



# Chapter Four

## Policy and Ordinance Recommendations

### Background

This Pedestrian and Bicycle Master Plan follows the adoption of the City of Marina General Plan. A General Plan is a document with a very broad purpose: to describe current conditions in the City, to spell out a vision for a desired future, and to outline the steps various City programs will take to move the community toward that future. The General Plan covers environmental issues, land use, public safety, social programs, circulation, City financing and engineering responsibilities, relations with other jurisdictions and outside agencies, and quality of life programs. Because of its scope and complexity, a General Plan seldom carries all the detail necessary to fully cover one issue area; hence the Pedestrian and Bicycle Master Plan. This chapter continues the work of previous chapters, making specific recommendations that need to be carried over and inserted into the General Plan. In some cases language is similar or complementary to wording in the Bicycle and Pedestrian Master Plan Recommendations. Language has been checked to assure that there are no inconsistencies.

“A General Plan is a document with a very broad purpose: to describe current conditions in the City, to spell out a vision for a desired future, and to outline the steps various City programs will take to move the community toward that future.”

This Pedestrian and Bicycle Master Plan is necessary to fully develop programs for these important means of travel. The policies in this Chapter build on the broader policy statements in the General Plan.

Consistency between these two documents, and other City regulations, is required under California law. Therefore, the adoption of this Pedestrian and Bicycle Master Plan may require revisions to the General Plan and other documents guiding City and private sector activities.



Safe accommodation of pedestrians is achieved by clear policies encouraging low speed travel through pedestrian-active areas, well defined and designed crosswalks, and adequate sight distances. This document provides a combination of needed policies to make walking a success.

This Chapter includes policies for pedestrian and bicycle travel, and also outlines the specific steps that should be undertaken to merge this Pedestrian and Bicycle Master Plan into existing programs and documents. It begins with six sets of specific policies developed for this Master Plan:

1. Pedestrian safety policies,
2. Pedestrian accommodation policies,
3. Bicycle safety policies,
4. Bicycle accommodation policies,
5. Policies directed at both modes of travel,
6. Land Use policies supporting walking.

Next comes a discussion of recommended changes to the existing General Plan, mostly minor corrections for consistency purposes. Finally, City ordinances and programs that should be examined for consistency with this Master Plan are discussed.

### Pedestrian Policies

These policies give the highest priority to pedestrian safety, access and accommodation, because pedestrians are the most vulnerable and overlooked travelers. Proper accommodation of people on foot is essential to all transportation modes, provides choice in travel, reduces overall costs of transportation, and leads to healthy, sustainable, secure and economically viable communities and healthy, active lifestyles for its people.

### Safety

The inattentive very young, the disabled, and elderly citizens with limited agility must not be placed in danger because they are not poised to leap out of harm’s way. Since 40% of all traffic deaths in cities in America are people who are not in cars, pedestrian safety deserves the highest level of attention.

Policies:

1. In all transportation planning, engineering, and design activities, pedestrian safety shall have the highest priority, since walking serves people who do not ride bikes because of infirmity or age. (Linked with Primary Policy 3.3.4)
2. Traffic enforcement shall be targeted at automobile drivers who violate the rights or endanger the safety of pedestrians. (Linked with Primary Policy 3.3.4)

### Accommodation

Walking requires (1) high levels of connectivity; such as a cohesive pedestrian network, pedestrian scaled streets, convenient and well designed crossings of roadways, access to transit, (2) appropriate street character, such as appropriate



Policies must be sensitive to the harsh and diverse conditions of the City’s streets. Designs must be flexible enough to anticipate events, as well as day-to-day casual walking. This permanent walkway sun roof is great for festival days, but also provides pleasant aesthetics to the street 24 hours a day.

sized and scaled lanes, buffers to moving traffic and speed management, and (3) supportive land uses such as mixed land uses, compact land form, infill development and many “eyes on the street.”

Policies:

1. In all transportation and land use planning, engineering, and design activities, pedestrian accommodation shall have the highest priority, since walking is the key to the success of affordable transportation systems, transportation choice and healthy, sustainable, secure and economically viable communities and healthy lifestyles for people. (Linked with Primary Policy 3.3.4)
2. Accommodating the pedestrian shall be a priority when roadways are resurfaced, rebuilt, or when other changes in use of public and private streets under control of the City occur. Accommodating the pedestrian will be prioritized in the design, construction, operation and maintenance of all new roadways.
3. Accommodating the pedestrian shall be prioritized in all changes in land use, and especially infill projects.
4. Accommodating the pedestrian shall be prioritized in all new land development opportunities.
5. Pedestrian-activity zones, identified in this Master Plan, shall receive priority emphasis and treatments outlined in this policy.



***Above: (1) Accommodating the pedestrian requires compact village form and mixed use development; (2) narrowing of overly wide streets (Rector Street used to go to back of current sidewalk) adding planter strips and trees, (3) making new street connections in former cul-de-sac neighborhoods (crime was reduced once this street was made more accessible); and (4) creating pedestrian-activity zones supporting high intensity land uses. All scenes from Asheville, North Carolina.***





## Bicycle Policies

Bicycles and inline skating have many advantages over walking or driving. In congested situations, a bicyclist or skater can get to a destination as fast as a car, with a much lower environmental impact. In all settings, bicycle travel is faster than walking, and every bit as healthy and enjoyable. Bicycling is a primary means of transportation for older children that need to travel to more distant locations, but are not yet able to drive motor vehicles. It provides teenagers with independence and choice of movement. Bicycling is a healthy means for older residents to stay active, providing effective means for transportation and independent living.

However, since bicycles often share the road with automobiles, great care must be taken to design a safe transportation network that minimizes conflicts between the modes. Helping both sets of users understand and obey the rules is also critical.

Proper accommodation of people using bicycles, scooters, or inline skates for their travel extends the practical distance of walking travel from one-half mile distances to up to 3 to 5 miles.

From forty to sixty percent of all travel in communities can be non-auto. By converting many non-essential driving trips to walking and bicycling, transportation costs and hard surfacing of communities can be trimmed significantly.

## Safety

Policies:

1. Bicycle education programs shall be developed to promote safe and legal cycling. (Linked with Primary Policy 3.3.4)
2. Enforcement programs shall treat bicycle violations that endanger the safety of the rider or others very seriously.
3. Enforcement programs shall maintain a focus on automobile drivers who violate the rights of bicyclists or endanger their safety.



## Accommodation

Policies:

1. In all transportation and land use planning, engineering, and design activities, bicyclist accommodation shall have the highest priority, since bicycling greatly extends the practical range of travel without being dependent on the automobile. (Linked with Primary Policy 3.3.4)
2. Accommodating the bicyclist shall be a priority when roadways are rebuilt or resurfaced and other changes in use of public and private streets under control of the City.
3. Accommodating the bicyclist shall be targeted to the design, construction, operations and maintenance of all new roadways.
4. Accommodating the bicyclist shall be included to all changes in land use, and especially infill projects.
5. Accommodating the bicyclist shall be targeted to all new land development opportunities.



## Combined Pedestrian and Bicycle Policies

Most programs and policies addressing walking and bicycling can promote both means of travel. In many circumstances, such as parks and greenbelts, bicyclists and pedestrians can safely and happily share off-street pathways. As long as both sets of users are polite and considerate, problems will be limited. However, if those pathways are too narrow, poorly designed, or overcrowded, the City must pay attention and find solutions.

In many cases, even though bicycles will use the on-street bike lanes and pedestrians the sidewalks, their needs are similar. Both modes must be promoted because they serve a large population of residents that do not drive, and because they are environmentally sound. Both modes require well-designed facilities, such as street crossings, but the most critical measures address automobile speeds and turning movements that can be safety threats.





Future neighborhoods should be built to ensure that walking and bicycling are given sufficient space, quality and security so that they can function as 24-hour facilities. Trails and bike lanes are essential, but attention should also be given to related issues such as the retrofitting of ugly and dysfunctional corridors (see below before and after scene) along pedestrian corridors and activity zones.



Finally, funding for pedestrian and bicycle facilities is not often included in mainstream road budgets. Public expenditures for roadways should be all-inclusive and supportive of all transportation modes. Walking and bicycling components of roadways provide the highest return on investment, helping create the most affordable transportation system. Future budgets should not favor one mode of transportation over another, and when feasible should give highest priority to walking and bicycling, the most affordable transportation choices.

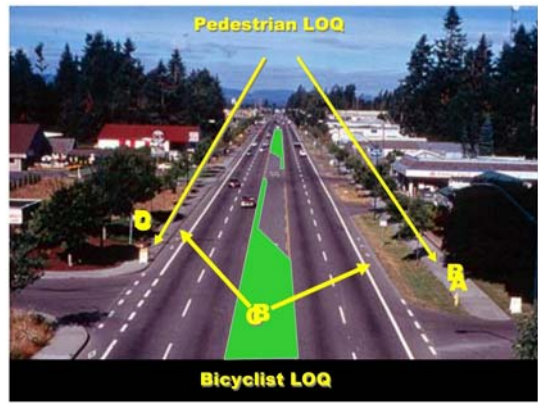
In addition, many alternative funding sources such as grants, air quality funds, or trip reduction fee programs are available for walking and bicycling, and should be aggressively pursued.

Policies:

1. Priority shall be given to completing a network of pedestrian and bicycle facilities serving schools, parks, neighborhood shopping centers, transit hubs and other high activity areas. (Linked with Primary Policy 3.3.7)
2. Corridors attracting high levels of pedestrian and bicycle activity shall be given special treatment to ensure that a safe and pleasant experience is retained in spite of high volumes.
3. When designing or refurbishing streets and intersections — except for controlled access thoroughfares — pedestrian and bicycle needs shall be given higher than equal consideration to motorized vehicle needs. (Linked with Primary Policy 3.3.9)
4. Marina’s streets and transportation system are heavily auto-oriented. To overcome this auto-oriented emphasis future street improvements shall not be focused primarily on increasing motor vehicle capacity to relieve congestion. Instead, in certain areas of town where villages are desired, the amount of traffic will increase to fill the capacity of the roadway. Improving conditions for pedestrians and other alternative modes, balanced with

investments in improving traffic movement, is the most effective and affordable way to address congestion.

5. Pedestrian and bicycle safety shall have priority over traffic flow. (Linked with Primary Policy 3.3.4)
6. Future intersection changes on any collector or arterial roadway shall fully accommodate the safety, comfort and convenience of pedestrians and bicyclists through geometric, operations and maintenance practices.
7. To provide crossing access controls and improve safety for all users, multiple laned roads shall be converted into safer and more efficient boulevard-style streets at the earliest possible time.
8. Future streets shall provide an interconnected grid to better distribute traffic loads, keeping the numbers of lanes and widths of lanes to more pedestrian-scaled levels.
9. Interconnected through-streets shall be featured in all new development. Well connected and dispersed traffic loads across a number of pedestrian-scaled streets provide the most affordable, safe, secure, active and friendly community.
10. In all future development, a continuous non-roadway pedestrian and bicycle network shall accentuate the convenience of walking, providing realistic ways for people to travel without being car dependent.
11. Where necessary for safety or enjoyment, certain facilities may be designated as pedestrian only, or bike only; but both modes shall be accommodated with separate and direct facilities.



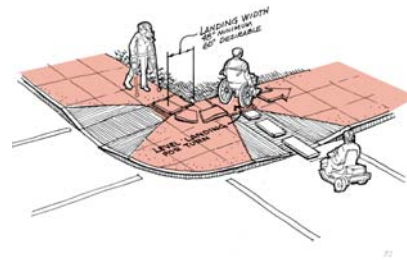




12. The City of Marina shall adopt policies regarding other alternative means of travel used for transportation and pleasure, including wheelchairs, roller blades, skate boards, scooters, and Segways.
13. Priority shall be given to creating pleasant environments for pedestrians and bicyclists with shading, landscaping, street furniture, and other features.
14. Traffic lights and their activation mechanisms shall be timed to give priority to pedestrian and bicycle travel.
15. High-visibility striping and/or alternative paving treatments for pedestrian crossings shall be used in order to increase the visibility of crosswalks on uncontrolled approaches to unsignalized intersections, at midblock crossings and in pedestrian-intensive areas.
16. Traffic signal equipment that enhances safe and orderly pedestrian crossings — such as countdown signals — shall be given priority status on any roadway with four or more lanes.
17. Multiple laned roadways shall be given priority funding for improvements to pedestrian crossings — including prohibiting parking within a minimum of 20 feet from crosswalks — landscaping and street furniture guidelines to preserve lines of sight, curb extensions and lighting.



18. In order to reduce vehicle speeds around corners and reduce pedestrian crossing distances, curb radii at intersections within pedestrian-intensity areas shall be 10 to 15 feet where curb bulbouts are not used, while wider curb radii (25'-30') may be used at intersections where vehicle size (trucks and buses) is an issue.
19. Priority shall be given to pedestrian-friendly signal timing, especially in pedestrian-activity zones, allowing average people to cross intersections at reasonable walking speeds, and minimizing delay waiting for signals. Pedestrian lead intervals, and other systems that support crossings by people, will also be emphasized.
20. Curb ramps and other elements leading to universal design (ADA), and barrier removal, in compliance with ADA regulations, will be a top priority of the community. A separate plan will be developed at an early date to address universal design priority locations and features. Where feasible, two ramps will be provided per corner at right angles to the curb, rather than having one "diagonal" curb ramp per corner.
21. Enhanced connectivity and crossings shall be provided at all appropriate locations within a one-half mile radius of the new transit hub.
22. As a means of promoting alternative transportation, including walking and bicycling, Level of Service (LOS) Standards at higher intensity activity centers may be exceeded during peak commute hours. (Linked with Primary Policy 3.9)
23. The City of Marina shall cooperate with the school and transit districts in creating safe and direct pedestrian and bicycle routes between home and school, as well as home, work and transit. (Linked with Primary Policy 3.3.9)



24. Aggressive traffic calming measures shall be employed to address safety issues on streets with a high level of pedestrian or bicycle school traffic. (Linked with Transportation Policy 3.15)
25. New neighborhoods shall be designed with a connected network of streets to provide route options and direct travel for pedestrians and bicyclists.
26. Any new block, and where feasible any existing block, that is longer than 600 feet shall have a pedestrian and bicycle passageway at mid-block, and multiple passageways at no more than 500 foot increments on very long blocks.
27. On-street parking and/or bicycle lanes shall be a priority on all roadways to provide a buffer between motor vehicles and pedestrians
28. No street closure or abandonment shall be allowed unless pedestrian, bicycle and, when needed, emergency response access rights are retained.
29. Quantifiable pedestrian and bicycle network service quality measures and objectives, that include convenience and comfort, shall be developed as suggested in this document. A guide to the creation of these objectives is included in the recommendations chapter.
30. Pedestrian-scaled lighting (12 to 20 feet from the ground) shall be provided in all pedestrian activity zones and pedestrian emphasis areas in addition to roadway lighting.



Today the City of Marina has many roadway systems overly supportive of motor vehicles. In addition to being ugly, many of these systems fail to support walking and bicycling. Speeds are often high, crossing widths are excessive, and many broken links or poor connections make walking and bicycling awkward, unsafe and insecure choices.



31. Trees, planting strips, bollards and other treatments shall be provided in all pedestrian-activity zones, all parking lots of more than 24 spaces, and other pedestrian priority locations to maximize green space, create a sense of enclosure and scale, create an effective buffer between the sidewalk and the street, and reduce the heat gain of pavement. Tree canopies for parking lots are to eventually cover 50% of the lot at the time of trees' maturity (approximately ten years from planting). To achieve this, trees should be planted "orchard style" (evenly spaced throughout the lot).



32. Parking lots under 24 parking spaces are required to provide attractive street-side edges. Vehicular curb cut widths are limited to 12 feet for an entry or exit only, or 20 feet when a joint entry/exit is approved. These entry and exit ramps shall be flat across at least 5 feet of residential area sidewalks, and the full functional width of walkways in commercial areas.



33. Pedestrian amenities shall be provided in all pedestrian-activity areas. These include seating, news racks, recycling bins, water fountains, outdoor cafes, retail displays, information kiosks, wayfinding aids and public art.





## Land Use Policies

Complementary land uses, appropriate densities and compact, mixed use development are necessary to make walking and bicycling viable. Pedestrians and bicyclists see and react to a community at a much lower speed, and up close. They draw their comfort not from their cars' interior, but from the physical environment. Thus fine-grained detail is needed in street and land features to make walking and bicycling workable. Revision of the General Plan is needed to make walking and bicycling successful. Pro-walking and bicycling land development and redevelopment features should be addressed.

1. Pedestrian and bicycling corridors, known as “green streets,” shall be provided in pedestrian-intensive “villages” or “districts” that will be identified and refined in subsequent visioning and planning work.
2. To eliminate the blank wall effect of parking lots and vacant parcels, high priority for infill development shall be given to corridors, connectors and locations where walking and bicycling connectivity, and where pedestrian-activity zones, are created.
3. Land uses shall be mixed in high, medium and even low density areas of the City, in order to help ensure around-the-clock activity, and to improve non-automotive access to activities.
4. Pleasant gathering places allow people to rest, and provide visual interest. The scale of these areas is secondary to the quality and multiple uses of the space. In general, such activity centers shall be spaced to capture travel from all homes and businesses with no more than a 1/8<sup>th</sup> mile walk. Accessibility, visibility and attractiveness shall dictate the design of these activity centers.

This proposed City of Marina parcel development is auto-centric in design. Land use policies supporting walking, bicycling and village life require buildings to be proximate to the street, articulation, shade, “eyes on the street,” parking to the rear, and numerous other land use features called for in this policies chapter. The good news is that developers and the City can make far more money, at more affordable infrastructure costs, than with the more conventional sprawl settlement pattern.



5. Buildings shall be designed to provide “eyes on the street” and visibility to bicycle and pedestrian corridors, gathering locations, and parking lots. Along these corridors and locations, buildings shall be built at an appropriate height, with many doors and windows watching over physical space, and proximate to the street.
6. Blank façades, mirrored or darkly tinted glass, tall non-transparent fences or walls or other features that obscure the visual connection between pedestrians and adjacent buildings shall be avoided.
7. Architectural details of buildings shall provide visual interest and shade, rain protection, and reduce the feeling of exposure for the pedestrian while helping make walking more attractive.
8. Shared parking and reduced off-street parking requirements will allow a more compact village form. Mixed use development allows peak parking demands at different times, thus reducing physical space. In general, municipal lots shall be given priority. Parking maximums, rather than minimum requirements, shall be established.
9. New streets and converted streets shall include on-street parking, allowing developers to use these spaces to meet parking requirements. Surface parking lots, whenever feasible, shall be at the rear and sometimes to the side of buildings, thus reducing the visual dominance of the auto and conflicts with pedestrians. Mixed use, and other styles of development, shall place “eyes on the parking lot.” These areas shall be properly lit for security needs.



Above: Present day Marina has many open lots and auto-centric land design. Below: A focus on land use details, including pedestrian accessibility, articulation of buildings, eyes on the street, proper locations and policies for parking, and other issues must be addressed.



10. Parking lots shall provide clear, direct and attractive internal pedestrian circulation networks provided to building entrances and surrounding sidewalks.
11. Pedestrians walking along sidewalks shall not be required unusual or uncomfortable access to the rear of buildings.
12. Buildings and building entrances shall be built in such a way that, with the use of paseos, or other safe, well-lit passageways, a pedestrian need not go more than 200 feet out of their direction of travel. The arrangement of the passageway should be attractive and help assure security with “eyes on the space.” This connectivity is best achieved through conceptual and master plan development of areas.



Top Photo: Example of a well designed set of town homes, with parking to the rear. A drive forms a narrow entry, U-shape delivery and exit that minimizes disruption to walking. Below: Some short parking lots to sides of buildings can be made attractive and functional. Under recommended parking lot landscaping, this area falls below the minimum requiring trees. However, entry landscaping features providing an aesthetic street-side treatment would be required.





## General Plan Policy Recommendations

When this Master Plan is adopted, a few specific amendments to the existing General Plan will be necessary. The first is to incorporate this Master Plan into the General Plan. Other more minor changes are necessary.

### Inclusion of Pedestrian and Bicycle Master Plan in General Plan

1. Upon adoption of this Pedestrian and Bicycle Master Plan, the Marina General Plan shall be amended to incorporate this Master Plan by reference.

## General Plan Policy Recommendations

Add the following policies:

1. Pedestrian, bicycle and motorist safety, accommodation and convenience shall have priority over automobile traffic capacity in designing and operating transportation facilities. In key areas of town, to be defined by specific plans, congestion will be permitted to play itself out while allowing for orderly, appropriate village style speed and steady progression of traffic.
2. The Level of Service (LOS) Standards in Policy 3.9 shall be reevaluated to avoid the economic waste of trip inducing excess capacity and to allow appropriate levels of peak hour congestion to serve as an incentive for alternative transportation.
3. Completion of a citywide pedestrian and bicycle network shall be a high priority, and funding will be aggressively pursued.

## Additional Recommendations

Pedestrian and bicycle facilities are built with funds from a variety of sources. Two primary sources are routine City infrastructure improvement funds, and fees on nearby development. Assuring appropriate outlays from both these sources requires two different approaches. City expenditures can be monitored and discussed during annual budget hearings, while development fees are often set by the Subdivision Ordinance or a similar mechanism. These processes, and possibly others, must be

revisited once this Master Plan is adopted and the General Plan is suitably modified.

### Recommendations:

1. The City shall establish a process for annual reporting during the budget adoption process on the state of pedestrian and bicycle programs and infrastructure, and develop funding to continue building the intended citywide network of facilities.
2. The City of Marina Subdivision Ordinance shall be modified as necessary to insure that pedestrian and bicycle facilities are included in all new development and significant redevelopment projects.
3. The City shall identify other City ordinances and programs that may support pedestrian and bicycle travel, and make changes as appropriate.



Emergency responders fear that narrower, healthier, safer neighborhood streets may slow response times. Flexibility in design of roads and use of additional emergency equipment will help resolve many of these issues. This unit is 5 feet wide, 14 feet long, moves at speeds of up to 40 mph, has most conventional emergency equipment, and maximizes access.

