

Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Jim Ortbal

**SUBJECT: SAN JOSE COMPLETE STREETS
DESIGN STANDARDS AND
GUIDELINES**

DATE: April 9, 2018

Approved

D. DSyl

Date

4/20/18

RECOMMENDATION

- (1) Accept the report on San José's Complete Streets Design Standards and Guidelines and adopt a resolution to:
 - (a) Adopt the San José Complete Streets Design Standards and Guidelines that will serve as the official street design guide to be used by staff in the design of San José streets for all roadway users;
 - (b) Adopt Complete Streets principles, implementation methods, and exceptions as required by the Valley Transportation Authority (VTA) to be eligible to receive 2016 VTA Measure B funding; and
 - (c) Endorse the National Association of City Transportation Officials (NACTO)'s Design Guidance, which serves as a model for the City's Complete Streets Standards and Guidelines.
- (2) Approve an ordinance making minor amendments to the San José Municipal Code Titles 9, 11, 13, 17 and 19 to align with the above Council actions.

OUTCOME

Adopting the San José Complete Streets Design Standards and Guidelines helps guide implementation of the Envision San José 2040 General Plan especially as it relates to the public right of way and City street system. Approval of a Complete Streets Resolution makes the City of San José eligible for Santa Clara Valley Transportation Authority (VTA) November 2016 Measure B funds. Endorsing the NACTO Design Guidance fulfills an expectation of the City as a member of the NACTO Organization. Approval of an ordinance to revise sections of the Municipal Code provides legal basis for dictating the 2040 General Plan Complete Streets directives.

April 9, 2018

Subject: San José Complete Streets Design Standards and Guidelines

Page 2 of 7

BACKGROUND

San José's Envision 2040 General Plan sets goals to transform an automobile oriented street system to a more balanced and complete street system for all modes of transportation. As San José experienced significant growth over many decades, the automobile became the primary transportation mode to serve the lower density development that characterized the City. Accordingly, the design of the street system favored automobile travel to handle its demands and capacity needs in the most efficient manner possible. More recently, the City has aimed to balance both its transportation network and the multi-modal use of the transportation system.

To successfully implement the multi-modal goals of the General Plan, it is necessary to create and adopt a complete street system and design guide which focuses on the planning, design, and operation of the street system in a way that is safe, connected, and convenient for all types of users, ages and abilities, including pedestrians, bicyclists, transit riders, and motorists. Additionally, Council adoption of a resolution supporting Complete Streets principles and implementation makes the City of San José eligible to receive 2016 VTA Measure B funds. Lastly, by formally endorsing NACTO Design Guidance, the City will demonstrate its strong support for an organization the City is an active member and receives important benefits, including the national and international street design best practices.

City of San José Complete Streets Design Standards and Guidelines

In 2011, the City adopted the Envision San José 2040 General Plan, which establishes a vision of San José as a "walking and bicycling first" city. The San José Complete Streets Design Standards and Guidelines (Guidelines) is an implementation document and tool for the General Plan. The Guidelines have been developed as a comprehensive set of street designs to direct and guide how the City of San José builds and retrofits streets with elements that embrace all travel modes and activities appropriate for a particular transportation facility. The Guidelines translate the goals in the General Plan into technical design directives and intentions to create streets that are safe, efficient, and convenient for all modes of travel. This includes design in accordance with the City's Vision Zero priorities that aim to achieve the goal of eliminating traffic related deaths and severe injuries. The main design principles in the Guidelines are focused on developing streets that are people-oriented, connected, and resilient.

The San José Complete Streets Design Standards and Guidelines is an ambitious, yet essential step forward towards realizing the goals in the City's Envision 2040 General Plan, Vision Zero Strategy, and in creating a City and street system for the people of San José versus largely for car travel across the City. Given it is ambitious and in many respects transformative, it will naturally be accomplished incrementally as streets are improved through private development process or through the Capital Improvement Program (CIP) of the City. The Department of Transportation has proactively been applying and implementing complete street designs and projects in alignment with the new Guidelines and NACTO's guidance for a number of years through a variety of capital and grant projects, private development activities, and the pavement

April 9, 2018

Subject: San José Complete Streets Design Standards and Guidelines

Page 3 of 7

maintenance program, including the protected, buffered and green bike treatments emerging across the City.

Due to the length and electronic storage size of the document, the San José Complete Streets Design Standards and Guidelines is not provided as an attachment to this memorandum. The Guidelines can be accessed at the following link:

<http://www.sanjoseca.gov/DocumentCenter/View/74857>.

Resolution to Comply with 2016 VTA Measure B Complete Streets Principles

In November 2016, voters in Santa Clara County passed Measure B, a half-cent sales tax for transportation improvements and programs in Santa Clara County. In June 2017, the VTA Board approved Complete Streets Reporting Requirements for Measure B requiring every jurisdiction that receives funding from Measure B to adopt a resolution which includes Complete Streets principles listed in the policy resolution. Recommendation 1 (b) achieves this requirement.

NACTO Design Guidance

NACTO is an organization of large city transportation officials from across the US. The mission of NACTO is to “build cities as places for people, with safe, sustainable, accessible and equitable transportation choices that support a strong economy and vibrant quality of life.” NACTO pursues that mission through a variety of policies, advocacy, practices and design guides. The City of San José Department of Transportation is an active member of NACTO and supports the design principles included in the design guides.

NACTO design guidance, represented through numerous published design guidelines, primarily recognizes that cities are places for people and shifts the parameters of designing urban streets from only considering automobile movement to emphasizing access, safety and mobility for all roadway users. The NACTO design guides also focus on the environmental quality, economic benefit, place making, public health and overall quality of life on urban streets. Staff has been working with NACTO, and its member cities for a number of years, and has had the benefit and experience of applying the progressive and balanced street designs that make up the content of the design guides.

ANALYSIS

San José Complete Streets Design Standards and Guidelines

Through a grant from VTA, the City of San José initiated an effort to update its aging street design guidelines. In partnership with Fehr & Peers, a transportation consulting firm, research was initiated to identify the best practices in street design being applied throughout California and the Nation. NACTO is the recognized national leader in urban street design, and has developed numerous design guides that cover streets, pedestrians, bikes, transit, and green

facilities. Significant content from the NACTO design guides was adapted and incorporated into San José's Complete Streets Design Standards and Guidelines.

The San José Complete Streets Design Standards and Guidelines include the following elements and sections:

- I. Vision and Guiding Street Design Principles
- II. San José Street Types
- III. Elements of Complete Streets
- IV. Complete Intersections
- V. Sidewalks and Walking
- VI. Bicycle Design

The Guidelines are to be used by City staff, consultants, designers, developers, and staff from other agencies in the planning and design of City streets and street related projects.

The development of the new Guidelines has implications to specific City Municipal Code sections, and other City plans, policies, and guidelines. As a result, parallel efforts have been or will be initiated to update and ensure alignment and consistency among all the related governing and guidance documents. The Municipal Code amendments are specified in a recommended ordinance for City Council consideration as part of this overall action. In summary, the Municipal Code changes include the creation of a new chapter that requires all projects in the public right-of-way to follow the Guidelines for street design. This new chapter also describes the conditions for when exceptions to the Guidelines are allowed and the standards for right-of-way widths. Changes to the Municipal Code also include removal of sections no longer relevant, clarifications of authority, incorporation of complete streets terminology and definitions, and references to the Guidelines as the City's manual for street design.

In addition, work has been completed or is underway to update or create the following City policies, design standards, manuals, and guidelines to be in conformance with these guidelines:

Recently Completed

- City Council Policy 5-1 – Transportation Analysis Policy
- San José Transportation Analysis Handbook

Underway

- City Crosswalk Installation Guidelines
- Downtown San José Mobility, Streetscape, and Public Life Plan
- San José Bicycle Plan (update to 2025)
- San José Transportation Mobility Plan

Future

- Urban Village Plans and Station Area Plans
- Downtown San José Streetscape Master Plan

Resolution to Comply with VTA 2016 Measure B Complete Streets Principles

The November 2016 VTA Measure B is estimated to raise roughly \$6.5 billion over 30 years for transportation improvements and programs in Santa Clara County. Measure B includes two programs with formula funds to cities – Local Streets and Roads and Bicycle/Pedestrian Education Funding – as well as numerous competitive programs. Local Streets and Roads is projected to have an estimated allocation of approximately \$19 million annually to the City of San José to be used for local streets and roads pavement maintenance. The Bicycle/Pedestrian Education Fund is projected to bring in approximately \$500,000 annually to the City of San José for the Walk n' Roll program and the Viva Calle open streets event. Measure B also includes a number of competitive funding programs, including Highway Interchanges and Overcrossings and Bicycle/Pedestrian Trail Capital Projects. VTA is requiring all jurisdictions to adopt a Complete Streets principles, implementation requirements, and exception directives before any Measure B funding becomes eligible for disbursement.

The Complete Streets Resolution principles and implementation requirements are in alignment with the goals and strategies in the General Plan (Chapter 1, Major Strategy #6 – Streetscapes for People, Chapter 5 – Transportation Network Designations, and Chapter 6 – Transportation Policies). Current City policies and practices are consistent with, and generally meet or exceed the principles and implementation requirements of the Complete Streets Resolution.

Endorsement of NACTO's Design Guidance

The overarching goals of the NACTO Design Guides are to focus on improving safety for all users of the roadway, and to build cities for people and not for the priority of cars. These same overarching goals are central to the City's General Plan and Vision Zero Strategy. Only through the type of design articulated in the NACTO Design Guides and the San José Complete Streets Design Standards and Guidelines, and ultimately its implementation across the City, can we expect to ultimately achieve Vision Zero in San José, the elimination of all fatalities and severe injuries on City streets as a result of transportation related crashes.

NACTO has developed a variety of design guides to cover the range of urban, street, and travel mode elements of city street and transportation systems, including the following:

- Urban Street Design Guide
- Urban Bikeway Design Guide
- Transit Street Design Guide
- Global Street Design Guide
- Urban Street Stormwater Guide
- Bike Share Station Siting Guide
- Blueprint for Autonomous Urbanism

The NACTO Guides can be found at <https://nacto.org/publications/design-guides/>.

April 9, 2018

Subject: San José Complete Streets Design Standards and Guidelines

Page 6 of 7

EVALUATION AND FOLLOW-UP

If Council approves the recommendations of this memorandum, staff will:

- Use the San José Complete Streets Design Standards and Guidelines as the guiding document for streetscape design in the City of San José and recommend related updates to other guiding City documents and regulations to City Council
- Seek and secure Measure B funding
- Submit the City of San José's official endorsement of NACTO's Design Guidance.

PUBLIC OUTREACH

The Guidelines were presented and discussed with the Developers Industry Representative Meeting, Developers and Construction Roundtable Meeting, Vision Zero San José Advisory Committee, and posted on the City's public website for comments and feedback.

COORDINATION

The San José Complete Streets Design Standards and Guidelines have been developed in coordination with the Departments of Public Works, Planning Building and Code Enforcement, Environmental Services, and the Fire Department. The Design Guidelines were also reviewed by VTA. Staff presented information and material at the February 5, 2018 Transportation & Environment Committee to illustrate the essential elements of the San José Complete Streets Standards and Guidelines. The Committee accepted and supported the recommendations for full City Council consideration and adoption.

The memorandum, resolution, and ordinance were coordinated with the City Attorney's Office.

COMMISSION RECOMMENDATION/INPUT

No commission recommendation or input is associated with this action.

FISCAL/POLICY ALIGNMENT

The San José Complete Streets Standards and Guidelines serves as an implementation tool to aid the City in achieving policy goals of the General Plan and is used in the development of transportation projects through the Capital Improvement Program (CIP).

HONORABLE MAYOR AND CITY COUNCIL

April 9, 2018

Subject: San José Complete Streets Design Standards and Guidelines

Page 7 of 7

COST SUMMARY/IMPLICATIONS

The Guidelines are incorporated into the CIP and specific projects with consideration of available funding. Operating and maintenance cost implications are also evaluated and accounted for at a project level.

CEQA

Determination of Consistency to the Envision San José 2040 General Plan Final Environmental Impact Report (Resolution No. 76041), Supplemental Environmental Impact Report (City Council Resolution No. 77617), and Addenda thereto, PP18-087.

/s/

JIM ORTBAL

Director of Transportation

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