

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 is 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

PRELIMINARY DRAFT – 12/3/2014
(COMPLETE STREETS SECTION ONLY)

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

The California Complete Streets Act of 2008 (Act) requires updates to circulation elements to plan for Complete Streets, which as stated in the Act includes 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.*”

GOALS:

Transportation and Circulation

The City of Brisbane will be a place...

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

Where the transportation network meets the needs of all users.

Where there is increasingly transit service is reliable and available and there is less reliance on the automobile;

~~Where vehicles, pedestrians and bicyclists can access all parts of the City;~~

~~Where transportation well serves commercial and industrial businesses; and~~

1.0 COMPLETE STREETS

1.1 Complete Streets Design Standards and Applicability

Policy T.2 The City shall provide for the development of Complete Streets consistent with state legislation (including Assembly Bill 1358 and subsequent applicable legislation) to meet the needs of all users of “streets, roads and highways”. Such users include bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, seniors and first responders.

Notes:

This document includes the Complete Streets goals, policies and programs of the Circulation Element only, not the entire Element.

New goals, policies and programs are shown in **blue**. Those that are existing or simply relocated from elsewhere in the Circulation Element are shown in **black**. Deletions are shown in ~~strike-out~~.

Complete Streets Design & Funding

Policy T.3 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 T.3.1 Review, and where needed, update the City’s engineering design standards to implement Complete Streets infrastructure elements.

Program T.3.2 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, as determined practicable by the City Engineer. 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 crossing of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and pedestrian signals to meet the needs of 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 uses;
- Inclusion of amenities that improve the comfort and safety of pedestrians and bicyclists, such as signs, pavement markings, pedestrian-scale lighting, benches and seat walls
- Public transit facilities improvements and multi-modal connections, especially those that are located near Brisbane’s downtown core and other areas that are near higher density residential, employment and entertainment centers;
- On major arterials, minimizing vehicular ingress and egress points and consolidating private driveway entries;
- Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle use. Landscaping should generally include the use of low water use, non-invasive plants;
- Maintaining on-street parking needs in balance with other needs.

Program T.3.3 Where possible, work with MTC to secure regional funding for Complete Streets projects.

Policy T.4 Seek to retrofit existing roadways to create complete streets.

Program T.4.1 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 which would provide greater connectivity between key areas of the City, such as between the Northeast Ridge and Central Brisbane.

Program T.4.2 Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the economic vitality within Brisbane's downtown area.

Program T.4.3 Seek funding sources including regional and or federal sources to retrofit roadways to create Complete Streets.

Complete Streets Associated with Private Projects subject to Discretionary Review

Policy T.5 For new multifamily, mixed use or commercial development projects subject to discretionary review, which would affect the public right-of-way, Complete Streets elements are to be incorporated at each stage of the development process and implemented as determined practicable by the City Engineer.

Program T.5.1 As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied.

Program T.5.2 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.

1.2 Pedestrians and Bicycles

Regional Connections

Policy T.6 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 T.7 Continue to Connect Brisbane's Bikeway and pedestrian system to the County and Regional ~~bikeway~~ networks.

Program T.7.1 Continue to apply for Transportation Development Act (TDA) and other funding sources.

Safe Routes to School

Policy T.9 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 T.9.1 Continue to identify improvement projects and to seek funding for Safe Routes to School infrastructure improvements.

Program T.9.2 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 T.9.3 Develop and promote a traffic safety education program for the schools.

Program T.9.4 Continue to provide a crossing guard program.

BICYCLES

Bicycle Routes

Policy T.10 Maximize bicycle access to all areas of the City, as practicable. ~~Provide bicycle access to all areas of the City.~~

Program T.10.1 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.

Policy T.11 Provide for the safety of bicyclists by dedicating bicycle routes where practicable, by installing appropriate signing and striping, and by maintaining the pavement.

Program T.11.1 Install as many ~~Class II~~ bikeways as can safely be accommodated and are economically feasible.

Program T.11.12 Require new development and redevelopment to plan for and construct bicycle routes and parking facilities, as determined practicable by the City Engineer.

Policy T.12 All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.

Program T.12.1 As a part of the ~~annual~~ budget and Capital Improvement Program development, seek opportunities to upgrade existing and to install new ~~bikeways bicycle routes~~.

Bicycle Facilities

Policy T.13 Provide or require bicycle parking facilities at major destination points.

Program T.13.1 Include bicycle lockers in park-and-ride facilities.

Program T.13.2 Encourage business and employment centers to provide bicycle parking facilities for their employees.

Program T.13.3 Design bicycle facilities to meet best current engineering practices. ~~California Department of Transportation Standards.~~

Bicycle Education and Information

Policy T.14 Provide public information on bicycle transportation.

Program T.14.1 Promote bicycle use through a public information program, at special events, and through City publications. ~~Establish a public information program on bicycle transportation.~~

Program T.14.2 Establish an educational program on safe bicycle use for students.

Program T.14.3 Make bicycle network maps available to citizens.

~~Program 63d: Promote bicycle use through City publications and at special events.~~

PEDESTRIANS

Policy T.15 Maximize safe pedestrian facilities and access to all areas of the City, as reasonable and feasible ~~Provide safe pedestrian facilities throughout the City.~~

Program T.15.1 Identify 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 T.15.2 As part of the annual budget and Capital Improvement Program preparation, seek funding opportunities to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.

Program T.15.3 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 T.15.4 Study the feasibility of improving the pedestrian paths, connecting upper and lower parts of Brisbane, to provide greater access opportunities.

~~Policy 65 — In conjunction with street improvement projects, provide facilities for pedestrians.~~

~~Program 65a — Develop safe pedestrian access in Crocker Park.~~

Policy T.17 Require pedestrian amenities with new development and expansion of existing uses, as appropriate. ~~In conjunction with new development, provide pedestrian amenities within the project to connect with other areas of the City.~~

Program T.17.1 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. ~~Consider an occasional bench along sidewalks, walkways and trails.~~

Policy T.18 Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts.

1.3 Transit

Policy T.18 Seek opportunities to install and improve transit facilities, and establish multi-modal connections and to increase the service network.

Program T.18.1 Request more frequent scheduling of Caltrain stops at the Bayshore station ~~Support the development of a Caltrain Station. (See Figure VI-C.)~~

Program T.18.2 Support, improve and expand the shuttle bus service to serve the business and residential communities and provide connections to major transportation hubs.

Program T.18.3 Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus rapid transit (BRT) systems where practicable.

Program T.18.4 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 T.18.5 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.

~~*Policy 53* Encourage SamTrans to install bus turn offs and shelters and to upgrade service levels.~~

~~*Program 53a:* Design for handicapped accessible bus stops in conjunction with any new development and major street improvement.~~

~~*Program 53b:* Seek a re-evaluation of the current bus routing and scheduling in order to improve service to residents.~~

Program T.18.6: Work with SanTrans to install improvements at existing bus stops and designated routes. ~~Investigate ways to obtain a bus at Bayshore and Guadalupe Canyon Parkway.~~

Program T.18.7 Provide information to citizens on the availability of transit.

Program T.18.6 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 54 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.

CHAPTER VI

TRANSPORTATION AND CIRCULATION

GOALS:

The City of Brisbane will be a place...

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 transit service is reliable and available and there is less reliance on the automobile;

Where parking issues have been resolved in both residential and commercial areas;

Where transportation well serves commercial and industrial businesses; and

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

TRANSPORTATION AND CIRCULATION

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CHAPTER VI

TRANSPORTATION AND CIRCULATION

San Bruno Mountain and San Francisco Bay are the major determinants of the geographic layout of the street and highway system serving the planning area. Highway 101, which traverses the planning area, is the major corridor serving the majority of north-south traffic along the San Francisco Peninsula between the Santa Clara Valley and San Jose to the south and San Francisco to the north.

There are no direct connections between Central Brisbane and surrounding cities and Highway 101 other than Bayshore Boulevard or Tunnel Avenue. The performance of these arterials directly affects all traffic access and circulation in the City. Because of the poor condition of portions of Tunnel Avenue, especially the overcrossing, it is Bayshore Boulevard that effectively serves as the spine of the community. Thus, it is the performance of Bayshore Boulevard that is key to traffic circulation and access in the City in this General Plan period.

East-west connections are singularly important, both to relieve Bayshore Boulevard of unnecessary through trips and to maintain the City as a cohesive unit. Because the Tunnel Avenue overcrossing, a privately owned structure, requires reconstruction to meet current standards and access to the overcrossing is restricted, large trucks are forced onto Bayshore Boulevard until they reach an entrance to Highway 101. Should the overcrossing fail in a seismic event, public access to lands and highways east of Bayshore Boulevard would be severely restricted, affecting safety services and evacuation routes.

Figures VI-A and VI-B show the general location of existing major thoroughfares and transportation routes in the planning area and the classification of each thoroughfare. More detailed information on the existing street classification system and truck routes, transit and paratransit services, and major utility transmission facilities are available in the technical background reports on Streets and Highways (TR-2), -Transportation, Carriers and Routes (TR-1) and Utilities (UT-4). These background reports, which are incorporated into this Plan by reference, also contain detailed information on street conditions, traffic volumes and service levels, and analyze the circulation system's capacity,⁽¹⁾ its problems and interconnection with regional plans and policies. Additional background reports, also incorporated by reference, address other aspects of the City's circulation system, including Bicycle Routes (TR-3), Parking (TR-4), Airport Access (TR-5), Waterways (TR-6), and Pedestrian Access (TR-7).⁽²⁾

Figure VI-C illustrates two - changes to the circulation system in the planning area to be considered in the General Plan period. The first is the extension of Geneva Avenue through the Baylands to meet with the Candlestick Highway 101 Interchange. The alignment of the street is not known at this time, which is indicated on Figure VI-C. The second change is a proposed Caltrain Station off Bayshore Boulevard, near the existing SamTrans Park-and-Ride Lot.

Modifications to the circulation system in adjacent jurisdictions, such as improvements to the Geneva/Bayshore intersection in Daly City and the Oyster Point interchange in South San Francisco, will affect the level of service in Brisbane as well. Also, the proposed San Francisco International Airport expansion will affect Highway 101 and, likely, local streets. The Congestion Management Agency is studying the potential effects of the Airport expansion and this information will be forthcoming during the General Plan time frame.

The following policies address existing constraints and proposed changes. Of primary importance are policies that establish maximum land use intensities based on a street capacity analysis, taking into consideration the benefits of new arterial streets, public transit and transportation management programs. Policies and programs to develop east-west corridors, such as the Geneva Avenue Extension, and requirements to bring the Tunnel Avenue overcrossing to safe standards are also set forth in this chapter. In addition, non-motorized access and transit policies are included.

Policies are grouped under seven headings: Traffic Flow, Convenience and Access, Traffic Safety; Transit and Transportation Management; Parking; Bicycles; Pedestrians; and Circulation and Land Use.

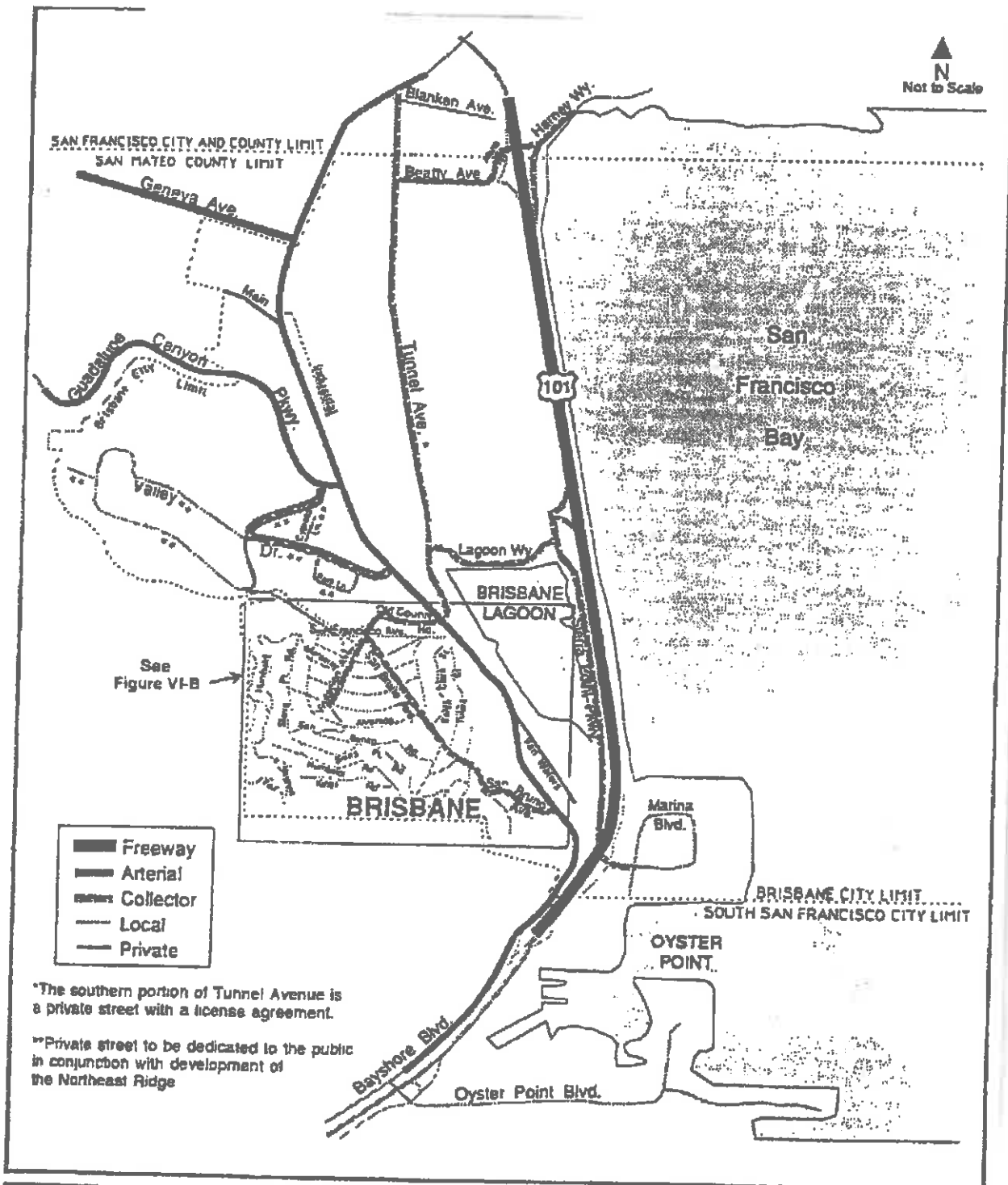
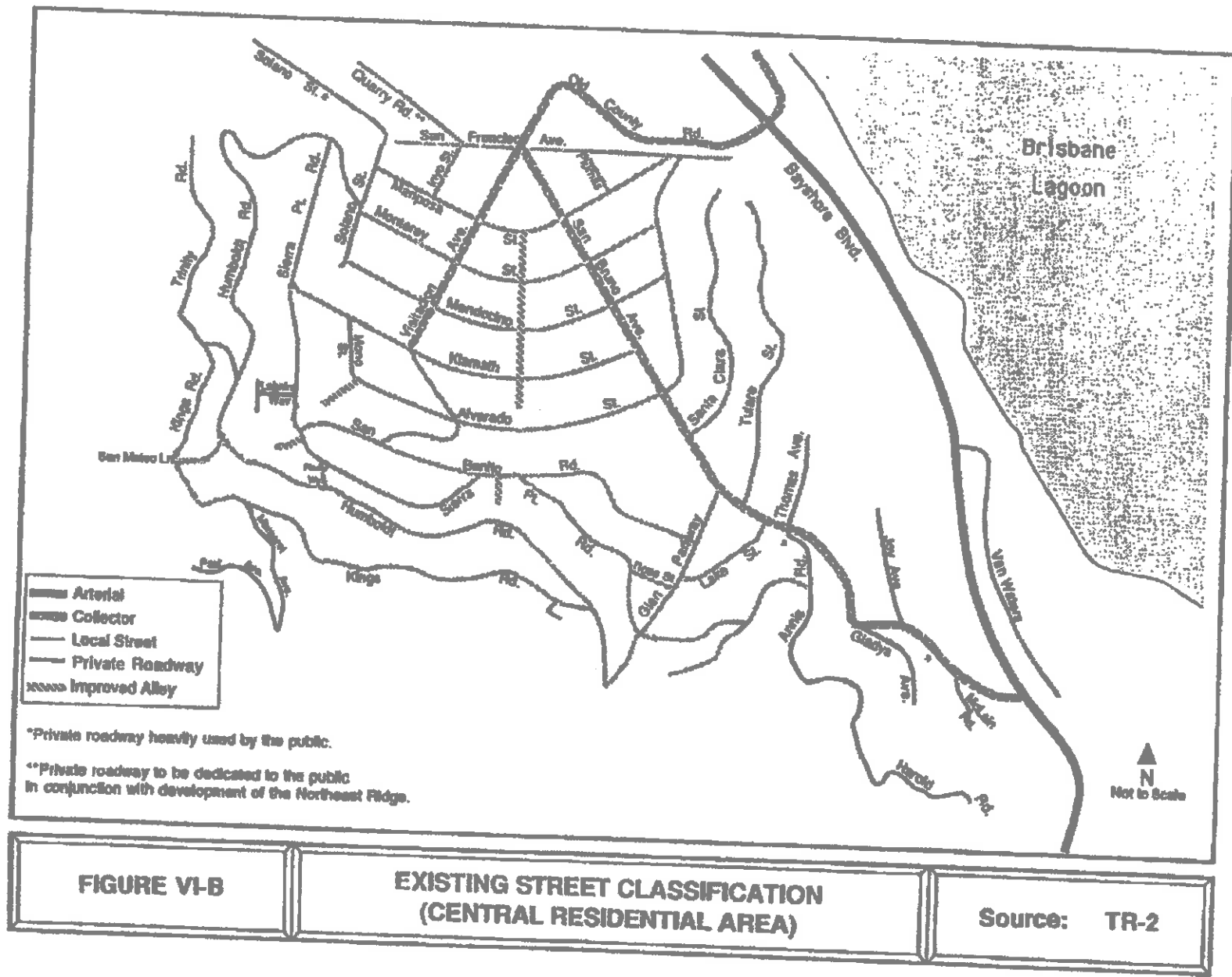
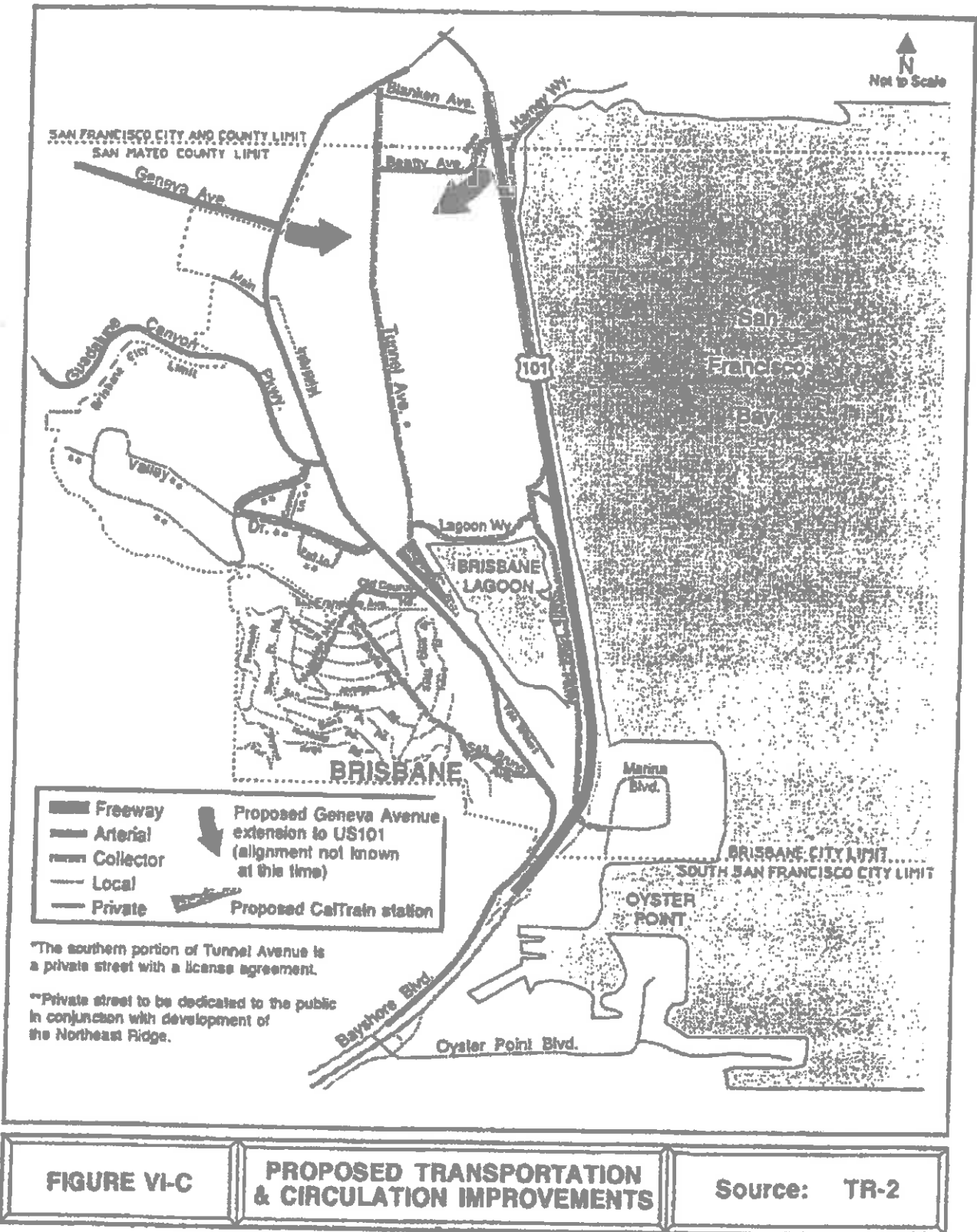


FIGURE VI-A	EXISTING STREET CLASSIFICATION	Source: TR-2
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VI.1 TRAFFIC FLOW, CONVENIENCE AND ACCESS

Level of Service

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

Program 38a: Develop a 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: 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 Congestion Management Plan, as applicable.

Program 38c: 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: Consider a traffic impact fee program for joint-benefit transportation projects in cooperation with adjacent cities.

Policy 38.1 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.

North-South and East-West Corridors

Policy 39 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: Establish an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange.

Program 39b: 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: Require that all east west corridor rail crossings are above grade.

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

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

Policy 39.1 Investigate and pursue alternative means of access to and egress from Sierra Point.

Policy 39.2 Establish an alternative access route to the Tunnel Avenue overcrossing for emergency vehicles.

Street Standards

Policy 40 Establish City street standards to provide for adequate traffic flow and safe circulation for both existing and new streets.

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

Policy 41 Require a minimum unobstructed street width of 20 feet, as required by the Uniform Fire Code.

Program 41a: Adopt a minimum width street standard in the Municipal Code and include the findings necessary for granting an exception.

Policy 42 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:

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: Adopt street development standards which establish requirements for right-of-way dedication, street width, length, turnarounds and access to parcels.

Program 42b: Adopt street engineering design standards which establish requirements for horizontal alignment, vertical alignment, pavement crown and structural section design.

Program 42c: Adopt standards for sidewalks, bikeways, signalization, striping and street lighting.

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

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

VI.2 TRAFFIC SAFETY

Local Residential Streets ⁽³⁾

Policy 44 **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.

Policy 45 **On an annual basis, as a part of the budget and Capital Improvement planning process, consider opportunities to widen hillside streets to 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

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

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

Policy 46 **Develop a ten year improvement program for improvements to existing hillside streets to include street widening, turn-arounds and the feasibility of secondary emergency access.**

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.

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.

Program 46c: Investigate the feasibility of undergrounding utilities to mitigate potential traffic hazards, such as downed lines in afire.

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

Arterial Streets

Policy 47 **Maintain traffic now on arterial streets.**

Program 47a: Limit and control the number and location of driveways into arterial streets. Encourage adjacent properties to develop common access.

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

Truck Routes

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

Improvements

Policy 49 **Establish standards for the improvement of existing streets and the construction of new streets to provide a high level of service.**

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

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

Program 49c: Adopt construction standards for durable street improvement such as 6 inch vertical concrete curb and asphaltic concrete pavement and sidewalks.

Program 49d: Design all street improvements to be accessible to citizens with disabilities, including pedestrian-activated crossing lights

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.**

Policy 51 **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.

VL3 TRANSIT AND TRANSPORTATION MANAGEMENT

Transit

Policy 52 **Seek opportunities to install and improve transit facilities and establish multi-modal connections.**

Program 52a: Support the development of a Caltrain Station. (See Figure VI-C.)

Policy 53 **Encourage SamTrans to install bus turn-offs and shelters and to upgrade service levels.**

Program 53a: Design for handicapped accessible bus stops in conjunction with any new development and major street improvement.

Program 53b: Seek a re-evaluation of the current bus routing and scheduling in order to improve service to residents.

Program 53c: Investigate ways to obtain a bus shelter at Bayshore and Guadalupe Canyon Parkway.

Program 53d: Provide information to citizens on the availability of transit.

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

Transportation Management

Policy 55 Continue participation in subregional and regional transportation agencies.

Program 55a: Continue active participation in the Congestion Management Agency.

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

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

VI.4 PARKING

Policy 56 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 56b: Adopt standards for driveway widths to preserve on-street parking.

Program 56c: Seek means to encourage residents to use their garages for vehicles rather than other purposes.

Policy 57 Improve parking opportunities in the Central Brisbane business district and all other commercial areas.

Program 57a: Investigate establishing a public parking lot or lots

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

VI.5 BICYCLES

Routes

Policy 59 Provide bicycle access to all areas of the City.

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

Program 59a. Continue to apply for Transportation Development Act (TDA) funds.

Policy 60 Provide for the safety of bicyclists by dedicating bicycle routes where possible, by installing appropriate signing and striping, and by maintaining the pavement.

Program 60a: Install as many Class II bikeways as can safely be accommodated and are economically feasible.

Program 60b: Require new development and redevelopment to plan for and construct bicycle routes and parking facilities

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

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

Facilities

Policy 62 Provide or require bicycle parking facilities at major destination points.

Program 62a: Include bicycle lockers in park-and-ride facilities.

Program 62b: Encourage business and employment centers to provide bicycle parking facilities for their employees.

Program 62c: Design bicycle facilities to meet California Department of Transportation Standards.

Education and Information

Policy 63 **Provide public information on bicycle transportation.**

Program 63a: Establish a public information program on bicycle transportation.

Program 63b: Establish an educational program on safe bicycle use for students.

Program 63c: Make bicycle network maps available to citizens.

Program 63d: Promote bicycle use through City publications and at special events.

VI.6 PEDESTRIANS

Policy 64 **Provide safe pedestrian facilities throughout the City.**

Program 64a: As part of the annual budget and Capital Improvement Program preparation, seek opportunities to upgrade and expand the system of pedestrian sidewalks, walkways and trails.

Program 64b: Study the possibility of signage on City walkways.

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

Program 65a: Develop safe pedestrian access in Crocker Park.

Policy 66 **In conjunction with new development, provide pedestrian amenities within the project to connect with other areas of the City.**

Program 66a: Consider an occasional bench along sidewalks, walkways and trails.

Policy 67 **Develop and promote a traffic safety education program for the schools.**

Policy 68 **Continue to provide a crossing guard program.**

VI.7 CIRCULATION AND LAND USE

Land use, traffic generation and traffic impacts are directly related on the local level. But of all the issues addressed in this General Plan, traffic is the one most directly affected by the decisions of others. Regional land use and transportation decisions can either benefit or severely impact the highways and major arterials in the City. A major regional project, if not properly mitigated, can bring a highway to gridlock. Conversely, the construction of a regional transit system, such as Caltrain, can relieve existing streets and highways of many vehicle trips.

During this General Plan period, substantial work will be undertaken on a regional level to study and develop land use and traffic management programs, as well as expand transit systems. Policies in this General Plan pledge Brisbane to active involvement in the development of these plans and programs.

The land use and circulation policies in this General Plan focus on ways to reduce the negative effects of traffic at the local level on the City's residents and businesses. In essence, the policies:

- Provide a mix of jobs, housing and commercial services in the City to provide the opportunity for Brisbane's residents and businesses to live, work and shop in Brisbane and thus reduce the number of trips outside the community to obtain essential services.
- Provide opportunities for pedestrians and bicyclists to reach all areas of the City and thus reduce dependence on the automobile for local trips.
- Generate a mix of uses to support transit facilities.
- Accommodate uses with differing peak hour trips, so as to minimize impacts on existing and new streets and highways.
- Limit the development capacity of vacant lands to the ability to provide local transportation and circulation, to the provision of transit facilities and to participation in transportation systems management programs.
- Assure adequate and safe access to properties.
- Address the need for adequate on- and off street parking throughout the City through City efforts and in private development.

The following policies address the relationship between land use and circulation:

Land Use Decisions

- Policy 69** 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.
- Policy 71** 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 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.
- 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 75** Ensure access to properties in making land use decisions.
- Program 75a; In reviewing building permit, subdivision and other development applications, distinguish whether the subject property has access from public streets, private streets, private roadways or through private lands. Obtain from applicants evidence of a legal right of access to their properties.*
- 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.

City of Brisbane

Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 11/13/14

FROM: Ken Johnson, Senior Planner via ^{DK} 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.

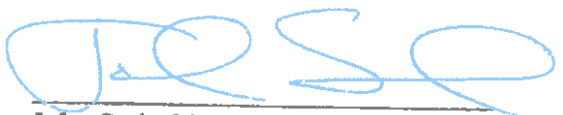
Staff supports the concept of providing complete streets and many of the principles associated with complete streets are embedded in various parts of the General Plan and other city policies and programs. However, the City's collective efforts are not organized within the General Plan as a cohesive complete 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:

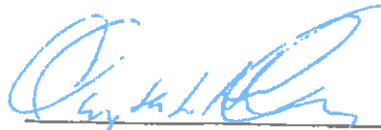
Staff time to complete this effort. Failure to proceed may impact the City's ability to access discretionary regional transportation funding.

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