



DATE: October 1, 2019

CATEGORY: New Business

DEPT.: Public Works

TITLE: El Camino Real Streetscape Plan

RECOMMENDATION

Adopt a Resolution Approving the El Camino Real Streetscape Plan, Project 16-67, to be read in title only, further reading waived (Attachment 1 to the Council report).

BACKGROUND

El Camino Real is owned and operated by the State of California Department of Transportation (Caltrans). El Camino Real extends approximately four miles through the City of Mountain View, connecting to the City of Sunnyvale to the southeast and to the cities of Palo Alto and Los Altos to the northwest. Northwest of Rengstorff Avenue, El Camino Real lies on the border of Mountain View and Los Altos, with Mountain View controlling land uses on the north side of the road and Los Altos controlling land uses on the south side of the road (Figure 1).



Figure 1: El Camino Real Jurisdictional Boundaries

The City of Mountain View 2014 El Camino Real Precise Plan (ECRPP) established mobility-related guidelines and principles for development of the El Camino Real corridor. In relation to streetscape changes, these guidelines included wider sidewalks, new pedestrian crossings, improved bus stops, no reductions in travel lanes, buffered or protected bicycle facilities, and removal of on-street parking to create a balanced multi-modal corridor. The Draft El Camino Real Streetscape Plan (Exhibit A to Attachment 1) provides design concepts and recommendations to achieve the mobility guidelines set forth in the ECRPP. The design concepts will be used by private developers and the City to improve mobility for all modes of travel (pedestrians, bicycles, transit, and motor vehicles) along the corridor and will ensure that a coherent and consistent streetscape for El Camino Real will emerge over time.

Public Engagement

The El Camino Real Streetscape Plan's stakeholder and community engagement process included multiple opportunities for providing input during the plan development, including information posted on the City's website at:

www.mountainview.gov/ECRstreetscape, door-to-door outreach to all properties along El Camino Real within Mountain View, and postcard distribution to all property owners, businesses, and residents along El Camino Real in Mountain View on five separate occasions in conjunction with community and public meetings. The project process also included interagency meetings with a Technical Advisory Committee comprised of staff from the cities of Los Altos, Palo Alto, and Sunnyvale, as well as Caltrans and the Valley Transportation Authority (VTA). Additional input was received during Bicycle/Pedestrian Advisory Committee (B/PAC) and Council Transportation Committee meetings. Below is the list of public meetings held that helped formulate, inform, and refine the draft plan:

- April 25, 2018 – Community/Stakeholder Meeting
- April 25, 2018 – B/PAC Meeting
- October 24, 2018 – B/PAC and Los Altos Complete Streets Commission Joint Meeting
- April 11, 2019 – Community/Stakeholder Meeting
- May 13, 2019 – Council Transportation Committee Meeting

- June 18, 2019 – City Council Meeting
- August 28, 2019 – B/PAC Meeting

On [June 18, 2019](#), the City Council reviewed the draft design concepts for the El Camino Real Streetscape Plan, parking analysis findings to plan for removal of on-street parking to accommodate bikeways, and the possibility of incorporating certain bicycle and pedestrian improvements into the upcoming Caltrans paving and Americans with Disabilities Act (ADA) projects. Council provided direction to staff to begin working with Caltrans on incorporating these bicycle and pedestrian improvements into their projects which are due for construction in 2022.

On August 28, 2019, staff presented the full draft Streetscape Plan to the B/PAC. The B/PAC unanimously accepted the Draft El Camino Real Streetscape Plan as written and recommended that the City Council adopt and implement the Plan.

ANALYSIS

The Draft El Camino Real Streetscape Plan includes road cross-section changes, new pedestrian/bicycle crossings, bikeway facilities, intersection improvements, and other streetscape enhancements, as described below.

Proposed Typical Cross-Sections

The existing conditions on El Camino Real include three vehicle lanes in each direction, a median, and on-street parking within a typical 104' curb-to-curb width. With the addition of two 8' wide sidewalks, the typical public right-of-way is 120' wide (Figure 2).

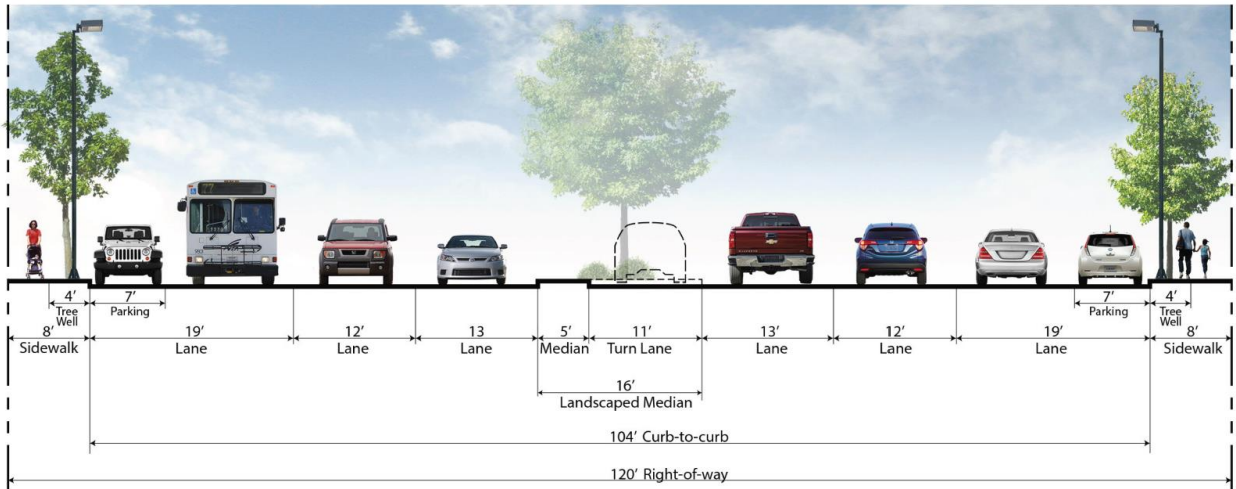


Figure 2 – Existing Typical Cross-Section

In accordance with the ECRPP, the Draft Streetscape Plan proposes four main streetscape features as displayed in Figure 3:

- Replace existing on-street parking with Class IV protected bikeways, where space allows, and Class II bike lanes where space is constrained within the existing 104' curb-to-curb width;
- Widen the existing 8' sidewalk to 12', if a 4' easement is granted by the adjacent property owners, as described in the ECRPP;
- Install pedestrian and bicycle enhancements for various intersection types along the corridor; and
- Provide transit stop enhancement and treatments.

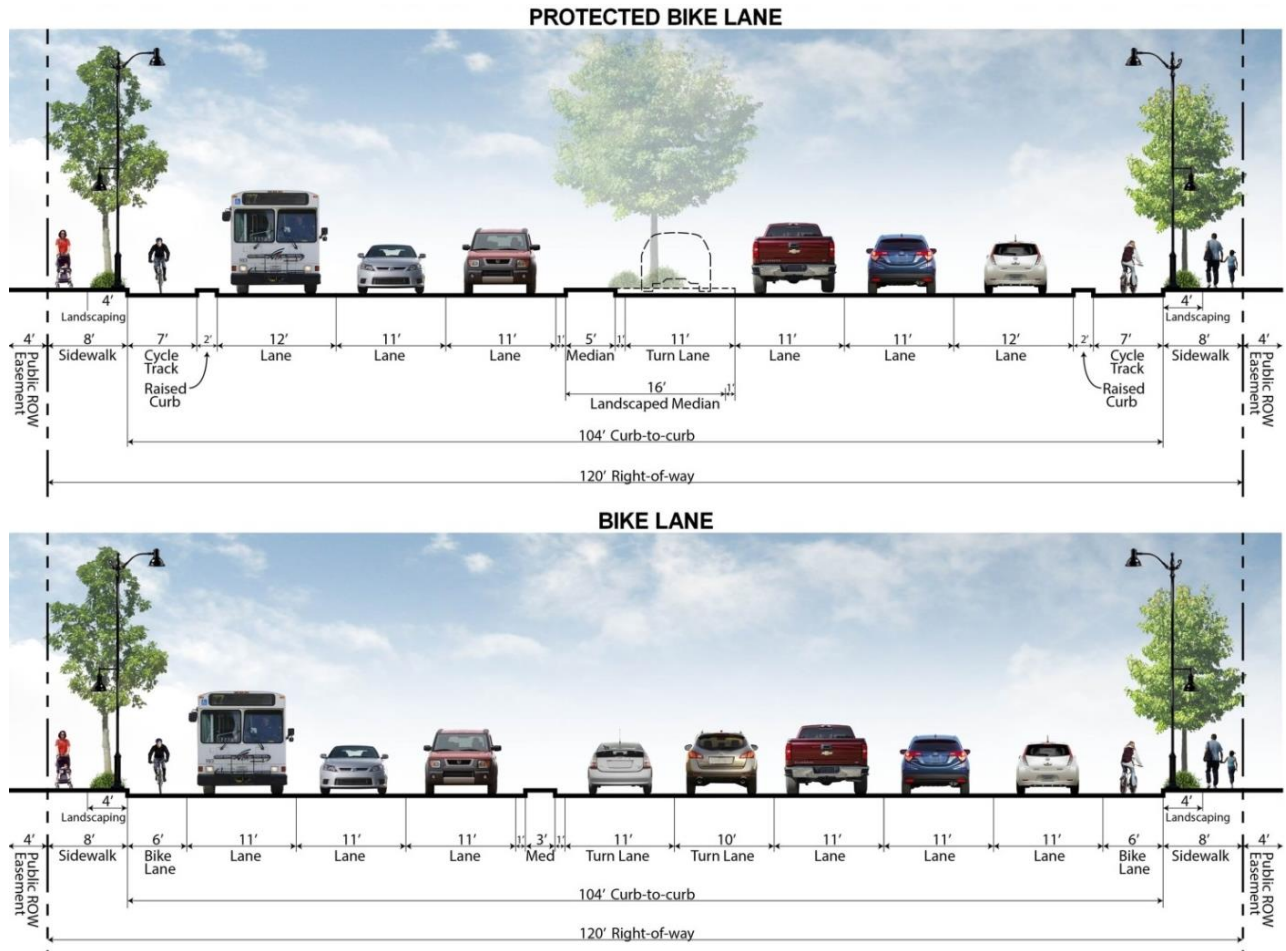


Figure 3 – Proposed Typical Cross-Sections

New Pedestrian/Bicycle Crossings

In order to improve multi-modal travel safety and experience, the El Camino Real Streetscape Plan includes three new pedestrian and bicycle crossings at Crestview Drive, Bonita Avenue, and Pettis Avenue as identified in the ECRPP. The crossing locations are displayed in Figure 4.

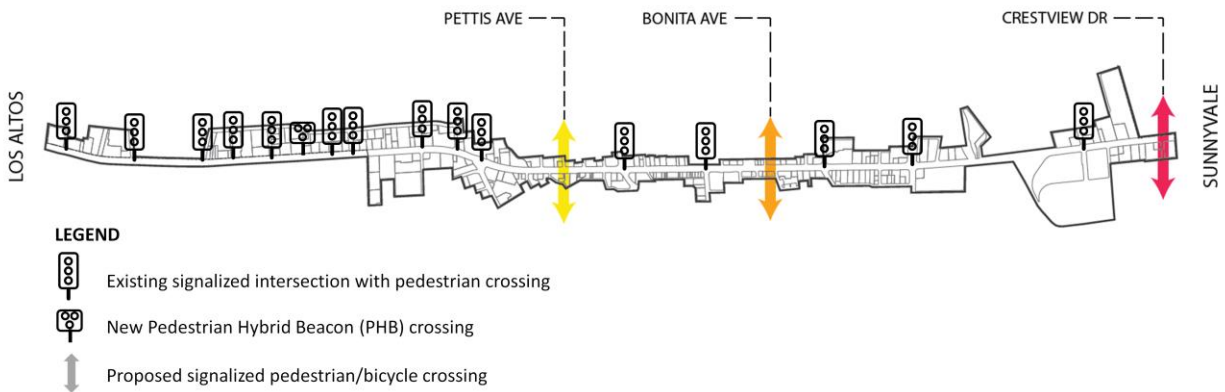


Figure 4 – Proposed Pedestrian and Bicycle Crossing Locations

The concept design for the new pedestrian and bicycle crossings includes a traffic signal, high-visibility crosswalks, and pedestrian refuge in the median. These new crossings will not alter the permitted vehicle turning movements. The concept design for Pettis Avenue is illustrated in Figure 5. New pedestrian and bicycle crossings at Bonita Avenue and Crestview Drive would be similar to that at Pettis Avenue.

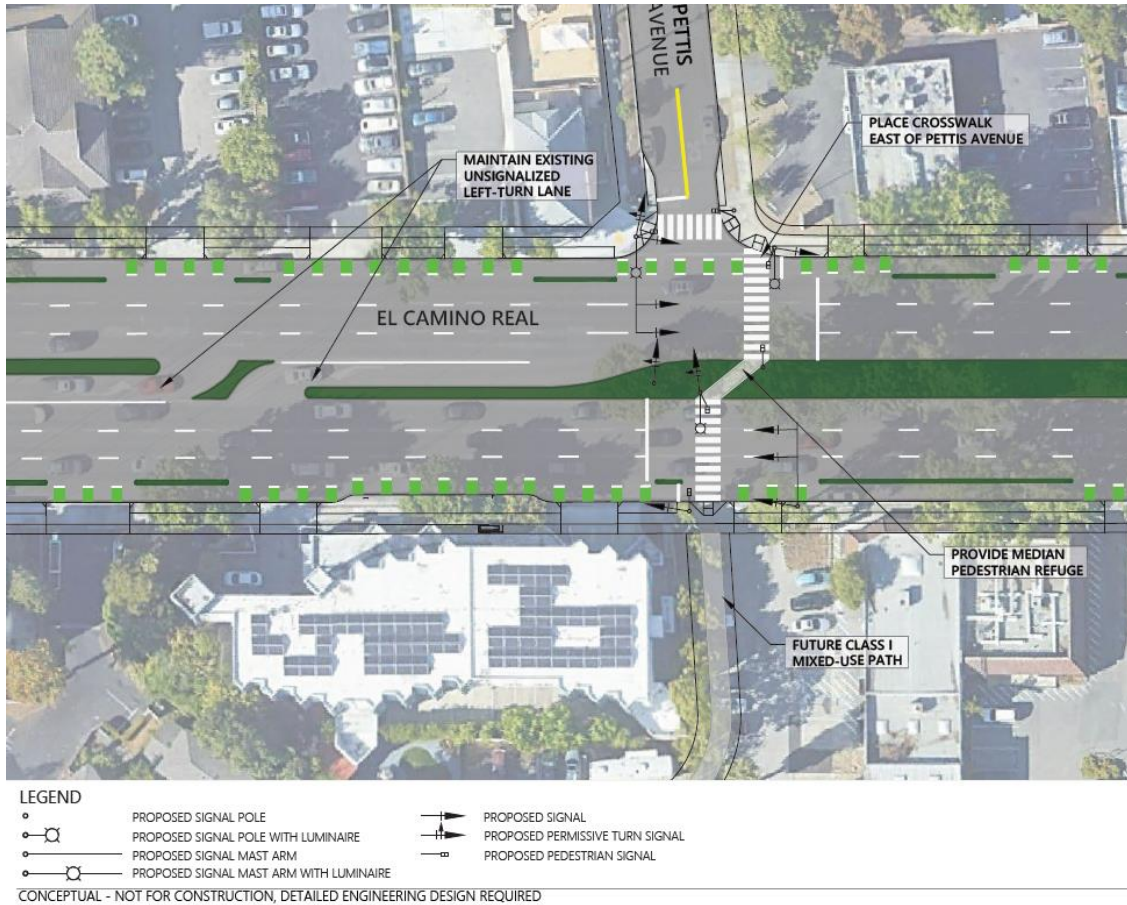


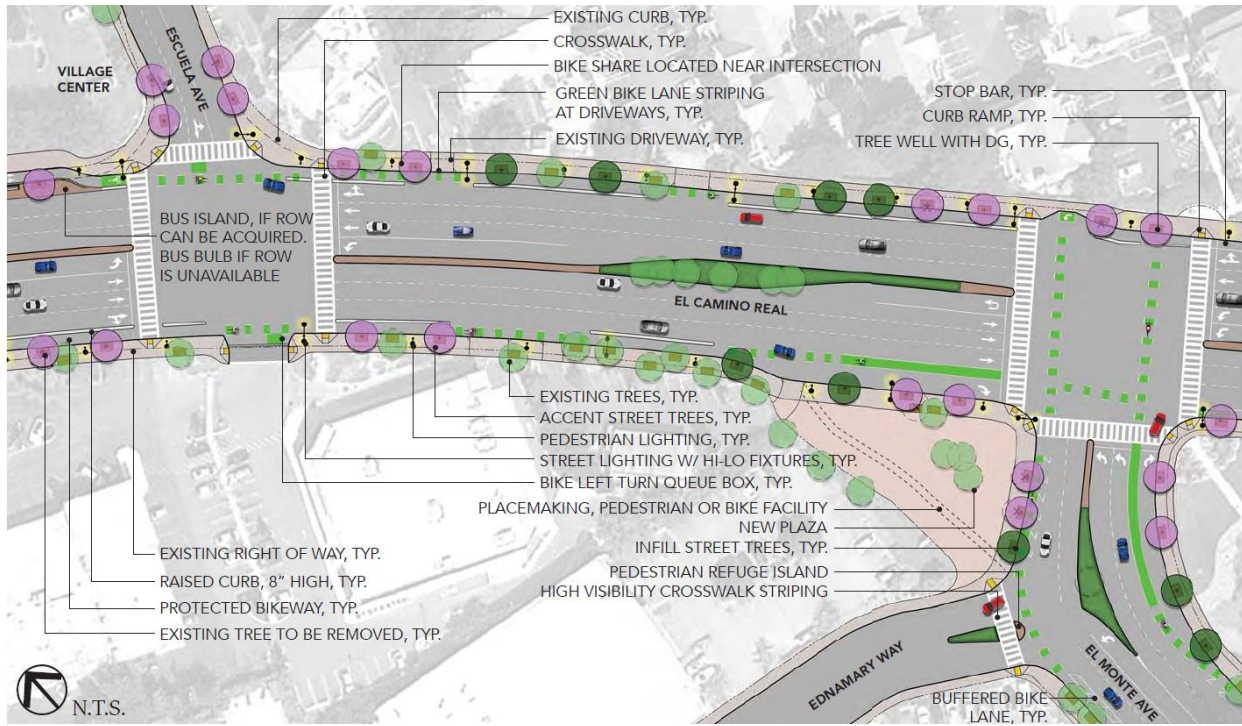
Figure 5— Pedestrian Crossing Concept at El Camino Real and Pettis Avenue

Intersection Improvements

The Draft Streetscape Plan also includes a variety of intersection changes aimed at improving the multi-modal performance of the intersections. Proposed design features include curb extensions to reduce pedestrian crossing time and exposure, green dashed bike lanes through intersections to increase cyclist visibility, tighter corner radii to encourage motorists to slow down at conflict points, high-visibility crosswalk striping on side streets, and green stormwater infrastructure.

The most substantial intersection changes are proposed for the El Monte Avenue intersection with El Camino Real, where the Draft Plan includes replacing the large existing right-turn slip lane with a dedicated right-turn lane at the signal, and providing a green painted through lane for bicyclists. The concept design for the El Monte Avenue intersection is illustrated in Figure 6. These changes are recommended because the current slip lane configuration encourages high-speed right turns from eastbound El Camino Real to El Monte Avenue at a location where there are multiple, confusing

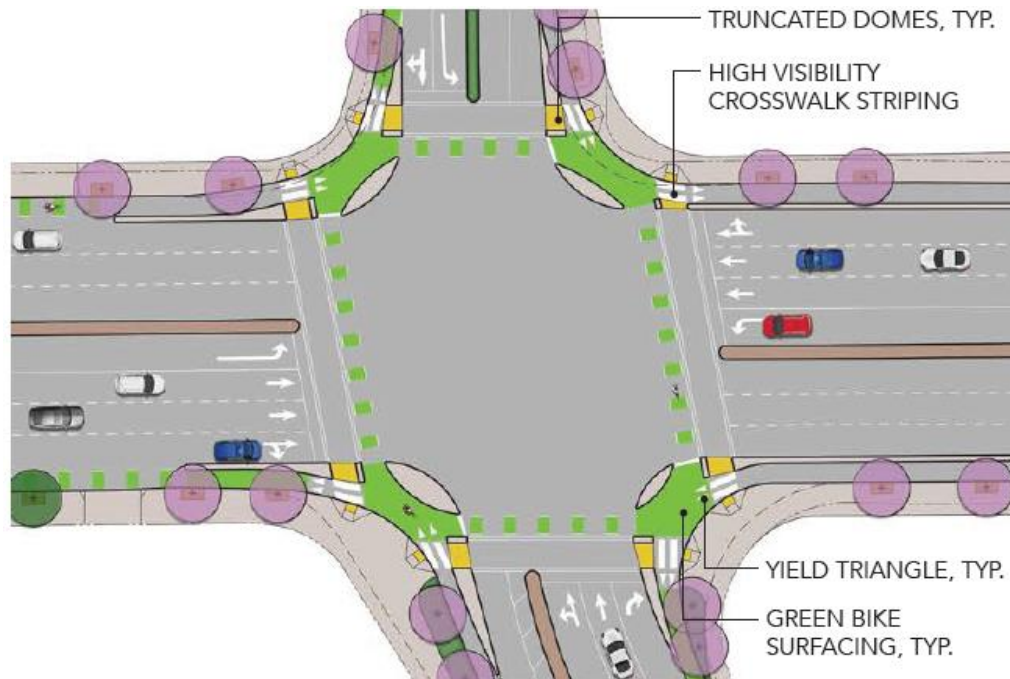
maneuvers to and from El Camino Real, Ednamary Way, and shopping areas on both sides of El Monte Avenue. The changes will reduce right-turn speeds, improve the clarity of the intersection for motorists and bicyclists, reduce pedestrian crossing distances, and provide new public space. The plan for the new public space, including a public input process, would be developed as part of a future Capital Improvement Project for the intersection improvements.



All improvements shown are conceptual and subject to further study and refinement.

Figure 6 – Intersection Improvements at El Monte Avenue

Other substantial proposals include protected intersections at major cross-corridors intersecting El Camino Real, such as at Shoreline Boulevard/Miramonte Avenue and Castro Street. Typical design features for protected intersections are illustrated in Figure 7. They include raised islands, which provide pedestrians and bicyclists a protected place to queue while increasing visibility and encouraging motorists to reduce speed during turning movements.



All improvements shown are conceptual and subject to further study and refinement.

Figure 7 – Protected Intersection Treatments

Protected Bikeways and Bike Lanes

Protected intersection treatments would link to Class IV protected bikeways on El Camino Real. Consistent with the ECRPP, the Draft Concept proposes replacing existing on-street parking with Class IV protected bikeways where space allows and Class II bike lanes where space is constrained. These facilities would accommodate existing and future bicycle trips along the corridor and would encourage “interested but concerned” cyclists to ride within the bike facility rather than on the sidewalk.

Typical Transit Stops

El Camino Real is a major transit corridor with high-frequency bus service. VTA’s Line 22 and Rapid 522 run along El Camino Real and have the highest combined ridership in the VTA system. In 2018, VTA produced new design guidelines for bus stops on roadways with buffered Class II bike lanes and Class IV protected bikeways. The Draft Streetscape Plan is consistent with VTA’s guidelines and identifies three alternative improvement options to upgrade the existing bus stops along the corridor based on available right-of-way and other considerations (Figure 8).



**Minimal
Change**



Bus Bulb



Bus Island

Figure 8 – Typical Bus Stop Treatments

Most of the existing bus stops along El Camino Real will be upgraded to the Minimal Change design as part of bikeway installation.

The Bus Bulb design will enhance bus stops by providing more space for the sidewalks, passenger waiting areas, and transit stop amenities such as seats and shelters. It will also make it easier for buses to pull out from the bus stop, which helps VTA to maintain on-time transit performance, service frequency, and cost efficiency. Bus Bulbs can be considered during bikeway installation or private development depending on factors such as cost, drainage impacts, and transit ridership.

The Bus Island design provides sufficient space for passenger waiting and ADA-compliant bus access and boarding, while also allowing Class IV protected bikeways to continue without disruption behind the bus boarding area. Like Bus Bulbs, this design also helps VTA to maintain on-time transit performance, service frequency, and cost efficiency; however, Bus Islands require additional right-of-way. For this reason, Bus Islands are likely to be implemented only in locations where there are existing bus bays, such as eastbound El Camino Real at Castro Street and westbound El Camino Real at Rengstorff Avenue. Bus Island implementation can be considered during bikeway installation or private development.

Streetscape Guidelines

The Draft Plan completes the streetscape picture with a focus on the pedestrian experience along El Camino Real. Design guidelines for the types and placement of site furnishings for pedestrian/bicycle amenities, street/pedestrian lighting, street trees, green stormwater infrastructure, and a planting palette are all provided. Figure 9 provides a typical sidewalk layout for the public right-of-way. New development along the corridor will be required to follow these guidelines for their frontages and expected to further enhance the pedestrian comfort and experience along the corridor with their on-site design.

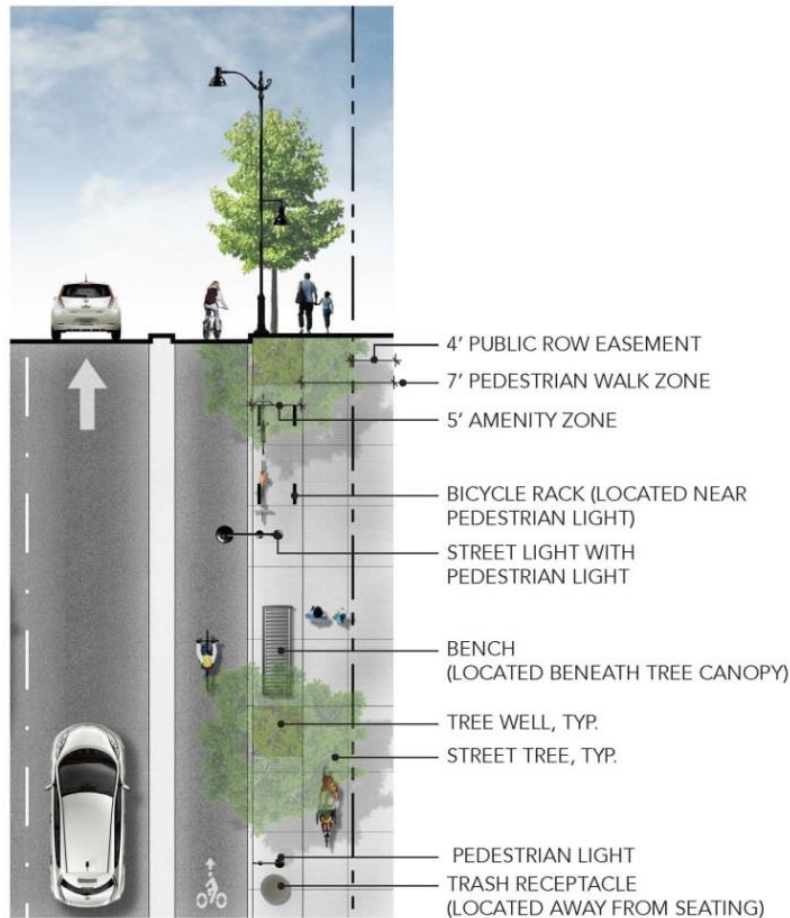


Figure 9 – Typical Sidewalk Layout

Cost and Implementation

The estimated total cost to implement all elements of the Streetscape Plan, based on current typical costs for design and construction, is approximately \$81 million. It is anticipated that nearly half of these costs will be borne by developers as part of their required frontage improvements. Some of these costs may also be absorbed by Caltrans as part of their upcoming paving and ADA projects, and some improvements are good candidates for bicycle and pedestrian grants. The remainder of the costs would be funded through the City's Capital Improvement Program (CIP).

Based on the Council's June 2019 direction, staff has begun working with Caltrans to include the following El Camino Real streetscape improvements in their paving and ADA projects scheduled to be constructed in summer 2022:

- Installation of Class IV protected bikeway facilities via parking removal between Castro Street and Highway 237/Grant Road where the impacts of parking removal are expected to be minimal.
- Project expansion to include installation of Class IV protected bikeway facilities between Highway 237/Grant Road and Sylvan Avenue (outside Caltrans' current repaving project limits).
- Lane striping northwest of Castro Street consistent with future installation of Class IV protected bikeways.
- Construction of curb extensions and/or other pedestrian crossing enhancements at up to 32 intersections that require curb reconfigurations under the Caltrans project.
- Implementation of other pedestrian crossing enhancements consistent with the El Camino Real Streetscape Plan that can be integrated into the repaving and ADA upgrade projects. Examples include high-visibility crosswalk markings, advanced stop bars, and bike detection at intersections.
- Installation of conduit to prepare for future crossing installations at Pettis Avenue, Bonita Avenue, and possibly Crestview Drive.

Bicycle and pedestrian improvements that are identified in the ECRPP and Streetscape Plan and are not implemented as part of the Caltrans repaving, and ADA upgrade projects would be pursued at a later time either as part of the development approval process or as separate capital projects undertaken by the City via the Caltrans design approval process.

Environmental Review

Adoption of the El Camino Real Streetscape Plan is exempt from the California Environmental Quality Act (CEQA) review pursuant to Section 15301(c), Existing Facilities. An environmental review under CEQA will be conducted for any of the recommended improvements included in the Plan. Staff will ensure the completion and submission of all required CEQA analysis/exemption documentation.

NEXT STEPS

The Streetscape Plan represents conceptual-level design recommendations only. More detailed engineering and traffic studies will be required to design improvements that meet the site-specific roadway geometry and Caltrans requirements.

The City will pursue implementation of Streetscape Plan elements through the development approval process, coordination with the Caltrans repaving and ADA upgrade projects, and City's CIP, including coordination with neighboring cities to transition improvements at the cities' shared boundaries.

FISCAL IMPACT

The El Camino Real Streetscape Plan, Project 16-67, is funded with \$260,000 of Priority Development Area Grant funds, \$47,000 from the Construction/Conveyance Tax Fund, and \$40,000 from the Development Services Fund. The Plan will be completed within budget.

In anticipation of incorporating bikeway improvements that will require City funding into Caltrans' repaving and ADA projects, the following placeholder items are included in the City's Proposed 5-year CIP for Fiscal Year 2019-20 through Fiscal Year 2023-24:

- \$1.3 million in Fiscal Year 2019-20 for design of El Camino Real Bikeway Improvements;
- \$3.3 million in Fiscal Year 2021-22 for construction of El Camino Real Bikeway Improvements; and
- \$3.1 million in Fiscal Year 2022-23 for construction of El Camino Real Bikeway Improvements.

Once an agreement is reached with Caltrans on what improvements the City will be funding as part of the repaving and ADA ramp projects, staff will request that Council approve revision of project scopes for these CIPs to match the project limits for the bikeways to be installed and to include relevant pedestrian improvements.

CONCLUSION

Staff recommends that City Council adopt a resolution approving the El Camino Real Streetscape Plan which provides design concepts and improvements to achieve the mobility guidelines set forth in the ECRPP.

ALTERNATIVES

1. Adopt a resolution approving a modified El Camino Real Streetscape Plan document.
2. Take no action to adopt the El Camino Real Streetscape Plan.
3. Provide other direction.

PUBLIC NOTICING

The Council agenda is posted on the City's Internet website at www.mountainview.gov. Postcard meeting notices were mailed to all addresses within the El Camino Real Precise Plan area and the agenda item was noticed in the *Mountain View Voice*. The Council report was sent to the B/PAC, Silicon Valley Bicycle Coalition, and other interested parties.

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Attachment: 1. Resolution