to City standards and offered for dedication as public streets.

Program C.43.a Continue to accept offers to dedicate existing private roadways as public streets, where they meet City standards.

Policy C.44 Ensure legal access to properties in making land use decisions.

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CITY OF BRISBANE
PROPOSED GENERAL PLAN COMPLETE STREETS AMENDMENT
GOALS, POLICIES AND PROGRAMS**

Program C.44.a In reviewing building permit, subdivision and other development applications, distinguish whether the subject property has access from public streets, private streets, or easements. Obtain from applicants evidence of a legal right of access to their properties. Require that such access meet applicable standards.

Policy C.45 In conjunction with new development and expansion of existing uses, require exactions and consider the establishment of in-lieu fees to improve substandard City streets to minimum City standards.

Program C.45.a Investigate requiring secondary access for long cul-de-sac streets.

Program C.45.b Investigate requiring mid-block turn-arounds on all streets with cul-de-sacs longer than 500 feet.

Program C.45.c Investigate requiring that substandard intersections be improved, in conjunction with new development, to provide adequate turning radius.

Program C.45.d Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.

Program C.45.e Continue to Require parking and safety improvements in conjunction with new residential development and major additions or remodels that meet defined thresholds.

Program C.45.f Encourage the formation of assessment districts where appropriate, for needed circulation improvements.

Policy C.46 Monitor land use decisions under consideration by adjacent jurisdictions and their potential effect on Brisbane's streets. Comment through the public process and request mitigations as appropriate.

Policy C.47 Monitor regional developments and their effects on Highway 101 and Bayshore Boulevard to evaluate circulation impacts. Comment through the public process and request mitigations as appropriate.

VI.7 OTHER TRANSPORTATION MODES

Policy C.48 Monitor and consider new technological advances such as driverless shuttles and how sharing based transportation (car and bike sharing) can be accommodated in the City's circulation system.

DRAFT
(5/14/2015; marked-up version)

CHAPTER VI

CIRCULATION ELEMENT
(Goals, Policies and Programs only)

GOALS:

Circulation

The City of Brisbane will be a place...

Where there is an established rational relationship between land use and circulation in place to guide the City ~~toward~~ **into** the future;

~~Where citizens can travel safely and comfortably from north to south, from the Mountain to the Bay; Where vehicles, pedestrians and bicyclists can access all parts of the City;~~
Where all users of the transportation network can travel safely and comfortably throughout Brisbane;

Where Complete Streets are integrated into the transportation network to provide for a balanced, connected, safe and convenient multi-modal network;

~~Where transit service is reliable and available and there is less reliance on the automobile;~~
Where reliable public transit services are promoted and expanded, ~~such that there is increasingly less reliance on the automobile~~ **creating viable transportation alternatives to the automobile;**

~~Where parking issues have been resolved in both residential and commercial areas;~~ Where parking needs have been reasonably balanced to encourage walkable neighborhoods, economic vitality, safety and convenience; and

~~Where, in addition to serving citizens, the transportation network well serves commercial and industrial businesses~~ **the needs of residents as well as commercial and industrial businesses.**

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Blue: Edits suggested following Complete Streets Committee review.

VI CIRCULATION ELEMENT

VI.1 DESCRIPTION OF CIRCULATION SYSTEM

VI.1.1 STREETS AND HIGHWAYS

U.S. Highway 101

Bayshore Boulevard

Other Arterials

Collector Streets

Local Streets

VI.1.2 TRANSIT SYSTEMS

VI.2 TRAFFIC FLOW, CONVENIENCE AND ACCESS

VI.2.1 LEVEL OF SERVICE

Policy 38 Policy C.1 Maintain a level of service on arterial streets that allows Brisbane residents and businesses to comfortably and safely travel across town and to gain access to Highway 101.

~~Program 38a~~ Program C.1.a ~~Develop~~ *Update the* mitigation plan that identifies improvements to Bayshore Boulevard and other major arterial streets to enhance efficiency and maintain an appropriate level of service.

~~Program 38b~~ Program C.1.b Develop a program of traffic impact fees to fund the mitigations in accordance with the impacts of new and intensified development and in coordination with the *San Mateo County* Congestion Management Plan, as applicable.

~~Program 38c~~ Program C.1.c In developing an impact fee program, consider the impacts of any development proposal on all affected intersections and street segments in relation to the adopted level of service standards.

~~Program 38d~~ Program C.1.d Consider a traffic impact fee program for joint-benefit transportation projects in cooperation with adjacent cities.

Policy 38.1 Policy C.2 The level of service for all arterial streets within the City shall not be less than LOS "D" except for the intersections on Bayshore Boulevard at Old County Road and San Bruno Avenue, which shall not be less than LOS "C." The two intersections having LOS "C" shall not be degraded below that level as a result of increased impacts from other intersections within the

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City and such impacts shall be mitigated as necessary to maintain the LOS "C" standard at the identified intersections.

VI.2.2 NORTH-SOUTH AND EAST-WEST CORRIDORS

Policy 39 Policy C.3 Plan for an additional east-west corridor to redirect non-destination traffic away from Bayshore Boulevard and to provide more direct access to Highway 101.

~~Program 39a~~ Program C.3.a Establish an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange.

~~Program 39b~~ Program C.3.b Work closely with Caltrans in the design of the Candlestick Highway 101 Interchange to assure the best connection with the Geneva Avenue Extension.

~~Program 39c~~ Program C.3.c Require that all east-west corridor rail crossings are ~~above~~-grade separated.

~~Program 39d: Require reconstruction of the Tunnel Avenue overcrossing to current codes and safety standards.~~ **Completed**

Policy C.4 Continue to upgrade north-south arterial and collector streets while providing the appropriate level of service. New

~~Program 39e: Program C.4.a Require the upgrade of Tunnel Avenue to current codes and safety standards.~~

~~Program C.4.b Study Bayshore Boulevard and, as feasible, respecting its classification as an urban arterial, implement traffic calming features, pedestrian amenities and landscape design elements.~~

~~Policy 39.1~~ Policy C.5 Investigate and pursue alternative means of access to and egress from Sierra Point and investigate additional emergency access alternatives.

~~Policy 39.2 Establish an alternative access route to the Tunnel Avenue overcrossing for emergency vehicles.~~ **Completion of seismically enhanced overpass addressed this.**

Policy C.6 Investigate and pursue traffic calming features for Visitacion Avenue and Old County Road to provide for greater pedestrian comfort and safety at street crossings. New

VI.2.1 STREET STANDARDS

~~Policy 40~~ Policy C.7 Implement established City street standards to provide for adequate traffic flow and safe circulation for both existing and new streets.

~~Program 40a: Program C.7.a Consult with Caltrans in regard to street standards when a City street is a connector or ramp to a State route.~~

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Policy 41— Policy C.8 **Continue to** require a minimum unobstructed street width of 20 feet, as required by the Uniform Fire Code.

Program 41a: ~~Program C.8.a Implement the adopted a minimum width street standard in the Municipal Code, allowing for the granting of exceptions which meet the required findings and include the findings necessary for granting an exception.~~

Policy 42 Policy C.9 ~~In addition to the above, develop residential and commercial City street standards that take into account the following factors as they apply to all streets, but particularly to hillside streets:~~ The City Engineer shall consider the following factors during plan review as they apply to residential, residential hillside, and commercial streets:

- grade
- topography
- average lot frontage size
- number of lots and potential intensity of development
- maximum block length
- maximum length of cul-de-sac streets
- length of street in relation to number of units served
- turnarounds
- parking secondary
- access

Program 42a Program C.9.a ~~Adopt-Continue to implement~~ street development standards which establish requirements for right-of-way dedication, street width, length, turnarounds and access to parcels.

Program 42b Program C.9.b ~~Adopt-Continue to implement~~ street engineering design and construction standards which establish requirements for horizontal alignment and vertical alignment, ~~pavement and pavement crown,~~ concrete curb, and structural section design.

Program 42c Program C.9.c ~~Adopt-Continue to implement~~ standards for sidewalks, bikeways, signalization, striping and street lighting.

Policy 43 Policy C.10 Require designs for hillside streets to reflect the topography and to minimize grading and large retaining walls.

Program 43a Program C.10.a Consider incorporation of small scale parking bays, rolled curbs, and other means of including parking and providing safe clearance on hillside streets.

VI.3 TRAFFIC SAFETY

VI.3.1 LOCAL RESIDENTIAL STREETS

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Policy 44 Policy C.11 Maintain and improve local residential streets to accommodate safe access for emergency vehicles and evacuation routes for residents.

~~Program 44a: Continue the emergency access striping program.~~ **Narrowing of street for parking is not a safety program. See also, Program C.9.a, above.**

Policy 45 Policy C.12 ~~On an annual basis,~~ As a part of the budget and Capital Improvement planning process, consider opportunities to incorporate safety standards and/or widen hillside streets to current city adopted standards ~~a minimum of 20 feet where physically and economically feasible.~~

~~Program 45a: Investigate the potential of secondary access for emergency vehicles and improved evacuation for streets with long cul-de-sacs.~~ **Relocated to Circulation and Land Use section, at the end of the Element**

~~Program 45b: Adopt plan lines for residential streets to identify locations to widen streets and to accommodate additional off-street parking, turn-arounds and secondary access.~~ **Relocated to Circulation and Land Use section, at the end of the Element**

~~Program 45c: Investigate the potential of turn-arounds on all streets with cul-de-sacs longer than 500 feet.~~ **Relocated to Circulation and Land Use section, at the end of the Element**

Policy 46 Policy C.13 Develop ~~a ten-year improvement program for improvements~~ prioritized program for improvements to existing hillside-substandard City streets to include such things as street widening, turn-arounds and the feasibility of secondary emergency access, **and improving on-street parking.**

~~Program 46a: Require parking and safety improvements in conjunction with new development and the intensification and improvement of existing residential uses in accordance with the improvement program.~~ **Relocated to Circulation and Land Use section at end of Element**

~~Program 46b: Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.~~ **Relocated to Circulation and Land Use section at end of Element**

Program 46e Program C.13.a Investigate the feasibility of undergrounding utilities to mitigate potential traffic hazards, such as downed lines in a fire.

Policy 46.1 Policy C.14 Post and actively enforce the 25-mile per hour (mph) maximum speed limit in Central Brisbane, **and investigate creating lower 10-15 mph speed limit zones where appropriate, and promote a public awareness campaign regarding speed limits. See next Policy.**

Policy C.15 Promote a public awareness campaign regarding speed limits. New

VI.3.2 ARTERIAL STREETS

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Policy 47 Policy C.15 Maintain traffic flow **and continue to improve** ~~on~~ arterial streets.

~~Program 47a~~ Program C.15a Limit and control the number and location of driveways into arterial streets. Encourage adjacent properties to develop common access. See also Program C.22.2 in Complete Streets section.

~~Program 47b~~ Program C.15.b Use landscaped medians and islands whenever possible to direct and channel traffic, and to provide safe separation and visual respite.

VI.3.3 TRUCK ROUTES

Policy 48 Policy C.16 Maintain truck routes to avoid impacts on residential areas.

VI.3.5 STREET SIGNAGE

Program 49b Policy C.17 Provide adequate signage on all streets including street names on at least one corner of every intersection and advance warning signs for major entries.

VI.3.6 IMPROVEMENTS FUNDING

~~Policy 49~~ — Establish standards for the improvement of existing streets and the construction of new streets to provide a high level of service. Standards have been established. See Policy C.7 and programs which follow.

Policy C.18 Identify and pursue funding sources to implement circulation improvements. New

~~Program 51a~~ Program C.18.a Encourage creation of ~~Create~~ assessment districts ~~and utilize redevelopment authority~~, where appropriate, for needed circulation improvements.

~~Program 49a~~: Design major arterial streets to include bicycle lanes, pedestrian facilities and on-street parking. See Complete Streets section

~~Program 49b~~: Provide adequate signage on all streets including street names on at least one corner of every intersection and advance warning signs for major entries. Relocated to Street Signage Section, above.

~~Program 49c~~: Adopt construction standards for durable street improvements such as 6 inch vertical concrete curb and asphaltic concrete pavement and sidewalks. Incorporated in Program C.7b and c, above.

~~Program 49d~~: Design all street improvements to be accessible to citizens with disabilities, including pedestrian activated crossing lights. See Complete Streets section

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~~Policy 50~~ — ~~In the design of internal circulation systems for new development or expansions of existing uses, provide for adequate emergency access around all buildings.~~ Street standards are addressed above. On site access is addressed through development standards.

Policy 51 Program C.18.b Utilize gas tax, sales tax and other funding sources to implement circulation improvements.

~~Program 51a: Create assessment districts and utilize redevelopment authority, where appropriate, for needed circulation improvements.~~ See C.19.a, above

VI.4 COMPLETE STREETS

VI.4.1 COMPLETE STREETS APPLICABILITY AND DESIGN STANDARDS

Policy C.19 The City shall provide for the development of Complete Streets consistent with state legislation (including Assembly Bill 1358 and subsequent applicable Complete Streets legislation) to meet the needs of all users of “streets, roads and highways”. Such users include bicyclists, children, youth, families, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, seniors and first responders. New

Policy C.20 Integrate Complete Streets infrastructure and design features, such as sidewalks, bikeways and transit stops, into street design and construction to create safe and inviting environments for people to walk, bicycle and use public transportation. New

Program C.20.1 Review, and where needed, update the City's engineering design standards to implement Complete Streets infrastructure elements. New

Program C.20.2 Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel, as appropriate to the context and determined reasonable and practicable by the City. Depending on the context these elements may include: New

- *Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;*
- *Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- *Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- *Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*

- *Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations; ;*
- *Minimizing vehicular ingress and egress points on major arterials and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*
- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle use. Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought resistant plants.*
- *Balance on-street parking to meet the needs of all users, while promoting the Complete Streets act and encouraging economic vitality.*

Program C.20.3 Where possible, work with MTC to secure regional funding for Complete Streets projects. New

Policy C.21 Seek to retrofit existing roadways to create Complete Streets. New

Program C.21.a Identify roadways where retrofits may reasonably be accomplished in balance with existing and planned land uses, giving priority to arterial and collector streets and to projects that would provide greater connectivity between key areas of the City, such as, but not limited to, between the Northeast Ridge, Sierra Point and Central Brisbane. New

Program C.21.b Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the City's vitality. New

Program C.21.c Seek regional, state and/or federal funding sources to retrofit roadways to create Complete Streets. New

Policy C.22 For new multifamily, mixed use or commercial development projects subject to discretionary review, that would affect the public right-of-way, incorporate and implement Complete Streets elements at each stage of the development process as determined reasonable and practicable by the City. New

Program C.22.a As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied. New

Program C.22.b As part of the project design review process, ensure that the project objectives and purpose are consistent with current MTC directives on Complete Streets and Routine Accommodation. New

VI.4.2 PEDESTRIANS AND BICYCLES

Regional Connections

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Policy C.23 Provide input to the City and County of San Francisco and San Mateo County in regional planning efforts to enhance and expand the regional bicycle and pedestrian networks, including, where appropriate, amendments to regional bicycle and pedestrian plans. **New**

~~Policy 59 — Connect Brisbane's bikeway system to the County bikeway network.~~

Policy C.24 Continue to Connect Brisbane's Bikeway and pedestrian system to the County and regional networks.

~~Program 59a~~ **Program C.24.a** Continue to apply for Transportation Development Act (TDA) and other funding sources.

Safe Routes to School

Policy C.25 Work with our Congestion Management Agency, CCAG, and local schools to develop priorities and implement Safe Routes to School projects consistent with state and federal legislation. **New**

Program C.25.a Continue to identify improvement projects and to seek funding for Safe Routes to School infrastructure improvements. **New**

Program C.25.b Continue non infrastructure-related activities that encourage walking and bicycling to school, through outreach on the City's website, informational articles in the local City news publications, communications through community leaders, partnering with non-profit entities, promoting walk and bike to school days, and supporting partnerships with the schools to provide education directly to students and parents on the benefits of walking and bicycling to school. **New**

~~Policy 67~~ **Program C.25.c** Develop and promote a traffic safety education program for the schools.

~~Policy 68~~ **Program C.25.d** Continue to provide a crossing guard program.

Bicycles

Routes

~~Policy 58~~ **Policy C.26** Provide Maximize bicycle access to all areas of the City, as practicable.

Program C.26.a Identify areas of the City where bikeways may be constructed, as both recreational and transportation amenities, with the aim of connecting all areas of the City with a network of bikeways. **New**

Program C.26.b Design and install bikeways to meet best current engineering practices. **New**

~~Policy 59 — Connect Brisbane's bikeway system to the County bikeway network. — Done~~

~~Program 59a: — Continue to apply for Transportation Development Act (TDA) funds. — See C.26.a, above~~

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~~Policy 60~~ **Policy C.27** Provide for the safety of bicyclists by dedicating ~~bicycle routes where possible bikeways where practicable~~, by installing appropriate signing and striping, and by maintaining the pavement.

~~Program 60a~~ *Program C.27.a* Install as many ~~Class II~~ bikeways as can safely be accommodated and are economically feasible.

~~Program 60b~~ **Policy C.28** Require new development and redevelopment to plan for and construct bikeways and/or bicycle parking facilities, as determined reasonable and practicable by the City.

~~Policy 61~~ **Policy C.29** All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.

~~Program 61a~~ *Program C.29.a* As a part of the ~~annual~~ budget and Capital Improvement Program development, seek opportunities to upgrade existing and to install new ~~bicycle routes bikeways~~.

Facilities

~~Policy 62~~ **Policy C.30** Provide or require bicycle parking facilities at major destination points.

~~Program 62a~~ *Program C.30.a* Include bicycle lockers in park-and-ride facilities.

~~Program 62b~~ *Program C.30.b* Encourage business and employment centers to provide bicycle parking facilities for their employees.

~~Program 62c~~ *Program C.30.c* Design and install bicycle parking facilities to meet ~~California Department of Transportation Standards~~ best current engineering practices.

Education and Information

~~Policy 63~~ **Policy C.31** Provide public information on bicycle transportation.

~~Program 63a~~ *Establish a public information program on bicycle transportation* ~~Program C.31.a~~ Promote bicycle use through a public information program, at special events, and through City publications.

~~Program 63b~~ *Program C.31.b* Establish an educational program on safe bicycle use for students.

~~Program 63c~~ *Program C.31.c* Make bicycle network maps available ~~to citizens~~.

~~Program 63d~~ *Promote bicycle use through City publications and at special events.* See **Program C.33.a above**

Pedestrians

~~Policy 64~~ **Policy C.32** **Provide Maximize safe pedestrian facilities throughout the City and access to all areas of the City, as reasonable and feasible.**

Program C.32.a Identify sidewalks, walkways and trails throughout the City to improve with pedestrian amenities as funds are made available; and continue to apply for new grant funding.
New

~~Program 64a~~ *Program C.32.b As part of the annual budget and Capital Improvement Program preparation, seek opportunities funding to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.*

Program C.32.c For newly designed and constructed sidewalks, disallow automobile parking thereon; and for existing sidewalks adjacent to rolled or vertical curbs, encourage residents to park such that sidewalks are kept clear for pedestrians in accordance with ADA width standards.
New

Program C.32.d Where practicable and where funds are available, establish and improve mid-block, public right-of-way pedestrian paths, in order to provide direct off-street pedestrian access between the upper and lower parts of Central Brisbane. **New**

~~Program 64b: Study the possibility of signage on City walkways.~~ **See Program C.22.2**

~~Policy 65~~ **In conjunction with street improvement projects, provide facilities for pedestrians.** **See Policy 34.**

~~Program 65a~~ *Develop safe pedestrian access in Crocker Park.* **See Program C.34.a.**

~~Policy 66~~ **In conjunction with new development, provide pedestrian amenities within the project to connect with other areas of the City.** **Policy C.33** **Require pedestrian amenities with new development and expansion of existing uses, as appropriate.**

~~Program 66a: Consider an occasional bench along sidewalks, walkways and trails.~~ *Program C.33.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography; and where sidewalks are not appropriate consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.*

Policy C.33.b Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts. **New**

~~Policy 67~~ **Develop and promote a traffic safety education program for the schools.** **See new Safe Routes to School Section, above**

~~Policy 68~~ **Continue to provide a crossing guard program** **See new Safe Routes to School Section, above**

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Transit

Policy 52 Policy C.34 Seek opportunities to install and improve transit facilities, ~~and~~ establish multi-modal connections **and to increase the service network.**

~~Program 52a Support development of a Caltrain station~~ **Done**

~~Policy 53 Encourage SamTrans to install bus turn-offs and shelters and to upgrade service levels.~~ **See preceding Policy C.36**

~~Program 53a: Design for handicapped accessible bus stops in conjunction with any new development and major street improvement.~~ **See Program C.22.2. Handicapped accessible is already required by law.**

*Program C.34.a Request more frequent scheduling of Caltrain stops at the Bayshore station as warranted by demand. **New***

~~Program 53b: Seek a re evaluation of the current bus routing and scheduling in order to improve service to residents.~~ *Program C.34.b Support, improve and expand transit to serve the business and residential communities and provide connections to major transportation hubs.*

*Program C.34.c Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus rapid transit (BRT) systems where practicable. **New***

*Program C.34.d Cooperate with and provide input to transit agencies to provide increased bus scheduling to a greater network of destinations (especially to regional destinations, such as work, shopping and entertainment centers). **New***

*Program C.34.e Cooperate with and provide input to transit agencies to provide more comprehensive transfer connections with other bus routes outside of Brisbane and with other transit systems, such as Caltrain and BART. **New***

~~Program 53c: Investigate ways to obtain a bus shelter at Bayshore and Guadalupe Canyon Parkway.~~ *Program C.34.f Work with SanTrans to install improvements at existing bus stops and designated routes.*

~~Program 53d~~ *Program C.34.g Provide information to citizens on the availability of transit.*

*Program C.34.h Require new development subject to the City's transportation demand measures (TDM) ordinance to incorporate measures that facilitate Complete Streets compliance measures, such as transit stops, shuttle stops, and bicycle facilities. **New***

~~Policy 54~~ Policy C.35 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.

VI.5 TRANSPORTATION MANAGEMENT

Policy C.36 Continue participation in the efforts of subregional and regional transportation agencies to manage transportation systems.

~~Program 55a~~ Program C.36.a Continue active participation in the implementation of the San Mateo County-wide Transportation Plan and the Congestion Management Agency Program.

Program C.36.b Continue active participation in the Peninsula Traffic Congestion Relief Alliance Joint Powers Authority, as a means to cooperatively encourage residents and employees to reduce demand on transportation infrastructure. **New**

~~Program 55b~~ Program C.36.c Provide information to citizens, employers, and employees, on the ~~benefits of transportation management systems and~~ alternatives to the single-occupant commute vehicle and the benefits of using the alternatives.

~~Program 55c~~ Program C.36.d Provide local incentives for participation in Transportation System Management (TSM) and Transportation Demand Management (TDM) programs and continue to implement same.

Program C.36.e Require Transportation System Management and Transportation Demand Management measures to help mitigate the traffic and parking impacts of development projects. **New.**

VI.6 PARKING

~~Policy 56~~ Policy C.37 Maintain as much on-street parking in residential Brisbane as can be accommodated safely.

~~Program 56a: Review off-street residential parking requirements in the Zoning Ordinance to assess impacts on the availability of on-street parking.~~ Program C.37.a Periodically review residential parking requirements in the Zoning Ordinance, to maintain parking availability in Brisbane's residential districts and to ensure consistency with the latest adopted Housing Element.

~~Program 56b: Adopt standards for driveway widths to preserve on-street parking.~~ **Done**

~~Program 56c~~ Program C.37.b Seek means to encourage residents to use their garages for vehicles rather than other purposes.

Policy 57 Policy C.38 Improve public parking opportunities in the Central Brisbane business district and other commercial areas, **as appropriate**.

Program 57a Program C.38.a Investigate establishing a public parking lot or lots.

Program 57b Program C.38.b Pursue, as feasible and needed, a downtown parking assessment district.

Policy C.39 Maintain an appropriate amount of off-street parking in commercial areas. **New**

Program C.39.a Review the parking regulations for office, commercial and industrial uses and consider setting minimum and maximum parking standards where transit alternatives are readily available. **New**

VI.7 CIRCULATION AND LAND USE (Relocated Section from back)

Land Use Decisions

Policy 69 Policy C.40 Consider potential traffic impacts and emergency evacuation in making land use decisions.

~~Policy 70 Establish standards and criteria for the number of trips per acre that are generated by specific land uses, and establish development capacity for vacant subareas in relation to the capacity of arterial streets and public transit to accommodate the trips generated by the uses. Addressed through CEQA.~~

Policy 71 Policy C.41 For vacant subareas without existing infrastructure, require circulation plans and traffic impact analyses to be submitted as a part of any development application.

~~Policy 72 Consider the impacts of transit facilities and Transportation Management Programs in making land use decisions. Policy C.42 Establish criteria such that in conjunction with new development and the expansion of existing uses, Transportation System Management and Transportation Demand Management measures are incorporated, such as facilities for transit, pedestrians and bicycles, commensurate with the development.~~

~~Policy 73 Actively participate in the development and implementation of the San Mateo County-wide Transportation Plan and the Congestion Management Plan (especially the land use impact part thereof) to improve circulation systems, to develop alternatives to automobile dependence for land use proposals and to assist in making transportation-sensitive land use decisions. See Policies in Transportation Management Section~~

~~Policy 74 ——— Developers and property owners who wish to build on their land where City streets do not currently exist shall dedicate right of way and improve the streets to City standards at their own expense. — Policy C.43 In conjunction with new development and expansion of existing uses,~~

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CITY OF BRISBANE
PROPOSED GENERAL PLAN COMPLETE STREETS AMENDMENT
GOALS, POLICIES AND PROGRAMS

require that new streets and any existing private streets serving the property be improved to City standards and offered for dedication as public streets. **To be consistent with BMC 12.24.010.E**

~~Program 78a: Consider taking public action to make private roadways in residential areas which are regularly used by the general public into City streets after they are improved to City standards. (See Figures VI A and VI B). Program C.43.a Continue to accept offers to dedicate existing private roadways as public streets, where they meet City standards.~~

Policy 75 ~~Policy C.44~~ Ensure legal access to properties in making land use decisions.

~~Program 75 a Program C.44.a In reviewing building permit, subdivision and other development applications, distinguish whether the subject property has access from public streets, private streets, or easements private roadways or through private lands. Obtain from applicants evidence of a legal right of access to their properties. Require that such access meet applicable standards.~~

~~Policy 76 Ensure that all land use development applications for a primary or secondary dwelling unit have adequate and legal access which complies with City street standards. Where a building site does not front directly on a public street, legal and adequate access, which complies with City street standards, shall be provided from the public street to the building site. Covered by Policy and Program C.46.~~

~~Policy 77 Discourage the establishment of new private streets, private roadways and accessways. Covered by Policy C.46~~

~~Policy 78 Encourage the improvement of existing private streets, private roadways and easement accessways to City standards and the dedication of the right of way to the City after improvements are installed. Covered by Policies above.~~

~~Program 78a: Consider taking public action to make private roadways in residential areas which are regularly used by the general public into City streets after they are improved to City standards. (See Figures VI A and VI B). Relocated and revised above~~

Policy 78.1 ~~Require exactions and develop an impact fee program for new development and improvements to property to improve and maintain substandard streets to minimum safety standards. Policy C.45~~ In conjunction with new development and expansion of existing uses, require exactions and consider the establishment of in-lieu fees to improve substandard City streets to minimum City standards. Check with City Attorney regarding Nollan/Dolan court decisions

~~Program 45a: Investigate the potential of secondary access for emergency vehicles and improved evacuation for streets with long cul-de-sacs.~~

~~Program 45b: Adopt plan lines for residential streets to identify locations to widen streets and to accommodate additional off-street parking, turn-arounds and secondary access.~~

~~Program 45c: Investigate the potential of turn-arounds on all streets with cul-de-sacs longer than 500 feet.~~

~~Program 45 Program C.45.a Investigate requiring secondary access for long cul-de-sac streets.~~

Red: Suggestions carried forward from 2004-2008 review by Planning Commission and City Council, with edits by staff.

Blue: Edits suggested following Complete Streets Subcommittee review.

Orange: Planning Commission suggestion from previous workshop.

Green: Sidebar comments

~~Program 45~~ Program C.45.b Investigate requiring mid-block turn-arounds on all streets with cul-de-sacs longer than 500 feet.

~~Program 45~~ Program C.45.c Investigate requiring that substandard intersections be improved, in conjunction with new development, to provide adequate turning radius.

~~Program 46b~~ Program C.45.d Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.

~~Program 46a~~ Program C.45.e Continue to Require parking and safety improvements in conjunction with new residential development and major additions or remodels that meet defined thresholds. ~~the intensification and improvement of existing residential uses in accordance with the improvement program.~~

~~Program 51a~~ Program C.45.f ~~Create~~ Encourage the formation of assessment districts and utilize redevelopment authority where appropriate, for needed circulation improvements.

~~Policy 79~~ Policy C.46 Monitor land use decisions under consideration by adjacent jurisdictions and their potential effect on Brisbane's streets. Comment through the public process ~~in the jurisdiction and County-wide~~ and request mitigations as appropriate.

~~Policy 80~~ Policy C.47 Monitor regional developments and their effects on Highway 101 and Bayshore Boulevard to evaluate circulation impacts. Comment through the public process and request mitigations as appropriate.


VI.7 OTHER TRANSPORTATION MODES

Policy C.48 Monitor and consider new technological advances such as driverless shuttles and how sharing based transportation (car and bike sharing) can be accommodated in the City's circulation system. New. Recommended during PC workshop.

City of Brisbane

Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 12/4/14

FROM: Ken Johnson, Senior Planner via  John Swiecki, Community Development Director

SUBJECT: Study Session #2 on Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

INTRODUCTION: This the Planning Commission's second study session on the proposed amendment to the City's Circulation Element, to incorporate provisions for complete streets consistent with the requirements of The California Complete Streets Act of 2008 (Act).

The purpose of this study session is to provide further information, include preliminary draft Complete Streets goals, policies and programs, for the Planning Commission's consideration and for the Commission to provide preliminary thoughts and feedback. This is in advance of its review of the amended Circulation Element as a whole. That review of the amended Circulation Element is tentatively scheduled for January, following receipt of recommendations by the City Council appointed Complete Streets Committee.

BACKGROUND: On October 2nd 2014, the City Council authorized staff to initiate an amendment to the Circulation Element to comply with the Act, which requires cities to plan for transportation networks which will accommodate all modes of transportation. The City has a deadline to amend the Circulation Element of January 31, 2015, in order to maintain eligibility for discretionary transportation funding through the Metropolitan Transportation Commission's (MTC) One Bay Area Grant (OBAG) program.

On December 3rd, the Complete Streets Committee met and received the draft goals, policies and programs which pertain to the Complete Streets portion of the Circulation Element for its review. The Committee has scheduled a meeting on December 17th to provide their recommendations. These recommendations will be provided for the Planning Commission's consideration.

The draft goals, policies and programs which have been provided to the Committee are included herein, for the Commission's preliminary review. The intent is to provide the Commission with an advance copy for preliminary comment. Again, once the Complete Streets Committee has provided their recommendations, the Commission will hold a public hearing and undertake its review of the complete draft amendment to the Element.

DISCUSSION: The following provides a brief a review of the purpose and content of the General Plan and Circulation Element, some overarching guidelines in the Commission's review and the proposed organization of the Circulation Element.

General Plan Context: By way of review, the general plan serves as a jurisdiction's basic planning document, setting the direction for all future development throughout the jurisdiction and those areas designated within its sphere of influence. Per state law, general plans became mandatory in 1971 and a general plan is to include 7 mandatory elements which plan for the comprehensive, long-term growth for physical development within the plan area. These required elements include:

1. Land use
2. Housing
3. Conservation
4. Open space
5. Noise
6. Safety
7. Circulation

The Circulation Element must identify the general location and extent of both existing and planned major thoroughfares, transportation routes, transit terminals, etc.. It serves to both determine and limit the pattern and extent of development. It is to include detailed maps and addresses such things as standards for operation (ie: level of service), financing and policies. As indicated above, the legislation on Complete Streets was enacted in 2008 and requires legislative bodies revising their circulation elements after 2011 to plan for a transportation network which includes all types of users.

Overarching Considerations: There are a few things to bear in mind in reviewing the proposed amendments for Brisbane's update to its Circulation Element.

The intent is to provide an update of the Element consistent with the Act, to address Complete Streets specifically. However, in so doing there are implications in terms of reformatting the sections and ensuring internal consistency. This also provides an opportunity to update certain policy and program language or delete programs which have been accomplished and are no longer relevant.

In reviewing the draft amendments, it's important for the Commission to bear in mind that there is a hierarchy of goals, policies and programs in the General Plan:

- Goal – Goals state an overarching aim of the City
- Policy – Policies provide general direction on a particular topic
- Program – Provides more specific direction on how to implement a policy

While programs are always tied to a policy which it is to implement, not all policies require an implementing program, but rather some policies may stand on their own.

Since the purpose of the General Plan is to set the general direction for the City, it is important that the Commission not attempt to address specific projects. To this end, the policy and program language is fairly broad. This is intended to provide direction for establishment of future standards and projects.

Also, you will see policies and programs regarding cooperation with outside agencies, especially for such things as connections to regional bike and pedestrian networks, transit stops, etc. Since the City does not have control over outside agencies, the policies and programs generally cannot commit the City to an action, but rather indicates cooperation with these agencies to meet a specific aim.

Organization of the Circulation Element: As discussed in the previous study session, the adopted Circulation Element already includes a number of goals, policies and programs that align with Complete Streets objectives. However, they are not necessarily cohesively organized under a complete streets framework. Given that, a major goal of the proposed amendment is to reorganize the current Circulation Element to establish a cohesive complete streets framework, and then determine modifications, additions and deletions are required to bring the City's Circulation Element into compliance with the requirements of state law.

The attached draft of the Complete Streets goals, policies and programs reflects the first stage of that overall reorganization. The existing element already includes sections on bicycles, pedestrians and transit, which have been brought under the umbrella of Complete Streets, since these are integral components to Complete Streets. In addition, certain policies and programs were located within the Land Use Element and have been included in the draft amendment as well.

The proposed amendment additions are coded in blue with current text shown in black or strike-out, where deletion is suggested. As part of the final amendment, additional text will be included in the main body of the Circulation Element to provide the context of the Complete Streets requirements.

ATTACHMENTS:

- Proposed General Plan Complete Streets Amendment – Goals, Policies and Programs, Preliminary Draft, 12/3/14 (also in review with the Complete Streets Committee)
- Circulation Element from the City of Brisbane 1994 General Plan
- Planning Commission Agenda Report, 11/13/14 – Complete Streets Study Session #1

City of Brisbane

Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 11/13/14
FROM: Ken Johnson, Senior Planner via JAS John Swiecki, Community Development Director
SUBJECT: Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

INTRODUCTION: On October 2nd 2014, the City Council authorized staff to initiate an amendment to the City's Circulation Element to incorporate provisions for complete streets consistent with the requirements of Assembly Bill 1358, The California Complete Streets Act (Act). The purpose is to ensure that the City's transportation network accommodates all modes of transportation, including motor vehicles, transit, bicyclists and pedestrians. See the attached October 2 2014 City Council report for additional information.

This Study Session is being held to provide the Planning Commission with additional background information regarding Complete Streets requirements, and for the Planning Commission to provide and preliminary thoughts/feedback on what should be incorporated into the forthcoming Circulation Element amendment.

As noted in the attached council report, the City's deadline to amend the Circulation Element is January 31, 2015 in order for the city to maintain eligibility for discretionary transportation funding through the Metropolitan Transportation Commission's (MTC) One Bay Area Grant (OBAG) program.

DISCUSSION:

As detailed in the state's guidance document, "Update to the General Plan Guidelines: Complete Streets and the Circulation Element", dated December 15, 2010, the goal of complete streets is to provide for the "development of well balanced, connected, safe and convenient multimodal transportation network. This network should consist of complete streets which are designed and constructed to serve all users of streets, roads, and highways, regardless of their age or ability, or whether they are driving, walking, bicycling, or taking transit."

The state also acknowledges in its guidance document that a key factor in creating a successful multimodal transportation network, is to make sure that the planning objectives, policies and standards "reflect the rural, suburban, and/or urban context of a community within the planning area", since there are different growth and development patterns depending on the context. For

example, a rural jurisdiction may require wide shoulders to accommodate pedestrian, bicycle or even equestrian travel. Where-as a jurisdiction with suburban or urban contexts may accommodate pedestrian and bicycle travel with the inclusion of sidewalks and bicycle lanes and controlled street crossings.

When considering context issues, the needs of all types of users, the community, traffic demand, impacts on alternate routes, safety, funding and maintenance feasibility, and any relevant regulations should be addressed.

The provisions of the circulation element can affect a community's environment as follows:

- **Physical:** The circulation system is one of the chief determinants in the physical development patterns and the systems location, design, accessibility and variety of modes have impacts on a variety of environmental issues, including the placement of land uses.
- **Social:** The circulation system is a primary determinant of the pattern of human settlement. It serves to provide accessibility on one hand and may present barriers on the other.
- **Health and Safety:** The circulation system through design and accessibility can either promote or deter physical activity and the availability of multiple modes can reduce air pollution, versus automobile-centric circulation. Circulation system design can also serve to increase or decrease vehicle collision risks.
- **Economic:** Economic activities normally require movement of materials, products, employees, etc. and so the circulation system has a direct effect on economic productivity.

Complete Street Considerations for Brisbane: For Brisbane, the overall roadway circulation pattern is largely established, with the exception of the Baylands which will be subject to a Specific Plan which will need to comply with complete streets provisions. In some areas multiple modes of transportation are addressed, but not all areas, and certain improvements may facilitate improvement or addition of alternate modes of travel.

From a policy perspective the adopted Circulation Element already includes a number of goals, policies and programs that align with complete streets objectives, However, they are not necessarily cohesively organized under a complete streets framework. A major goal of the proposed amendment will be to reorganize the current Circulation Element to establish a cohesive complete streets framework, and then determine modifications, additions and deletions are required to bring the City's Circulation Element into compliance with the requirements of state law.

As the Planning Commission considers the proposed Circulation Element revisions in upcoming meetings it is important to remember that the General Plan establishes broad policy and program

direction on either a citywide or district basis as appropriate. The Circulation Element is not the place to establish site-specific design solutions or specific construction projects, nor to define city operations. Additionally, the Commission should consider existing development patterns in the context of applying complete streets concepts. For example bicycle commuter routes and safe routes to school are applicable to different geographic areas of town. Some areas of the city have space for the development or expansion of sidewalks and bike lanes (such as along Bayshore Boulevard and Valley Drive), while the physical and development characteristics in the upper streets of Central Brisbane severely restrict opportunities for new infrastructure.

Procedurally staff is in the process of drafting up the Circulation Element amendment. It will be first reviewed by the Complete Streets subcommittee appointed by the City Council, and their recommendations will be forwarded to the Planning Commission for its consideration along with proposed amendment. The process timeline will be aggressive in order to comply with the January 31, 2015 adoption deadline.

To help the Commission prepare for its upcoming hearing a copy of the adopted Circulation Element from the 1994 General Plan is provided for reference purposes, and Commission is encouraged review this document in advance. A copy of the City of Pacifica's draft complete streets policies is also attached for the Commission's reference. Staff will be using examples from other jurisdictions as well as the state's guidance document in preparing draft complete streets policies for the Commission's review.

ATTACHMENTS:

- Agenda Report to City Council, October 2, 2014
- Circulation Element from the City's 1994 General Plan
- Draft implementing policies – Example from City of Pacifica

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: **Authorize Staff to Initiate an Amendment to the Circulation Element of the General Plan to Incorporate Provisions for Complete Streets Pursuant to the Complete Streets Act of 2008**

DATE: Meeting of October 2, 2014

City Council Goals:

To promote transportation opportunities that maximize safety, reliability, enhance circulation and create options, thereby reducing reliance on the use of the automobile. (Goal #5)

Purpose:

For the City to amend the Circulation Element of the General Plan to achieve compliance with the Complete Streets Act of 2008 and ensure that the City's transportation network accommodates all modes of transportation, including motor vehicles, transit, bicyclists, and pedestrians.

Recommendation:

That the City Council to authorize staff to initiate an amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets pursuant to the Complete Streets Act of 2008.

Background:

The Complete Streets Act of 2008 requires jurisdictions to amend their circulation elements to plan for multimodal transportation networks. These networks should allow for all users to effectively travel by motor vehicle, foot, bicycle, and transit to reach key destinations within their community and the larger region.

The requirements are set forth in Government Code Section Section 65302(b)(2)(A) and (B) below:

- (A) Commencing January 1, 2011, upon any substantial revision of the circulation element, the legislative body shall modify the circulation element to plan for a balanced, multimodal transportation network that meets the needs of all users of the streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan.
- (B) For the purposes of this paragraph, "users of streets, roads, and highways" means bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

The Act requires the complete streets requirement be met "upon any substantial revision to the circulation element." Earlier this year the Metropolitan Transportation Commission (MTC) established the criterion that that jurisdictions seeking discretionary transportation funding through the next round of the One Bay Area Grant (OBAG) Program must have amended their circulation elements to comply with the Complete Streets Act by January 31, 2015.

Discussion:

In order to comply with both state law and MTC's funding eligibility requirement, staff is requesting authorization to initiate an amendment to the Circulation Element of the General Plan. This process would involve input and review by the City Council-appointed Complete Streets Safety Committee and Planning Commission, followed by formal review by the City Council.

Staff supports the concept of providing complete streets and many of the principles associated with complete streets are embedded in various parts of the General Plan and other city policies and programs. However, the City's collective efforts are not organized within the General Plan as a cohesive complete streets goal with supporting programs and implementation policies. The proposed update represents an opportunity to more clearly articulate the city's complete streets program and update and refine it as needed, building upon the 1994 General Plan.

Fiscal Impact:

Staff time to complete this effort. Failure to proceed may impact the City's ability to access discretionary regional transportation funding.

Measure of Success:

Ensuring that the Circulation Element of the General Plan is compliant with the Complete Streets Act of 2008.


John Swiecki, Community Development Director


Clay Holstine, City Manager