

**COUNTY OF SAN MATEO
PLANNING AND BUILDING DEPARTMENT**

DATE: May 25, 2016

TO: Planning Commission

FROM: Planning Staff

SUBJECT: EXECUTIVE SUMMARY: INFORMATIONAL ITEM: Status update on the Comprehensive Transportation Management Plan (“Connect the Coastsides”).

County File Number: PLN 2014-00430 (County of San Mateo)

PROPOSAL

This is an informational report on the current status of the Comprehensive Transportation Management Plan (“Connect the Coastsides”). Connect the Coastsides is a long range planning effort required by San Mateo County Local Coastal Program (“LCP”) Policy 2.53, which stipulates the need to evaluate future development impacts on the regional transportation system, including coastal access, within the unincorporated Midcoast area and the City of Half Moon Bay (“study area”).

The County of San Mateo Planning and Building Department manages Connect the Coastsides and has contracted with DKS Associates to conduct a technical analysis, develop strategic alternatives, and produce a plan to help manage long-term development and transportation in the study area.

RECOMMENDATION

Receive staff’s presentation on the status of Connect the Coastsides and provide input on the draft transportation improvements and land use policies.

SUMMARY

Since staff’s last update to the Planning Commission on November 4, 2015, the project team drafted potential transportation improvements and land use policies and has received community feedback regarding the proposed development forecast and transportation standards for the project. The alternatives standards and the forecast of development potential were documented and circulated for review in the Fall of 2015. The standards and forecast were reviewed by the Planning Commission at the November 2015 meeting. After making refinements to reflect stakeholder and public input, the new standards and forecast were used to re-evaluate the hybrid

transportation alternative. The project team was able to modify the set of projects in a way that responded to the stakeholder and public input from the Spring of 2015 and produce a more context-sensitive set of solution options that also ensure an acceptable level of service by all modes.

Recommended Alternative to Address Transportation Deficiencies

A review of future transportation needs and deficiencies under full buildout conditions for the Midcoast and the City of Half Moon Bay was conducted. A set of draft transportation improvements were identified to address these deficiencies. The projects recommended included addressing deficiencies for roadways, intersections, bicycle and pedestrian infrastructure, transit, and parking. Utilizing the alternative standards for each of these modes, the proposed improvements will address all roadway and intersection deficiencies in the Midcoast and Half Moon Bay except for delay through downtown Half Moon Bay which can be partially mitigated. The improvements will also address all deficiencies for bicycle and pedestrian infrastructure, transit, and parking.

Land Use Policy Concepts

Two programs that have been reviewed by staff that could reduce development potential on the Midcoast are a mandatory lot merger program and a lot retirement program. In addition, a traffic impact fee mitigation program is discussed here for its potential to reduce development.

The lot merger program would reauthorize a policy that was adopted by the San Mateo County Board of Supervisors in 2006. The policy would establish a merger program for two contiguous parcels under the same ownership in which at least one parcel is undeveloped and also one parcel is substandard in size. The program would initially be voluntary and then a mandatory merger process would occur.

A second policy concept is a lot retirement program. A lot retirement program requiring one-to-one retirement of development rights on existing lots in exchange for new lots would have the effect of reducing development potential and lessen the effect of new development on the transportation network. When a new lot is created via a subdivision, the applicant would have to extinguish the development rights on another parcel outside of the urban area.

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**COUNTY OF SAN MATEO
PLANNING AND BUILDING DEPARTMENT**

DATE: May 25, 2016

TO: Planning Commission
FROM: Planning Staff
SUBJECT: INFORMATIONAL ITEM: Briefing on the Comprehensive Transportation Management Plan ("Connect the Coastside").

County File Number: PLN 2014-00430 (County of San Mateo)

INTRODUCTION

This is an informational report on the current status of the Comprehensive Transportation Management Plan ("Connect the Coastside"). Connect the Coastside is a long range planning effort required by San Mateo County Local Coastal Program ("LCP") Policy 2.53, which stipulates the need to evaluate future development impacts on the regional transportation system, including coastal access, within the unincorporated Midcoast area and the City of Half Moon Bay ("study area").

The County of San Mateo Planning and Building Department manages Connect the Coastside and has contracted with DKS Associates to conduct a technical analysis, develop strategic alternatives, and produce a plan to help manage long-term development and transportation in the study area.

RECOMMENDATION

Receive staff's presentation on the status of Connect the Coastside and provide input regarding the next steps for moving forward.

BACKGROUND

Report Prepared By: Rob Bartoli, Planner II, Telephone 650/363-1857

Applicant: County of San Mateo Planning and Building Department

Location: Land area south of Tom Lantos Tunnels (Devil's Slide), extending to the southern terminus of the City of Half Moon Bay, including areas west and east of Highway 1 (to Interstate 280), as well as land areas proximate to Highway 92, from Highway 1 to Interstate 280.

Chronology:

<u>Date</u>	<u>Action</u>
August 8, 2012	- Coastal Commission certifies Midcoast LCP Update, including new LCP Policy 2.53 calling for the development of a Comprehensive Transportation Management Plan.
May 20, 2014	- Board of Supervisors approves contract with DKS to prepare the Comprehensive Transportation Management Plan.
May 29, 2014	- Project Initiated: Scope of Work finalized and data collection commenced.
August 27, 2014	- Project introduction and status update to the Midcoast Community Council.
September 30, 2014	- Draft Buildout Analysis and Traffic Projections Report presented at Technical Advisory Committee (TAC) Meeting #1.
October 22, 2014	- Presentation to Midcoast Community Council on draft Buildout Analysis and Traffic Projections Report.
November 10, 2014	- Public workshop at Half Moon Bay Brewery.
December 10, 2014	- Project status report to Planning Commission.
March 4, 2015	- Hybrid Transportation Alternative presented to Technical Advisory Committee (TAC).
April 8, 2015	- Midcoast Community Council Briefing.
April 15, 2015	- Public Workshop #2 - Evaluation of Alternatives.
April 21, 2015	- Half Moon Bay City Council Update.
July 7, 2015	- Amendment to agreement with DKS to allow for additional analysis and public outreach regarding development forecast and transportation alternatives.
September 9, 2015	- Draft Development Forecast and Alternative Transportation Standards presented to TAC.
October 14, 2015	- Presentation to Midcoast Community Council.

- October 20, 2015 - Presentation to Half Moon Bay City Council.
- October 22, 2015 - Public Workshop #3 - Land Use Forecast and Alternative Transportation Standards.
- November 4, 2015 - Project status report to Planning Commission.
- February 17, 2016 - Draft Identification and Evaluation of Recommended Transportation and Land Use Alternative to Address Deficiencies presented to TAC.
- March 14, 2016 - Presentation to Half Moon Bay City Council.
- March 23, 2016 - Presentation to Midcoast Community Council.
- April 7, 2016 - Public Workshop #4 - Identification and Evaluation of Recommended Transportation and Land Use Alternative.

DISCUSSION

In August 2012, the California Coastal Commission approved the LCP Midcoast Update with conditions described in LCP Policy 2.53, to conduct a transportation management plan. Local Coastal Program Policy 2.53 reads as follows:

Develop a comprehensive transportation management plan to address the cumulative traffic impacts of residential development, including single-family, two family, multi-family, and second dwelling units, on roads and highways, in the entire Midcoast, including the City of Half Moon Bay. The plan shall be based on the results of an analysis that identifies the total cumulative traffic impact of projected new development at LCP buildout and shall propose specific LCP policies designed to offset the demand for all new vehicle trips generated by new residential development on Highway 1, Highway 92, and relevant local streets, during commuter peak periods and peak recreation periods; and policies for new residential development to mitigate for residential development's significant adverse cumulative impacts on public access to the beaches of the Midcoast region of San Mateo County.

The plan shall thoroughly evaluate the feasibility of developing an in-lieu fee traffic mitigation program, the expansion of public transit, including buses and shuttles, and development of a mandatory lot merger program.

Since the initiation of this project in May of 2014, there have been public workshops, presentations to elected bodies, and a number of advisory meetings. After the second workshop for the Plan in April of 2015, there was significant stakeholder feedback focused on the level of potential residential and non-residential development identified in the Buildout Analysis and Traffic Projections Report. Stakeholders were concerned

with the high level of potential development that may exceed the transportation, water and wastewater systems capacity. LCP Policy 2.53 requires that the Plan analyze cumulative traffic impacts based on LCP Buildout; however, stakeholders requested, and staff agreed, that further information was needed regarding forecasted development on the Midcoast over the next 25 years.

Thus, a Constrained Forecast of Development Potential was created that projects the amount of potential development in the Midcoast over the next 25 years, factoring in existing development regulations such as current growth limits in the Midcoast and Half Moon Bay, and other environmental constraints such as the limited availability of new water connections.

In addition to providing supplemental development projects, the project team has refined the proposed revisions to the transportation performance standards contained in the existing LCP, which are limited to roadway levels of service for vehicles. The proposed new standards incorporate factors such as the availability of public transportation, parking, bike lanes, and pedestrian routes.

The updated development forecast and transportation performance standards were reviewed by the Planning Commission in November of 2015 and used to refine the suite of suggested roadway and transportation improvements, referred to by the Plan as the hybrid transportation alternative. The project team was able to modify the set of projects in a way that responded to the stakeholder and public input received during the Spring of 2015 and produce a more context-sensitive set of solution options that also ensure an acceptable level of service by all modes. While the 25-year forecast is a helpful guide as to what could be developed by 2040, the transportation analysis conducted was under full buildout, as required by the Local Coastal Program.

A. Proposed Transportation Alternatives

New performance standards were identified for roadways, pedestrian facilities, bicycling facilities, transit facilities and services and parking facilities and each is described below. These standards were reviewed by the Planning Commission at the November 4, 2015 meeting.

1. Alternative Standards

a. Roadway Standards

Delay Index: Defined as the ratio of peak period travel time on a segment to the free-flow travel time, the Delay Index was recommended as a replacement for the roadway segment Level of Service (LOS) based on vehicle/capacity ratio. For vehicle-only segments, a

Delay Index¹ of 2.0 was recommended, and for segments that support multi-modal travel, a Delay index of 3.0 was recommended.

Intersection Level of Service: It was recommended that the intersection LOS standard be maintained for signalized intersections, but applied for un-signalized intersections only if the intersection has sufficient side-street traffic to meet a peak-hour traffic signal warrant.

b. Pedestrians

Pedestrian Environmental Quality Index (PEQI): Using an index developed by the City and County of San Francisco Department of Health as a measure of expected Pedestrian Demand Score² between 20 and 29 would be a PEQI score of 41 or higher. The standard for segments along Highway 1 or streets connecting Highway 1 with a beach facility with an INDEX Walking Demand Score of 30 or greater would be a PEQI score of 61 or higher. The PEQI takes into account the following aspects of pedestrian facilities:

- Intersection Safety (presence of crosswalks, intersection lighting, refuge islands, etc.)
- Traffic Volume (adjacent traffic volume, number of lanes, speed limit)
- Street Design (continuity of walkways, width of walkways, curb cuts, etc.)
- Land Use
- Perceived Safety (pedestrian lighting, cleanliness, empty lots)

¹ Delay Index is calculated by determining how long it takes a vehicle to travel a road segment during free flow (no traffic) and how long it takes to travel that same segment during peak times. The standard for Connect the Coasts is travel time along a cars-only segment with longer than a two times free flow travel time would be considered deficient. Travel time along a multi-modal segment with longer than a three times free flow travel time would be considered deficient.

² The Pedestrian Demand Score is compiled using the following variables: population density, employment density, land use mix, schools, park/benches, transit proximity, neighborhood shopping districts, social and recreational destinations, social and recreational districts, employment centers, resident demographics (age, income, vehicle ownership), priority development areas, street segment length, intersection density, connectivity.

Pedestrian Crossing Spacing: Safe pedestrian crossing locations no greater than a half mile apart in all areas with an INDEX Walking Demand Score³ of 20 or higher.

c. Bicycle

Bicycle Environmental Quality Index (BEQI): Again, using an index developed by the City and County of San Francisco Department of Health, the standard for segments along Highway 1 would be a minimum BEQI score of 61 or higher for bicycle travel. The BEQI takes into account the following aspects of bicycle facilities:

- Intersection Safety (dashed bicycle lane, no turn on red, etc.)
- Traffic Volume (adjacent traffic volume, number of lanes, speed limit, presence of parallel parking, etc.)
- Street Design (striped area for bicycle traffic, width of bicycle lane, connectivity, curb cuts, etc.)
- Safety/Other (street lighting, signs) of bicycle lane or “share the roadway”
- Land Use (line of sight, bicycle parking, retail use)

Bicycle Parking Occupancy: Bicycle parking occupancy at beach access lots or major trip generators along Highway 1 shall not average over 85% during peak weekday hours.

d. Transit

Transit Loading Factor: The standard for the transit capacity utilization of buses standing capacity within the study area is not to exceed a two-hour average of 85% during the weekday commute peak period and the weekend recreational peak period.

Stop Amenities: A bench shall be provided if a stop averages 25 or more boardings a day and a shelter shall be provided if the stop averages 100 or more boardings per day.

e. Parking

Parking Occupancy: Parking occupancy at beach access lots shall not average over 85% during peak weekend hours.

³ Index Walking Demand Score is comprised of the following indicators: intersection safety, traffic volume, street design, land use, and perceived safety.

2. Transportation Improvements

Improvements included in the recommended alternative were selected from a list of potential improvements compiled from those suggested by the Technical Advisory Committee (TAC) and community workshops, proposed projects identified in other recent planning efforts, as well as improvements suggested by the DKS team to address identified deficiencies. The recommended alternative also reflects significant public input received on the previous Hybrid alternative at a workshop on April 15, 2015. To address the needs for the Buildout projections, the projects are considered for implementation over the next 25 years to respond to planned growth in the study area. While the Constrained Forecast helps create a better understanding of what development might occur in the next 25 years, Connect the Coastside is still using full buildout as required by the LCP to look at what transportation projects will be deficient.

Improvements are defined by the following categories:

- Roadway and Intersections/Access Points
- Bicycle and Pedestrian Facilities
- Transit
- Parking

Projects in the recommended alternative that were also recommended in previous planning efforts by the County or the City of Half Moon Bay are boldfaced. New projects identified and proposed by this study are not boldfaced. Roadway and intersection improvements are presented by subarea, but other improvements are presented for the study area as a whole. The recommendations that pertain to Half Moon Bay are advisory only.

a. Roadway and Intersection Improvements

Midcoast

Within the Midcoast area, the only intersections that are operating below the LOS standard and have enough side street volume to meet a signal warrant are Highway 1 and California Avenue, which act as an access point for residential areas on either side of Highway 1, and Highway 1 and Cypress Avenue, which is the main access point for Airport Road. Both of these intersections are located in Moss Beach.

Highway 1 and California Avenue

Given the complicated nature of the intersection with Weinke Way acting as a fifth leg and Carlos Street nearby, a roundabout would not work at this location without significant study and a large footprint. Signalization of the location would improve the LOS to an acceptable level. To signalize the intersection, access to Highway 1 from Weinke Way would have to be restricted and an alternative route to Highway 1 identified. To minimize the delay to vehicles traveling along Highway 1, the signal should be actuated to only trigger with a left-turn demand.

Highway 1 and Cypress Avenue

Analysis of a single lane roundabout at this location did not show any improvement to LOS. Signalization of the location will improve the LOS to an acceptable level. To minimize the delay to vehicles travelling along Highway 1, the signal should be actuated to only trigger with a left-turn demand. A northbound acceleration lane is currently included in Phase 1 of the Midcoast crossings to reduce delay for left-turning vehicles on the eastbound approach of Cypress Avenue, however that would not fully address the deficiency expected at buildout based on the forecasted volume.

A double lane roundabout would also improve the LOS to an acceptable level. There would be a need for additional right-of-way for the roundabout, and potential environmental impacts associated with the expansion of the roadway footprint. Further analysis of the signalization and roundabout options is currently underway.

Signal Coordination

If installed, signals at the cross streets of California Avenue and Cypress Avenue should be coordinated using GPS clocks to guarantee a minimal delay to traffic along Highway 1.

Signalizing these intersections will address the LOS deficiencies under full buildout conditions as shown below:

- Levels of Service at Highway 1 and California Avenue in Moss Beach will increase from LOS F to LOS A/B; and,
- Levels of Service at Highway 1 and Cypress Avenue in Moss Beach will increase from LOS F to LOS B/C.

With no project, the LOS at both intersections would be LOS F under Buildout Conditions. With the installation of the signals at both intersections, the intersection at California Avenue would have a LOS

Level of A at AM Peak Hours and PM Peak Hours and a LOS Level of B during Midday Peak Hour, while the intersection of Cypress Avenue would have a LOS Level of B at AM Peak Hours and Midday Peak Hour and a LOS Level of C at PM Peak Hours.

Further analysis is needed to determine the LOS for AM Peak Hours, Peak Hours, and Midday Peak Hour for a double lane roundabout at Cypress Avenue and Highway 1.

Safety and Circulation Projects

In addition to the roadway and intersection projects identified, the following proposed projects have been identified to improve safety or circulation in the Midcoast area:

- **Addition of a left-turn bay and an acceleration lane at Gray Whale Cove parking lot ⁴**
- **Addition of a median with northbound left-turn bay at the Lighthouse in Montara (16th Street)**
- Signage to restrict left-turning movements at the following intersections in the Midcoast and Half Moon Bay, which operate below the LOS Standard but do not meet a signal warrant:
 - Highway 1 and 2nd Street (Montara)
 - Highway 1 and 9th Street (Montara)
 - Highway 1 and Carlos Street (Moss Beach)
- The implementation of traffic calming improvements such as speed display units and speed humps along Main Street in Montara and along Carlos Street in Moss Beach.
- Stop signs added to the following unsigned intersections along Highway 1:
 - Highway 1 and 1st Street (Montara)
 - Highway 1 and Seacliff Court (Montara)
 - Highway 1 and 7th Street (Montara)

⁴ Projects in the recommended alternative that were also recommended in previous planning efforts by the County or the City of Half Moon Bay are boldfaced.

- Highway 1 and 11th Street (Montara)
 - Highway 1 and 13th Street (Montara)
 - Highway 1 and 16th Street (Montara)
 - Highway 1 and Furtado Lane (El Granada)
- Defined curb and paved shoulder for the following segments along Highway 1 will provide a consistent cross section for vehicle and pedestrian safety based on areas of highest pedestrian and bicycle activity along Highway 1:
- Montara Segment - 1st Street and 14th Street
 - Moss Beach Segment - Carlos Street to Etheldore Street (South)
 - El Granada Segment - Coral Reef Avenue to Medio Road

Unincorporated SR 92 East of Half Moon Bay

Within the unincorporated portion of SR 92 east of Half Moon Bay, the intersection of SR 92 and SR 35 (east) operates below the existing Midcoast LCP LOS standard and has enough side street volume to meet a signal warrant.

SR 92 and SR 35

The intersection of SR 92 and SR 35 has been identified as an intersection with a sufficient volume and sufficient area to benefit from the installation of a double lane roundabout.

Safety and Circulation Projects

In addition to the roadway and intersection projects identified to address deficiencies as defined by performance standards, the following proposed projects have been identified to improve safety or circulation along SR 92 east of Half Moon Bay:

- Passing/Climbing lanes on the eastbound portion of SR-92 between the Landfill Road and Pilarcitos Quarry Road to allow cars to pass the high volume of trucks on this roadway segment as well as provide a passing lane to go around right-turning cars.

- Left-turn lanes at the following major businesses along SR 92 in Half Moon Bay:
 - Berta's Farm
 - Lemos Farm
 - Half Moon Bay Nursery
- Additional "Trucks use right lane" signs along the two-lane eastbound portion of SR-92

Half Moon Bay

Within the City of Half Moon Bay, the following intersections are operating below the existing Midcoast LCP LOS standard and have enough side street volume to meet a signal warrant:

- Highway 1 and Spindrift Way
- Highway 1 and Kehoe Avenue
- Highway 1 and Grandview Boulevard
- **Highway 1 and Terrace Avenue (Grand Boulevard repositioned to align with Terrace Avenue) ⁵**
- Highway 1 and Filbert Street
- Highway 1 and Seymour Street
- **Highway 1 and Main Street (South)**

Additionally, the signalized intersections of Ruisseau Francais Avenue and Poplar Street currently operate at LOS F during the midday weekend peak. The City of Half Moon Bay has already begun the planning and design process to combine and signalize the intersections of Highway 1 at Terrace Avenue and Grand Avenue as well as signalize the intersection of Highway 1 and Main Street. In addition, the City of Half Moon Bay is looking into the effect of signal coordination on congestion in downtown Half Moon Bay.

⁵ Projects in the recommended alternative that were also recommended in previous planning efforts by the County or the City of Half Moon Bay are boldfaced.

b. Bicycle and Pedestrian Facility Improvements

To provide a safer and more connected pedestrian and bicycle environment to the Midcoast area and Half Moon Bay, the following measures are recommended. Proposed bicycle facilities will be composed of Class I, Class II, and Class III facilities. Pedestrian facilities will include off-street paths, additional crossings, and intersection improvements. Both bicycle and pedestrian safety facilities will also be improved at intersections. While there was interest shown in reducing the speed limit, the recent Caltrans speed survey shows no justification for a lowered speed limit.

Class I: Multi-Use Paths

Currently, a Class I multi-use path runs parallel to a few sections of Highway 1. It is recommended that this trail be extended without any gaps from 2nd Street in Montara to Miramontes Point Road at the southern end of Half Moon Bay. The proposed Class I “parallel trail” alignment would include the following segments to become continuous:

- 6.2 mile segment along Highway 1 between 2nd Street in Montara and the existing facility at the Pillar Point RV Park
- 1.1 mile segment along Highway 1 between Coronado Street and the existing bicycle facilities at Roosevelt Boulevard in Half Moon Bay
- 0.3 mile segment along Highway 1 between SR 92, where the current path turns adjacent to Oak Avenue Park to go under Highway 1 and cross Pilarcitos Creek to join up with SR 92, and Kelly Avenue
- 1.1 mile segment along Highway 1 between the existing bicycle facilities just south of Wavecrest Road and the southern bus stop just south of Miramontes Point Road at the southern border of Half Moon Bay

Where driveway and cross streets cross the Class I path, there should be adequate paint to alert drivers that they are entering a space designated for bicycles and pedestrians.

In addition to the Class I path, the Coastal Trail adjacent to the coastline should be extended along the entire study area. The proposed Coastal Trail alignment is part of a proposed project

separate from this plan and would include the following segments to become continuous:

- 1.82 mile segment along Highway 1 between the Devil's Slide Trail and 2nd Street in Montara.
- Surfacing of an existing 1.69 mile dirt path along the coast in south Half Moon Bay.

These two separated paths will provide pedestrians and cyclists (commuters, tourists, and local users) with a safe separated direct connection to communities and locales along Highway 1.

Class II and Class III Bike Lanes

It is also recommended that a Class II bike lane be added to both sides of Highway 1 where the right-of-way and environmental analysis allow, potentially by slightly narrowing Highway 1 lanes in some locations where needed, based on the proposed bicycle environmental quality standard proposed for the Midcoast LCP. Currently, there is no Class II bike lanes at any point along this segment of Highway 1. The proposed Class II bike lane would extend a distance of 12.3 miles from the southern border of Half Moon Bay (just south of Miramontes Point Road to the parking lot for North Peak Access Road), where the road cut makes any further road widening difficult. The purpose of the Class II bike lane is to separate commuting bicycle traffic from the recreational bicycle and pedestrian traffic that would use the parallel and coastal trail paths.

Future improvements should include the extension of the bike network to the north and south. These facilities will be part of the proposed North Coast Bikeway in the County's Comprehensive Bicycle and Pedestrian Plan (CBPP), connecting Daly City, Pacifica, and Half Moon Bay.

Additional Class II bike lanes are recommend along State Route 92 from Main Street in Half Moon Bay to SR-35, and Class III bicycle routes along Capistrano Road, which is currently being evaluated for Plan Princeton and was determined not to have room for Class II lanes.

The addition of a Class II bike path on Highway 1, which would provide bicycle access on both sides of the street (preventing the need to cross), will bring the BEQI score to the minimum recommended score of 61. In addition to meeting the bicycle standard, the addition

of a Class II bicycle lane along Highway 1 will meet the multimodal criteria for a higher Delay Index standard.

Pedestrian Walkways

In addition to the bicycle improvements along roadway segments, unpaved pedestrian walkways are recommended along Highway 1 in Montara, Moss Beach, Miramar, and developed areas of Half Moon Bay that provide, at minimum, a six foot wide flat surface free of any impediments that could cause a hazard to pedestrians (hazards include any surface condition that could cause a pedestrian to trip or injure themselves.). These paths are needed on both sides of the highway and should be separated by a minimum of three feet from the edge of auto or bicycle travel lanes. This will provide the much needed pedestrian access in the areas with the highest pedestrian demand.

Pedestrian Crossings

The lack of striped crossings throughout most of the Midcoast leads to pedestrians crossing Highway 1 at uncontrolled locations without any safety precautions. In order to also address the wishes of the community, the desired maximum distance between pedestrian crossings in areas with potential pedestrian demand would be increased to 0.5 miles. Striped pedestrian crossings with beacons to alert drivers along undeveloped portions of Highway 1 are proposed at the following locations:

- **Gray Whale Cove** ⁶
- Montara State Beach
- Half Moon Bay Airport
- Quarry Road (along SR 92)
- Pilarcitos Creek Road (along SR 92)
- SR 35 (along SR 92)

Striped pedestrian crossings with beacons (except where noted) to alert drivers along developed portions of Highway 1, with the potential for regular pedestrian demand, are proposed at the following locations:

⁶ Projects in the recommended alternative that were also recommended in previous planning efforts by the County or the City of Half Moon Bay are boldfaced.

- **2nd Street (with pedestrian refuge south of 2nd Street and no flashing beacon)**
- **7th Street**
- **Moss Beach Lighthouse (16th Street)**
- North Capistrano Road
- Surfer's Beach Parking area, near Pillar Point RV Park
- Between Magellan Avenue and Medio Avenue
- **Mirada Road**
- Purisima Way
- Redondo Beach Road

Striped pedestrian crossings are proposed as part of the proposed installation of signalized intersections at the following locations:

- **California Street**
- **Cypress Avenue (Pedestrian crossing configuration would need further analysis if a double lane roundabout is proposed)**
- Kehoe Avenue
- **Terrace Avenue/Grand Boulevard**
- **Main Street (South)**

Traffic Signal Pedestrian Improvements

Many signalized intersections within the study area are not pedestrian friendly and the plan should implement the following upgrades:

- Pedestrian count-down indicators on all signalized crosswalks
- Timing adjustments to be consistent with current requirements assuming 3.5 feet per second as the walking speed of pedestrians
- Bicycle signal detection

- Pedestrian refuges on wide road crossings

Currently none of the intersections meet the minimum recommended PEQI score. The above proposed improvements will meet the PEQI standard score that has been adopted for this project.

c. Transit Improvements

The following transit projects are suggested to provide a safer and more connected environment to the Midcoast area and Half Moon Bay:

- More frequent weekend service for the existing SamTrans fixed routes 294 and 17 serving the study area.
- Implementation of the Coastside Beach Shuttle to reduce the parking load at beach lots with additional buses during special events.
- School bus service for Cabrillo Unified School District including a facility for storing the vehicles and maintenance.

The following transit projects are suggested to address transit deficiencies:

- Installation of benches at the following bus stop locations:
 - Highway 1 and SR-92 (average of 16 daily boardings)
 - Strawflower Shopping Center (average of 29 daily boardings)
 - Kelly Avenue and Church Street (average of 24 daily boardings)
 - Main Street and Lewis Foster Drive (average of 21 daily boardings)

d. Parking Improvements

The following transit projects are suggested to address transit deficiencies:

- Formalized parallel parking for Montara State Beach, with a physical separation from Highway 1.

- Diagonal parking for El Granada separated from Highway 1 (this is part of a proposed Highway 1 realignment, however it is suggested that, given the parking need, it be constructed independent of the approval of the larger project in El Granada).
- Implementation of the Coastside Beach Shuttle to reduce the parking load at beach lots, include the following:
 - Roosevelt Beach
 - Half Moon Bay State Beach parking lot at Kelly Avenue
 - Implementation of pricing strategies to bring the deficient lots to a desirable occupancy

The following parking projects are suggested to provide a safer environment to the Midcoast area and Half Moon Bay:

- Improved wayfinding signage
- Paving and striping at the upper Gray Whale Cove parking lot

3. Land Use Policies

The following land-use policies are recommended to reduce transportation impacts of future development.

a. Mandatory Lot Merger Program

A lot merger program would allow contiguous parcels with the same ownership to be merged as long as at least one of the lots is underdeveloped and less than the minimum parcel size requirement. For undeveloped lots, the program would operate as a voluntary merger program for 21 months after adoption, and then become mandatory, with a process for noticing, hearing, determination, and appeals. During the voluntary period, any property owner who requests a merger would receive a non-expiring voucher that could be used for one of the following: (a) up to 250 square feet bonus floor area or (b) up to \$1,500 (new unit) or \$300 (existing unit) or a 5 percent reduction in building permit fees, whichever is greater; or an allowance that one parking space may be uncovered. For an affordable housing unit, additional incentives would be provided. Implementation of a mandatory lot merger program, generally following the policy adopted by San Mateo County in 2006, would reduce the number of undeveloped parcels along the Midcoast. The effect, however, of this reduction in the number of lots, was already

accounted for in the Buildout forecast, because lot mergers were assumed to take place in the Midcoast LCP.

Spatial analysis determined that the proposed lot merger program could reduce development potential in the unincorporated portion of the Study Area by an estimated 216 lots. The majority of development potential reduction would occur in residential districts, reducing the number of vacant substandard lots by 40 percent. Most of the lot mergers (165 lots) would occur in residential districts, with a smaller number (51 lots) in the Resource Management (RM-CZ) district. The effect of this reduction in lots is already assumed in the Buildout Condition and the Constrained Development Potential Forecast.

b. Mandatory Lot Retirement Program

A lot retirement program could be designed to provide flexibility to project applicants by allowing them to either:

- Directly purchase existing lots from willing sellers, and extinguish development rights;
- Donate lots to a land trust or similar organization that would do the same; or
- Pay an in-lieu fee to the City or County to acquire and retire development rights from willing sellers at a 1:1 ratio. For the in-lieu fee to function properly, an appropriate price per development credit would need to be established, and periodically reviewed and updated.

Acquisition of lots for lot retirement would be through donation or purchase. No property owner would be forced to sell their land for the purposes of this program. A lot retirement program requiring one-to-one retirement of development rights on existing lots in exchange for new lots would have the effect of reducing development potential and lessen the effect of new development on the transportation network.

Under the potential lot retirement program, development potential could be reduced in the unincorporated portion of the Study Area by an estimated 148 units (each retired lot in non-residential districts is assumed to equal one unit). In the unincorporated area, these lots are located in the Resource Management-Coastal Zone and Planned Agricultural districts; the analysis does not include lots in residential districts in order to prioritize infill development.

c. Traffic Fee Mitigation Program

A transportation fee mitigation program would collect fees for new residential and non-residential development on a per-housing-unit basis for residential and on a per-square foot basis for non-residential development. The rates would be based on a specified list of projects needed to mitigate the impacts of the growth, the total estimated capital cost of those projects, and the amount of new development expected. Although a Transportation Impact Mitigation Fee Program is being considered as a method for funding transportation improvements needed to accommodate growth rather than as a growth management strategy, the fee program could have some impact on the total amount of new development that occurs, if they raise the cost of development.

NEXT STEPS

Following the feedback received from members of the public, the San Mateo County Planning Commission, the Half Moon Bay City Council, and the Midcoast Community Council on the transportation improvements and the land use policies described above, an environmental evaluation of the draft Plan will be initiated, with the intent to identify a preferred alternative that could achieve an effective, productive balance between future transportation demand and land use development on the Midcoast, consistent with LCP Policy 2.53. The forecast and policies will be subject to review and feedback from the TAC, as well as the public, through meetings and a workshop, to occur in the Spring of 2016.

The following chronology lists anticipated actions, which includes expected project culmination in the Summer of 2016:

<u>Date</u>	<u>Action</u>
June 2016	- Board of Supervisors Update
August 2016	- Technical Advisory Committee Meeting for Review of Draft Comprehensive Transportation Management Plan
September - October 2016	- MCC and Half Moon Bay City Council updates
October 2016	- Public Workshop #5 for Review of Draft Comprehensive Transportation Management Plan
November 2016	- Planning Commission adoption of Draft Comprehensive Transportation Management Plan

December 2016 - Board of Supervisors adoption of Draft
Comprehensive Transportation Management Plan

ATTACHMENTS

- A. Evaluation of Recommended Alternative to Address Potential Future
Transportation Deficiencies Memo and Appendices
- B. DKS Associates Letter Responding to Comments from April 7, 2016 Connect the
Coastside Workshop

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