

RESOLUTION NO. 5937-18

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF GARDEN GROVE RECOMMENDING THE CITY COUNCIL APPROVE GENERAL PLAN AMENDMENT NO. GPA-003-2018.

WHEREAS, the City of Garden Grove has initiated a General Plan Amendment to adopt a bicycle and pedestrian master plan, the Garden Grove Active Streets Plan (the "Plan"), which Citywide will further active transportation by adding to and improving the bicycle and pedestrian network and include certain bicycle infrastructure improvements that were approved for implementation and grant funding under the OCTA Bicycle Corridor Improvement Program. The bikeway improvements require an amendment to the Master plan of Arterial Highways, which has been approved by the OCTA Board of Directors. The City working with consultants, Alta Planning + Design and Iteris, prepared the Garden Grove Active Streets Plan.

WHEREAS, the General Plan Amendment No. GPA-003-2018 will amend the Circulation Element of the General Plan and will: add Active Transportation goals, policies, and implementations to the Circulation Element; replace the existing "Master Plan of Bikeway Facilities", Exhibit CIR-7, with the Active Streets Master Plan, "Bike Facility Network" map; amend the Existing Circulation System and MPAH Designations map (Exhibit CIR-1) and the Master Plan of Streets and Highways, (Exhibit CIR-4) in keeping with the changes to the OCTA Master Plan of Arterial Highways (as approved by OCTA) for West Street (Orangewood Avenue to Garden Grove Boulevard) and Gilbert Street (Katella Avenue to Chapman Avenue); and adopt the entire Garden Grove Active Streets Plan as an appendix.

WHEREAS, the proposed project is categorically exempt from the California Environmental Quality Act ("CEQA") pursuant to the exemption for "Minor Alterations to Land", CEQA Guidelines Section 15304 (h) ("the creation of bicycle lanes on existing rights-of-way") and pursuant to the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment and that where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA, CEQA Guidelines Section 15061 (b) (3).

WHEREAS, pursuant to a legal notice, a public hearing was held by the Planning Commission on September 20, 2018, and all interested persons were given an opportunity to be heard; and

WHEREAS, the Planning Commission gave due and careful consideration to the matter during its meeting of September 20, 2018.

NOW, THEREFORE, THE PLANNING COMMISSION OF THE CITY OF GARDEN GROVE FURTHER FINDS, DETERMINES, AND RESOLVES AS FOLLOWS:

1. Recommendation of Approval.

The Planning Commission does hereby recommend that the City Council approve General Plan Amendment No. GPA-003-2018 to adopt the Active Streets Master Plan into the Circulation Element as an appendix and to amend the Circulation Element to implement specific text and exhibit changes describe in Exhibit "A" attached hereto.

BE IT FURTHER RESOLVED, FOUND AND DETERMINED that the facts and reasons supporting the conclusion of the Planning Commission, as required under Municipal Code Section 9.08.030, are as follows:

FACTS:

The City of Garden Grove was awarded a SCAG Sustainability Planning Grant in 2013 to fund a bicycle and pedestrian master plan and to hold an Open Streets event.

Through the SCAG grant, the consulting firm, Alta Planning + Design, was hired with their sub-consultant, Iteris Engineering, to create the bicycle and pedestrian master plan. At the same time, CARS, Community Arts Resources, was hired to produce the Open Streets event, "By Day & By Night" on October 10, 2015. The master plan was named, Garden Grove Active Streets Plan.

The public outreach for the Active Streets Master Plan included six major components, including a pop-up demonstration at an Open Streets event, two community workshops held at events, a Community Advisory Committee, a project website with interactive online map and online survey, and the previous community outreach from the 2015 "Community in Motion" plan.

Community workshops engaged 100 participants at the "By Day & By Night" Open Streets event (10-10-2015) and 230 participants at the 60th Anniversary-Diamond Jubilee Celebration (06-18-2016). The online interactive map received 220 Citywide suggestions mapped by residents, commuters, and visitors.

The Active Streets Master Plan includes careful study of the local factors influencing biking and walking conditions. These findings were used to develop a long-term vision for biking and walking in Garden Grove and setting priorities to help the City achieve this vision. The Alta project team reviewed existing conditions for biking and walking in Garden Grove, conducted bicycle and pedestrian counts at nine locations across the City, and analyzed bicycle and pedestrian collision data.

The data showed a significant need to improve the bicycle and pedestrian safety in Garden Grove. Between 2009 and 2014, 754 collisions were reported in Garden

Grove that involved a bicyclist or a pedestrian and 20 pedestrians and 5 bicyclists died as a result of a collision with a motor vehicle.

During bicycle counts, 95% of all bicyclists riding in the City were riding on the sidewalks. Furthermore, approximately 40% of the bicyclists rode on the sidewalk in locations where a bike lane was present.

The Active Streets Master Plan recommends policies and tools for the City and its partners to use in implementing programs and infrastructure improvements, and provides implementation strategies to create better connectivity throughout Garden Grove and the surrounding region. In total, the plan recommends 55.3 miles of new bicycle facilities, as well as 9.3 miles of updated existing facilities. The plan also recommends 20.4 miles of Complete Streets and Separated Bikeway potential study corridors.

Based on analysis from the Active Streets Plan, the City proposed bikeway corridor improvements and was awarded an OCTA Bicycle Corridor Improvement Program (BCIP) grant at the end of 2016. The Garden Grove Bicycle Corridor Improvement project is to design and construct 6.5 miles of new bikeways and improve 8.35 miles of existing, but underutilized bikeways. The City selected a network of 5 priority streets on which to make improvements, which include creating new bike lanes through road rebalancing (2.66 miles on West Street and Gilbert Street), striping buffers to existing bike lanes (6 miles on Brookhurst Street and Chapman Avenue), striping bike lane network gaps (1.2 miles on Brookhurst Street), and providing bicycle wayfinding signs along all the proposed corridors (14.85 miles).

The exhibit in the General Plan, Exhibit CIR-1, "Existing Circulation System and MPAH Designations" map will be changed to be consistent with the approved changes to the OCTA MPAH, Master Plan of Arterial Highways map. This exhibit will be changed to reclassify West Street and a portion of Gilbert Street from a secondary (four-lane undivided) to a divided collector (three-lane). These reclassifications were reviewed by OCTA staff and it was concluded that the MPAH amendment is appropriate from a long-range planning perspective and that future ADT volumes can be accommodated within an acceptable Level of Service (LOS). The amendment to the MPAH was approved by the OCTA Board of Directors. The changes to Exhibit CIR-1 will also be carried through to a second exhibit, Exhibit CIR-4, the Master Plan of Streets and Highways.

By adopting the Active Streets Master Plan into the General Plan, decision makers are making policy recommendations to direct the way public improvements are made, where resources are allocated, and how programs are operated.

FINDINGS AND REASONS:GENERAL PLAN AMENDMENT:

1. The General Plan Amendment is internally consistent with the goals, objectives, and elements of the City's General Plan.

The General Plan Amendment is internally consistent with the goals and objectives of elements of the City's adopted General Plan. The Active Streets Master Plan which includes the BCIP bicycle corridor improvements in the Bike Facility Network, adds to and implements many of the goals and policies in the Circulation Element of the General Plan. The existing goals that are implemented by the Active Streets Master Plan include: Goal CIR-4 Reduced Vehicle Trips, Goal CIR-5 Alternative Forms of Transportation, Goal CIR-6 Bikeways, Goal CIR-10 Interjurisdictional Transportation Planning, and Goal CIR-13 OCTA Right-of-Way. Similarly, approval of the General Plan Amendment will implement goals, policies, and implementations from the Air Quality Element that seek to increase community awareness and participation in efforts to reduce air pollution and enhance air quality (Goal AQ-2), to have a diverse and energy efficient transportation system incorporating all feasible modes of transportation (Goal AQ-3), and efficient development that promotes alternative modes of transportation (Goal AQ-4). The Parks, Recreation, and Open Space Element includes key themes centered on recreational and multi-use trails to support healthy activities and bikeways. The General Plan Amendment is also consistent with the Community Design Element ("promote linkages between separate districts through bike trails, pedestrian paths, etc.") and the Land Use Element (Goal LU-8, OCTA Right-Of-Way).

2. The General Plan Amendment is deemed to promote the public interest, health, safety, and welfare.

The General Plan Amendment will promote the public interest, health, safety, and welfare by promoting active transportation and needed improvements. The Active Streets Master Plan will add to existing themes, goals, policies, and implementations to promote the public interest through increased safety, cleaner air, healthier living, and wellness. Garden Grove's collision history reveals a need to improve safety for people riding bicycles and people walking. The Plan recommends policy updates, infrastructure improvements, and programs that can work together to improve safety. Making safer spaces for bicyclists on the road can reduce the incidents of sidewalk-bicycle riding and create safer conditions for all users.

Investing in active transportation is a community development tool (targeting under-served areas), as a means of promoting health and wellness, and as

an economic development tool (better connecting people to commercial and retail destinations and increasing quality of life and tourism opportunities).

By closing gaps in the existing bikeway network, the Plan will improve the bicycle infrastructure and better connect City residents, visitors, and commuters. The recommended bicycle network has a variety of on- and off-street bicycle facilities to accommodate: 1) the range of abilities and comfort levels of bicyclists; 2) the range of conditions for bicycling on different roadway environments; and 3) local preferences identified through the public input process.

INCORPORATION OF FACTS AND FINDINGS SET FORTH IN THE STAFF REPORT

In addition to the foregoing, the Planning Commission incorporates herein by this reference, the facts and findings set forth in the staff report.

BE IT FURTHER RESOLVED that the Planning Commission does conclude:

1. The General Plan Amendment possesses characteristics that would indicate justification of the request in accordance with Municipal Code Section 9.32.030.D.1 (General Plan Amendment).

Adopted this 20th day of September 2018

ATTEST:

/s/ LALA TRUONG
VICE CHAIR

/s/ JUDITH MOORE
RECORDING SECRETARY

STATE OF CALIFORNIA)
COUNTY OF ORANGE) SS:
CITY OF GARDEN GROVE)

I, JUDITH MOORE, Secretary of the City of Garden Grove Planning Commission, do hereby certify that the foregoing Resolution was duly adopted by the Planning Commission of the City of Garden Grove, California, at a meeting held on September 20, 2018, by the following vote:

AYES:	COMMISSIONERS:	(6)	KANZLER, LAZENBY, LEHMAN, NGUYEN, SALAZAR, TRUONG
NOES:	COMMISSIONERS:	(0)	NONE
ABSENT:	COMMISSIONERS:	(1)	BRIETIGAM

/s/ JUDITH MOORE
RECORDING SECRETARY

PLEASE NOTE: Any request for court review of this decision must be filed within 90 days of the date this decision was final (See Code of Civil Procedure Section 1094.6).

A decision becomes final if it is not timely appealed to the City Council. Appeal deadline is October 11, 2018.

EXHIBIT "A"

1. The following text additions will be made to the Circulation Element of Garden Grove General Plan 2030, Section 5.15 Goals, Policies, and Implementation Program, and will be added after Goal CIR-13, OCTA Right-of-Way (page 5-40).

GOAL CIR-14: MOBILITY AND ACCESS. Increase and improve pedestrian and bicycle access to employment centers, schools, transit, recreation facilities, and other community destinations across the City of Garden Grove for people of all ages and abilities. (Goal 1 – Active Streets Master Plan).

POLICY CIR-14.1 Increase the mode share of pedestrian and bicycle travel to 15 percent for trips of one mile or less by 2020.

CIR-IMP-14A Review capital improvement projects to make sure that needs of non-motorized travelers are considered in planning, programming, design, reconstruction, retrofit, maintenance, construction, operations, and project development activities and products.

CIR-IMP-14B Create and implement an Americans with Disabilities Act (ADA) Transition Plan that includes actions such as retrofitting street corners, crossings, and transit stops that do not meet current accessibility standards.

POLICY CIR-14.2 Eliminate barriers to pedestrian and bicycle travel.

CIR-IMP-14C Identify opportunities to improve or add pedestrian and bicycle crossings of State Route 22 (Garden Grove Freeway), State Route 39 (Beach Boulevard), and major arterials.

CIR-IMP-14D Identify gaps in the pedestrian and bicycle facilities network and needed improvements to and within key activity centers and community areas, and define priorities for eliminating these gaps by making needed improvements.

POLICY CIR-14.3 Work with transit providers to develop high quality pedestrian and bicycle accessible transit stops, stations, and lines.

CIR-IMP-14E Coordinate with OCTA to establish appropriate designs for transit stops and station accessways.

POLICY CIR-14.4 Regularly evaluate pedestrian and bicycle activity levels, facilities, and programs.

CIR-IMP-14F Develop and implement an annual evaluation program to count non-motorized roadway users and survey the community of pedestrian and bicycle facilities and programs.

GOAL CIR-15 SAFETY. Improve safety for active transportation users through the design and maintenance of sidewalks, streets, intersections, and other roadway improvements such as signage, lighting, and landscaping; as well as best practice non-infrastructure programs to enhance and improve the overall safety of people walking and biking. (Goal 2 – Active Streets Master Plan).

POLICY CIR-15.1 Eliminate fatalities and serious injuries in collisions involving walking and biking.

CIR-IMP-15A Annually review reported collisions involving people walking and people biking to inform ongoing planning efforts, track effectiveness of new projects, and prioritize improvements at locations throughout the City.

CIR-IMP-15B Identify opportunities to reduce traffic exposure for people walking, by reducing crossing distances and/or providing safe and convenient pedestrian facilities.

CIR-IMP-15C Identify opportunities to reduce traffic exposure for people on bicycles by removing conflict zones, providing barriers between modes of roadway users, redesigning intersections to accommodate bicycle travel, and/or providing other dedicated facilities.

POLICY CIR-15.2 Work to improve walking and biking conditions at intersections with the highest rates of collisions.

CIR-IMP-15C Coordinate with Caltrans to provide median refuge islands along Beach Boulevard (State Route 39) and to enhance the pedestrian and bicycle crossings at the State Route 22 on- and off-ramps.

GOAL CIR-16 INFRASTRUCTURE AND SUPPORT FACILITIES. Maintain and improve the quality, operation, and integrity of the pedestrian and bicycle network infrastructure that allows for convenient and direct connections throughout Garden Grove. Increase the number of high quality support facilities to complement the network, and create public pedestrian and bicycle environments that are attractive, functional, and accessible to all people. (Goal 3- Active Street Master Plan).

POLICY CIR-16.1 Incorporate pedestrian and bicycle facilities and amenities into private and public development projects.

- CIR-IMP-16A Support and encourage local efforts to require the construction of pedestrian and bicycle facilities and amenities, where warranted, as a condition of approval of new development and major redevelopment projects.
- CIR-IMP-16B Facilitate pedestrian and bicycle travel during development projects through public and private construction zones.
- CIR-IMP-16C Adopt, establish, and implement roadway and streetscape design guidelines that address topics such as bikeways, sidewalk zones, street corners, and street crossings, (e.g., National Association of City Transportation Officials (NACTO) Urban Street Design Guide).
- POLICY CIR-16.2 Adopt a Citywide Complete Streets Policy that facilitates design and construction of streets that accommodate the needs of all people.
- CIR-IMP-16D Provide Citywide guidance that requires all roadway construction projects to include adequate facilities for people biking, walking and using wheelchairs unless the project has specific extenuating circumstances that prevent such facilities from installation.
- CIR-IMP-16E Facilitate the creation of street designs and public realm projects that enhance and beautify the surrounding areas, provide welcoming spaces for people traveling on foot and on bicycle, and support sustainable development practices like native drought-tolerant plants, water infiltration, and context-sensitive designs.
- POLICY CIR-16.3 Provide maintained walkways and bikeways that are clean, safe, and attractive.
- CIR-IMP-16F Provide routine maintenance of pedestrian and bicycle network facilities, as funding and priorities allow. Programs to support these maintenance efforts could include:
- a. Sidewalk repair programs, including incentives to property owners to improve adjoining sidewalks beyond any required maintenance,
 - b. Bicycle rack installation programs, including City-funded installation of bicycle racks in commercial corridors, schools, and other public buildings and/or incentives to property owners to install bicycle parking on private property,
 - c. A web-based or phone-based program that allows the general public to request maintenance and improvements for the public right of way, and

- d. "Adopt a Trail" programs that involve volunteers for trail clean-up and other maintenance.

CIR-IMP-16G Work with property owners of vacant land adjacent to public walkways to identify and implement beautification opportunities on the vacant property, such as landscaping, fencing, and/or art installations.

CIR-IMP-16H Develop, establish, and enforce policies that maintain safe, convenient travel by foot and bicycle. Programs to support these efforts could include:

- a. A set of standard plans and policies for private construction companies that maintain safe, convenient pedestrian and bicycle travel,
- b. A program for city agencies and contractors to ensure the installation of proper temporary signage, detours, and closure notices that maintain the safety of the walking and biking public, and
- c. An enforcement program for City construction inspectors to ensure construction companies comply Citywide.

GOAL CIR-17 NON-INFRASTRUCTURE PROGRAMS. Increase awareness of the value of pedestrian and bicycle travel for commute and non-commute trips through encouragement, education, enforcement, and evaluation programs that support walking and biking. (Goal 4 – Active Streets Master Plan).

POLICY CIR-17.1 Establish and enhance safe routes to and from schools that will enable and encourage more students to walk or ride a bicycle or skateboard to/from school.

CIR-IMP-17A Identify and develop education and encouragement projects working with the school community through the Safe Routes to School program. This program could include:

- a. Identifying Capital Improvement Programs (CIPs), working with the school community,
- b. Applying for State and Federal Safe Routes to School funding and other grants to construct capital improvements and implement educational and encouragement programs, and
- c. Developing and distributing maps that identify the most appropriate routes for students to walk or ride a bicycle to/from school.

- CIR-IMP-17B Establish and enhance a Safe Routes for Seniors program that will enable and encourage more elderly residents and visitors to walk and ride a bicycle to services, access transit, and complete other active trips safely and conveniently.
- CIR-IMP-17C Work with the senior community to identify and address barriers to increased walking, biking, and transit use.
- CIR-IMP-17D Identify and develop education and encouragement programs working with seniors through the Safe Routes for Seniors program. This program could include:
- a. Identifying Capital Improvement Programs (CIPs) working with the senior community, prioritizing access to key senior origin and destination points, and
 - b. Developing senior pedestrian and bicycle mobility and safety trainings in conjunction with senior centers and senior organizations.
- POLICY CIR-17.2 Introduce and promote education, encouragement, and outreach for pedestrian and bicycle programs.
- CIR-IMP-17E Support programs that encourage and promote pedestrian and bicycle travel. These programs could include:
- a. Creation of a social marketing campaign to promote the benefits of active lifestyles, active transportation, walking, biking, and focusing on the role of walking or biking in promoting health and lowering obesity,
 - b. Development and implementation of effective safety programs for adults and youths to educate people driving, walking, and biking of their rights and responsibilities, and
 - c. Informing interested agencies and organizations about available education materials and assistance such as those programs administered by the National Safe Routes to School Partnership.
- POLICY CIR-17.3 Establish a Safe Routes to Transit program that will facilitate walking and biking to transit.
- CIR-IMP-17F Identify and implement Safe Routes to Transit projects.
- POLICY CIR-17.4 Create a community-identified brand for the Pacific Electric Right-of-Way Trail.
- CIR-IMP-17G Identify and implement a brand and marketing campaign/identity for the Pacific Electric Right-of-Way Trail.

GOAL CIR-18 **EQUITY. Improve accessibility for all people walking and biking through equity in public engagement, service delivery, and capital investments.** (Goal 5 – *Active Streets Master Plan*).

POLICY CIR-18.1 Assist neighborhoods that desire to improve pedestrian access to, from, and within their neighborhood.

CIR-IMP-18A Develop programs that empower and enable neighborhoods and groups of residents to identify, prioritize, and move forward with pedestrian or bicycle safety improvements in their area, including neighborhood traffic calming.

POLICY CIR-18.2 Identify low-income and transit dependent communities that require pedestrian or bicycle access to, from, and within their neighborhood.

CIR-IMP-18B Implement pedestrian and bicycle projects that provide access to local services, schools, recreation centers, shopping, and transit identified in the Community in Motion study.

CIR-IMP-18C Improve pedestrian and bicycle access to facilities that serve low-income and transit dependent community members.

CIR-IMP-18D Improve pedestrian and bicycle connections between the eastern and western parts of the City.

GOAL CIR-19 **IMPLEMENTATION. Implement the *Active Streets Master Plan* over the next 20 years.** (Goal 5 – *Active Streets Master Plan*).

POLICY CIR-19.1 Determine funding needs for expanding and improving pedestrian and bicycle facilities and programs, and seek funding for those needs.

CIR-IMP-19A Develop and update a 20-year Financial Plan on a five year basis.

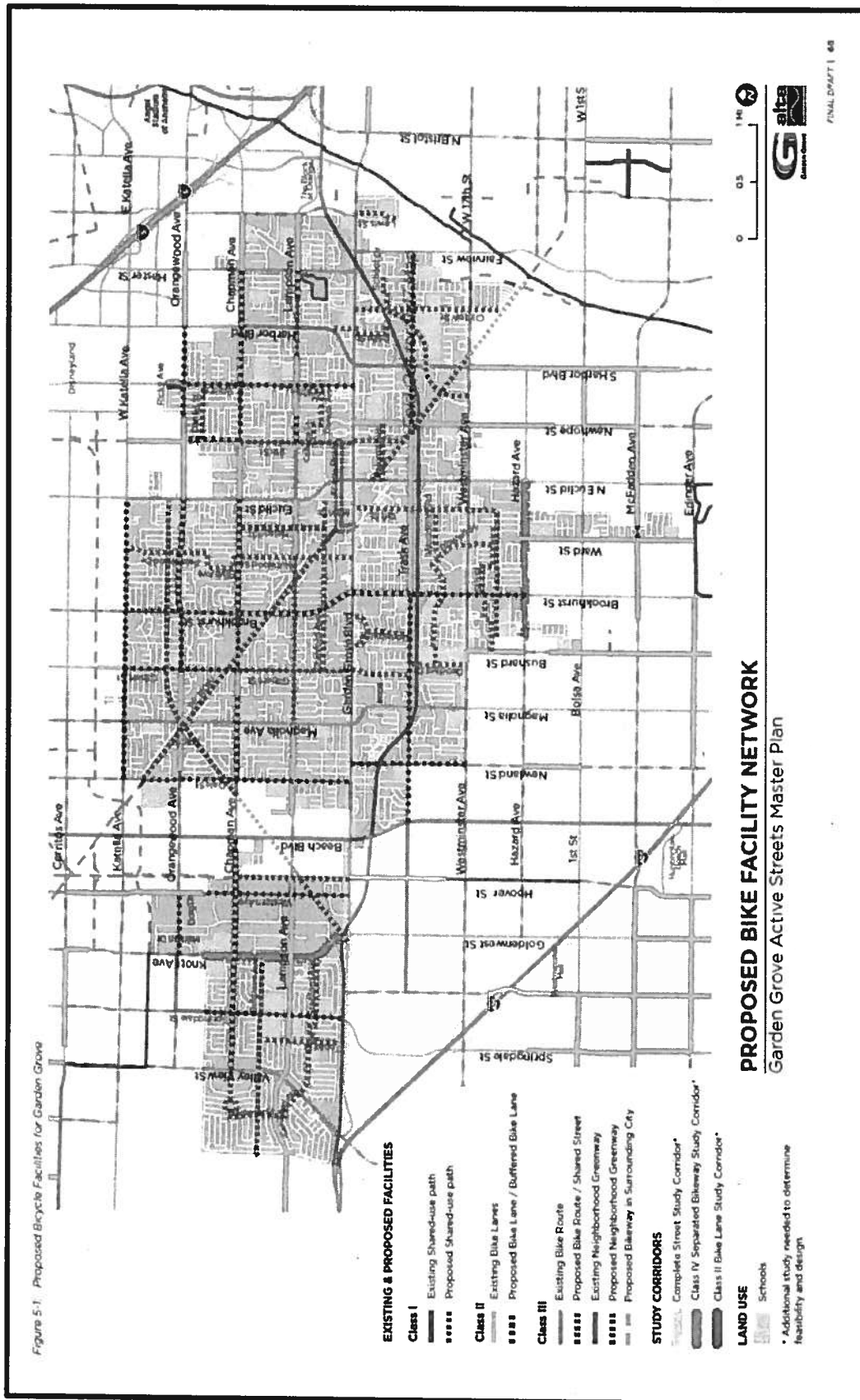
CIR-IMP-19B Apply for local, State, and Federal grants for major pedestrian and/or bicycle projects and programs, including the Active Transportation Program and Safe Routes to School.

CIR-IMP-19C Develop requirements and incentives for private property owners to incorporate pedestrian- and bicycle-friendly features into new projects.

CIR-IMP-19D Explore partnerships with private and public organizations (e.g., the Orange County Health Care Agency) to fund incentive programs and events that encourage walking and biking.

- POLICY CIR-19.2 Make every effort to consider pedestrian and bicycle projects into the City's Capital Improvement Program (CIP) that will create a more walkable and bikeable environment in Garden Grove.
- CIR-IMP-19E Identify the projects that were reviewed and implemented in the CIP annual report.
- CIR-IMP-19F Prioritize the top ten projects in this plan for inclusion in the CIP.
- CIR-IMP-19G Identify dedicated pedestrian and bicycle project funding by 2021.
- POLICY CIR-19.3 Ensure pedestrian and bicycle transportation is coordinated within the City and externally.
- CIR-IMP-19H Designate a City Active Transportation Coordinator responsible for coordinating pedestrian and bicycle transportation within the city and externally. The Active Transportation Coordinator will be a regular participant on technical review committees and attend meetings with decision-making bodies. They will also have the authority to comment on private and public development projects as it relates to implementation of the *Active Streets Master Plan's* visions, goals, objectives, and policies.
- POLICY CIR-19.4 Review the *Active Streets Master Plan* recommendations at regular intervals to ensure it reflects the most current priorities, needs, and opportunities.
- CIR-IMP-19I Update the *Active Streets Master Plan* every five years to identify new facility improvements and programmatic opportunities as the pedestrian and bicycle networks develop, assess their feasibility, gauge public support, identify funding sources, and develop implementation strategies.

- The following Bike Facilities Network map will replace the Master Plan of Bikeway Facilities map, titled as Exhibit CR-7 in Garden Grove General Plan 2030.



3. The following amended map will replace the Existing Circulation System and MPAH Designations, Exhibit CIR-1 in the Circulation Element of Garden Grove General Plan 2030. The Master Plan of Streets and Highways, Exhibit CIR-4, will also be amended to be consistent with this new Exhibit CIR-1.

