

2. Goals, Planning Objectives, and Policies

This Plan proposes goals, objectives and policies designed to articulate the community’s vision of an ideal pedestrian environment in Chula Vista and to steer the development of pedestrian facilities and programs toward achieving this vision.

The Vision and Themes (V&T) and the Land Use and Transportation (LUT) Elements of the currently adopted General Plan serve as the foundation for the development of the Pedestrian Master Plan goals, objectives and policies. The Pedestrian Master Plan elaborates upon the Vision and Themes established in the General Plan by developing a series of vision and policy statements specific to walking. Two of eight themes comprising the General Plan visions explicitly relate to pedestrians:

Theme 3: Strong and Safe Neighborhoods: “Citizens feel safe to walk within and among neighborhoods and allow their children to do the same.” (General Plan, V&T-5)

Theme 4: Improved Mobility: “The City also has a system of bicycle and pedestrian paths that connect neighborhoods, activity centers, and recreation facilities throughout the City.” (General Plan, V&T-6)

The Pedestrian Master Plan objectives define the desired results or direction the City will take in order to fulfill the overall goals. Policies guide how the City will accomplish the objectives of the plan.

The most relevant policy statements from the General Plan have been extracted and restated here verbatim. These pedestrian-related General Plan policies were reorganized and augmented with new policies that express goals identified in the initial phase of this planning process, including through public input, direction from the Project Working Group (PWG) and a review of relevant plans and policies.



Overview of Current Pedestrian-Related Policies

This section summarizes currently adopted policy and planning documents and programs that have an on-going effect on the pedestrian environment in the City of Chula Vista. Currently adopted policies and programs provide an important framework for efforts to improve the pedestrian environment within the City of Chula Vista.

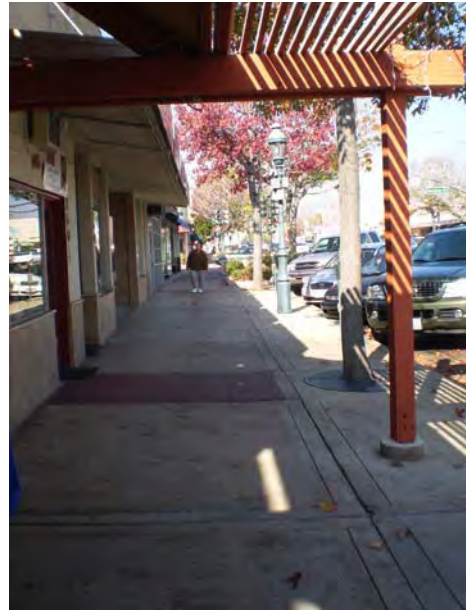
Chula Vista General Plan (Vision 2020) Land Use and Transportation Element

The General Plan serves as the blueprint for the City’s future development. Improving pedestrian circulation is given considerable attention in multiple elements of the Vision 2020 Plan. The City’s General Plan Land Use and Transportation Element (Chapter 5), contains a section on “Pedestrian Sidewalks, Paths and Trails” in which the importance for “mobility and access; connectivity between land uses; safety; health; and community interaction” is called out. This section of the General Plan also recognizes the pedestrian network as providing connections to schools, parks, shopping and jobs, as well as connections between neighborhoods. The Vision 2020 Plan recognizes that sidewalks and other pedestrian facilities are consistently provided in most areas of the city, with the exception of the Southwestern portion, which was annexed from unincorporated San Diego County.

Land Use and Transportation Element Goals

There are three goals listed in Section 6 of the Land Use and Transportation Element. Two of these goals relate to a vibrant and connected pedestrian system

- Safe; healthy; walkable; and vibrant communities with a balance of jobs and housing.
- A sustainable circulation/mobility system that provides transportation choices and is well-integrated with the City’s land uses.



Planning Factors, Objectives, and Policies

Section 7 of the Land Use and Transportation Element contains sixteen planning factors, thirty-four objectives and hundreds of related policies. Many of the objectives and policies contain pedestrian-related language with the intent of improving facilities and opportunities for walking as transportation. Overall, the Land Use and Transportation Element recommends policies that emphasize improved linkages between land development and the provision of pedestrian networks, such as the following:

- Promote and encourage development (mixed-use, commercial, residential) that is organized around compact, walkable, mixed use neighborhoods and districts that are in close proximity to a wide variety of employment, goods and services, so as to reduce reliance on the automobile.
- Encourage inviting, well-planned, pedestrian-friendly street environments in all new development with good site design, adequate walkway widths, and amenities.
- Enhancing and creating physical features that distinguish Chula Vista’s image as a pedestrian-oriented and livable community.
- Encourage and promote pedestrian-friendly elements for transit including enhancements to roadways, interchanges and bridge crossings.
- Promote the use of non-polluting and renewable alternatives for mobility through a system of bicycle and pedestrian paths and trails that are safe, attractive and convenient forms of transportation.

- Support healthy lifestyles among residents through increasing opportunities for regular physical activity by encouraging the development of a network of pedestrian walkways in all neighborhoods.

Planning Areas

Sections 8 through 11 of the Land Use and Transportation Element narrow their focus to selected areas of Chula Vista including the “Southwest, Northwest, East, and Bayfront” planning areas. These sections contain similar language to Section 7 with the addition of location specific pedestrian recommendations and policies. The Bayfront planning area is covered in a specific plan.

The following is a summary for each planning area:

SOUTHWEST PLANNING AREA:

- “...significant trails or pedestrian pathways providing alternative modes of pedestrian movement are lacking in the Southwest (there are no sidewalks on portions of Palomar Street, for instance), although bicycle facilities (lanes, routes, paths) are provided on major roadways, where appropriate. Opportunities exist within utility rights-of-way on the Bayfront and along the Otay River Valley to provide recreational trails and pedestrian paths to provide alternative means of travel.”
- Provide sidewalks throughout the main thoroughfares, such as Palomar Street and Third Avenue.
- Provide streetscape improvements including sidewalk widening and landscaping in the South Broadway District.



NORTHWEST PLANNING AREA:

- Design and implement a system of landscaped pedestrian paths that link important features within Downtown, especially an F Street Promenade that will link the Bayfront Planning Area with Broadway and Downtown Third Avenue.
- Create safe and convenient pedestrian access to, from, and within the Urban Core Subarea.
- Provide mid-block pedestrian crossings and sidewalk curb extensions, where feasible, to shorten pedestrian walking distances.
- Pursue the construction of an expanded crossing of Interstate 5 at H Street that will provide for an enhanced pedestrian connection between land uses within the Bayfront and those east of Interstate 5, including the H Street transit station.

EAST PLANNING AREA:

Create town centers and other institutional sites that are pedestrian-friendly and are connected to surrounding open spaces with pedestrian and bike paths and greenbelts.

Other General Plan Elements

Economic Development Element

The City of Chula Vista General Plan Economic Development (ED) Element establishes policies to ensure the long-term vitality of the economy. This element touches on the connection between pedestrian and transit-friendly infrastructure, urban character, and neighborhood connectivity.

Environmental Element

The City of Chula Vista General Plan Environmental Element (EE) establishes the policy framework for improving sustainability. Transit and pedestrian-oriented development are noted as social/cultural equity issues and as livable community issues to provide mobility choices; increase public safety; increase disposable household income by reducing transportation costs; reduce air pollution and energy consumption rates; help conserve resources and open space; and assist in economic development.

Plan Goals

The overarching goals recommended for the Pedestrian Master Plan are:

- A safe and accessible pedestrian network that provides connectivity between residential areas, activity centers and transit
- A vibrant pedestrian-oriented development pattern that encourages people to walk and promotes community interaction
- Citizens are aware of pedestrian issues, accommodate pedestrians when driving and are aware of the many benefits walking affords

Planning Objectives and Policies

This section presents the Pedestrian Master Plan objectives and policies. The objectives and policies are consistent with Caltrans Deputy Directive 64-R1 titled Complete Streets – Integrating the Transportation System. This policy document “recognizes bicycle, pedestrian and transit modes as integral elements of the transportation system” and requires “integrated multimodal projects in balance with community goals, plans, and values.” **Appendix A** presents a copy of the Caltrans Deputy Directive on Complete Streets.

There are five categories of objectives and policies, including those related to pedestrian safety; to connectivity and accessibility; to pedestrian-oriented development; to healthy communities; and finally, objectives and policies related to education, encouragement, and enforcement. When policies and objectives were carried forward from other plans adopted by the City of Chula Vista, a reference to the specific element is provided. When no reference is provided, the policy or objective is new to the City’s body of adopted planning documents.

Pedestrian Safety

Making the pedestrian environment safer requires developing comprehensive standards and practices to address the numerous factors that impact pedestrian safety, including the design of

intersections, street widths, traffic speeds and volumes and the conditions of pedestrian facilities and streets.

Pedestrian Safety Policies

Policy 1.1 – Provide and maintain a safe and efficient system of sidewalks, trails, and pedestrian

Objective – 1

Reduce the number of pedestrians killed or injured due to traffic collisions or facility deficiencies by 10 percent.

crossings. (LUT 23.8)

Policy 1.2 – Consider public and personal safety and comfort factors in the design of major transit centers and their connections to the surrounding area, including consideration of crime prevention through environmental design (CPTED) principles and minimizing potential vehicle/pedestrian conflicts. (LUT 21.5)

Policy 1.3 – Provide adequate lighting for streets, parks, recreation facilities, sidewalks, and bike paths to promote their use. (LUT 34.2)

Policy 1.4 – Update the highest priority locations requiring pedestrian safety improvements in conjunction with Pedestrian Master Plan updates every 5 years.

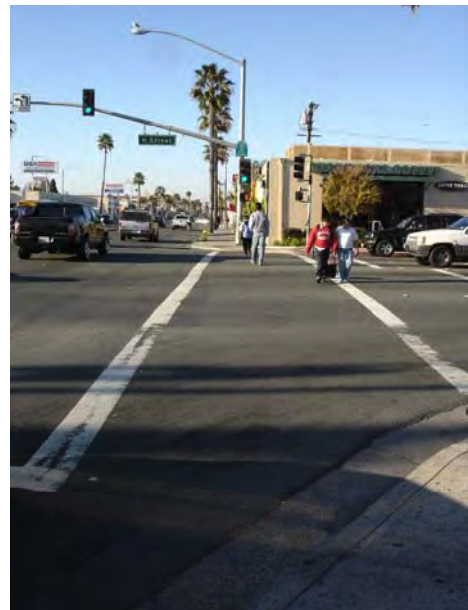
Policy 1.5 – Review and analyze pedestrian complaints and pedestrian/motorist crash data annually to measure progress and develop solutions that minimize conflicts.

Policy 1.6 – Enforce property owners’ responsibilities to fill sidewalk gaps and install new sidewalks.

Policy 1.7 – Create a program that allows the City to systematically fill high priority sidewalk gaps and perform regular sidewalk maintenance.

Policy 1.8 – Continue to require contractors to provide safe and convenient pedestrian passages adjacent to construction sites that require sidewalk closure.

Policy 1.9 – Consider the full spectrum of pedestrian safety design enhancements, including traffic calming features, to improve pedestrian safety.



Policy 1.10 – Review state and federal publications⁷ and update design guidelines, as needed, to ensure pedestrian crossings at signalized and unsignalized intersections and mid-block crossings meet safety improvement standards. Develop priorities and a schedule for the installation or timing adjustment of pedestrian signals at priority intersections.

Pedestrian Connectivity and Accessibility (Mobility)

Connectivity and accessibility are closely related to safety. Connectivity refers to a cohesive network of streets and pedestrian ways that allow pedestrians to overcome physical barriers to accessing destinations including transit. Accessibility refers specifically to design required to accommodate persons with disabilities.

Objective – 2

Promote walking by providing short, direct, safe, and pleasant routes between residential areas and transit stations and/or activity centers. (LUT 23.9)



Pedestrian Connectivity Policies

Policy 2.1 – Establish a pedestrian paseo along F Street (F Street Promenade) that will link downtown with the Interstate 5 Corridor District and the Bayfront Planning Area. (LUT 9.5)

Policy 2.2 – Develop plans, policies, and standards for enhancing interchanges and bridge crossings along (or over/under) the Interstate 5, Interstate 805, State Route 54, and State Route 125 corridors to support transit, vehicular, non-motorized, and pedestrian connections. (LUT 16.4)

Policy 2.3 – New overpasses and interchanges should be designed to accommodate bicycles and pedestrians according to Caltrans Deputy Directive 64-R1. Appendix A presents the complete Deputy Directive 64-R1 policy. (LUT 23.13)

Policy 2.4 – Through the Urban Core Specific Plan, determine an urban framework for streets and gateways; transit accommodation; a network of parks and urban plazas; pedestrian-oriented streets; pedestrian and bicycle linkages;

and activity nodes. (LUT 26.1)

⁷ e.g. the Manual on Uniform Traffic Control Devices (MUTCD); Improving Pedestrian Treatments at Unsignalized Crossings, TCRP Report 112/NCHRP Report 562, Transportation Research Board, The National Academies, 2006.; Safety Effects of Marked Versus Unmarked Crosswalks at Uncontrolled Locations Final Report and Recommended Guidelines, FHWA-RD-04-100, August 2005.

Policy 2.5 – Use the following general criteria for the siting and design of a landmark park:

- Primary access should be via a four-lane collector road;
- Public transit should be available;
- Good pedestrian access from several directions should be included;
- Good visibility should be incorporated;
- Connectivity to the City's historic features is encouraged;
- Compatibility with adjacent land uses is desired; and
- Views from within the park and from outside the park looking in should be considered and enhanced. [Public Facilities and Services Element (PFS) 17.3]

Policy 2.6 – Promote the system of trails envisioned within the Chula Vista Greenbelt (LUT 23.10) as proposed in the Greenbelt Master Plan.

Policy 2.7 – Provide direct and convenient access to public transit stops within residential, commercial, and industrial areas. (LUT 16.3)

Policy 2.8 – Prioritize pedestrian improvements along major transit corridors and near transit stations to boost pedestrian/transit connectivity.

Policy 2.9 – Implement street designs and street furniture at high activity transit stops that improve pedestrian access to transit.

Policy 2.10 – Institute maps and directional signage around major transit stops to ease pedestrian access to transit.

Objective – 3

Improve pedestrian access for persons with disabilities through compliance with local, state and federal standards and recommendations for accommodation.

Pedestrian Accessibility Policies

Policy 3.1 – Study the locational requirements of utility, traffic control, and other cabinets and hardware located in the public rights-of-way to determine alternative locations for these items in less obtrusive areas of the street environment. (LUT 10.6)

Policy 3.2 – Maintain an updated ADA Transition Plan that documents barriers to persons with disabilities, describes needed structural modifications and defines a schedule for completing modifications.

Policy 3.3 – Fund and systematically retrofit curb ramps, pedestrian crossings and transit stops that do not meet accessibility requirements.

Policy 3.4 – Require or encourage private businesses to make accessibility upgrades through the use of regulation or incentives.



Pedestrian-Oriented Development

Pedestrian-oriented development makes walking more conducive through a combination of land use practices including compact development, mixed-use, traffic calming, pedestrian scale, and a mix of housing types. Successful implementation of pedestrian-oriented designs requires a shift from automobile-dependent development toward patterns that provide safe, convenient opportunities for walking to key destinations such as school, work, transit and retail centers.

Objective – 4

Institutionalize pedestrian considerations into City regulations and policies to ensure the urban design and form of new development and redevelopment is oriented toward improving the pedestrian experience and encouraging people to walk.

Pedestrian-Oriented Development Policies

Policy 4.1 – Promote mixed use development, where appropriate, to ensure a pedestrian-friendly environment that has opportunities for housing; jobs; childcare; shopping; entertainment; parks; and recreation in close proximity to one another. (LUT 5.1)

Policy 4.2 – Encourage new development that is organized around compact, walkable, mixed use neighborhoods and districts in order to conserve open space resources, minimize infrastructure costs, and reduce reliance on the automobile. (Policy – LUT 5.2)



Policy 4.3 – Higher density residential and mixed use residential/commercial development should be designed to create a pleasant walking environment to encourage pedestrian activity. (LUT 5.13)

Policy 4.4 – Encourage and require, where feasible, the incorporation of publicly accessible urban open spaces, including parks, courtyards, water features, gardens, passageways, paseos, and plazas into public improvements and private projects. (LUT 8.4)

Policy 4.5 – Prepare urban design guidelines that help to create pedestrian-oriented development by providing:

- Pedestrian circulation among parcels; uses; transit stops; and public or publicly accessible spaces;
- Human scale design elements;
- Varied and articulated building facades;
- Visual (first floor clear glass windows) and physical access for pedestrians;
- Ground floor residential and commercial entries that face and engage the street; and pedestrian-oriented streetscape amenities. (LUT 8.5)

Policy 4.6 – Create attractive street environments that complement private and public properties, create attractive public rights-of-way, and provide visual interest for residents and visitors. (LUT 10)

Policy 4.7 – Landscape designs and standards shall include a coordinated street furniture palette, including waste containers and benches, to be implemented throughout the community at appropriate locations. (LUT 10.2)

Policy 4.8 – The City shall, through the development of regulations and guidelines, ensure that good project landscape and site design creates places that are well-planned; attractive; efficient; safe; and pedestrian-friendly. (LUT 11.3)

Policy 4.9 – Ensure that new development and community activity centers have adequate transportation and pedestrian facilities. (LUT 16.2)

Policy 4.10 –Direct higher intensity and mixed use developments to areas within walking distance of transit, including San Diego Trolley stations along E, H, and Palomar Streets, and new stations along future transit lines, including Bus Rapid Transit (BRT). (LUT 17.2)

Policy 4.11 –Incorporate transit-friendly and pedestrian-friendly elements into roadway design standards, such as signal priority for transit and adequate sidewalk widths for pedestrians. (LUT 20.1)



Policy 4.12 –Provide shaded, well-designed, comfortable bus stops throughout the City. (LUT 10.3)

Policy 4.13 –Ensure that parking facilities are appropriately sited and well-designed in order to minimize adverse effects on the pedestrian-oriented environment, and to enhance aesthetic qualities. (LUT 33)

Policy 4.14 –Off-street surface parking areas should be located and designed in a manner that supports and does not conflict with pedestrian activity, such as to the side or rear of buildings, wherever feasible. In pedestrian-oriented areas, locate surface parking lots to the

rear or side of buildings, wherever feasible. (LUT 33.1)

Healthy Communities

Providing opportunities to choose walking as a mode of transportation for shorter trip distances impacts citizens’ quality of life by reducing pollution, fostering community interaction and advancing equity goals. Replacing vehicular trips with walking trips helps reduce the amount of human-generated greenhouse gases in the atmosphere that contribute to climate change. Fewer vehicle trips and VMT translates into fewer mobile source pollutants, such as carbon dioxide, nitrogen oxides and hydrocarbons, being released into the air.

Objective – 5

Promote alternatives to driving to reduce polluting emissions, promote community interaction and facilitate a healthier and more equitable society.

Healthy Community Policies

Policy 5.1 – Safe; healthy; walkable; and vibrant communities with a balance of jobs and housing. (LUT 6.1)

Policy 5.2 – Provide for community and neighborhood commercial centers in areas convenient to residents. These centers should complement and meet the needs of the surrounding neighborhood through their location, size, scale, and design. The neighborhood concept of providing pedestrian, bicycle and other non-motorized access should be encouraged. (ED 9.1)

Policy 5.3 – Promote the use of non-polluting and renewable alternatives for mobility through a system of bicycle and pedestrian paths and trails that are safe, attractive and convenient forms of transportation. (LUT 23)

Policy 5.4 – Encourage the development of parks and open space, as well as a network of pedestrian walkways for physical activity in all neighborhoods. (LUT 34.1)

Policy 5.5 – Provide parks and recreation facilities and programs citywide that are well maintained, safe, accessible to all residents and that offer opportunities for personal development, health and fitness in addition to recreation. (PFS-14)

Policy 5.6 – Strengthen and sustain Chula Vista's image as a unique place by maintaining, enhancing, and creating physical features that distinguish Chula Vista's neighborhoods, communities, and public spaces, and enhance its image as a pedestrian-oriented and livable community. (LUT 8)



Policy 5.7 – Promote the development of well-planned communities that will tend to be self-supportive and, thus, reduce the length of vehicular trips, reduce dependency on the automobile, and encourage the use of other modes of travel. (LUT 16.1)

Policy 5.8 – Reduce traffic demand through Transportation Demand Management (TDM) strategies, increased use of transit, bicycles, walking, and other trip reduction measures. (LUT 18)

Policy 5.9 – Provide and enhance all feasible alternatives to the automobile, such as bicycling and walking, and encourage public transit ridership on existing and future transit routes. (LUT 18.3)

Policy 5.10 – Provide alternatives and mitigation strategies, as reflected in SANDAG's Regional Comprehensive Plan, so that the area's transportation system is able to move people effectively through a combination of modes. (LUT 21.1)

Policy 5.11 –Encourage the use of bicycles and walking as alternatives to driving. (LUT 23.1)

Policy 5.12 –Consider limiting parking in appropriate areas to discourage single-occupant vehicle commuting and to reinforce non-auto travel modes, but not so limiting as to adversely affect the viability and vitality of the area. (LUT 30.1)

Policy 5.13 –Link activity centers through strong public transportation and combined land uses that encourage multi-purpose trips. (ED 7.2)

Policy 5.14 –Safe; healthy; walkable; and vibrant communities with a balance of jobs and housing. (LUT 6.1)

Education, Encouragement and Enforcement

Non-infrastructure based programs are a crucial element to improving the pedestrian environment by influencing all roadway-users’ attitudes and behaviors. Programs are designed to raise awareness of pedestrian issues; connect pedestrians to existing resources; educate people about methods for averting pedestrian/motorist conflicts; understand pedestrian-related laws and encourage residents to walk more frequently.

Objective – 6

Increase the City’s scope of pedestrian education, awareness and enforcement programs.

Education, Encouragement and Enforcement Policies

Policy 6.1 – Continue to implement and pursue future Safe Routes to School grants to improve safety surrounding Chula Vista schools in partnership with Chula Vista school districts.

Policy 6.2 – Continue to support and expand programs that educate pedestrians on practices that minimize threats to their safety and that sensitize motorists to the presence of pedestrians and their rights in the roadway environment.

Policy 6.3 – Administer outreach programs that highlight the benefits of walking.

Policy 6.4 – Prioritize routine enforcement of traffic laws that minimize pedestrian/motorist conflicts and continue targeted enforcement or ‘sting’ operations.

Taken as a whole, the Goals, Objectives, and Policies of the Pedestrian Master Plan will affect how decisions that impact pedestrians in Chula Vista are made in terms of allocating funds, implementing projects, and operating programs. They lay out a vision for how to sustain and expand upon the initiatives already underway that are intended to make Chula Vista a place where walking, as the most fundamental and basic form of transportation, is welcomed and is given the high priority it deserves.

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