

RESOLUTION NO. 2023-

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF TEMECULA ADOPTING A COMPLETE STREETS PROGRAM THAT AIMS TO ENSURE ROADWAYS ACCOMMODATE AND PRIORITIZE THE NEEDS OF ALL USERS AND MAKING A FINDING OF EXEMPTION UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (LONG RANGE PROJECT NO. LR23-0043)

THE CITY COUNCIL OF THE CITY OF TEMECULA DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the City of Temecula, California (the “City”) is a municipal corporation, duly organized and existing under the Constitution and the laws of the State of California; and

WHEREAS, "Complete Streets" is a transportation policy and design approach that calls for streets to safely accommodate all modes; and

WHEREAS, Complete Streets are planned, designed, constructed, operated, and maintained to safely and comfortably accommodate people of all ages and abilities, including pedestrians, cyclists, transit users, motorists, equestrians, persons with disabilities, emergency responders, seniors, youth, families, as well as freight and service operators; and

WHEREAS, the City of Temecula currently supports and pursues Complete Streets through the City of Temecula’s General Plan Update, the Temecula Multi-Use Trails and Bikeways Master Plan, the Quality of Life Masterplan, ADA Self-Evaluation and Transition Plan, the Urban Forest Management Plan, the Local Road Safety Plan, and other plans and policies which will encourage the use of active modes of transportation and contribute directly to the health, safety, economic vitality, environment, and quality of life in Temecula; and

WHEREAS, the City of Temecula will implement Complete Streets in a context-sensitive manner, considering the characteristics of its physical, economic, and social environment, incorporating stakeholder and community values, accommodating current and future land use and transportation needs, and coordinating closely with the General Plan's Mobility Element to reduce congestion, enhance accessibility for all modes, and promote mixed-use development while preserving neighborhood qualities and enhancing transportation connectivity; and

WHEREAS, a balanced suburban community requires a comprehensive and layered network of roadways that can realistically and safely accommodate all travel modes given the land-use context and needs of the community; and

WHEREAS, the City of Temecula shall incorporate Complete Streets principles and design guidelines into all City plans, policies, processes, manuals, ordinances, and programs, including the revision of the City's General Plan and Street Design Manual to conform with this Policy; and

WHEREAS, enhanced collaboration and coordination will be established among City departments including, Planning, Traffic, CIP, Land Development, and Fire, and external transportation and planning agencies; and

WHEREAS, the City of Temecula will establish an internal decision-making process to promote inter-departmental communication and implementation of Complete Streets in transportation infrastructure projects (new, upgraded, and maintenance), ensuring alignment with adopted planning documents; and

WHEREAS, the City of Temecula will assess and update policies, procedures, and design standards for site plans and development requirements to ensure alignment with Complete Streets best practices.; and

WHEREAS, the City of Temecula shall maintain collaborative partnerships with Caltrans, County of Riverside County, Western Riverside Council of Governments, and pertinent agencies to develop updated design policies, guidelines, and secure funding from local, state, and federal sources to enhance Complete Streets projects in alignment with Temecula's Capital Improvement Program (CIP); and

WHEREAS, the City of Temecula's Planning and Public Works Divisions shall be responsible for monitoring Complete Streets implementation progress and provide annual progress of performance measures.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Temecula, hereby finds, determines and declares as follows;

SECTION 1. The City of Temecula adopts the Complete Streets Policy attached hereto as Exhibit A and made part of this Resolution and that said exhibit is hereby approved and adopted.

SECTION 2. That the next substantial revision of the City of Temecula General Plan circulation will incorporate Complete Streets policies and principles consistent with the California Complete Streets Act of 2008 (AB 1358) and with the Complete Streets Policy adopted by this resolution.

SECTION 3. The adoption of the Complete Streets Policy is exempt from the California Environmental Quality Act ("CEQA") pursuant to CEQA Guidelines Section 15061(b)(3) as there is no possibility that the adoption of the Complete Streets Policy will have a significant effect on the environment. The Complete Streets Policy is a policy document and does not approve a project. The Community Development Director is directed to file a Notice of Exemption.

PASSED, APPROVED, AND ADOPTED by the City Council of the City of Temecula
this 28th day of November, 2023.

Zak Schwank, Mayor

ATTEST:

Randi Johl, City Clerk

[SEAL]

STATE OF CALIFORNIA)
COUNTY OF RIVERSIDE) ss
CITY OF TEMECULA)

I, Randi Johl, City Clerk of the City of Temecula, do hereby certify that the foregoing Resolution No. 2023- was duly and regularly adopted by the City Council of the City of Temecula at a meeting thereof held on the 28th day of November, 2023 by the following vote:

AYES: COUNCIL MEMBERS:

NOES: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

Randi Johl, City Clerk

Exhibit A



Subject: Complete Streets Policy

Policy Number: 2023-XX

Effective Date: November 28, 2023

BACKGROUND

Complete Streets is a transportation policy and design approach aimed at creating roadways that accommodate and prioritize the needs of all users. Complete Streets are thoughtfully planned, designed, and built to accommodate people of all ages and abilities safely and comfortably, including pedestrians, cyclists, equestrians, transit users, motorists, as well as freight and service operators. This Complete Streets Policy sets forth an agency's commitment to and implementation process for integrating Complete Streets concepts in transportation planning decisions and roadway design.

In advance of the City of Temecula's General Plan Update, the City is complying with Assembly Bill (AB) 1358, the "California Complete Streets Act." AB 1358 requires cities and counties in California to consider the needs of all road users (including pedestrians, bicyclists, transit riders, and motorists) in the planning and design of transportation projects that receive state or federal funding.

This Complete Streets Policy builds on past and current initiatives to improve multimodal safety and access in Temecula. Temecula's Quality of Life Master Plan (QLMP), adopted in 2022, recognizes transportation mobility and connectivity as a core value of the City and specifically lists development of a Complete Streets Policy as a key goal for 2040. Driven by the community's desire to develop a comprehensive on-street and off-street bicycle and trail network, the City completed a comprehensive update of its Multi-Use Trails and Bikeways Master Plan in 2016. In 2018, the City developed an ADA Self-Evaluation and Transition Plan, which identified programmatic and physical accessibility barriers present within the City. The City also identified several infrastructure-oriented safety countermeasures to prioritize through development of a Local Road Safety Plan (LRSP) in 2022. Additionally, the City completed an update of its Urban Forest Management Plan (2022), which set an ambitious goal to increase citywide tree canopy coverage by 20% over the next 40 years to mitigate the community's greatest climate and health risks.

By adopting a Complete Streets policy, the City of Temecula commits to developing a comprehensive transportation system that facilitates safe access, mobility, economic growth, appealing public spaces, health, and overall well-being for all members of the community. The City's Complete Streets Policy shifts the focus of transportation planning and project development from vehicle movement as the primary goal to the safe movement of people and goods. The Policy acknowledges streets can have varying roles, functions, and levels of activity depending on the context of the surrounding land use and community.

VISION AND INTENT

The City of Temecula is committed to creating a comprehensive multimodal transportation system. Through implementation of this Complete Streets Policy, the City will consistently plan, design, construct, and maintain all transportation facilities within the public right-of-way so that are safe, reliable, efficient, convenient, and connected for all transportation modes.

This Policy directs City decision-makers to consider all transportation system users, with an emphasis on the most vulnerable, when making decisions regarding transportation and land use planning. The City shall work to advance Complete Streets to the greatest extent possible, with a focus on ensuring safe access for people of all ages and abilities.

This Policy shall gradually help reduce the dependence of the automobile from being the only reliable source of travel to a transportation network that supports all modes of transportation, benefiting residents and visitors alike. This approach involves investing in transportation infrastructure that not only supports walking, biking, and public transportation, but also anticipates future transportation trends and facilities, including vehicle ride hailing (such as Uber or Lyft), carpooling, and potentially autonomous transportation options.

The following guiding principles will be considered to implement Complete Streets in the City:

GOALS

- 1. Serve all users and modes.** Develop a transportation network that is context-sensitive and prioritizes safety, comfort, accessibility, and convenience for people of all ages and abilities within the roadway context.
- 2. Increase transportation and mobility options.** Incorporate considerations for walking, biking, public transit, and other alternative transportation modes into all planning and construction endeavors.
- 3. Establish a connected multimodal transportation network.** Expand and enhance the existing transportation network by completing missing links with appropriately sized streets. Project designs should proactively identify and rectify modal gaps or shortcomings, striving to strike a harmonious balance where all modes are served.
- 4. Coordinate land use and transportation.** Create a balanced, modern, and integrated transportation system that is capable of serving current and future travel demand.
- 5. Preserve community character and health.** Establish a transportation system that reduces automobile dependency, improving community health and overall quality of life, while maintaining the unique qualities and assets that make Temecula a desirable place to live.

APPLICABILITY

Except as otherwise stated below, this Policy applies to all roadway project phases undertaken by or under the authority of or subject to the supervision of the City of Temecula, for the improvement of any street and public right-of-way (ROW), including planning, programming, design, acquisition of land, construction, construction engineering, reconstruction, rehabilitation, resurfacing, retrofit and operation. Accommodation for all modes of transportation to safely use the roadway shall be provided during construction or repair work.

In the case where a project is within or connects to a City ROW and/or is owned by another entity, City staff shall work with the ROW/easement owner and/or other entity to the greatest extent possible to advance Complete Streets designs. Entities the City may coordinate with on projects include, but are not limited to, the following: California Department of Transportation (Caltrans), County of Riverside, City of Murrieta, Riverside County Transportation Commission (RCTC), Western Riverside Council of Governments (WRCOG), Riverside County Flood Control and Water Conservation District (RCFC&WCD), and the U.S. Department of Transportation's (USDOT) Federal Highway Administration (FHWA). In addition, this Policy requires City staff to evaluate new development and redevelopment projects and requires connected pedestrian and bicycle access within the development and connecting to and from the surrounding transportation system for approval.

The City will approach every planned project as an opportunity to create a safer and more accessible transportation system for all users.

EXCEPTIONS

There are specific circumstances in which it may not be appropriate to provide bicycle, pedestrian, and/or transit facilities. These exceptions include:

a. **LIMITED-ACCESS ROADWAYS**

This Policy does not apply to corridors where specific users are prohibited by law (e.g., interstate freeway, pedestrian mall). Exclusion of certain users on particular corridors should not exempt projects from accommodating other permitted users.

b. **ORDINARY MAINTENANCE**

This Policy does not apply to routine maintenance such as mowing, cleaning, sweeping, pothole filling, spot repair, concrete joint repair, or other regular or seasonal maintenance.

c. **EMERGENCY REPAIRS**

The Policy does not apply to emergency repairs, i.e., repairs requiring an immediate, rapid response (e.g., water main leak).

d. **DISPROPORTIONATE COSTS**

This Policy does not apply to projects where the cost of integrating Complete Streets design elements is excessively disproportionate to the need or probable use.

e. **PRE-EXISTING PROJECTS**

This Policy does not apply to projects where a reasonable and equivalent project along the same corridor is already programmed to provide adequate Complete Streets design elements.

f. ADVERSE IMPACTS

This Policy does not apply to projects where integrating Complete Streets design elements would have significant adverse impacts that outweigh the positive effects of the infrastructure.

All exceptions shall be specific and approved by the City's CIP Engineering Manager, Director of Public Works, and Director of Community Development (as applicable).

LAND USE & CONTEXT SENSITIVITY

Complete Streets implementation should be sensitive to the unique characteristics of the City's physical, economic, and social environment. The City will take a context-sensitive approach to process and design, giving significant consideration to stakeholder and community values. The City will also consider the surrounding community's current and expected land use and transportation needs. The City shall consider new and revised land use policies, Specific Plan guidelines, and zoning ordinances to specify how transportation projects will serve current and future land use needs. The intent is to establish a comprehensive multimodal transportation system that is coordinated closely with the Circulation Element of the City's General Plan and capable of serving future growth in the City. The City is dedicated to reducing congestion, increasing access for all modes, and encouraging mixed use development at activity nodes throughout the city. The City will work to preserve the desirable characteristics of quiet, calm, safe, family-oriented neighborhoods, while also taking into account the connectivity of the transportation system as a whole for all modes and users.

CALIFORNIA POLICY CONSIDERATIONS

Active transportation has been increasingly recognized as a viable opportunity to reduce vehicle miles traveled (VMT), thereby reducing greenhouse gas (GHG) emissions, improving public health, reducing transportation costs, and improving the economic climate. Diminished driving levels and increased preference for walkable, bikeable, and transit-connected communities, particularly among millennials and empty nesters, is well documented. The movement to make cycling, walking, and public transit feasible transportation options is also supported by several recent pieces of California legislation, including:

- Caltrans Director's Policy 37 (DP-37)¹
 - This policy requires all new transportation projects funded or overseen by Caltrans to provide comfortable, convenient, and connected Complete Streets facilities for people walking, biking, and taking transit or passenger rail.
- Complete Streets Act of 2008 (AB 1358)
 - This act requires all cities and counties in California to include Complete Streets policies as part of any substantial revision to the Circulation Element of their General Plan.
- Global Warming Solutions Act of 2006 (AB 32) and Sustainable Communities and Climate Protection Act of 2008 (Senate Bill 375)
 - These acts outline California's goals for reducing GHG emissions through integrated land use and transportation planning.

1 <https://dot.ca.gov/-/media/dot-media/programs/esta/documents/dp-37-complete-streets-a11y.pdf>

COMPLETE STREETS DESIGN

Transportation projects and maintenance activities shall be:

- Suitable and appropriate to the function and context of the transportation facility.
- Sensitive to neighborhood context and cognizant of neighborhood needs.
- Flexible in project design to ensure that all users have safe access and use.
- Considered a component of a comprehensive, integrated, and interconnected transportation network that allows all users to choose between different modes of travel.
- Consistent and compatible with the City of Temecula's Multi-Use Trails and Bikeways Master Plan, General Plan, Quality of Life Master Plan, Local Road Safety Plan, Urban Forest Management Plan, Americans with Disabilities Act (ADA) Self Evaluation and Transition Plan, Communications Master Plan, and any relevant Specific Plans.

Facilities shall be designed and constructed in accordance with current applicable laws and regulations, using best practices and guidance from a variety of organizations, as long as they do not conflict with the principles outlined in this Complete Streets Policy.

Best practices may include, but are not limited to, the following:

- Caltrans Complete Streets Elements Toolbox
- American Association of State Highway and Transportation Officials' (AASHTO) *Guide for the Planning, Design, and Operation of Pedestrians Facilities*
- AASHTO's *Guide for the Development of Bicycle Facilities*
- Federal Highway Administration's (FHWA) *Achieving Multimodal Networks: Applying Design Flexibility and Reducing Conflicts*
- FHWA's *Separated Bike Lane Planning and Design Guide*
- FHWA's *Incorporating On-Road Bicycle Networks into Resurfacing Projects Report*
- Institute of Transportation Engineers' (ITE) *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*
- National Association of City Transportation Officials' (NACTO) *Urban Street Design Guide*
- NACTO's *Transit Street Design Guide*
- NACTO's *Urban Bikeway Design Guide*
- NACTO's *Urban Street Stormwater Guide*
- U.S. Access Board's *Public Right-of-Way Accessibility Guidelines (PROWAG)*
- National Cooperative Highway Research Program's (NCHRP) *Multimodal Level of Service Analysis for Urban Streets Report*

Design standards required for state or federally funded projects will supersede local requirements if there is an actual conflict between the local and state or federal standards and if funding will be impacted by adherence to the local standards.

Design standards include, but are not limited to, the following:

- U.S. Department of Justice's (DOJ) *ADA Standards for Accessible Design*
- AASHTO's *A Policy on Geometric Design of Highways and Streets (Green Book)*
- Caltrans' *Highway Design Manual (HDM)*
- Caltrans' *Plans Preparation Manual (PPM)*
- Caltrans' *California Manual on Uniform Traffic Control Devices (CA MUTCD)*
- FHWA's *Manual on Uniform Traffic Control Devices (MUTCD)*

IMPLEMENTATION STEPS

Complete Streets implementation will require ongoing cooperation and collaboration among a diverse array of stakeholders. The City will take the following steps to facilitate the process:

- The City shall integrate Complete Streets principles and design guidelines into all City plans, policies, processes, manuals, ordinances, and programs. This includes updating the City's General Plan and Street Design Manual to align with the principles of this Policy.
- The City shall develop a layered network concept as part of the Circulation Element in the General Plan Update to identify the priority mode(s) (Transit, Pedestrian, Bicycle, Auto, or Goods Movement) for each corridor depending on the context of the adjacent land use. This approach reduces potential conflict inherent in trying to design all roadways for all uses. By overlaying various modal layers, a logical and more comfortable multimodal network is created.
- The City shall develop an internal decision-making process to ensure that transportation infrastructure projects (new facilities, upgraded facilities, and maintenance projects) are implementing Complete Streets where practical by considering the feasibility of Complete Streets improvements and ensuring consistency with other planning documents the City has adopted.
- The City shall review, revise, and/or recommend changes to all policies, procedures, and design standards associated with site plans and other requirements for public and private development to ensure best practices are utilized to support Complete Streets.
- The City shall promote collaboration and coordination between City Departments and various Divisions, including Planning, Traffic, CIP, Land Development, and Fire, and with other transportation and planning agencies.
- The City shall develop new design policies and guidelines or revise existing ones to reflect the current state of best practices in transportation design. The City may also consider adopting national, state, or SCAG's local design guidance.
- The City shall continue to identify local, state, and federal funds to implement Complete Streets projects to supplement Temecula's Capital Improvement Program (CIP). This will require a continued partnership and coordination with several agencies, including but not limited to: RCTC, WRCOG, City of Murrieta, County of Riverside, RCFC&WCD, California Transportation Commission (CTC), Caltrans District 8, FHWA, and the U.S. Department of Housing and Urban Development (HUD). Local funding opportunities include, but are not limited to, the following:
 - Proactively incorporating and bundling multimodal improvements with maintenance projects, capital improvement projects, ROW construction, and other local and regional transportation projects to transition the existing ROW to a more complete corridor.
 - Considering lower-cost, high-benefit, quick-build engineering treatments for near-term traffic safety improvements.

PERFORMANCE MEASURES

Complete Streets implementation will be a process that requires regular evaluation to assess progress and effectiveness. The City's Planning and Traffic Divisions will be responsible for annual tracking and reporting performance measures. The performance measures that will be evaluated include, but are not limited to, the following:

- Miles of bicycle lanes, routes, and trails installed/dedicated by width and type
- Number of bicycle parking facilities installed
- Number of traffic calming facilities installed

- Linear feet of pedestrian accommodations installed or repaired
- Number of crosswalks installed or improved
- Number of missing or noncompliant curb ramps constructed and/or upgraded
- Number of ADA accommodations installed
- Number of transit accessibility improvements installed
- Percent of City lane miles that meet or exceed Pavement Condition Index (PCI) standard of 70
- Number of new trees planted
- Pedestrian-scale lighting fixtures installed
- Number of exceptions approved
- Citywide average Walk Score
- Meets or exceeds Gold Level Bicycle-Friendly Community
- Bicycle and pedestrian counts (performed every three years)
- Traffic counts (performed every year)
- Number of students that walk or bike to school
- Bicycle, pedestrian, and motorcyclist crash data involving serious injuries or fatalities
- Total dollar amount spent on Complete Streets projects or portions of projects