



MEMORANDUM

Public Works – Transportation

DATE: June 30, 2021

TO: Mountain View Bicycle/Pedestrian Advisory Committee (MV B/PAC)
Palo Alto Bicycle Advisory Committee (PABAC)

FROM: Brandon Whyte, Mountain View Transportation Planner
Ria Hutabarat Lo, Mountain View Transportation Manager
Joanna Chan, Palo Alto Transportation Planner
Sylvia Star-Lack, Palo Alto Transportation Planning Manager

SUBJECT: Pedestrian and Bicycle Issues that Cross City Borders

RECOMMENDATION

Consider the listed cross-border issues and provide input on key concerns, opportunities, and cross-border priorities.

BACKGROUND

The City of Mountain View's 2030 General Plan includes the goals of supporting pedestrian, bicycling, and complete streets improvements (MOB-1, 2, 3, 4, 5; LUD-6.5, 8.2, 21.4, and 22.7) and effectively coordinating with regional agencies and other local governments on planning issues (LUD-2). Mountain View's Bicycle/Pedestrian Advisory Committee (B/PAC) supports these goals through their progress in completing an annual Work Plan. In addition, the B/PAC Work Plan for Fiscal Year 2020-21 includes the task of coordinating with other jurisdictions within Santa Clara County on pedestrian and bicycling matters, including conducting a joint meeting with one other city's B/PAC.

Mountain View B/PAC is an advisory committee to the City Council, with Council appointing all members. As such, the B/PAC is subject to the Brown Act (Government Code Sections 54950 through 54963), which stipulate that B/PAC members cannot

discuss or take action on any item that is not on the agenda. Therefore, B/PAC members may discuss some or all of the identified cross-border issues listed but must refrain from discussing any items not specifically identified in this memorandum or the associated attachment.

The City of Palo Alto Comprehensive Plan includes policies to actively engage with neighboring cities regarding transportation issues (L1.8). This effort is made to increase cooperation with surrounding communities and other agencies to better establish and maintain bicycle and pedestrian travelways that are integrated with creek, utility, railroad rights-of-way, and green spaces in a manner that helps enhance the community while avoiding environmental impacts (T1.18).

The Palo Alto Pedestrian and Bicycle Advisory Committee (PABAC) is a citizen advisory committee that reports to Palo Alto's Chief Transportation Official. The PABAC evaluates and makes recommendations regarding bicycle and pedestrian transportation planning and works with staff to promote bicycling and walking as viable forms of transportation.

ANALYSIS

Several programs, projects, and connections for pedestrians and bicyclists have cross-border implications affecting cross-jurisdictional connectivity (see Attachment 1). Each city has the responsibility to implement actions according to the needs and preferences of the surrounding community. However, a lack of coordination across borders can sometimes lead to confusion or gaps in service for interjurisdictional travel.

From the wide range of potential topics, staff has identified the following two topics as cross-border pedestrian or bicycle concerns for discussion:

- El Camino Real
- San Antonio Road

El Camino Real Corridor (and Connections to the Park Bike Boulevard)

El Camino Real is a State of California road operated by Caltrans, with improvements within the public right-of-way subject to Caltrans approval. El Camino Real extends approximately four miles through the City of Mountain View, connecting Sunnyvale to the southeast with Palo Alto and Los Altos to the northwest. It then travels an additional four miles through Palo Alto, connecting unincorporated Santa Clara County (Stanford University) and Menlo Park to the northwest. In both Mountain View and Palo Alto,

El Camino Real is an important transportation corridor for residents, workers, and visitors, connecting major shopping and employment destinations with freeways, neighborhood streets, and transit. In Mountain View, a lack of continuous parallel routes makes the corridor particularly important for nonmotorized and motorized access.

Traffic safety, particularly for active transportation modes, is a vital issue along El Camino Real in Los Altos, Mountain View, and Palo Alto. Mountain View's Vision Zero policy identified El Camino Real as the highest injury corridor in the City. Along much of the corridor, the posted speed limit is 35 miles per hour (mph). Between 2011 and 2020, there have been 21 crashes where someone has been killed or severely injured (KSI). More than one-half of these KSI crashes (13 out of 21) involved a pedestrian or cyclist, and all four fatal crashes during this time involved the death of a pedestrian.

Planning Documents

The City of Mountain View 2030 General Plan identifies the El Camino Real corridor as a change area in the City and envisions the corridor as "a revitalized boulevard that connects rather than divides the City, and as an attractive place to work, live and play." The 2014 El Camino Real Precise Plan (ECRPP) established mobility-related guidelines to support this vision. The Plan suggested providing 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. The 2019 El Camino Real Streetscape Plan (ECRSP) developed more specific design standards to achieve these mobility guidelines, including Class IV bikeways, protected intersections at key locations, and new signalized pedestrian crossings at Pettis Avenue, Bonita Avenue, and Crestview Drive.

In Palo Alto, El Camino Real has not been studied as a potential bikeway corridor. Instead, the City has pursued bike boulevard improvements along a parallel route via Miller Avenue, Wilkie Way, Park Boulevard, Mariposa Avenue, and Embarcadero Bike Path (collectively known as the Park Bike Boulevard), with more limited crossing improvements planned across El Camino Real. The Park Bike Boulevard spans from one end of Palo Alto to the other. Unlike Palo Alto, Mountain View does not have parallel routes suitable for a continuous bike boulevard, particularly in the eastern portion of the City across State Route 85.

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 more multi-modal understanding, Caltrans released a District 4 Bike Plan in 2018, which identified Class IV protected bikeways on El Camino Real in both Palo Alto and Mountain View as Tier 1 projects.

Conversion of Parking Lanes to Bikeways

When considering whether to plan for bicycle facilities along El Camino Real, there is a tradeoff to consider between the enhanced safety, mobility, and mode choice benefits of constructing new bikeway facilities against the potential effects upon business and vehicle access associated with removing on-street parking. This tradeoff would need to be weighed by the respective City Councils.

While El Camino Real, including all on-street parking, is owned, operated, and designed by Caltrans, conversion of parking lanes to bicycle facilities would require Council approval within each respective jurisdiction. As shown below in Figure 1, parking lane conversion would require approval by the following entities:

- **Mountain View City Council:** Parking lanes between City limits approximately located at Crestview Drive and Rengstorff Avenue;
- **Los Altos City Council:** Parking lanes between City limits approximately located between Rengstorff Avenue and Los Altos Avenue (parking lanes along the northern and southern sides of the road are reviewed by Los Altos, while the City of Mountain View controls zoning along the northern side, including one Mountain View business which would be impacted by this decision and for which the Mountain View City Council may want to review and provide comments to Los Altos);
- **Palo Alto City Council:** Parking lanes north of Los Altos Avenue on the northbound side of El Camino Real.

In October 2018, Mountain View staff surveyed on-street parking occupancy and off-street parking availability for locations where on-street spaces were occupied. This survey extended from Bernardo Avenue in Sunnyvale, through Mountain View and Los Altos, to Adobe Creek in Palo Alto. Figure 1 and Table 1 (on the following pages) display parking conditions and jurisdictional boundaries between Castro Street and Adobe Creek. Parcels that are displayed as having a parking issue had fewer available (empty) on-site parking spaces than utilized on-street spaces during one or more of the study periods.

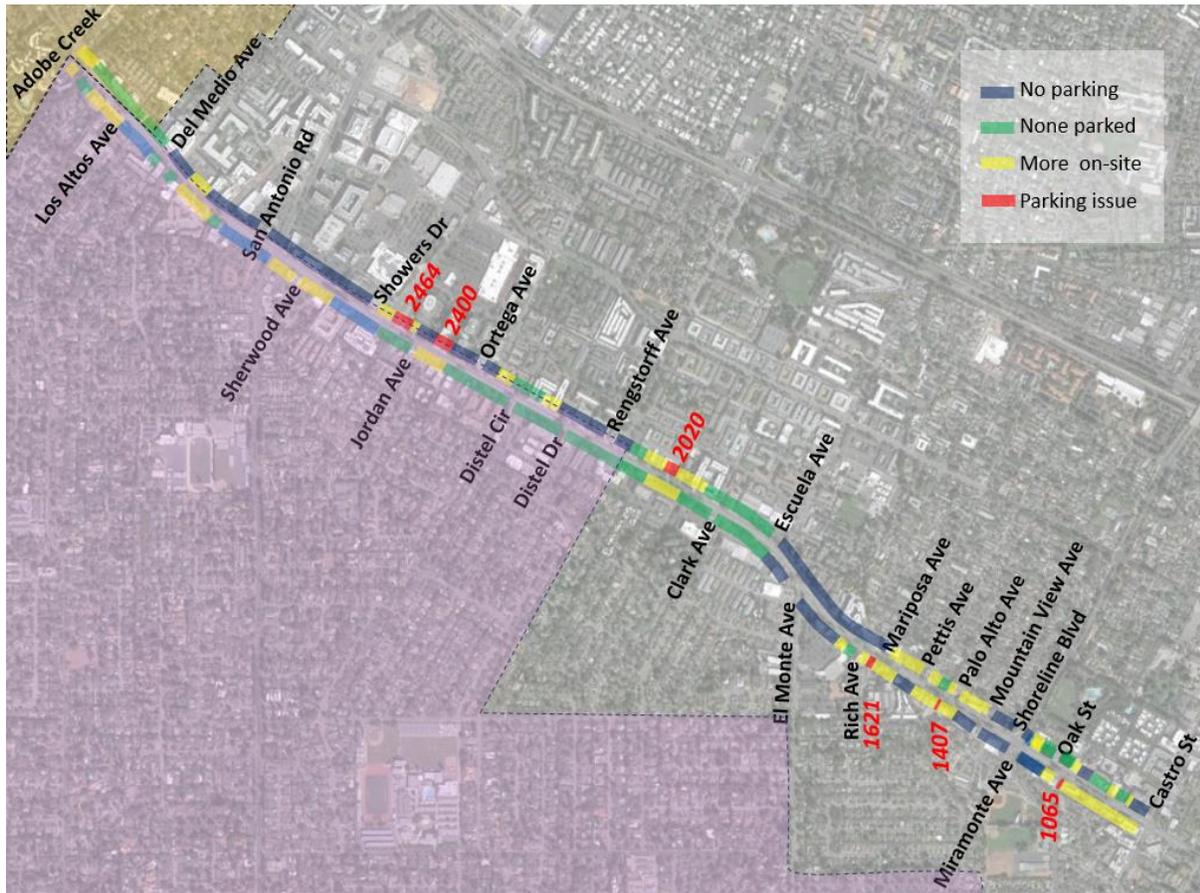


Figure 1: Parking Issues Castro Street to Adobe Creek, October 2018

The Mountain View City Council considered parking occupancy and availability within Mountain View on June 18, 2019, when the Council approved the reconfiguration of parking to allow for bikeway facilities between Sylvan Avenue (near Sunnyvale border) and Castro Street.

Due to potential parking concerns at four properties north of Castro Street, the Mountain View City Council did not consider the question of whether to remove parking on El Camino Real north of Castro Street at their June 18, 2019 meeting. If parking is removed along El Camino Real north of Castro Street, consideration should be given to the potential effects on these properties. The curb length associated with these parcels represents 310', while the entire curb length between Castro Street and Rengstorff Avenue is 8,670'. There were no parking issues noted in Palo Alto between Los Altos Avenue and Adobe Creek during the parking survey conducted in October 2018.

**Table 1: Parking Issues between Castro Street
 and Rengstorff Avenue, October 2018**

Street Number	Land Use	Overflow Parking Timing	Cars Parked on Street	On-site Parking Spaces*	Side Street Parking Available
2464	Eating/Retail	Weekend Midday and Evening	4	40	No
2400**	Residential	Weekday and Weekend All Day	5	17	Yes
2020	Eating	Weekend Evening	6	25	No
1621	Service	Weekday Evening and Weekend All Day	2	8	Yes
1407	Eating	Weekday Evening	2	0	No
1065	Retail	Weekday Night and Weekend All Day	2	1	No

* On-site parking spaces represent the total number of private (off-street) parking spaces located at the given address. All addresses in Table 1 had fewer available on-site parking spaces than utilized on-street spaces.

** Additional available on-site parking may have been available for this location; however, surveyors were unable to observe it.

Caltrans Repaving Project

On June 18, 2019, the Mountain View City Council directed staff to work with Caltrans to incorporate pedestrian improvements, and Class IV protected bikeways (with Class II bike lanes at pinch points) into an upcoming Caltrans project to repave El Camino Real and implement Americans with Disabilities Act (ADA) upgrades between State Route 237 and San Francisquito Creek. In 2020, the City successfully secured \$4 million in VTA Measure B pedestrian/bicycle funding to help construct these improvements.

In 2020, Caltrans staff applied for and received an internal grant to install pedestrian hybrid beacons at Pettis Avenue, Bonita Avenue, and Crestview Drive in Mountain View and Class II bike lanes along El Camino Real in Los Altos. The latter bikeway facilities are contingent upon the Los Altos City Council approving parking removal within their respective roadway segments. The City of Los Altos will be conducting a community meeting on June 23, 2021 to collect input from the public regarding this possible change.

As a result of the potential bikeway implementation in Los Altos north of Rengstorff Avenue, Caltrans staff has noted that there would be a resulting gap in bikeway facilities between Castro Street and Rengstorff Avenue in Mountain View. In addition, north of Los Altos Avenue, there is also a gap between the Los Altos/Palo Alto border and Monroe Drive, which is the main bikeway link to the Embarcadero Bike Path-Park Boulevard-Wilkie Way corridor.

Community Engagement

The City of Mountain View conducted extensive community engagement in conjunction with the El Camino Real Streetscape Plan, which calls for bikeways along El Camino Real in Mountain View. This engagement consisted of multiple events for stakeholders and the general community, including:

- Door-to-door outreach to all addresses along El Camino Real.
- Postcards sent to all affected tenants, owners, and businesses along El Camino Real.
- Three public meetings.
- Lawn signs.
- Email notices.
- Newspaper announcements.
- BPAC, Council Transportation Committee, and City Council meetings.

Additionally, staff plans to conduct updated parking observations and additional community engagement efforts before returning to the Mountain View B/PAC in August 2021 for a possible recommendation to the City Council.

Based on the lack of historic parking concerns in the 515' segment of El Camino Real between Los Altos Avenue and Monroe Drive, Palo Alto staff recommend that PABAC support a bikeway connection between El Camino Real in Los Altos and the Park Bike Boulevard by removing parking.

San Antonio Road

San Antonio Road is a 4.4-mile corridor connecting Foothill Expressway in the south with El Camino Real and the mixed-use San Antonio Center, and the Bay Trail and employment district of North Bayshore in Palo Alto. The road is the central access spine for the City of Los Altos and straddles Mountain View and Palo Alto, providing a gateway to the North Bayshore Area. In addition to three city jurisdictions, the road passes through jurisdiction controlled by three other entities: Caltrans, Santa Clara County, and Caltrain.

As shown in Figure 2, the pedestrian facilities along the corridor include:

- Sidewalks from Foothill Expressway in Los Altos to San Antonio Circle in Mountain View;
- No sidewalks across the Caltrain and County rights-of-way between San Antonio Circle and Nita Avenue;
- An east sidewalk and west frontage road sidewalk in Palo Alto between Nita Avenue and Byron Street;
- A west sidewalk across U.S. 101 between Charleston Road and Bayshore Road; and
- An east sidewalk in Mountain View between Bayshore Road and the Bay Trail.

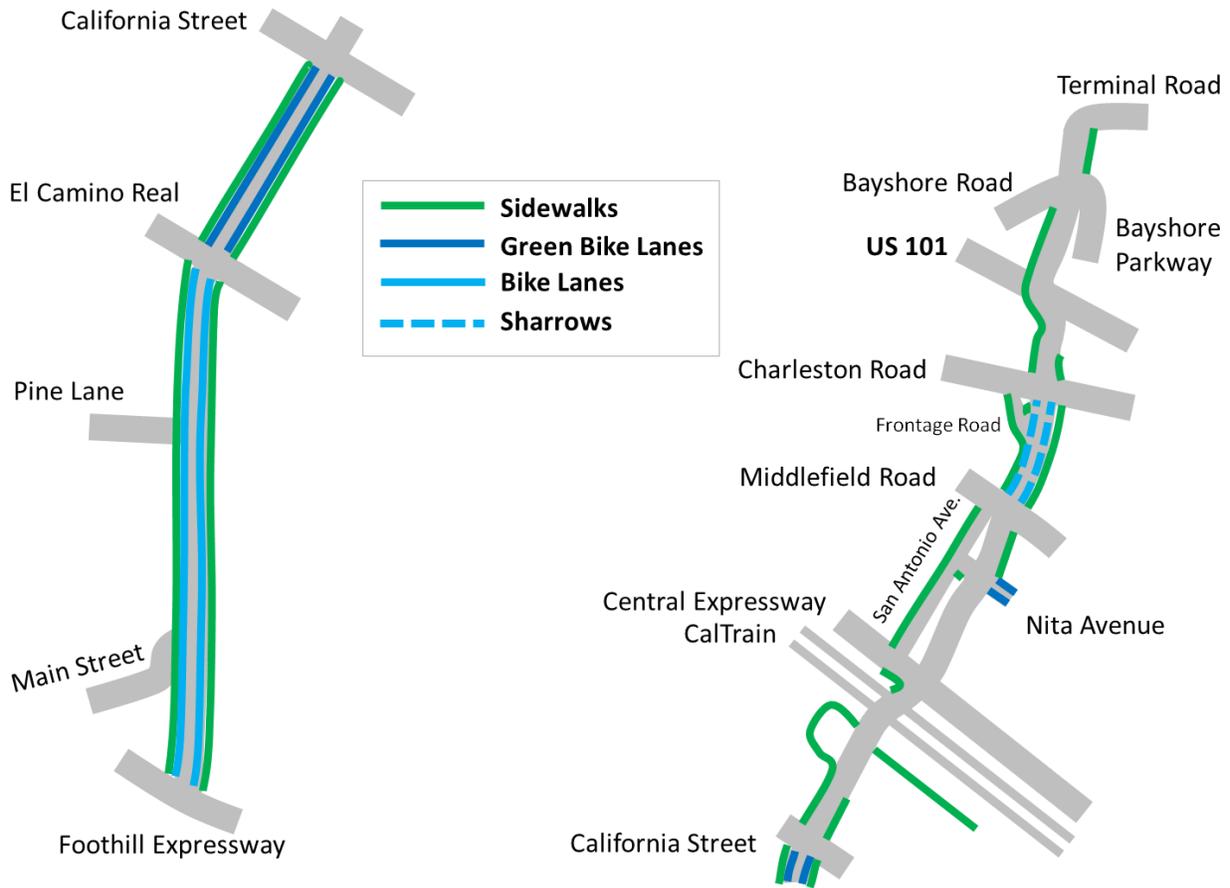


Figure 2. San Antonio Road Bicycle/Pedestrian Facilities

As shown in Figure 2, bicycle facilities include:

- Class II bike lanes between Foothill Expressway and El Camino Real in Los Altos.
- Class II green painted lanes in Mountain View near San Antonio Center.
- No bike facilities in Mountain View and Palo Alto between San Antonio Circle and Nita Avenue.
- A west frontage road in Palo Alto between Nita Avenue and Byron Street.
- No facilities in Palo Alto between Byron Street and Middlefield Road.
- Sharrows in Palo Alto between Middlefield Road and Charleston Road.
- No bicycle facilities in Palo Alto over U.S. 101.
- No facilities in Mountain View between Bayshore Road and the Bay Trail.

San Antonio Road has a speed limit of 35 miles per hour. There are two vehicle travel lanes for much of the corridor in each direction, with three between El Camino Real and Nita Avenue and one in each direction (50' curb-to-curb) north of U.S. 101. Collision data indicate that from 2011 to 2020, there were eight crashes along San Antonio Road in which people were killed or seriously injured. Of these eight crashes, six involved pedestrian or cyclist injury or death. In this period, two fatal crashes occurred. Both crashes were at or near the intersection of San Antonio Road and El Camino Real; a cyclist and a pedestrian were killed.

San Antonio Road has the potential to function as a multi-modal corridor providing direct pedestrian, bicycle, and vehicle connections between residential, employment, shopping, and recreational areas across three cities and six jurisdictions. Currently, pedestrian and bicycle conditions are inconsistent or discontinuous, particularly at County, State, and rail rights-of-way. Arterial street conditions and collision data also highlight additional challenges facing the corridor. As a result, San Antonio Road could potentially be the subject of multi-agency coordination regarding corridor-specific streetscape and engineering design, education, enforcement, encouragement, engagement, equity, and evaluation efforts.

Currently, the Valley Transportation Authority and Caltrans are in the initial stages of project planning to improve the U.S. 101/San Antonio Road interchange. This project will include complete streets improvements over U.S. 101. There is currently no project within the Mountain View or Palo Alto Capital Improvement Programs (CIPs) related to complete streets along this corridor. However, with recent development along the corridor, several improvements have been implemented, particularly in the vicinity of the San Antonio Shopping Center located between El Camino Real and California Street.

DISCUSSION QUESTIONS

Staff requests B/PAC and PABAC input on the following questions:

- Does Mountain View B/PAC have input on the proposed efforts to engage community members and refresh observations of on-street parking along El Camino Real between Castro Street and Rengstorff Avenue?
- Does PABAC concur with the staff recommendation to remove parking along El Camino Real between the Palo Alto City limit and Monroe Drive?

BW-RHL-JC-SS-L/PWK/959-06-30-21M

Attachment: 1. List of Cross-Border Issues

cc: PM—Nguyen, PPE—Gonzales, APWD—Skinner, PWD