



DATE: September 14, 2021

CATEGORY: Consent

DEPT.: Public Works

TITLE: **El Camino Real Pedestrian and Bicycle Improvement, Projects 20-61 and 22-29 – Various Actions**

RECOMMENDATION

1. Authorize the City Manager or designee to execute a cooperative agreement with the California Department of Transportation for El Camino Real Pedestrian and Bicycle Improvement, Projects 20-61 and 22-29, for a not-to-exceed total contribution from the City of Mountain View of \$6,700,000.
2. Authorize the City Manager or designee to execute a 2016 Measure B Bicycle and Pedestrian Capital Projects Competitive Grant Program Funding Agreement with Santa Clara Valley Transportation Authority for El Camino Real Pedestrian and Bicycle Improvement, Projects 20-61 and 22-29.
3. Adopt a Resolution of the City Council of the City of Mountain View to Remove On-Street Parking Along Portions of State Route 82, El Camino Real, in Conjunction with the El Camino Real Pedestrian and Bicycle Improvement Project, to be read in title only, further reading waived (Attachment 1 to the Council report).
4. Support the Los Altos City Council approving the removal of on-street parking along El Camino Real, between Rengstorff Avenue and Cesano Court, to install new bicycle facilities in conjunction with the Caltrans repaving project.

BACKGROUND

El Camino Real is a historic urban highway and an important transportation corridor for residents, workers, and visitors connecting major shopping and employment destinations with freeways, neighborhood streets, and transit. The roadway extends approximately four miles through Mountain View, connecting to Sunnyvale to the southeast and to Palo Alto and Los Altos to the northwest (Figure 1).

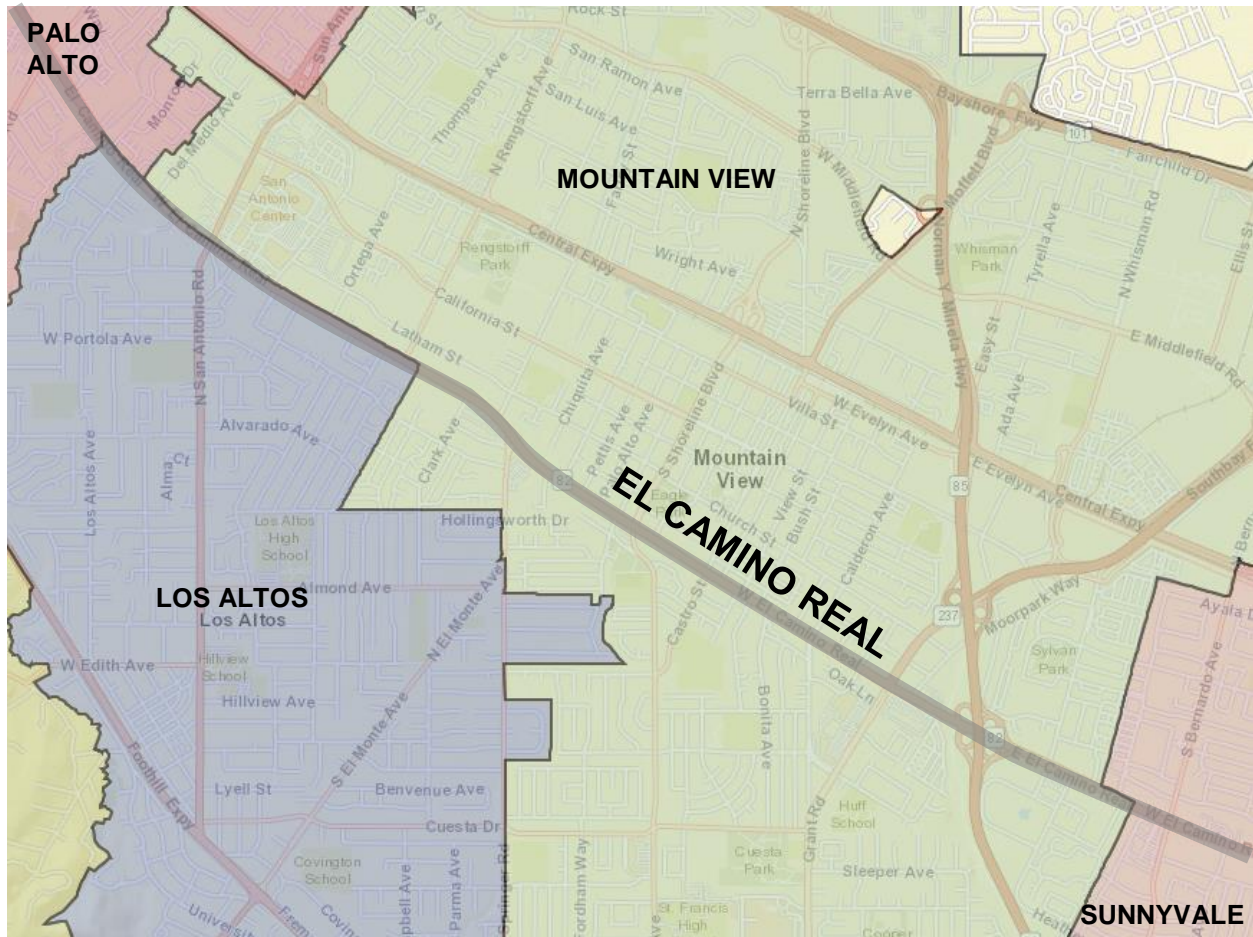


Figure 1: Area Map of El Camino Real in Mountain View

El Camino Real is a State highway within the jurisdiction of the California Department of Transportation (Caltrans). Caltrans is planning to fully rehabilitate the pavement on El Camino Real within the City of Mountain View with construction anticipated to start in 2023.

City of Mountain View Plans

In 2007, a coalition of cities and agencies along the San Francisco Peninsula adopted the Grand Boulevard Initiative (GBI) vision. The GBI vision envisions El Camino Real as a collection of vibrant places to work, live, shop, and play, connected by multi-modal links that promote walking and transit. The City’s 2030 General Plan, which was approved by the City Council in 2012, reiterated the GBI vision and identified the El Camino Real corridor as a change area to be developed as “a revitalized boulevard that connects rather than divides the City, and as an attractive place to work, live and play.”

In 2014, the City Council adopted the El Camino Real Precise Plan, which established mobility-related guidelines to support the General Plan vision. The Precise Plan called for wider sidewalks, interstitial pathways (paseos), shorter crossings, improved landscaping, bicycle facilities, transit signal priority, enhanced bus stops, removal of on-street parking, and transit-oriented development without a reduction in travel lanes.

These pedestrian and bicycle improvements were further developed through the El Camino Real Streetscape Plan. At the [June 18, 2019](#) Council meeting, staff presented the draft Streetscape Plan concepts, which included the following design elements:

- Replace existing on-street parking with Class IV protected bikeways and Class II bike lanes where space is constrained;
- Install pedestrian and bicycle enhancements at intersections;
- Provide transit stop enhancements and treatments;
- Install new signalized pedestrian crossings at Pettis Avenue, Bonita Avenue, and Crestview Drive; and
- Widen the existing 8' wide sidewalk to 12' if a 4' easement is granted by the adjacent property owners when parcels redevelop.

At this meeting, staff also presented the results of an extensive survey of on-street parking utilization and availability for the full length of El Camino Real within Mountain View City limits. Based on the results of the parking survey, staff recommended converting the parking lanes into bicycle facilities between Sylvan Avenue and Castro Street because the parking survey indicated no adverse impacts to the surrounding land uses. Staff recommended the bikeway implementation for the Castro Street to Rengstorff Avenue segment occur at a later time when one or more of the properties that had spillover parking onto El Camino Real redevelops (with requirements to provide all parking on-site) and/or the new Pettis Avenue crossing is installed to provide a side street option for one of the businesses currently using El Camino Real for parking.

Council expressed unanimous support for the concepts outlined in the Streetscape Plan, including removal of on-street parking to accommodate new bikeway facilities between Sylvan Avenue and Castro Street. Council also directed staff to work with Caltrans to implement the bikeway and pedestrian improvements in conjunction with the Caltrans repaving project.

On [October 1, 2019](#), Council specified certain additions to the El Camino Real Streetscape Plan involving pedestrian improvements and landscaping and adopted a resolution approving the Streetscape Plan (Attachment 2). The final Streetscape Plan is available at [MountainView.gov/AccessMV](#).

The pedestrian and bicycle improvements outlined in the Streetscape Plan are also consistent with the City's Vision Zero Policy, which aims to eliminate fatal traffic collisions in the City by 2030, and with AccessMV, Mountain View's Comprehensive Modal Plan, which identified El Camino Real as a priority corridor for multi-modal transportation improvements.

Caltrans Plans

While the City of Mountain View has established a vision for the El Camino Real corridor, the roadway itself is owned and operated by Caltrans. As such, any improvements within the public right-of-way are subject to Caltrans approval.

In 2014, Caltrans' Deputy Directive No. DD-64-R2 recognized bicycle, pedestrian, and transit modes as integral elements of the transportation system. The Deputy Directive also noted that all transportation improvements are opportunities to improve safety, access, and mobility for all travelers, directing the agency to provide for the needs of travelers of all ages and abilities.

In light of this multi-modal perspective, Caltrans released a District 4 Bike Plan in 2018, which identified Class IV protected bikeways on El Camino Real in Mountain View as Tier 1 projects. Installation of bicycle facilities through conversion of on-street parking requires approval by the respective local agency.

ANALYSIS

Caltrans Cooperative Agreement

Caltrans has initiated design of an integrated project to repave El Camino Real from State Route 237/Grant Road to the San Mateo County line near Sand Hill Road and install Americans with Disabilities Act (ADA) upgrades along El Camino Real, between Knickerbocker Drive in Sunnyvale and Sand Hill Road in Palo Alto. As noted above, construction is expected to begin in 2023 and be completed by early 2025.

Staff submitted the City's proposed bicycle and pedestrian improvements to Caltrans, who confirmed that the improvements were consistent with their policies and design standards. Caltrans has also determined which improvements could be provided as part of Caltrans' project budget (e.g., changing their striping plans to include bikeway striping). All other City-initiated improvements need to be funded by the City through a cooperative agreement with Caltrans.

In general, the City must cover the design and construction costs for all ADA ramp improvements outside of Caltrans right-of-way, the corner bulb-outs at intersections, any curb realignments and median narrowing necessary for the bicycle and pedestrian improvements, and transit stop reconfigurations for the bicycle facilities. Originally, the City was also going to be responsible for the costs to install the new pedestrian crossings at Pettis Avenue, Bonita Avenue, and Crestview Drive at a potential cost of \$3.7 million. This was included in the planned Capital Improvement Program (CIP) for Fiscal Year 2022-23 adopted by Council in 2019. However, Caltrans has secured State funding to install these three new pedestrian crossings using pedestrian hybrid beacons (PHBs). As a result, this planned CIP project was removed from the Five-Year CIP adopted in June 2021, freeing up the City's funds for other bicycle and pedestrian improvements.

The key terms of the City's cooperative agreement with Caltrans include the following:

- Caltrans is the implementing agency responsible for the design and construction of the project.
- Design will be consistent with the City's El Camino Real Streetscape Plan design concepts. Any significant changes to the project scope and design that are inconsistent with the Streetscape Plan will require City approval.
- Caltrans is the California Environmental Quality Act (CEQA) Lead Agency for the repaving and ADA portions of the project, and the City is the CEQA Lead Agency for the bicycle and pedestrian improvements funded by the City.
- Caltrans is responsible for utility agreements, right-of-way, and environmental permitting.
- Mountain View is the sponsoring agency responsible for establishing the initial project scope and for any additional public outreach.

The estimates for the City's share of the design and construction costs have not yet been finalized; however, based on preliminary construction cost estimates, staff anticipates a City cost of up to \$6.7 million.

Measure B Grant Funding Agreement

In 2020, the City successfully secured a \$4 million Valley Transportation Authority (VTA) Measure B pedestrian/bicycle grant to help construct pedestrian and bicycle improvements along El Camino Real. This funding will be used toward the City's cost share of \$6.7 million to Caltrans for the project. Under the funding agreement, Mountain View is responsible for the design and construction of the bicycle and pedestrian elements funded by the grant, although the City can delegate this responsibility to Caltrans through the cooperative agreement. The City will handle the necessary grant reporting and submit invoices for reimbursement from the grant.

Adding Bicycle Facilities Northwest of Castro Street

Based on the direction received from Council at the June 2019 meeting, staff requested that the Caltrans project include replacing on-street parking with bikeway facilities between Sylvan Avenue and Castro Street and to change the traffic lane striping between Castro Street and Cesano Court (the City limit with Palo Alto) to support installing bikeway facilities in the future.

As shown in Figure 1, northwest of Rengstorff Avenue, El Camino Real lies on the border of Mountain View and Los Altos. While Mountain View regulates land uses on the north side of the road and Los Altos regulates land uses on the south side, the entire width of El Camino Real northwest of Rengstorff Avenue falls within the City of Los Altos. Caltrans has informed staff that the City of Los Altos, therefore, shall determine whether to remove parking and add bicycle facilities on both sides of El Camino Real northwest of Rengstorff Avenue.

At the August 10, 2021 meeting of the Los Altos Complete Streets Commission, commissioners unanimously supported a proposal to convert parking to buffered Class II bike lanes in segments of El Camino Real within Los Altos. The Los Altos City Council will consider this issue at a meeting in late September.

Should the Los Altos City Council approve bike lanes northwest of Rengstorff Avenue as part of Caltrans' project, there would be a gap in bikeway facilities between Castro Street and Rengstorff Avenue in Mountain View. Caltrans has suggested that the City of

Mountain View consider removing on-street parking and installing bikeway facilities to close the gap.

Parking Analysis for Castro Street to Cesano Court

As part of developing the El Camino Real Streetscape Plan, a series of parking surveys were conducted in 2018 between Bernardo Avenue in Sunnyvale and Adobe Creek in Palo Alto to understand potential tradeoffs between enhanced safety, mobility, and mode choice and parking impacts. In order to further evaluate replacing on-street parking with bicycle facilities from Castro Street to Cesano Court, additional parking surveys were recently conducted.

Figure 2 illustrates the results of the parking survey from 2018 for El Camino Real northwest of Castro Street. Parcels shown as having a potential parking issue in 2018 (red) had fewer vacant on-site parking spaces than utilized on-street spaces during one or more of the study periods. Specific locations of these potential issues are listed in Table 1. Targeted follow-up parking surveys taken in April 2019 provided consistent results. A recent follow-up survey conducted in July 2021 indicated fewer potential issues, with just one location at 2020 West El Camino Real (red arrow in Figure 2) having a spillover parking issue.

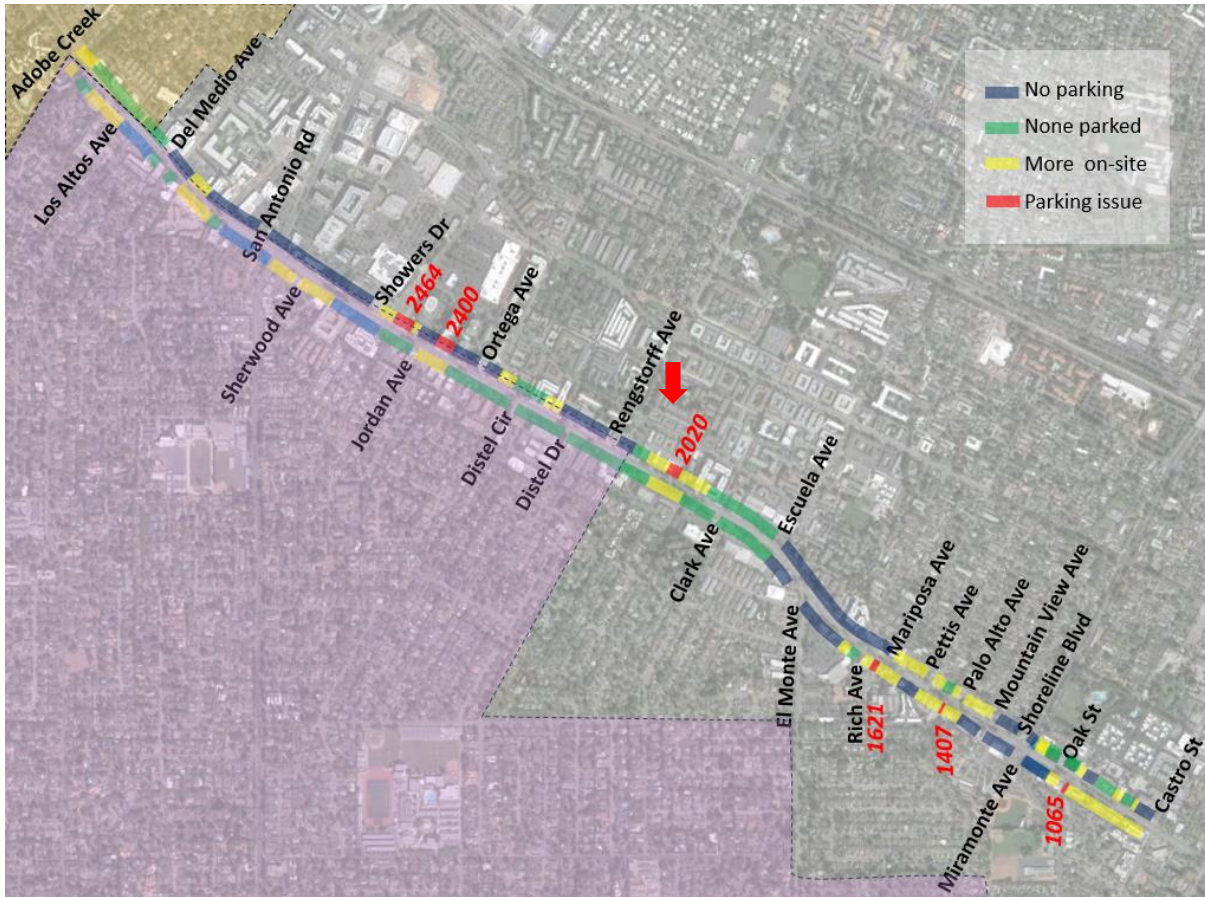


Figure 2: Parking Issues, Castro Street to Adobe Creek, October 2018

Table 1: Potential Parking Issues northwest of Castro Street

Street No.	Land Use	Overflow Parking Timing	Cars Parked on Street ¹		On-site Parking Spaces ²	Side Street Parking Available
			2018	2021		
2464	Eating/retail	Weekend midday and evening	4	N/A ³	40	No
2400 ⁴	Residential	Weekday and weekend all day	5	N/A	17	Yes
2020	Eating	Weekend evening	6	3	25	No (paseo)
1621	Service	Weekday evening and weekend all day	2	N/A	8	Yes

Street No.	Land Use	Overflow Parking Timing	Cars Parked on Street ¹		On-site Parking Spaces ²	Side Street Parking Available
			2018	2021		
1407	Eating	Weekday evening	2	N/A	0	No (future crossing)
1065	Retail	Weekday night and weekend all day	2	N/A	1 plus driveway	No

1. Total number of cars parked on street in a location where there were more vehicles parked on-street than vacant spaces on-site during a peak period.
2. On-site parking spaces represent the total number of private (off-street) parking spaces located at the given address, not the level of occupancy for these spaces.
3. N/A = This address was no longer considered a potential parking issue during the 2021 survey because there were more vacant spaces on-site than vehicles parked on-street.
4. Additional available on-site parking may have been available for this location; however, surveyors were unable to observe it.

As noted in Table 1, some of these locations are near side streets with on-street parking available, and one is adjacent to a paseo providing a connection to Latham Street. For the one property with no on-site parking, the installation of the pedestrian crossing at Pettis Avenue will provide access to nearby side streets on the north side of El Camino Real.

Community Engagement

In addition to the extensive outreach and engagement that occurred in 2018 and 2019 for the El Camino Real Streetscape Plan, City staff conducted a virtual community meeting for the El Camino Real Pedestrian and Bicycle Improvements project on August 4, 2021. Notifications for this meeting called out the addition of removing parking northwest of Castro Street. Notices included:

- More than 4,000 postcards to property tenants, owners, and businesses in the vicinity of El Camino Real between Castro Street and Cesano Court;
- Door-to-door outreach to all addresses along El Camino Real in the same study segment;
- Email notifications to *myMV* subscribers, neighborhood associations, and other community contacts; and
- Yard signs posted at key locations along El Camino Real.

Twenty-eight (28) members of the public attended the meeting. Feedback obtained during the meeting indicated that 82% of respondents were in favor of implementing the Streetscape Plan's pedestrian and bicycle elements, including conversion of parking lanes to bicycle facilities. Nine percent (9%) were opposed to parking conversion, and 9% were unsure or indifferent. Some respondents suggested a bike facility on a less busy road, such as Cuesta Drive or Latham Street, and some respondents were concerned about loss of public on-street parking. Respondents also expressed interest in design details of the project.

On June 30, 2021, the El Camino Real Pedestrian and Bicycle Improvement Project was discussed at a joint meeting of the City of Mountain View's Bicycle/Pedestrian Advisory Committee (B/PAC) and Palo Alto Pedestrian and Bicycle Advisory Committee. At that meeting, all B/PAC members expressed support for parking conversion to facilitate bikeway implementation. Members also supported minimizing driveways and addressing bus-bike interactions at bus stops.

On August 25, 2021, the City's B/PAC again considered the El Camino Real Pedestrian and Bicycle Improvement Project. B/PAC members unanimously supported the following recommendations to the City Council:

- Approve converting on-street parking to new protected bikeways along El Camino Real northwest of Castro Street; and
- Support the Los Altos City Council's approval to convert on-street parking lanes to new bicycle facilities along El Camino Real between Rengstorff Avenue and Cesano Court.

Removal of On-Street Parking

Based on the results of the parking survey and community outreach, staff recommends that the City Council approve expanding the bikeway implementation to include the segment between Castro Street and Rengstorff Avenue in addition to the segment between Sylvan Avenue and Castro Street previously supported by Council. Staff also recommends that the City Council support the Los Altos City Council approving bikeway implementation on El Camino Real between Rengstorff Avenue and Cesano Court.

Caltrans requires that the City Council adopt a resolution approving the removal of the on-street parking within Mountain View's jurisdiction in order to proceed with

incorporating the City’s El Camino Real Pedestrian and Bicycle Improvements into their paving and ADA project.

Environmental Review

This project has been determined to be categorically exempt in accordance with the requirements of Sections 15301 (“Minor Alterations to Existing Public Facilities”), 15302 (“Replacement or Reconstruction of Facilities”), and 15303 (“New Construction or Conversion of Small Facilities”) of the CEQA Guidelines.

FISCAL IMPACT

El Camino Real Pedestrian and Bicycle Improvement – Design, Project 20-61, is funded with \$1.3 million from the Construction/Conveyance Tax Fund. The budget for project design is as follows:

Design (to Caltrans)	\$ 900,000
Environmental Consultant	60,000
City Project Management	260,600
City Administration Fee	79,400
Total	<u>\$1,300,000</u>

El Camino Real Pedestrian and Bicycle Improvement – Construction, Project 22-29, is funded with \$4 million from the VTA Measure B Grant, \$1.8 million from the General Fund Transportation Reserve, and \$600,000 from the Construction/Conveyance Tax Fund for a total project budget of \$6.4 million. The budget for project construction is as follows:

Construction (to Caltrans)	\$5,800,000
City Project Management	209,390
City Administration Fee	390,610
Total	<u>\$6,400,000</u>

The recommended total not-to-exceed City funding to Caltrans in the cooperative agreement is \$6.7 million for design and construction of the project.

CONCLUSION

Based on the results of the parking analysis, which indicates minimal potential parking impacts to the adjacent land uses, staff recommends that the upcoming Caltrans repaving project include converting the parking lane into bicycle facilities from Castro Street to Rengstorff Avenue in addition to the segment from Sylvan Avenue to Castro Street. Staff also recommends that the City Council support the Los Altos City Council in taking action to approve converting the parking lane into bike facilities on El Camino Real northwest of Rengstorff Avenue.

To proceed with the implementation of the El Camino Real Pedestrian and Bicycle Improvements, staff recommends that the City Council authorize the City Manager or designee to execute a cooperative agreement with Caltrans and a 2016 Measure B funding agreement with VTA. Council action is also required to adopt a resolution approving the removal of on-street parking in conjunction with the construction of the project.

ALTERNATIVES

1. Do not authorize the City Manager or designee to execute the Caltrans cooperative agreement and VTA Measure B funding agreement and do not proceed with integrating the bicycle and pedestrian improvements in the Caltrans project.
2. Adopt a resolution approving the removal of on-street parking only between Sylvan Avenue and Castro Street and do not support the Los Altos City Council approving the removal of on-street parking to install bicycle facilities northwest of Rengstorff Avenue.
3. Provide other direction.

PUBLIC NOTICING

Agenda posting and email distribution to the Bicycle/Pedestrian Advisory Committee, Silicon Valley Bicycle Coalition, other interested parties, and notice to properties within 500' of the El Camino Real Streetscape Plan corridor.

Prepared by:

Hoa Nguyen
Associate Engineer

Robert Gonzales
Capital Projects Engineer

Helen Kim
Transportation Planner

Ria Hutabarat Lo
Transportation Manager

HN-RG-HK-RHL/TS/6/CAM
934-09-14-21CR
201230

Approved by:

Dawn S. Cameron
Public Works Director

Audrey Seymour Ramberg
Assistant City Manager/
Chief Operating Officer

- Attachments: 1. Resolution Approving Removal of On-Street Parking
2. Resolution Approving Streetscape Plan, 2019