



# Plan and Policy Review



# INTRODUCTION

The Active Transportation Plan builds upon many local and regional planning efforts. This chapter provides a description of the documents that are relevant to active transportation planning.

The City also has two planning projects that are occurring concurrently with the Active Transportation Plan. At the time of writing, the City has embarked on efforts to update the General Plan which was last updated in 2007 and a Downtown Specific Plan which includes potential ideas for redevelopment of the the Carousel Mall area.

Note: Certain text, such as the vision, goals, and purpose, are derived directly from the planning documents to ensure the accuracy of the statements.

## LOCAL EFFORTS

### **WATERMAN + BASELINE NEIGHBORHOOD SPECIFIC PLAN (2016)**

The Waterman + Baseline Specific Plan is the most recent Specific Plan completed by the City. It covers one of the most central areas and includes many goals related to active transportation.

The City intends to improve quality of life, create economic growth, and create a family-oriented living environment that emphasizes “sustainable living” in the neighborhood surrounding Waterman Avenue & Baseline Street.

The mobility goals, as stated by the Plan, include:

- Support a safe pedestrian-oriented environment with enhanced sidewalks and shade trees
- Create bicycle corridors to connect the Plan area to key destinations
- Provide bicycle storage, parking and bike share programs
- Establish a multi-purpose trail along the flood control channel
- Promote the use of public transit, by bus, and on the sbX line
- Ensure adequate traffic flow and level of service to prevent congestion
- Design wayfinding signage to create a sense of place

The mobility chapter focuses on specific improvements in the area that would further these goals. As stated in Section 6.3 (Mobility Vision), “To improve mobility, the Plan presents a wide range of improvements to encourage all modes of transportation to create an urban space that is vibrant and enjoyable.” It notes that most roads have excess capacity during peak hours, which would make them ideal for adding new bike lanes.

Locations of deficient sidewalks were inventoried and presented in Section 6.5, “Pedestrian Mobility Network.” This section also includes specific proposed pedestrian improvements including filling in sidewalk gaps, incorporating additional treatments for crossings, and proposing trail locations. More generally, it advocates providing additional street lighting, adding landscape buffers, and providing street trees for shade.

Bicycle conditions are also surveyed, and the Plan proposed new Class I and Class II routes. These include bike lanes on 11th Street, 5th Street, and Base Line Street, and a bike path on the City Creek and Perris Hill Park Road.

## UNIVERSITY DISTRICT SPECIFIC PLAN (2005)

The University District Plan focuses on re-shaping the area around California State University, San Bernardino to create a “Village” at the main entrance to the university. Active transportation forms a key part of this approach. The Plan includes the following specific goals related to ATP:

- Pedestrian Focus: Focus on pedestrian-oriented development, such as mixed uses and University-related uses, and less upon auto-dependent uses. Develop a walkable University village in the University District.
- Physical Connectivity: Develop a seamless connection between the community and University through access, tailored street naming, and physical improvements such as landscaping, streetscape, signage, and public art.
- Transit/Trolley Connections: Encourage the development of transit/trolley connections between the University and downtown and the MetroLink station at the San Bernardino Depot.

The Specific plan includes several proposed equestrian and bicycle trails, including a multi-purpose linkage between Verdemon and the University along a flood control levee. It recommends new transit stops at key locations on the university campus, including the construction of bus bays at some locations. It also calls for infrastructure enhancements such as pedestrian linkages in the form of signalized crosswalks, bulb-out, signed paths, and colored pavement treatments.

The following policies were given regarding the design of new trails:

- Multi-purpose trails should connect urban areas to regional recreational amenities, follow corridors of scenic or aesthetic interest, or provide loop connection to such routes or amenities.

- Multi-purpose trails should be located where motor vehicle crossings can be eliminated or minimized.
- Multi-purpose trails should provide for connectivity to other transportation modes such as bus stops and park-and-ride sites when feasible to enhance inter-modal transportation opportunities.
- Multi-purpose trails should provide for connectivity to the on-street walkway and bikeway network when feasible to enhance non-motorized transportation opportunities.
- Work with the University, the Flood Control District, and residents in Verdemon to study the feasibility of a connection between Northpark Boulevard with Belmont Avenue.

Development of on-street bikeways should be guided by the following policies:

- Bicycle trails shall be designed so that there is minimal conflict with automobiles at driveways, intersections, and along streets.
- To be conducive to attracting increased bicycle use, bicycle trails must be safe and connected to activity areas, such as the Campus.

## OTHER SPECIFIC PLANS

The Rancho Palma Specific Plan (2015) focuses on the development of a new residential district. It includes the following goals related to active transportation:

- Create a walkable environment to parks and commercial uses
- Provide safe streets and a wholesome living environment
- Provide for the operation and maintenance of parks and streets

The older Paseo Las Placitas Specific Plan(1992) intends to improve the marketability of a neighborhood centered

around Mt. Vernon Avenue. It noted that frequent curb cuts, narrow sidewalks, unattractive signage, and lack of adequate street furniture were detrimental to the marketability of the area.

Circulation goals included:

- Create a pedestrian-oriented environment
- Provide a balanced transportation system
- Provide adequate supply of parking
- Create accessibility linkages to
  - Downtown via a 5th Street shuttle
  - Southern California via the I-215 freeway
  - Adjacent neighborhoods via pedestrian streets
  - Amtrak station

The Alliance California (2007) and University Business Park (1992) Specific Plans cover industrial business parks and do not include specific objectives related to active transportation.

## REGIONAL & STATEWIDE EFFORTS

### ACTIVE SAN BERNARDINO

Active San Bernardino is the Active Transportation Plan adopted in September 2020 by San Bernardino County. The Plan includes the creation of an open data portal that provides resources related to active transportation in one central hub. The site includes tabs related to biking, walking, taking transit, and safe routes to school, each with information about existing conditions and information on planned improvements. Recommendations are taken from the San Bernardino County Non-Motorized Transportation Plan.

## SAN BERNARDINO COUNTY NON-MOTORIZED TRANSPORTATION PLAN (NMTP) (2011, REVISED 2018)

In 2011, San Bernardino County Transportation Authority (SBCTA) adopted the Non-Motorized Transportation Plan (NMTP) which aims to coordinate and guide the provision of all bicycle and pedestrian related plans, programs, and projects within San Bernardino County. The Plan was most recently revised in June 2018.

The NMTP makes proposals for a regional bikeways network and provides suggestions for active transportation improvements in the County of San Bernardino. These include continuing work on completing the Santa Ana River Trail and developing a supportive network of Class I and Class II bike facilities. Priority improvements include bike lanes on G Street and Rialto Avenue. It notes that, at time of writing, the municipal code does not include a requirement for the inclusion of non-motorized infrastructure, and the city does not sponsor bicycle safety or education programs.

NMTP Goals include:

1. Increased bicycle and pedestrian access: Expand bicycle and pedestrian facilities and access within and between neighborhoods, to employment centers, shopping areas, schools, and recreational sites.
2. Increased travel by cycling and walking: Make the bicycle and walking an integral part of daily life in San Bernardino County, particularly (for bicycle) for trips of less than five miles, by implementing and maintaining a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer and more convenient.

3. Routine accommodation in transportation and land use planning: Routinely consider bicyclists and pedestrians in the planning and design of land development, roadway, transit, and other transportation facilities, as appropriate to the context of each facility and its surroundings.
4. Improved bicycle and pedestrian safety: Encourage local and statewide policies and practices that improve bicycle and pedestrian safety.

The following are goals related to the bike network, as re-stated on the Active San Bernardino website:

- Deliver the Class I, II and III identified in the subarea maps referenced in Chapter 3. Although the Class I facilities can be considered a backbone bicycle system, there is much more to the network than just Class I facilities. Other types of facilities can also be delivered more quickly and less expensively, improving regional connectivity.
- Develop better bicycle connectivity between cities and subareas of the County by coordinating the location and staging of network improvements. This must include improved collaboration with Caltrans, given the number of State highways connecting the subareas. Connectivity on Class II and Class III bicycle facilities can be increased by prioritizing the “low-hanging fruit” – parts of the regional system that are low-cost, close gaps in the system, and provide connections to key destinations.
- Develop a better “sense of a system” through improved signage, markings, and way-finding for both cyclists and pedestrians.
- Develop an improved inventory of end-of-trip facilities, particularly at transit stations, schools, other public buildings, and major employment centers.
- Proactively coordinate integration of cycling and walking accommodations with the State’s Complete Streets requirements.

- Proactively coordinate integration of cycling and walking access accommodations to and from transit stations.
- Continue safety education and promotion of cycling through schools, newsletters, and public websites.

The following are goals related to the pedestrian network:

- Improving pedestrian access to transit;
- Removing existing barriers to pedestrian travel;
- Development of regional trails and pathways which provide improved pedestrian access to destinations;
- Improvement of the pedestrian environment on major regional arterials and at regional activity centers.

## **SBCTA – SAFE ROUTES TO SCHOOL STRATEGY (PHASE I & II)**

Building on the momentum of the NMTP, the SBCTA Safe Routes to School (SRTS) Strategy aims to address the active transportation needs of San Bernardino County students and school areas.

Phase I of the Strategy identified focus areas that could most benefit from SRTS improvements compared to other areas within the County. This was done by analyzing the relative impacts of SRTS improvements to safety and mode share. Additional analyses were conducted to determine priority schools in these focus areas based on project readiness, geographic distribution, and equity considerations.

Phase II of the Strategy, completed in 2017, focuses on developing and prioritizing more site-specific SRTS infrastructure improvements. Walk audits were

conducted across 55 identified San Bernardino County schools to assess active transportation infrastructural needs and concerns and assemble an inventory of site-specific bicyclist and pedestrian network improvements. In San Bernardino, participating schools included Marshall Elementary School, Riley Elementary School, and Hillside Elementary School.

## **SBCTA POINTS OF INTEREST PEDESTRIAN PLAN**

The Point of Interest Pedestrian Plan (PIPP) assists local jurisdictions in the identification and prioritization of future pedestrian projects. It supplements the NMTP by identifying pedestrian projects, as the original document primarily focused on bike improvements. It identifies pedestrian improvements for one location in each member city, including in the City of San Bernardino. In the city, pedestrian improvements were proposed around the San Bernardino Courthouse area.

The following are other areas in San Bernardino where the Plan determined pedestrian improvements should be prioritized:

- Arrowview Middle School & George Brown Elementary
- Encanto Park
- Waterman Ave. Shopping Center, & E Neal Roberts Elementary
- Inland Career Education Center & Abraham Lincoln Elementary
- Sierra Way Plaza Retail Cluster at 40th Street
- San Bernardino Valley College
- Indian Springs High School or San Bernardino High School
- Blair Park
- Verdemon Park/Cesar E. Chavez Middle School

- Cal State University San Bernardino
- Lytle Creek Park

## **SBCTA FIRST/LAST MILE PLAN- MULTIMODAL ACTION PLAN (2018)**

SBCTA developed this plan in conjunction with the Southern California Association of Governments (SCAG) and Omnitrans to evaluate the reasons for underuse of transit and decline in ridership, and investigate strategies to improve usage of the County of San Bernardino's existing facilities and develop new facilities that will cater to customers. The approach is to think of mobility as a service, focusing on the customer experience heading to/from destinations and streamlining that process rather than thinking of systems separately. The plan hopes that transportation services are "understandable to the public so that their choices are well-informed and their riding experience is reliable, positive, and self-reinforcing."

The goals of the Action Plan are:

- Grow use of alternate mode transportation
- Find new users and keep existing users of modes that are alternatives to driving alone
- Help users navigate a complex transportation network in which the region has heavily invested in

Different strategies are discussed, including informational strategies (promoting trip-planning apps), rider-support strategies (electronic fare payment, rideshare engagement), and institutional strategies (employee transportation corridors).

Of greatest relevance to active transportation are first/last mile strategies. Generally, the Plan proposes specific projects as first/last mile solutions rather than generally applicable policies. Of particular relevance



to the City of San Bernardino is the proposal of on-demand flex service (microtransit) for Downtown San Bernardino. This is a proposed new service that would take commuters directly from the San Bernardino Transit Center directly to their workplaces upon a train's arrival. Other proposed strategies include creating a bikeshare program in a high-quality transit corridor and implementing bike/pedestrian infrastructure improvements in similar corridors using the principles of tactical urbanism.

## **SAN BERNARDINO COUNTYWIDE VISION**

Adopted in 2011, the Countywide Vision calls for the collaboration between all sectors in San Bernardino County to work towards creating a healthier San Bernardino County and a more vibrant economy and community over the next 20 years. Part of the Vision includes envisioning San Bernardino as: "A sustainable system of high quality education, community health, public safety, housing, retail, recreation, arts and culture, and infrastructure, in which development complements our natural resources and environment."

The vision statement provides further details through several elements related to jobs, environment, infrastructure, and others. The "transportation" element emphasizes developing "clean and advanced modes of transportation and infrastructure", while the environment element focuses on protecting natural resources.

## **SAN BERNARDINO COUNTY COMMUNITY TRANSFORMATION PLAN 2015-2020**

Following the adoption of the Countywide Vision, the County developed the Community Vital Signs Initiative to address strategies to improve wellness in the county. A data-driven policy framework is used to promote programs that improve the health and quality of life in San Bernardino County.

The San Bernardino County Community Transformation Plan – developed by the Community Vital Signs – sets short- and long-term goals and more immediate strategies for several areas, including 'Access to Health and Wellness' and 'Safety'. The "Access to Health and Wellness" strategy seeks to increase the number of residents engaged in active living activities, including increasing options for residents to use active transportation. The "Safety" strategy seeks to improve children's perception of safety at school through partnering with law enforcement at school sites. It also seeks to support "Economy" by supporting wellness in the workforce.

## **MEASURE I**

Approved by voters in 1989 and extended in 2004, Measure I is a countywide half-cent sales tax increase used to fund transportation improvements within San Bernardino County. The Measure I 2010-2040 Strategic Plan – adopted in 2009 by SANBAG – establishes a policy framework that guides the implementation of Measure I projects/programs.

## SAN BERNARDINO COUNTY REGIONAL GREENHOUSE GAS REDUCTION PLAN

This document plans for greenhouse gas reductions in accordance with AB 32, the Global Warming Solutions Act, which seeks regional transportation planning promoting reductions in greenhouse gases. San Bernardino maintains a goal to reduce greenhouse gas emissions to 15% below its 2008 emission by 2020. It sets GHG performance standards for new development, energy efficiency standards for existing buildings, and implementation of a sustainable communities strategy. On-road transportation is considered one of the sectors with the greatest impact.

## SAN BERNARDINO COUNTYWIDE TRANSPORTATION PLAN (INTERIM UPDATE 2021)

San Bernardino's Countywide Transportation Plan (CTP) lays out a strategy for long-term investment in and management of San Bernardino County's transportation assets. The following bullet points are a summary of the core elements of the Plan vision:

- Build on "the network." Continue building and improving "the network," focusing on origin-to destination connectivity with efficient first/last mile connections.
- Focus on the traveling customer. Tailor the modes, support strategies, and marketing to the needs of the customers being served.
- Encourage transit-oriented development (TOD). Work with local agencies and the private sector to encourage transit-oriented development in transit station areas, and incentivize TOD development where practical, in partnership with local governments.

- Invest in technology. Invest thoughtfully and carefully in technology, with an ultimate goal of a fully integrated system in which customers can assess trip options for transit, shared-ride, and active transportation modes, including first/last mile connections.
- Coordinate and collaborate. Coordinate activities and initiatives across SBCTA departments and with transit and mobility partners to achieve this vision.
- Support quality of life, health, sustainability, and equity. Work with San Bernardino County residents and businesses to ensure that the transportation investments are paying dividends in terms of quality of life, air quality, health, environmental sustainability, and equitable access to services.

## OMNITRANS PLANNING EFFORTS

Omnitrans is the primary public transit agency serving San Bernardino. It serves 15 member cities in the San Bernardino Valley and portions of unincorporated San Bernardino County. Recent agency highlights include the opening of the sbX bus rapid transit line, which connects Cal State San Bernardino to Loma Linda University through Downtown via E Street, and the opening of the San Bernardino Multi-Modal Regional Transit Center, which unites Metrolink.

Omnitrans has published several plans indicating its planned future actions, including the FY 2022 Management Plan and the Strategic Plan 2021-2025.

The vision from the Strategic Plan 2021-2025 is as followed:

"Our vision for the future and ultimate goal is to provide innovative mobility solutions that connect our region and strengthen the economy."



The Plan is guided by six strategic directions, which include:

- Secure our finances long-term, and explore new funding sources
- Expand our customer base
- Enhance our role in providing mobility and connectivity to the community
- Engage in local and regional planning, promoting transit as a solution
- Strengthen our communication
- Be bold, entrepreneurial, and innovative

It is supported by six goals:

1. Safe and secure operations: enhance our safety culture by providing safe and secure operations, improving safety for employees and customers while responding swiftly to new and emerging conditions.
2. Customer experience: provide an overall customer experience that reflects reliable, responsive, and exceptional service and promotes ridership growth.
3. Organizational and workforce development: develop an adaptable organization focused on employees that adjusts to changing conditions and promotes a culture of success and collaboration.
4. Finance: expand our financial resources to support operational stability and increase service levels in strategic ways.
5. Long-range planning: strengthen our leadership in creating mobility solutions in local and regional planning.
6. Community engagement: expand our partnerships and engage the community to be responsive to community needs and enhance OmniTrans' value in the region.

## CONNECT SOCAL

Connect SoCal is the 2020 Regional Transportation Plan/Sustainable Communities Strategy from Southern California Association of Governments (SCAG). The Plan includes a technical report that outlines the existing state of active transportation and the impacts of investments in active transportation within the SCAG region. The Plan contains the following goals related to active transportation.

- Encourage regional economic prosperity and global competitiveness.
- Improve mobility, accessibility, reliability, and travel safety for people and goods.
- Enhance the preservation, security, and resilience of the regional transportation system.
- Increase person and goods throughput and travel choices within the transportation system.
- Reduce greenhouse gas emissions and improve air quality.
- Support healthy and equitable communities.
- Adapt to a changing climate and support an integrated regional development pattern and transportation network.
- Leverage new transportation technologies and data-driven solutions that result in more efficient travel.
- Encourage development of diverse housing types in areas well supported by multiple transportation options.
- Promote conservation of natural and agricultural lands and restoration of critical habitats.

## COMPLETE STREETS ACT, ASSEMBLY BILL (AB) 1358

Assembly Bill (AB) 1358, also known as the Complete Streets Act of 2008, requires local agencies to integrate Complete Streets policies whenever there is a substantive revision to their General Plan, Circulation Element. This is intended to help reduce GHG emissions based on AB 32, the California Global Warming Solutions Act.

- Quality of life and public health: Enable vibrant, healthy communities
- Environment: Enhance environmental health and reduce negative transportation impacts
- Economy: Support a vibrant, resilient economy
- Infrastructure: Maintain a high-quality, resilient transportation system

## CALIFORNIA TRANSPORTATION PLAN (CTP) 2050

The California Transportation Plan (CTP) 2050 provides a roadmap for achieving a forward-looking vision:

"California's safe, resilient, and universally accessible transportation system supports vibrant communities, advances racial and economic justice, and improves public and environmental health."

It contains the following eight goals, many of which are relevant to active transportation plan.

- Safety: Provide a safe and secure transportation system
- Climate: Achieve statewide GHG emission reduction targets and increase resilience to climate change
- Equity: Eliminate transportation burdens for low-income communities, communities of color, people with disabilities, and other disadvantaged groups
- Accessibility: Improve multimodal mobility and access to destinations for all users