



**DATE:** June 23, 2020

**CATEGORY:** Consent

**DEPT.:** Community Development

**TITLE:** **North Bayshore Trip Cap Report**

### **RECOMMENDATION**

1. Review and accept the North Bayshore Trip Cap Report.
2. Authorize the City Manager to enter into a contract with Fehr and Peers for an amount not to exceed \$155,000 for North Bayshore District Transportation Monitoring for Fiscal Year 2020-21.

### **BACKGROUND**

The City started monitoring North Bayshore gateways in February 2014 as part of the North Bayshore Precise Plan. This monitoring now occurs in fall and spring of each year. Annual reports are generally submitted to the City Council in late spring. These past reports are available on the City's website at: [https://www.mountainview.gov/depts/comdev/planning/activeprojects/northbayshore\\_/default.asp](https://www.mountainview.gov/depts/comdev/planning/activeprojects/northbayshore_/default.asp).

#### *North Bayshore Precise Plan*

The City adopted an updated North Bayshore Precise Plan in December 2017, including the following key policies.

- **2017 North Bayshore Gateway Peak-Hour Vehicle Trip Cap.** The District Vehicle Trip Cap is established as the maximum allowed number of trips at the three North Bayshore gateways during the a.m. and p.m. peak-hour periods: 8,290 trips (a.m.) and 8,030 trips (p.m.). (Note: the vehicle trip numbers represent both inbound and outbound trips combined.)
- **Vehicle trip cap.** If monitoring shows that the trip cap is reached at any of the three gateway locations for two consecutive data reporting periods, the City will not grant any new building permits for net new square footage in the North

Bayshore Precise Plan area until the number of peak-hour vehicle trips is reduced below the trip cap, except as described in the next paragraph.

An application for new development may propose strategies, including, but not limited to, physical improvements to the transportation network and additional Transportation Demand Management (TDM) measures, along with traffic analysis demonstrating the proposed strategies and/or improvements will comply with the District Vehicle Trip Cap prior to project occupancy. Proposed strategies and/or improvements shall be implemented prior to building occupancy, unless deemed otherwise by the City Council. The City Council will consider applications proposing improvements to the transportation network and/or additional TDM measures according to the review process established by Council policy.

#### *North Bayshore District Transportation Monitoring*

There are key transportation assumptions, policies, and projects that will need to be continually monitored and refined over time to fulfill North Bayshore's vision as a mixed-use district with reduced single-occupancy vehicle use and strong transit, bicycle, and pedestrian infrastructure. A complete list of these efforts is included in Attachment 1. In particular, the North Bayshore Circulation and Feasibility Study 2.0 will provide fresh insights into strategies and options the City can consider to help in improving transportation outcomes in North Bayshore.

### **ANALYSIS**

#### *Spring 2020 North Bayshore District: Transportation Monitoring Summary*

The following focuses on the key findings from the *Spring 2020 North Bayshore District Transportation Monitoring Report* regarding single-occupant vehicle mode-share and gateway peak-hour vehicle trip volumes. The main report is included as Attachment 2, with appendices to the report located at [https://www.mountainview.gov/depts/comdev/planning/activeprojects/northbayshore\\_/default.asp](https://www.mountainview.gov/depts/comdev/planning/activeprojects/northbayshore_/default.asp).

Staff notes that the spring 2020 trip counts were completed in early February, prior to the COVID-19-related shelter-in-place orders that have significantly reduced vehicle trips in the area. There is uncertainty regarding the degree to which the current level of telecommuting will continue, however, telecommuting will remain a key TDM strategy.

## 1. Single-Occupancy Vehicle Mode-Share

The Precise Plan has a 45 percent Single-Occupancy Vehicle (SOV) mode-share target for all person trips into North Bayshore across all gateways combined. The spring 2020 monitoring shows that the inbound a.m. peak-hour SOV mode split is 57 percent. Table 1 shows the historical trend for all modes of travel since monitoring began in 2014.

**TABLE 1: Historical Inbound Morning Peak-Hour Mode Split Comparison**

| Mode         | Spring 2014 | Spring 2015 | Fall 2015 | Spring 2016 | Fall 2016 | Spring 2017 | Fall 2017 | Spring 2018 | Fall 2018 | Spring 2019* | Fall 2019** | Spring 2020** |
|--------------|-------------|-------------|-----------|-------------|-----------|-------------|-----------|-------------|-----------|--------------|-------------|---------------|
| SOV          | 51%         | 55%         | 53%       | 60%         | 56%       | 52%         | 49%       | 52%         | 52%       | 55%          | 50%         | 57%           |
| HOV          | 12%         | 12%         | 14%       | 17%         | 14%       | 13%         | 15%       | 14%         | 12%       | 12%          | 8%          | 11%           |
| Transit      | 33%         | 26%         | 26%       | 17%         | 23%       | 28%         | 32%       | 30%         | 32%       | 31%          | 37%         | 28%           |
| Bike         | 3%          | 6%          | 6%        | 5%          | 6%        | 6%          | 3%        | 3%          | 3%        | 2%           | 4%          | 3%            |
| Ped          | 1%          | 1%          | 1%        | 1%          | 1%        | 1%          | 1%        | 1%          | 1%        | 0%           | 1%          | 1%            |
| <b>Total</b> | 100%        | 100%        | 100%      | 100%        | 100%      | 100%        | 100%      | 100%        | 100%      | 100%         | 100%        | 100%          |

\* **TNC-Transportation Network Company (i.e., Uber, Lyft).** The City started monitoring TNCs in spring 2019. A one-person TNC (driver only) was included in the SOV category, while two or more person TNC (driver plus passenger(s)) vehicles were categorized as high-occupancy vehicles (HOV).

\*\* **TNC-Transportation Network Company (i.e., Uber, Lyft).** Since fall 2019, TNC drivers have been excluded from the mode-share summary. The emergence of TNC vehicles has resulted in an alternative accounting of vehicle occupancy that excludes TNC drivers from the vehicle occupancy observations because they are providing a service and are not part of the traveling public with an origin or destination in North Bayshore.

### Discussion

- **45 Percent SOV Mode-Share Target.** As noted, the SOV mode-share target is not being achieved. If the 45 percent target was achieved, peak-hour vehicle trips on Shoreline Boulevard could be reduced by approximately 380 to 480 trips. The City, private developers, and the Transit Management Association (TMA) must continue to work towards reducing the SOV mode-share through area multi-modal projects, TDM Plans, areawide bike sharing, and TMA services.
- **Two-Way Peak-Hour Gateway Vehicle Trips.** As shown in Table 2 below, Shoreline Boulevard exceeds the two-way peak-hour a.m. trip target by approximately 60 vehicle trips, while Rengstorff Avenue exceeds its two-way peak-hour p.m. trip target by approximately 70 vehicle trips.

**TABLE 2: Spring 2020 Two-Way Peak-Hour Gateway Vehicle Trips**

| Gateway                    | Morning      |              |                            |                                       | Evening      |              |                            |                                       |
|----------------------------|--------------|--------------|----------------------------|---------------------------------------|--------------|--------------|----------------------------|---------------------------------------|
|                            | Volume       | Target       | Remaining Gateway Capacity | Percent of Gateway Capacity Remaining | Volume       | Target       | Remaining Gateway Capacity | Percent of Gateway Capacity Remaining |
| <b>San Antonio Road</b>    | 1,590        | 1,890        | 300                        | 16%                                   | 1,080        | 1,830        | 750                        | 41%                                   |
| <b>Rengstorff Avenue</b>   | 2,890        | 3,290        | 400                        | 12%                                   | 2,510        | 2,440        | -70                        | -3%                                   |
| <b>Shoreline Boulevard</b> | 3,170        | 3,110        | -60                        | -2%                                   | 3,150        | 3,760        | 610                        | 16%                                   |
| <b>Total</b>               | <b>7,650</b> | <b>8,290</b> | <b>640</b>                 | <b>8%</b>                             | <b>6,740</b> | <b>8,030</b> | <b>1,290</b>               | <b>16%</b>                            |

*Discussion*

- Trip Volume Overview.** The attached report includes a large number of data tables regarding current trip volumes and gateway capacity. At a high level, regardless of how you measure trip behavior in North Bayshore, the Shoreline Boulevard and Rengstorff Avenue gateways have been routinely observed to be at or exceeding their practical capacity. At a technical level, as noted above, the Shoreline Boulevard gateway slightly exceeds its capacity, although, when compared to the 2014 trip capacity, it is slightly below (additional discussion below).

*Alternative Vehicle Trip Cap Target (2014 Precise Plan)*

In 2018, Council asked for additional information on alternative trip cap targets. This was because the 2017 Precise Plan includes a substantial amount of new residential units while the 2014 Precise Plan did not. The resulting new "outbound" vehicle trips from these future residential units would eventually delay inbound vehicle trip movements and, therefore, reduce the "inbound" vehicle trip capacity. The Table 10 excerpt below compares the spring 2020 gateway vehicle trip volumes with the 2014 Precise Plan gateway targets. The 2014 Precise Plan targets and volumes are smaller than the 2017 Precise Plan targets and volumes because the 2014 targets only count vehicles moving inbound in the morning, whereas the 2017 targets count vehicles moving in both directions. Using this alternative trip target, the spring 2020 volumes would technically be slightly below the Shoreline Boulevard a.m. and Rengstorff Avenue p.m. peak-hour caps.

**Table 10: Alternative Trip Target – 2014 Precise Plan  
 One-Way Peak-Hour Inbound Gateway Vehicle Trips**

| Gateway             | Morning            |              |                            |                                       | Evening            |              |                            |                                       |
|---------------------|--------------------|--------------|----------------------------|---------------------------------------|--------------------|--------------|----------------------------|---------------------------------------|
|                     | Spring 2020 Volume | Target       | Remaining Gateway Capacity | Percent of Gateway Capacity Remaining | Spring 2020 Volume | Target       | Remaining Gateway Capacity | Percent of Gateway Capacity Remaining |
| San Antonio Road    | 1,350              | 1,530        | 180                        | 12%                                   | 850                | 1,340        | 490                        | 37%                                   |
| Rengstorff Avenue   | 2,480              | 2,960        | 480                        | 16%                                   | 2,020              | 2,090        | 70                         | 3%                                    |
| Shoreline Boulevard | 2,480              | 2,490        | 10                         | 0%                                    | 2,410              | 2,730        | 320                        | 12%                                   |
| <b>Total</b>        | <b>6,310</b>       | <b>6,980</b> | <b>670</b>                 | <b>10%</b>                            | <b>5,280</b>       | <b>6,160</b> | <b>880</b>                 | <b>14%</b>                            |

Based on previous Council comments, and since it will take some time before new residential units are built in North Bayshore, staff recommends that future gateway trip cap monitoring use the higher 2014 inbound trip cap targets instead of the 2017 targets. Then, as new residential units are built and more outbound trips occur, the City would adjust the trip cap periodically based on the number of inbound and outbound trips and its effect on gateway capacity.

**FISCAL IMPACT**

None. The funding request for a new contract for Fiscal Year 2020-21 North Bayshore Transportation Monitoring is included in the Proposed Fiscal Year 2020-21 Capital Improvement Program that Council will be considering for approval on this same agenda.

**NEXT STEPS**

The next trip counts are scheduled for fall 2020. COVID-19 has significantly reduced the amount of vehicle trips into North Bayshore, and trip volumes are expected to be much lower than previous monitoring periods. Staff, therefore, recommends waiting several months to determine if traffic volumes return to previous levels before continuing fall monitoring. Additionally, there could be results from the Circulation and Feasibility Study that might influence fall or spring monitoring tasks. Staff, therefore, recommends approving the scope of work and budget to allow some flexibility for future monitoring tasks.

## **CONCLUSION**

Using the 2017 trip cap targets, Shoreline Boulevard exceeds its a.m. peak-hour capacity and Rengstorff Avenue exceeds its p.m. peak-hour capacity. Using the 2014 trip-cap targets, all gateways are in compliance.

Staff recommends contract authorization for the Fiscal Year 2020-21 monitoring period, per the attached Scope of Work (Attachment 3).

## **ALTERNATIVES**

The City Council may wish to provide staff with additional direction regarding issues in this report.

## **PUBLIC NOTICING**

Agenda posting, and e-mail notifications were sent to interested North Bayshore stakeholders.

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- Attachments:
1. Key North Bayshore District Transportation Monitoring Studies and Initiatives
  2. Spring 2020 North Bayshore District Transportation Monitoring Report (full report with appendices located at <http://www.mountainview.gov/depts/comdev/planning/active/projects/northbayshore/default.asp>)
  3. Fiscal Year 2020-21 North Bayshore Trip Cap Monitoring Proposal