

# Agenda Report

March 3, 2014

**TO:** Honorable Mayor and City Council  
**THROUGH:** Municipal Services Committee (February 25, 2014)  
**FROM:** Department of Transportation  
**SUBJECT: PASADENA STREET TYPES PLAN**

## **RECOMMENDATION:**

It is recommended that the City Council direct staff to analyze the environmental impact of the Pasadena Street Types Plan as part of the General Plan EIR.

## **COMMITTEE AND COMMISSIONS REVIEW AND RECOMMENDATIONS:**

### Municipal Services Committee

The Draft Street Types Plan was presented to the Municipal Services Committee as an information item in April 2013. The Committee directed staff to present the draft Pasadena Street Types Plan to the Transportation Advisory Commission and the Planning Commission for their review and to provide recommendations to the City Council via the Municipal Services Committee.

The Street Types Plans was presented to the Transportation Advisory Commission and the Planning Commission for their review and recommendations. Both commissions passed motions recommending the City Council adopt the Street Types Plan. Below is a summary of comments for both commissions.

### Transportation Advisory Commission

- No changes to the De-emphasized streets identified in the 2004 Mobility Element
- Clarify how the Pedestrian Emphasis Overlay relates to Colleges, institutions and commercial areas

### Planning Commission

- Clearly explain in the report that a street's functional designation does not prohibit it from also being De-Emphasized

- Add a mechanism for regular review and updates
- Change the designation of California Blvd west of Orange Grove to Neighborhood Connector

Staff concurred with all of the commission recommendations and has incorporated them in to the Pasadena Street Types Plan.

### **BACKGROUND:**

Through the update of the General Plan Mobility Element the Department of Transportation is developing the City's first Complete Streets Plan. The Complete Streets Plan is a multi-modal approach to network planning that involves streets, transit needs, bicycle connectivity, and pedestrian design. The development of the Pasadena Complete Streets Plan relies on two basic tenets – a commitment to retain the mature urban environment within Pasadena and a commitment to provide adequately sized and connected facilities for non-auto modes of travel. This is a departure from the regional norm of a supply-driven needs approach that defaults to expanding street capacity to accommodate estimated auto needs.

One of the integral components of the Complete Streets Plan is the Street Types Plan which ultimately guides the physical design of the streets and sidewalks and provides an organizing framework for addressing all modes of travel in Pasadena.

The street classifications included in the Pasadena Street Types Plan are the product of significant public review and comment. The Department of Transportation first developed the Streets Type network in 2010. Over the last three years it has been presented for review and comment to the Transportation Advisory Commission, Planning Commission, General Plan Update Advisory Committee and to the City Council. Staff also conducted a series of focus group meeting with residents from each Council District and the local business community. The Street Types Plan was also a featured topic in a series of Mobility Workshops held throughout the community in November and December 2011. The proposed new street classifications were also presented for review and comment at all of the General Plan Update public meetings and workshops.

### **STREET TYPES PLAN SUMMARY:**

The existing roadway network hierarchy consists of arterial, collector, and local streets. The Street Types Plan updates this traditional functional classification of roadways to recognize both how the street functions in the roadway network as well as to how the street relates to the land uses (context) the street is adjacent to. The Street Types Plan expands on the Multi-Modal and De-Emphasized Street Classifications adopted through the 1994 General Plan Update.

The Street Types Plan supports and implements the objectives and draft policy themes included in the Mobility Element Update.

#### Mobility Element Objectives

- Create a Supportive Climate for Economic Viability
  - Mobility strategies to improve economic and neighborhood vitality
- Enhance Livability
  - Guidelines for greater equity, community health and safety
- Encourage Walking, Biking, Transit, and other Alternatives to Motor Vehicles
  - Strategies to encourage non-auto travel
  - Protection of residential neighborhoods

#### Mobility Element Policy Themes:

- Complete Streets: Streets should accommodate all users such as pedestrians, bicyclist, public transit, skateboarders and scooters.
- Streets should reflect individual neighborhood character and needs, and support healthy activities such as walking and bicycling.
- Street designs should manage vehicle speeds to provide a more comfortable environment for bicyclist and pedestrians.

Through the update of the General Plan Mobility Element Pasadena is addressing a mandate from the State of California to include Complete Street policies and guidelines to meet the mobility needs of all transportation network users. The Street Types Plan is the organizing framework around which street and sidewalk design guidelines are built that will make Pasadena more walkable and bike friendly in support of the City's adopted sustainability goals.

The Street Types Plan recognizes that Pasadena's street network provides a hierarchy of roadways that have been designed over time to allow for higher travel speeds which is often in conflict with the patterns of land use and pedestrian activity that have evolved along these streets. The Street Types Plan addresses this conflict by classifying each street by pairing roadway "function" (design criteria - maximum number of lanes and design speed) with "context" (adjacent land uses relation to the street and levels of activity) to create a coherent network that serves the diverse economic, social, and environmental needs of Pasadena.

The street types system has two components:

- **Function:** The primary travel function of each street in terms of connectivity (regional, citywide, neighborhood, local) and accessibility needs.
- **Modal Emphasis Overlays:** Multi-modal factors that define those parts of the street network which require special consideration to provide the connectivity necessary for the transit, goods movement, and bicycle systems to serve the community.

### Proposed Street Types (Functional Classifications)

#### **City Connectors (3-4 lanes)**

- Primary Use:
  - > Trips between Pasadena and the region and “Crosstown” trips
  - > Access to major destinations

#### **Neighborhood Connectors (2-3 lanes)**

- Primary Use:
  - > Trips between neighborhoods and commercial districts

#### **Access Streets (2 lanes)**

- Primary Use:
  - > Focus on access to parcels
  - > Majority of streets in Pasadena

#### **Alley**

- Primary Use:
  - > Primarily access to rear of lots
  - > Shared as a special category
  - > Designed to mix pedestrians, vehicles across the right-of-way

### Modal Emphasis Overlays

#### **De-Emphasized**

The 1994 Mobility Element identified a number of street segments for which street design measures (such as the removal of travel lanes and curb extensions) were implemented to manage the volume and speed of vehicles on those streets. The Street Types Plan expands the number of De-Emphasized streets segments by including those street segments identified for bicycle emphasis resulting in measures to de-emphasize vehicle speeds and volume on those streets

#### **Bicycle**

The Bicycle Overlay includes all Emphasized Bikeways, Bike Lanes, Bike Routes, Enhanced Bike Routes and Emphasized Bikeways per the Bicycle Transportation Plan as a single overlay type. The inclusion of appropriate bicycle facilities and improvements, per the Bicycle Plan, may affect some aspects of street design.

#### **Transit**

The Transit Overlay reflects corridors with three levels of intensity of transit service identified through the Short Range Transit Plan. Streets with transit service likely warrant special design and management treatments such as curb extensions for bus loading and signal priority to improve bus performance.

### **Truck Routes**

Truck routes are based on existing policy per the 2004 General Plan Mobility Element as updated by City Council action through 2012.

### **Pedestrians**

Based on comments from both the Transportation Advisory Commission and Planning Commission the Pedestrian Overlay has been removed. Both commissions felt the overlay was too restrictive to where pedestrian needs should be incorporated in the street design. The Street Types Plan will now draw on the Land Use designation of an area to determine the pedestrian design and treatments for the street regardless of where it is located.

It is important to note that from the street and sidewalk design perspective, the street types alone are insufficient to address the place-making role of streets. The context of each street in terms of urban form and land use mix, particularly in the way uses relate to the sidewalk, is necessary to address the design attributes of any street type. The specifics of context are addressed in the Design Guidelines component of the Complete Streets Plan and draw from the General Plan Land Use Element.

### **COUNCIL POLICY CONSIDERATION:**

The Pasadena Street Types Program supports the City Council strategic planning goals to improve mobility and accessibility throughout the City.


### **ENVIRONMENTAL ANALYSIS:**

The environmental impact of the proposed street classifications will be analyzed through the preparation of the General Plan Land Use and Mobility Element Environmental Impact Report.

**FISCAL IMPACT:**

There is no fiscal impact associate with the adoption of the Street Types Plan.

Respectfully submitted,

  
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Attachment:            Street Types Maps