Agenda Report
CITY OF LA VERNE
Community Development Department

DATE: November 6, 2017
TO: Honorable Mayor and City Council
FROM: Eric Scherer, AICP, Acting Community Development Director
SUBJECT: Complete Streets Policy

AGENDA SUMMARY

Staff has prepared a citywide Complete Streets policy. Complete Streets seeks to make the street network better and safer for drivers, transit users, pedestrians and bicyclists, regardless of age, ability, or mode of transportation. A Complete Streets policy will provide overarching guidance for the City's transportation related planning efforts, including the Circulation Element of the General Plan and Active Transportation Plan, and will guide the direction of future developments and improvements made to the City's transportation network.

RECOMMENDATION

Staff recommends approval of Resolution No. 17-71 (Attachment A) adopting a Complete Streets policy (Attachment B).

BACKGROUND

What Are Complete Streets?

Conventional transportation planning and roadway design has typically focused on drivers and their vehicles, often neglecting other users of roadway systems, such as pedestrians and bicyclists. This unbalanced approach has resulted in an infrastructure that makes walking, biking, and the use of other forms of transportation unappealing. The term "Complete Streets" was coined in 2003 and promotes advancing the roadway into a facility which serves more than just motorists. A Complete Street accommodates all modes of transportation: passenger and commercial vehicles, pedestrians, bicyclists, and mass transit users, regardless of age or ability. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.

Complete Streets are unique within each community. A Complete Street may include improvements such as sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, landscaping, and more.
Why Adopt a Complete Streets Policy?

The *California Complete Streets Act of 2008* (AB 1358, Chapter 657, Statutes of 2008) requires that any substantial revision of a General Plan Circulation Element commencing on or after January 1, 2011 must “plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan.”

The Los Angeles County Metropolitan Transportation Authority (Metro), which manages several transportation related grants within the county, adopted a Complete Streets policy in 2014. Metro previously required local agencies implement one or more of the following by January 1, 2017:

- Adoption of a Complete Streets Policy;
- Adoption of a Complete Streets Resolution; or
- Update the General Plan Circulation Element to conform with AB 1358.

In December 2016 Metro issued a memo granting flexibility with meeting their required January 1, 2017 deadline, allowing agencies to maintain eligibility for Metro’s grant programs as long as compliance with the Complete Streets policy is achieved prior to submission of future grant applications. Affected programs include Metro’s Call for Projects and Express Lanes Net Toll Revenue Reinvestment Grant program. La Verne has previously benefited from Metro’s Call for Projects with awards totaling more than $1.5 million. Although no grant programs are presently scheduled, staff believes it prudent to adopt a Complete Streets Policy well ahead of any application period to ensure compliance with Metro’s policy. If a policy or other form of Complete Streets implementation is not adopted by the City Council, the City will not be eligible for any Federal or State grants managed through Metro.

Compliance with both state requirements as well as Metro’s requirements, necessitates the City adopt a Complete Streets policy. Furthermore, adoption of this policy will be the first step in the City’s development of a comprehensive Active Transportation Plan in conjunction with the City’s update of the General Plan. A Complete Streets policy will inform and influence both the Active Transportation Plan and the Circulation Element of the updated General Plan, as well as any future plans, including a Bicycle Master Plan.

**ANALYSIS**

**Policy Summary**

The draft policy statement reads, “In an effort to promote the concept of ‘complete streets,’ the City of La Verne will abide by the guiding principles set forth in this policy statement. Through implementation of these principles, the transportation network in the City of La Verne will be safe, accessible, comfortable and convenient for all transportation modes and users.”

The policy would apply to all City or state sponsored improvements and privately funded projects within the public right-of-way. All newly constructed streets would be required to implement, where appropriate, those improvements that would promote Complete Streets. The policy would apply to road maintenance projects, such as reconstructed streets or other
maintenance activity where the cost of the maintenance project exceeds 50% of the cost to construct the new street. All undertaken projects must consider and be complementary to the neighborhood or uses they serve. The policy requires an annual report to the City Council regarding achievements of the prior year.

Policy Implications

Implementing the Complete Streets Policy will require incorporating improvements that promote walking and bicycling, such as signage, striping, landscaping and bus shelters. Costs for such improvements must therefore be included within the City's Capital Improvement Program and some operational budgets. It is difficult to estimate due to the unique characteristics of each potentially affected roadway, but staff estimates that implementation of this Complete Streets policy could add approximately 10% to the cost of design and street improvement capital projects work.

Fortunately, many of the policy's goals are already being implemented with existing projects. For instance, sidewalks are a required feature of all new street construction. Bus shelters are constructed where needed along existing routes. New landscape medians are constructed on high capacity roads, serving a multi-function purpose including being safe havens for crossing pedestrians.

The City's existing General Plan recognizes that facilities must be developed to enhance the safety of pedestrians and bicyclists, as well as promote these alternative modes of travel (La Verne General Plan, Transportation Element, Issue 7). The General Plan includes several policies to promote a comprehensive network of pedestrian, equestrian, and bicycle paths. The on-going update of the General Plan, concurrent effort to draft an Active Transportation Plan, and future efforts to develop a Bicycle Master Plan, will include the necessary elements of a Complete Streets program in addition to other elements.

ENVIRONMENTAL REVIEW

The proposed resolution is a statement of policy that is consistent with the City's adopted plans. Adoption of the proposed resolution is exempt from the California Environmental Quality Act per Section 15061(b)(3) and the La Verne Environmental Guidelines. No further environmental review is required.

Respectfully submitted,

Maia McCurley
Assistant Planner

Attachments:  
A. Resolution No. 17-71  
B. Draft Complete Streets Policy
RESOLUTION NO. 17-71

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LA VERNE, STATE OF CALIFORNIA, ADOPTING A COMPLETE STREETS POLICY

WHEREAS, the term “Complete Streets” describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, seniors, children, youth, and families; and

WHEREAS, the planning and coordinated development of Complete Streets infrastructure provides benefits in the areas of infrastructure cost savings, public health, and environmental sustainability; and

WHEREAS, a Complete Streets policy has benefits and value for the public health and welfare through encouraging a reduction in vehicle miles traveled and increasing transportation by walking, bicycling, and public transportation; and

WHEREAS, the California Complete Streets Act of 2008 (AB 1358, Chapter 657, Statutes of 2008) requires that any substantial revision of a general plan circulation element commencing on or after January 1, 2011 must plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways, and accommodates safe and convenient travel in a manner suitable to the rural, suburban, or urban context of the general plan; and

WHEREAS, the Los Angeles County Metropolitan Transportation Authority (Metro) adopted a Complete Streets Policy in October 2014, which requires local agencies to adopt a Complete Streets policy, a resolution in support of Complete Streets, or a General Plan consistent with the state’s Complete Streets Act of 2008 by January 1, 2017 to maintain grant funding eligibility through Metro; and

WHEREAS, Metro subsequently amended the policy to require that a Complete Streets policy, resolution, or updated General Plan be in place prior to submitting a funding application; and

WHEREAS, adopting and implementing a Complete Streets policy is necessary to comply with state law and maintain eligibility for Metro grant funding; and

WHEREAS, a Complete Streets policy will facilitate and guide the development of future plans, including the Circulation Element of the General Plan, Active Transportation Plan and Bicycle Master Plan; and
WHEREAS, the City has begun the process of updating the General Plan and is seeking to begin the process of developing a comprehensive Active Transportation Plan, both of which will include the necessary elements of a Complete Streets program in addition to other elements; and

WHEREAS, in light of the foregoing benefits and considerations, the City wishes to commit to a Complete Streets policy and desires that its streets form a comprehensive and integrated transportation network promoting safe and convenient travel for all users while preserving flexibility, recognizing community context, and using design guidelines and standards that support best practices;

NOW, THEREFORE, THE LA VERNE CITY COUNCIL DOES HEREBY RESOLVE AS FOLLOWS:

Section 1. The City Council HEREBY ADOPTS the attached Complete Streets Policy to guide future transportation network project development, maintain compliance with state law, and ensure the City's eligibility for grant funding through Metro.

Section 2. The City Council HEREBY FINDS and DETERMINES that the approval of this Resolution and associated action is exempt from the California Environmental Quality Act pursuant to Section 15061(b)(3) as well as City of La Verne environmental guidelines.

Section 3. That the Mayor shall sign and the City Clerk shall attest to the passage and adoption of this Resolution, which shall be in full force and effect throughout the declaration described herein.

PASSED, APPROVED, AND ADOPTED this 6th day of November, 2017 by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

______________________________
Don Kendrick, Mayor

ATTEST:

______________________________
Lupe Gaeta Estrella, Assistant City Clerk
COMPLETE STREETS POLICY

1. Vision

The City of La Verne (City) recognizes that streets are our most prominent public spaces and great streets must achieve a balance between the needs of mobility, adjoining land uses, the natural environment, community character, and economic interests.

Promoting pedestrian, bicycle, and public transportation travel promotes healthy living, advances the well-being of travelers, and meets the needs of the diverse populations that comprise our community.

The vision of the City of La Verne Complete Streets Policy is to create a transportation system that serves all residents and visitors regardless of their age, ability, or financial resources, in a safe and efficient manner that meets their transportation needs regardless of their preferred mode of travel.

In an effort to promote the concept of “complete streets,” the City of La Verne will abide by the guiding principles set forth in this policy statement. Through implementation of these principles, the transportation network in the City of La Verne will be safe, accessible, comfortable and convenient for all transportation modes and users.

2. Definitions

a. COMPLETE STREET – A street that accommodates convenient and safe use by everyone, regardless of age, ability or mode of travel.

b. COMPLETE STREETS IMPROVEMENTS – Facilities and amenities associated with the transportation network, that are recognized as contributing to Complete Streets, such as: pavement markings and signs; sidewalks and pedestrian safety improvements such as medians, curb extensions and crosswalks; ADA (Americans with Disabilities Act) accessible curb ramps and accessible pedestrian signals; transit shelters and signage, as well as improved pedestrian and bicycle access to transit stops and stations; bicycle detection at intersections; wide travel lanes, bike lanes or shared use lanes; bicycle parking facilities; street trees, landscaping, street lighting or street furniture; and adequate drainage facilities, including opportunities for storm water quality treatment facilities.

c. CONTEXT SENSITIVE DESIGN SOLUTION – A design which balances safety, mobility and transportation needs, while preserving scenic, aesthetic, historical and environmental values and characteristics of the neighborhood and community.

d. FACILITIES – An area or structure which is built, installed or established to serve a particular purpose or transportation mode/user.

e. NEWLY CONSTRUCTED STREET – A street constructed where one has not previously existed.

f. PARKWAY – The non-driveway area of public right-of-way between the back of curb or edge of roadway and the right-of-way line.
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g. **PUBLIC RIGHT-OF-WAY** – City-owned property designated as right-of-way, which contains items such as roadway, utilities, sidewalks, etc.

h. **PUBLIC STREET** – A roadway owned and maintained by the City of La Verne, providing frontage and principal means of access for abutting properties.

i. **PRIVATE STREET** – A privately owned and maintained roadway established by final platting or otherwise established as approved by the City of La Verne, over which a private easement for road purposes has been recorded or similar device, and which provides access to abutting properties.

j. **RECONSTRUCTED STREET** – A street constructed where one has previously existed. Any existing street which has rehabilitation done to it, which is estimated at 50% or higher of the cost of NEWLY CONSTRUCTED STREET (excluding utilities except storm drain or subdrains), shall also be considered a RECONSTRUCTED STREET for the purposes of this policy.

k. **STREET** – The street is considered to be the subgrade, base, pavement, grading, storm drain and subdrains (i.e., all of the elements required to build, operate and maintain the street).

l. **STREET MAINTENANCE** – Rehabilitation of a street, which generally restores the functionality of the existing street components (either primarily as a street project or in conjunction with underground public utility construction), without significantly altering or adding to those components, and which is estimated at less than 50% of the cost of a NEWLY CONSTRUCTED STREET with those same components. Utility construction (except storm drain or subdrains) is excluded from this cost calculation.

3. **Goals**

The goal of the Complete Street Policy is to ensure our community’s roadways complement and enhance the surrounding land use and neighborhood character, and accommodate all users, including motorists, bicyclists, pedestrians, transit patrons, elderly residents, children and persons with mobility impairments. The specific goals are:

1. To protect and preserve the environment by reducing the emission of greenhouse gases, and reducing the consumption of non-renewable energy resources.

2. To ensure La Verne neighborhoods remain vibrant and livable.

3. To expand opportunities for bicyclists and pedestrians throughout the community.

4. To make the roadway and street environment safer and more inviting by reducing the frequency and severity of vehicular, bicycle and pedestrian-related accidents.

5. To ensure safe pedestrian and bicycle routes for children to get to school.
6. To improve and enhance the health and physical fitness of the City's residents by providing more safe and convenient opportunities for bicycling and walking in La Verne.

7. To improve the City's quality of life and local economy by providing high quality recreational and multi-modal transportation facilities and providing non-motorized means of transportation.

4. Guiding Principles

It is recognized that each Complete Street is unique and the following principles shall guide the development of transportation related projects:

   a. Shall be suitable and appropriate to the function and context of the transportation facility;

   b. Shall be sensitive to the neighborhood context and cognizant of the neighborhood needs;

   c. Shall be flexible in project design to ensure that all users have basic safe access and use;

   d. Shall be considered a component of a comprehensive, integrated and interconnected transportation network that allows all users to choose between different modes of travel; and

   e. Shall be consistent and compatible with the City's General Plan, development codes and adopted plans.

5. Applicability and Scope

All transportation improvements and phases fall under this policy. Complete Streets principles will be applied to all City or State sponsored improvements, as well as all privately funded projects and developments that impact the public right-of-way. The City will approach every planned transportation improvement as an opportunity to create safer and more accessible streets for all users. Transportation improvement phases include planning, programming, designing, engineering, construction, reconstruction, operation and maintenance.

Maintenance activities alone are not Complete Streets Improvements, nor should they prompt street improvements that necessitate Complete Streets consideration, except those improvements necessary to satisfy legal mandates, such as the Americans with Disabilities Act. To the maximum extent possible, provisions for safe access shall be made for pedestrians and bicyclists during maintenance activities.

Complete Streets policy objectives may be achieved by implementing single elements into a project, completing a series of improvements over the course of time, or by developing major network level improvements.
The City recognizes that its infrastructure includes a transportation network that should provide convenient access and safe travel for all users within the City and beyond the City’s boundaries. Due to its regional impact, implementation of this policy reinforces the need for collaboration among the many regional partners and stakeholders affected by the implementation of this policy.

6. **Implementation**

Implementation of this policy shall take into account the goal of enhancing the context and character of the surrounding built and natural environments. In planning and implementing street projects the City will maintain sensitivity to local conditions in both residential and business districts.

The City will plan, design, construct, operate and maintain appropriate facilities for pedestrians, bicyclists, transit riders, motorists, children, the elderly and people of all abilities in all new construction, reconstruction and repaving improvements, subject to the exceptions contained herein:

a. COMPLETE STREETS are generally accomplished through adding the following to the vehicular portion of a roadway or PUBLIC RIGHT-OF-WAY when and where appropriate: sidewalks, bike lanes, shared use lanes (sharrows), bus stops, transit shelters, public spaces, wayfinding signage, utility corridors, etc. The COMPLETE STREET shall incorporate one or more of these features as reasonably applicable.

b. Each project undertaken by the City of La Verne that is a NEWLY CONSTRUCTED STREET, RECONSTRUCTED STREET or STREET MAINTENANCE within the PUBLIC RIGHT-OF-WAY shall document its compliance with this policy.

c. Each street and right-of-way design should be practically undertaken to complement the neighborhood in which it exists, (i.e. a CONTEXT SENSITIVE DESIGN SOLUTION) while complying with the latest accepted practices and guidelines, and federal and state laws.

7. **Exceptions**

The City of La Verne is committed to Complete Streets and application of this policy and/or Complete Street principles will begin at the earliest phase of a project, except in the following extraordinary circumstances:

1. Where pedestrians and bicyclists are prohibited by law from using the facility. In such an instance, alternative facilities and accommodations shall be considered within the same transportation corridor.

2. If the cost of constructing Complete Streets Improvements is disproportionate to the current need or anticipated future demand for such improvements.

3. Where there is an absence of current or projected need.
For projects that do not include any state or federal funding, the Director of Public Works, in consultation with the Director of Community Development and the City Engineer, shall determine whether the application of this policy and Complete Streets principles falls under one or more of the exceptions outlined above. Where exceptions are granted, parallel accommodations for the category of users excluded shall be considered on alternate routes within the transportation system.

8. **Cooperation and Collaboration**

The implementation of Complete Streets will require cooperation and collaboration between many stakeholders on a regular basis. As such, the City of La Verne will take the following steps to facilitate the process:

a. The Community Development Department shall review and propose revisions to all appropriate land use ordinances, policies and regulations to support the implementation of Complete Streets.

b. The Community Development Department shall review, revise or recommend changes to all policies, procedures and design standards associated with site plan and other requirements for public and private development, to ensure best practices are utilized to support Complete Streets.

c. The City shall continue to identify regional, state and federal funds to implement Complete Streets Improvements to supplement the City’s Capital Improvement Program.

d. The City shall promote collaboration and coordination between City departments and other transportation and planning agencies, including the California Department of Transportation, Los Angeles County Metropolitan Transportation Authority, San Gabriel Valley Council of Governments and others that work within the right-of-way and utilize the transportation network for programmatic purposes in order to make the most efficient use of limited financial resources.

e. The Public Works Department shall establish necessary procedures to ensure the application of Complete Streets principles at the earliest design stage.

f. The City shall encourage staff professional development in the area of Complete Streets through attendance at seminars, conferences and workshops.

g. The City shall actively promote public information and education, and solicit feedback about Complete Streets to La Verne stakeholders including City Council, Planning Commission, residents, community groups, the business community and the private development community.


The City will follow accepted or adopted design standards, and use the best and latest design standards available including, but not limited to, the following:
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- American Association of State Highway and Transportation Officials (AASHTO)

- American Planning Association (APA)

- Federal Highway Administration (FHWA)
  - Manual of Uniform Traffic Control Devices (MUTCD)
  - PEDSAFE: Pedestrian Safety Guide and Countermeasures Selection System

- Institute of Transportation Engineers (ITE)

- National Association of City Transportation Officials (NACTO)

- U.S. Architectural and Transportation Barriers Compliance Board
  - Accessible Rights-of-Way: Design Guide

10. Reporting to City Council

The application of Complete Streets will be a process that requires regular evaluation to determine progress and effectiveness. To facilitate that regular evaluation, the City Manager shall provide a written report to the City Council on an annual basis on the progress and effectiveness of the Complete Streets policy, and any exceptions granted from the Complete Streets policy. Within the Annual Report from the City Manager to the City Council, the performance measures that will be evaluated may include:

- Miles of bicycle lanes, routes or trails built/dedicated by width and type
- Number of bicycle parking facilities installed
- Number of traffic calming facilities built/installled
- Number of traffic control signs/signals installed/upgraded
- Linear feet of pedestrian accommodations built or repaired
- Number of crosswalks built or improved
- Number of ADA accommodations built/installled
- Number of transit accessibility improvements built
- Number of street trees planted
- Maintenance activities of existing Complete Streets facilities
- Number of exceptions approved
- User data – bicycle, pedestrian, transit and traffic counts
- Bicycle and pedestrian accident data
- Total dollar amount spent on Complete Streets Improvements
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