

**MEMORANDUM**

Public Works Department

DATE: May 13, 2019

TO: Council Transportation Committee

FROM: Helen Kim, Transportation Planner
Ria Hutabarat Lo, Transportation Manager
Dawn S. Cameron, Assistant Public Works Director

SUBJECT: El Camino Real Streetscape Plan, Project 16-67

PURPOSE

The purpose of this memorandum is to receive Council Transportation Committee (CTC) and public comments on the Draft El Camino Real Streetscape Plan concepts, including proposed removal of on-street parking to accommodate bikeways.

BACKGROUND

El Camino Real is a road corridor that extends approximately four miles through the City of Mountain View, connecting the City of Sunnyvale to the southeast with the cities of Palo Alto and Los Altos to the northwest. Northeast 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. This is shown in Figure 1.

El Camino Real is owned and operated by the State of California Department of Transportation (Caltrans). In Mountain View, it is an important transportation corridor and spine of activity for residents, workers, and visitors, connecting major shopping and employment destinations with freeways, neighborhood streets, and transit service. Unlike other State routes or freeways where there is no access to adjacent land uses, El Camino Real is an urban thoroughfare that functions as a linear activity corridor, with many businesses and other land uses that require access by all modes of transportation. In addition to motor vehicles, the corridor has the highest performing transit service routes in the VTA system. It also has substantial pedestrian and bicycle activity along

and across the corridor, as well as direct pedestrian and bicycle access to land uses on El Camino Real.

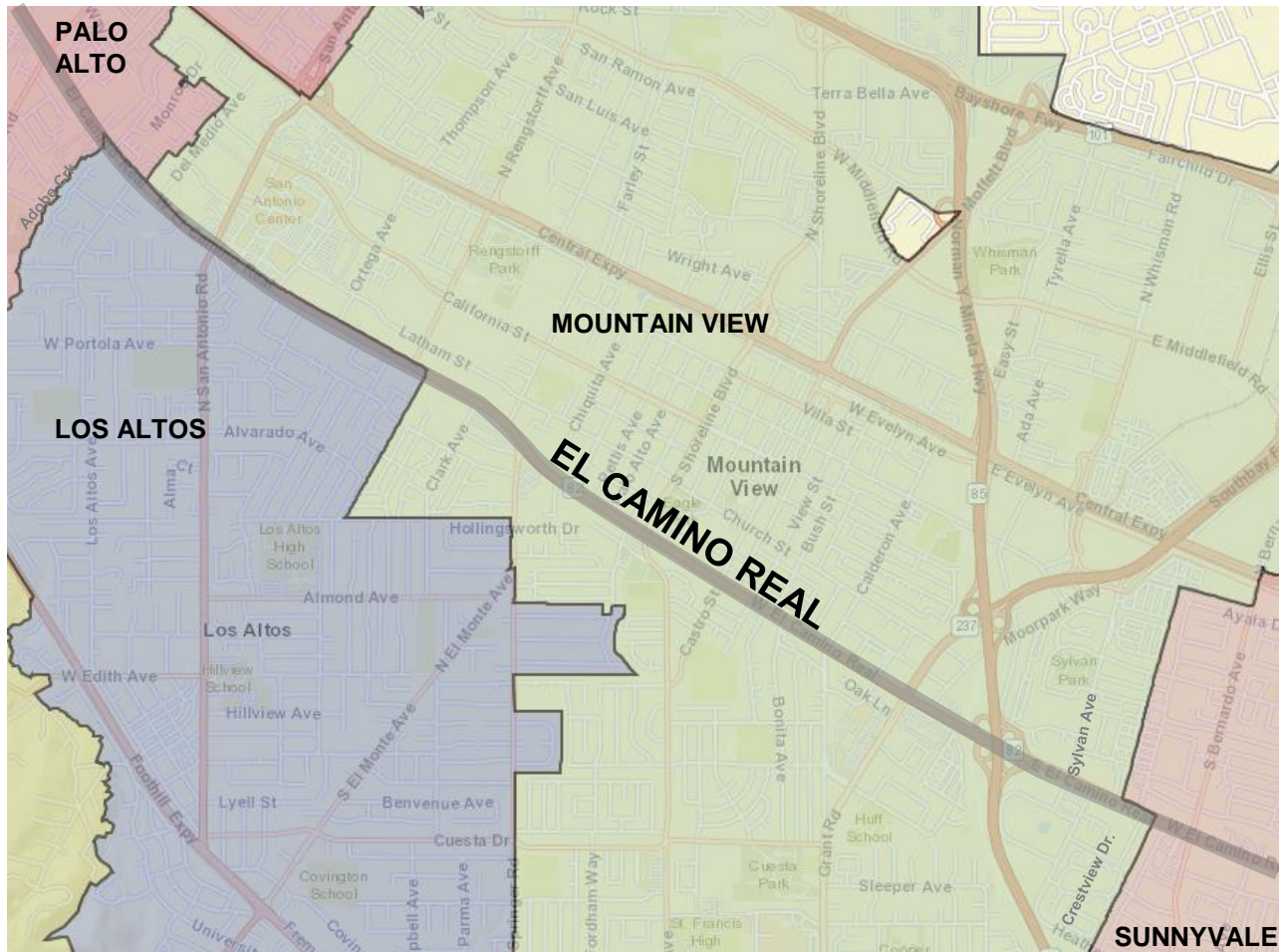


Figure 1 – Area Map of El Camino Real in Mountain View

Policy Context

The City of Mountain View 2030 General Plan identifies the El Camino Real corridor as a change area within 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.” This vision closely reflects the Grand Boulevard Initiative (GBI) Vision adopted in 2006.

To support the General Plan vision for El Camino Real, the 2014 El Camino Real Precise Plan (ECRPP) established mobility-related guidelines and principles, including wider sidewalks, new pedestrian crossings, improved bus stops, no reductions in travel lanes, buffered or protected bicycle facilities, and removal of on-street parking. These

guidelines are consistent with GBI Guiding Principles to attract investment along the corridor, create a pedestrian-oriented environment, develop a balanced multi-modal corridor, and strengthen pedestrian and bicycle connections.

Caltrans identifies protected bicycle facilities on El Camino Real in Mountain View as a Tier 1 project in their 2018 District 4 Bike Plan. The VTA Countywide Bike Plan includes the corridor on its list of unbuilt cross-County bike corridors (CCBCs) recommended to be developed as a Class IV protected bikeway. VTA also identifies El Camino Real as one of the most stressful bike facilities in the County.¹

The Draft El Camino Real Streetscape Plan, currently under way, is developing design standards and options to achieve the mobility guidelines set forth in the ECRPP and the Caltrans District 4 Bike Plan. The design standards will be used by private developers and City capital improvement projects to improve mobility for all modes of travel (pedestrian, bicycles, transit, and motor vehicles) along the corridor and will ensure a coherent and consistent streetscape for El Camino Real will emerge over time.

Public Input

The El Camino Real Streetscape Plan process has included stakeholder and community engagement, including multiple opportunities for providing input during plan development. The project process has also included a series of 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 VTA. The City's website provides information on the Streetscape Plan at www.mountainview.gov/ECRstreetscape.

In addition, City staff has conducted door-to-door outreach to all properties along El Camino Real within Mountain View, and has distributed postcards to all property owners, businesses, and residences within the El Camino Real Precise Plan area on three separate occasions in conjunction with community and public meetings. Lawn signs, e-mail blasts, a newspaper notice, and the City website were also used to publicize these project-related events:

- Community/stakeholder meeting held on April 25, 2018;
- Meeting of the Mountain View Bicycle/Pedestrian Advisory Committee (B/PAC) on April 25, 2018;

¹ Level of Traffic Stress (LTS) for bicyclists is measured on a scale from LTS 1, which is the most comfortable, to LTS 4, which is the most stressful. The VTA Countywide Bike Plan indicates that El Camino Real has been rated as LTS 4.

- Joint meeting of the Mountain View B/PAC and Los Altos Complete Streets Commission on October 24, 2018;
- Community/stakeholder meeting on April 11, 2019.

Community, stakeholder, and agency input has been used to formulate, inform, and refine concepts presented in the draft plan. At the October 2018 Joint Mountain View B/PAC and Los Altos Complete Streets Commission meeting, members from both cities supported on-street parking removal for provision of protected bicycle facilities along the El Camino Real corridor. They noted that these bike facilities would also improve pedestrian safety since pedestrians currently share the sidewalk with those bicyclists who prefer not to ride on the roadway.

DRAFT CONCEPTS

The Draft Concepts for the El Camino Real Streetscape Plan include road cross-section changes, new pedestrian/bicycle crossings, bikeway facilities, intersection improvements, and other streetscape enhancements.

Proposed Cross-Section Changes

In accordance with the ECRPP, the Draft Concept proposes to retain the existing 104' curb-to-curb width and planned 120' public right-of-way with 5' wide medians and 12' wide sidewalks. Additionally, the Draft Concept retains the existing number of motor vehicle lanes on El Camino Real (three vehicle lanes in each direction). Typical existing conditions are displayed in Figure 2.

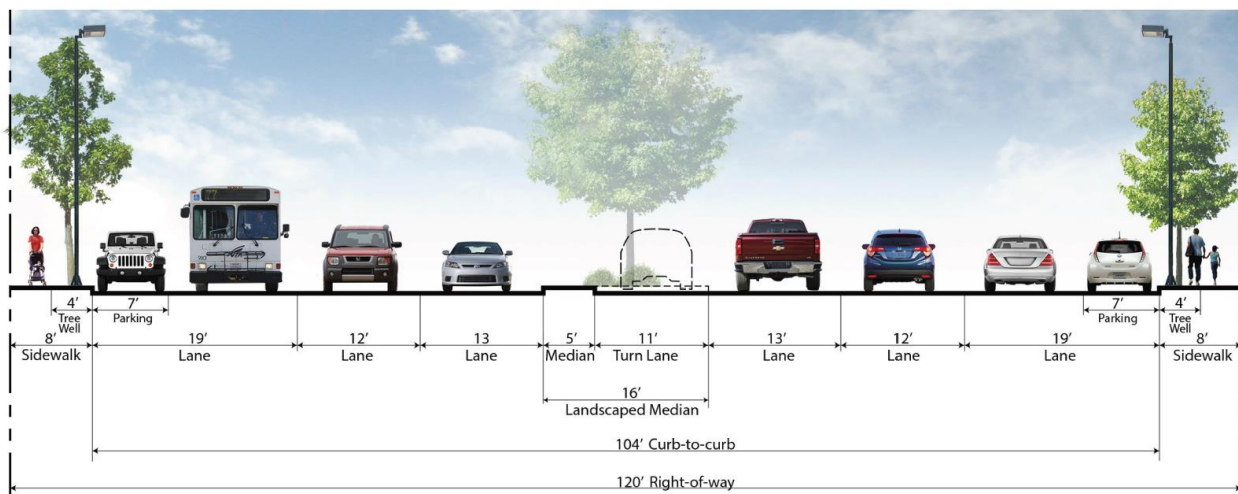


Figure 2 – Existing Typical Cross-Section

The Draft El Camino Real Streetscape Concept proposes four main streetscape features:

- Replace existing on-street parking with Class IV protected bikeways, where space allows, and Class II bike lanes where space is constrained;
- Widen the existing 8' wide 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.

These streetscape features are displayed in Figure 3.

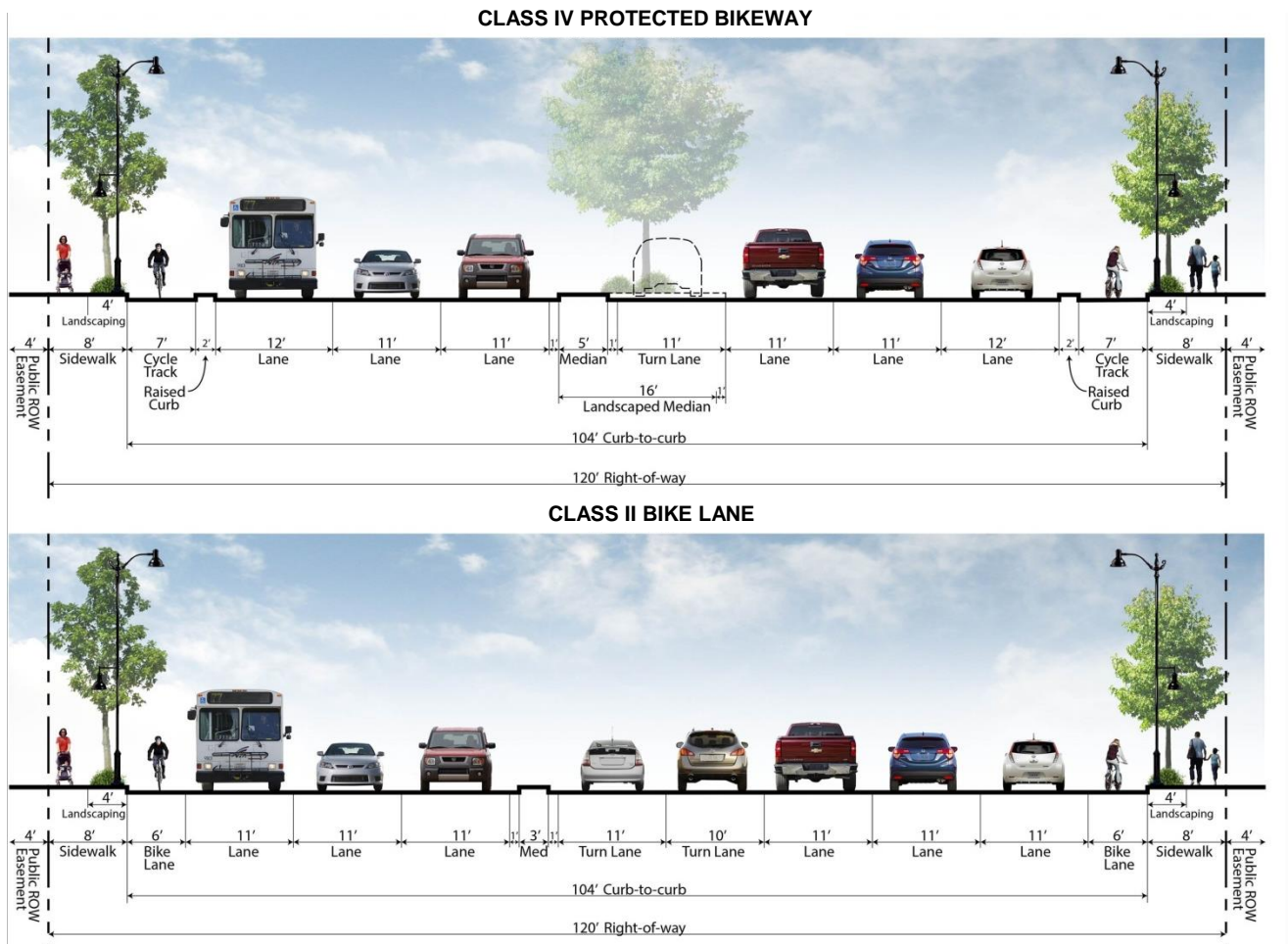


Figure 3 – Proposed Typical Cross-Sections

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.

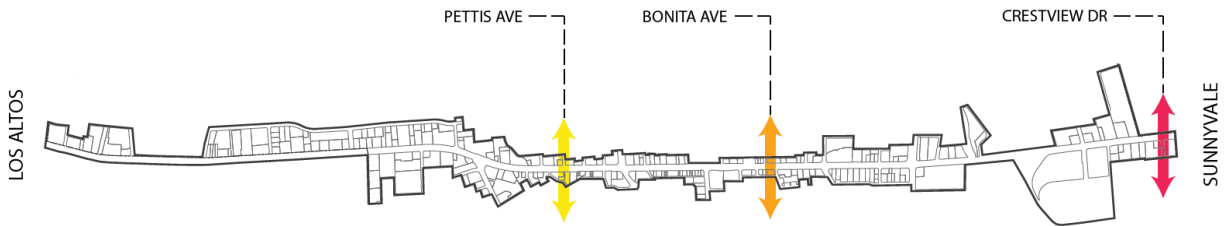


Figure 4 – Proposed Pedestrian and Bicycle Crossing Locations

The draft concept design for new pedestrian and bicycle crossings includes a traffic signal, high-visibility crosswalks, and pedestrian refuge in the median. 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.

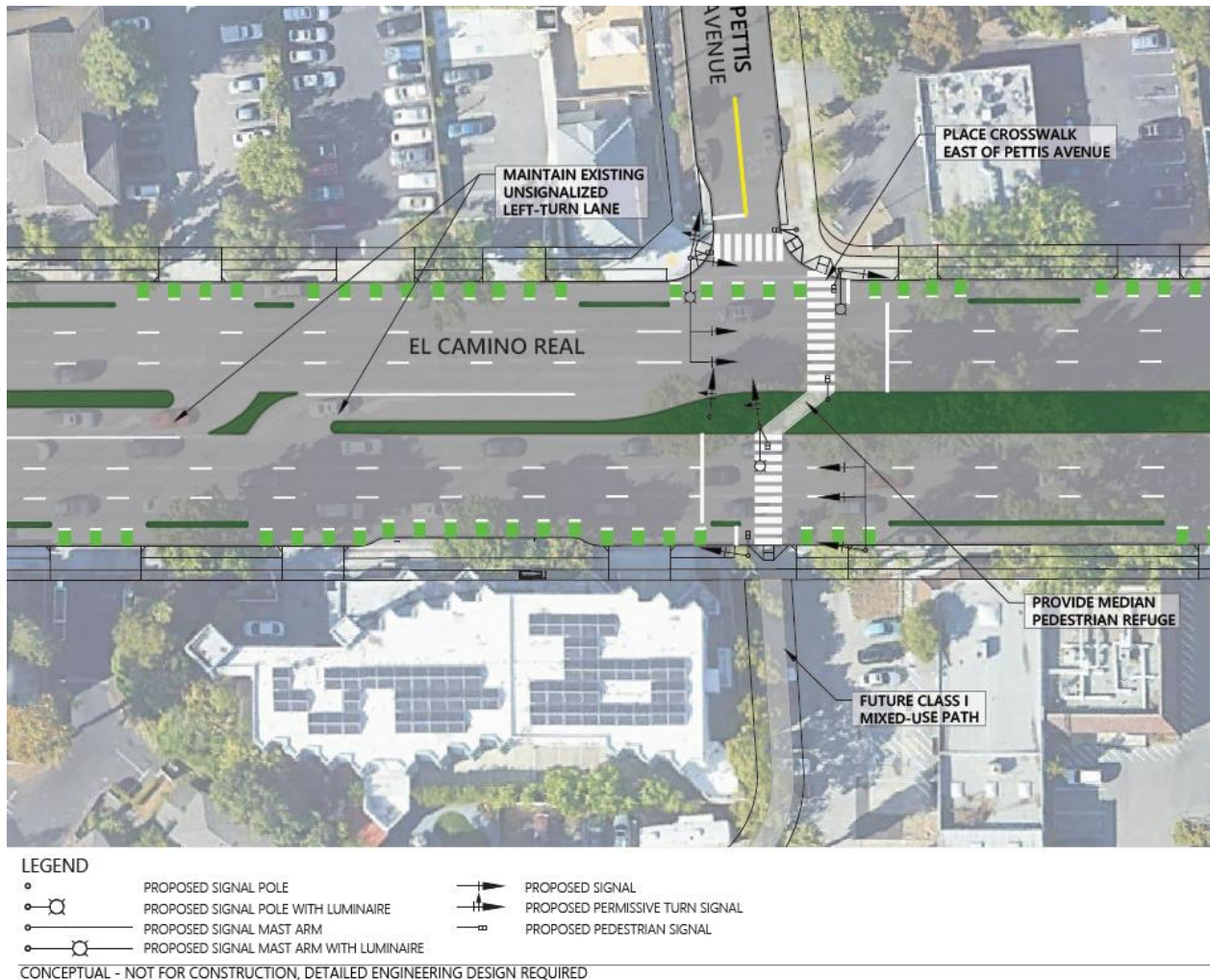


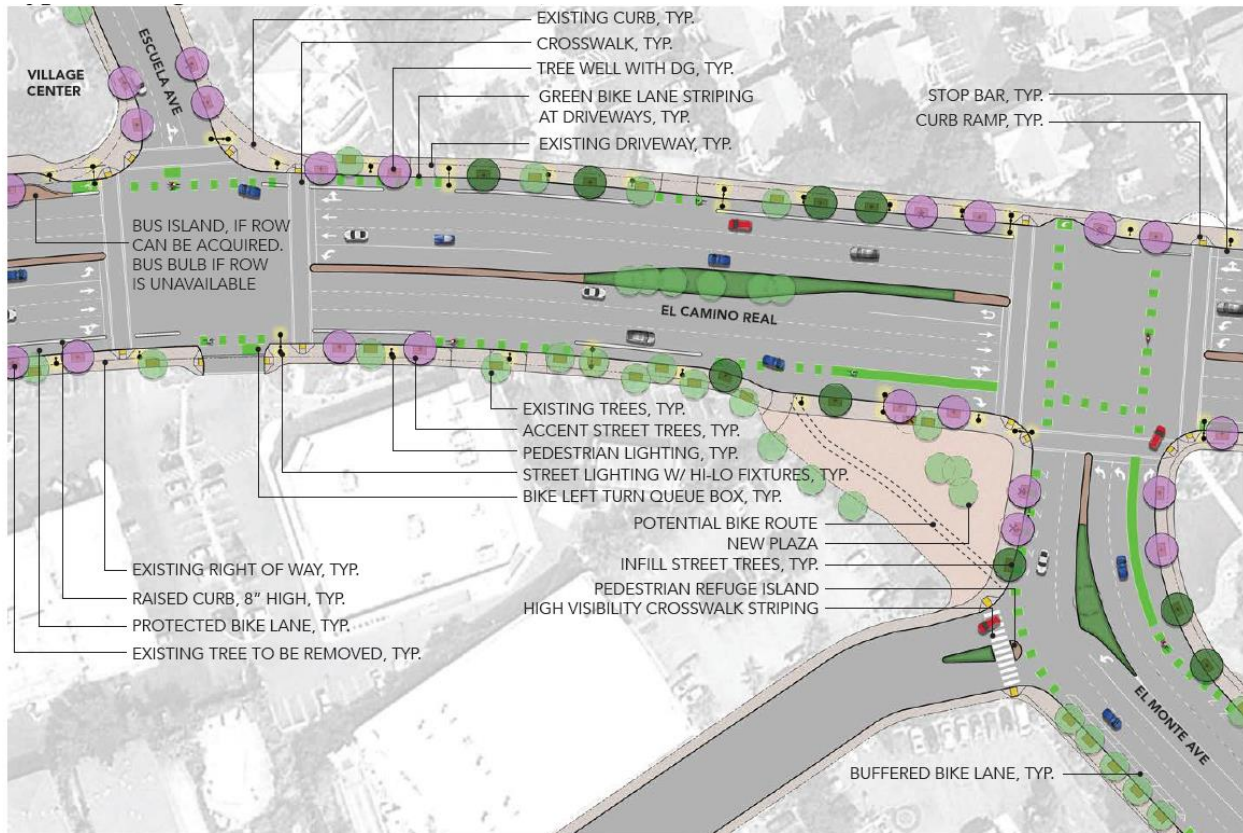
Figure 5— Pedestrian Crossing Concept at El Camino Real and Pettis Avenue

Intersection Improvements

The Draft Concept 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 Concept includes elimination of the large existing right-turn slip lane, and provision of a green painted through lane for bicyclists. The concept design for the El Monte Avenue intersection is illustrated in

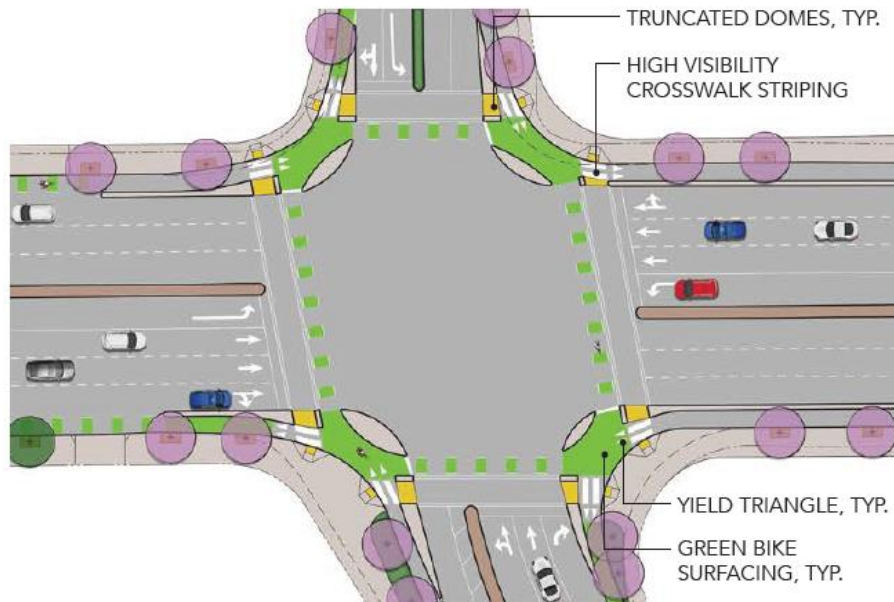
Figure 6. These changes will improve the clarity of the intersection for motorists and bicyclists, reduce pedestrian crossing distances, and provide new public space.



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-corridor intersections such as Shoreline Boulevard/Miramonte Avenue and El Camino Real. 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 the corresponding approach roads. The Draft Concept proposes replacing existing on-street parking with Class IV protected bike lanes 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.

Ideally, protected bikeways should be installed along meaningful segments of at least half a mile, with consistent treatments on both sides of the road. This means that protected bikeways may be installed initially along segments within Mountain View, while installation of bicycle facilities to the northwest of Rengstorff Avenue and southeast of Sylvan Avenue would be timed to occur when bike facilities are installed on El Camino Real in the adjoining road segments in Los Altos and Sunnyvale.

Proposed On-Street Parking Removal

As noted in the ECRPP, installation of bicycle facilities will require removal of on-street parking. Many segments of El Camino Real are already designated as no-parking areas (shown in Figure 8 as dark blue) and more no-parking zones have been added as development occurs. Parking is not permitted along the road segment over Highway

85, and, therefore, bikeway implementation would not require parking removal in this area.

Currently, there is curb space for approximately 556 on-street parking spaces where parking is allowed along El Camino Real in the City of Mountain View. The location of existing on-street parking along El Camino Real between Adobe Creek in Los Altos and Bernardo Avenue in Sunnyvale is shown in Figure 8 (as dark green).



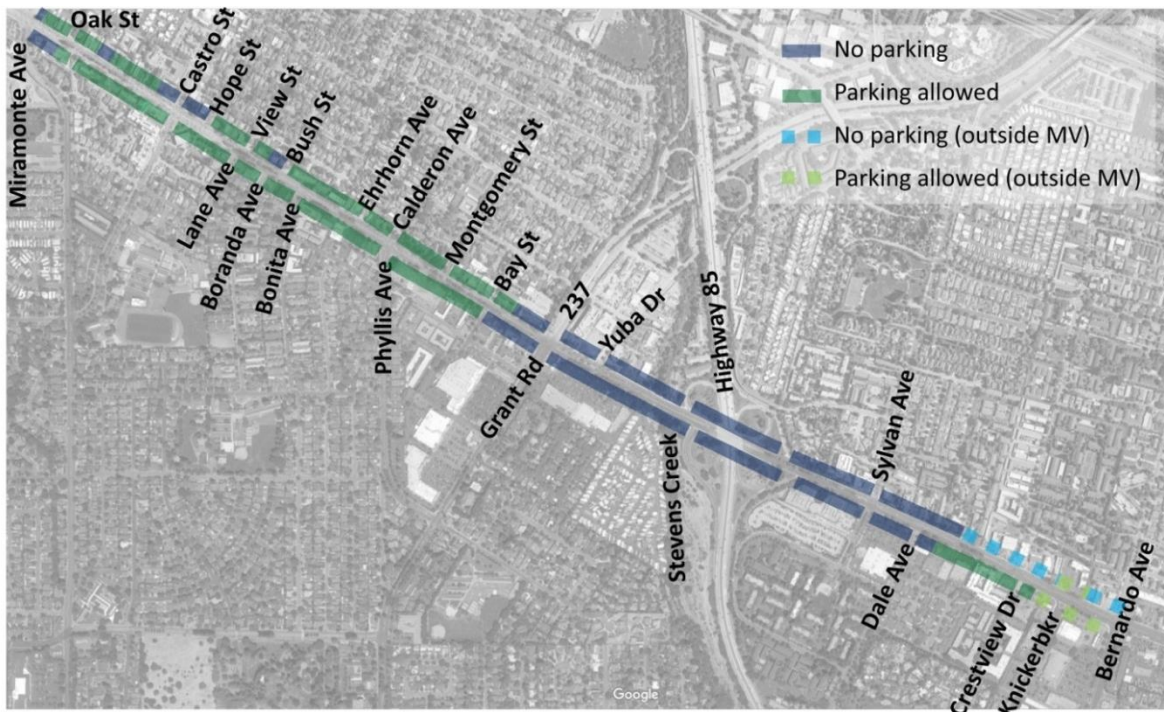


Figure 8 – On-Street Parking Supply along El Camino Real

In order to understand the implications associated with on-street parking removal in places where parking is permitted, a survey of parking utilization and availability was conducted. The survey included on-street and on-site (off-street) parking counts taken at 2- to 3-hour intervals on weekdays and weekends in October 2018, in addition to more limited utilization and availability counts taken in February 2018 and February 2019.

The parking survey indicated that utilization of on-street parking is low throughout the corridor. In Figure 9, locations where on-street parking was observed are displayed in pink, while locations where on-street parking is permitted but was not observed are shown in green. Peak parking utilization of less than 25 percent was observed outside the central portion of the corridor and up to 37 percent parking utilization was observed between El Monte Avenue and Calderon Avenue/Phyllis Avenue. This indicates that the removal of on-street parking would benefit bicyclists while having zero effect on motorists along 60 percent of the on-street spaces in the central portion of the corridor, and over 75 percent of on-street spaces outside the central segments.

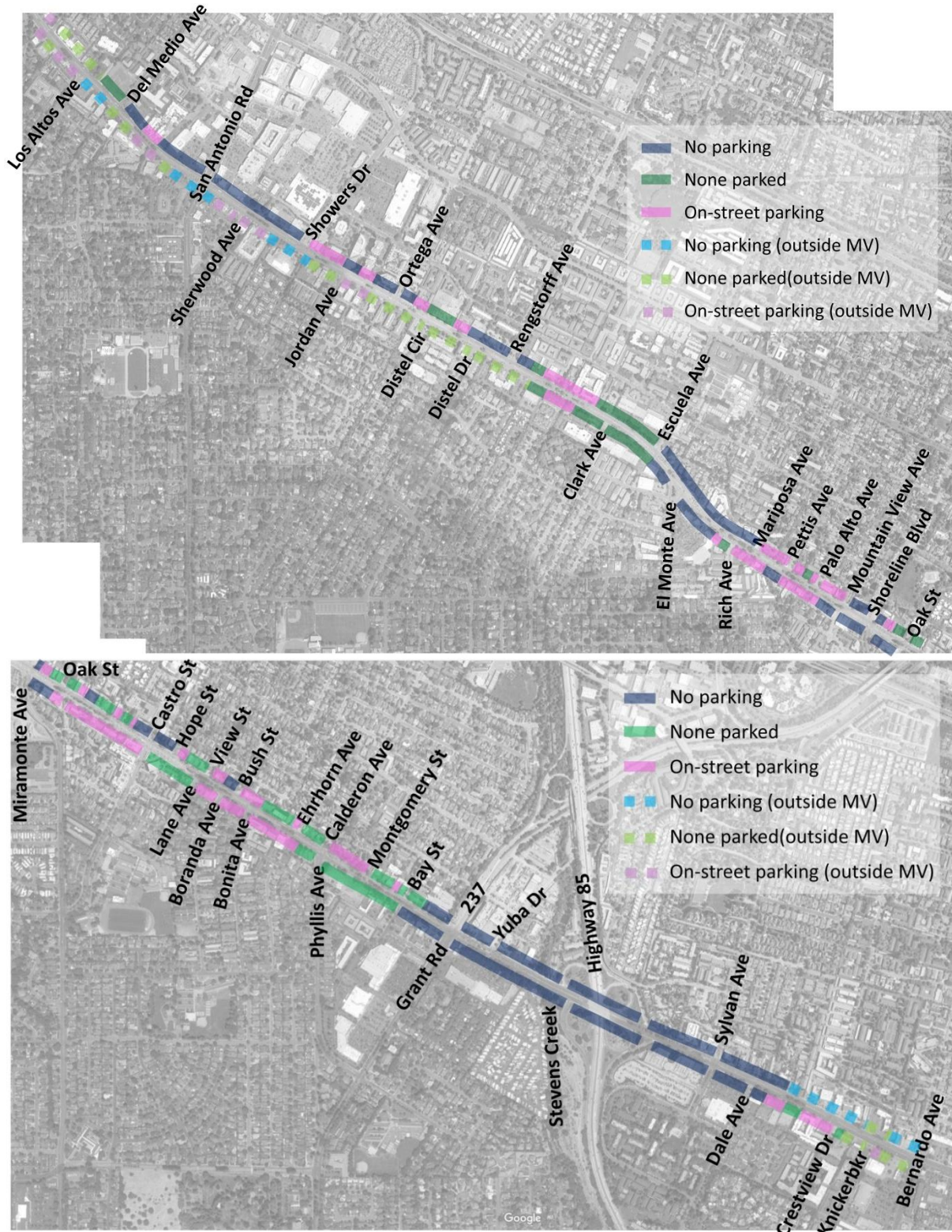


Figure 9 – On-Street Parking Utilization along El Camino Real

For those properties where motorists were utilizing the on-street parking, surveyors also counted available on-site parking spaces within the parking lot or publicly accessible garage. After accounting for on-site parking availability, only eight parcels along the entire four-mile stretch of El Camino Real within Mountain View's jurisdiction had more cars parked on the street than empty spaces on-site. This observation suggests that for most parcels, people may be parking on-street out of convenience rather than necessity. Details about each of the eight potentially affected properties are listed in Table 1.

| Segment | Address with Less On-Site Availability than On-Street Use | Distance to Side Street Parking | Cars Parked On-Street | Time of Day of Availability Issue |
|---|---|---------------------------------|-----------------------|------------------------------------|
| Adobe Creek to San Antonio Road | <i>(None in Mountain View jurisdiction)</i> | | | |
| San Antonio Road to Rengstorff Avenue | 2464 West El Camino Real | >500' | 4 | Weekend midday and evening |
| | 2400 West El Camino Real* | 0-100' | 5 | Weekday and Weekend all day |
| Rengstorff Avenue to El Monte Avenue | 2020 West El Camino Real | >500' | 6 | Weekend evening |
| El Monte Avenue to Shoreline Boulevard | 1621 West El Camino Real** | 100' | 2 | Weekday afternoon, Weekend all day |
| | 1407 West El Camino Real | 470' | 2 | Weekday evening |
| Shoreline Boulevard to Castro Street | 1065 West El Camino Real | >500' | 2 | Weekday night, Weekend all day |
| | 823 West El Camino Real | 250' | 2 | Unclear due to neighboring uses |
| Castro Street to Calderon Avenue | 549-569 West El Camino Real | 0' | 4 | Weekday and Weekend afternoon |
| Calderon Avenue to Bernardo Avenue | <i>(None in Mountain View jurisdiction)</i> | | | |

Source: City of Mountain View, 2018-2019. Fehr & Peers, 2018-2019.

* Additional parking available for residents behind locked gates.

** Temporary construction parking for a nearby property was noted during survey periods so it is unclear how much of this on-street parking is associated with the land use at this property.

Table 1 – On-Street Parking Utilization along El Camino Real

As shown above, for the eight parcels where there is more on-street parking than available (and observed) on-site spaces, two were located within close proximity of a side street or other nearby street. In addition, the business at one property has closed since the parking surveys were taken, and it is not yet known what the parking demand will be for the new property owner. For the remaining five parcels, there are no apparent alternate parking options for the two to six cars parked on the street at each location. The location of affected parcels is displayed in Figure 10.

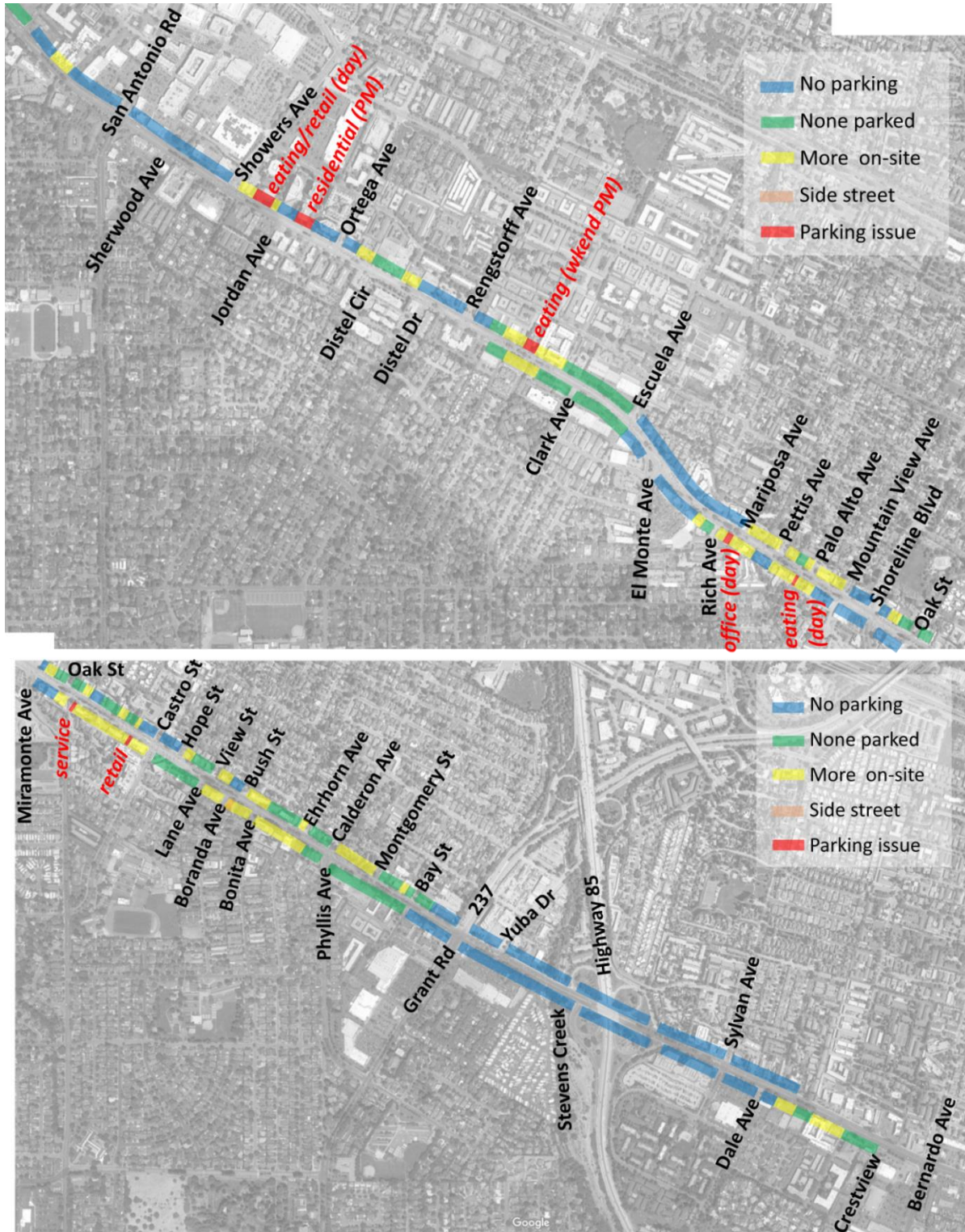


Figure 10 – On-Street Parking Utilization and Context along El Camino Real

BIKEWAY PROJECT PHASING

The Streetscape Plan will include implementation strategies for the three pedestrian crossings, bikeway implementation, and other streetscape improvements. Some streetscape improvements like sidewalk and landscape improvements are expected to be implemented at the parcel level in conjunction with development. Bikeway implementation, on the other hand, should preferably be carried out on both sides of the street in meaningful segments of at least half a mile. Segments that were considered for implementation are displayed in Figure 11 and discussed below.

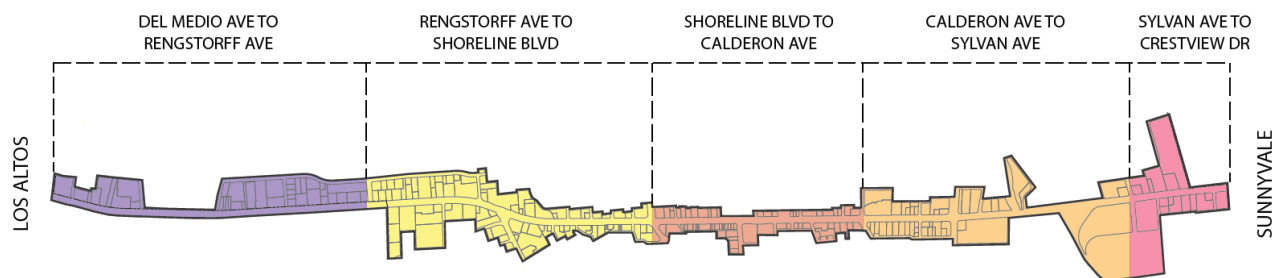


Figure 11 – Corridor Segments

City Limit/Del Medio Avenue to Rengstorff Avenue

For the segment west of Rengstorff Avenue, staff recommends that on-street parking removal bikeway implementation occur at a later time to allow time for inter-jurisdictional coordination and alignment with future bikeway projects in the neighboring cities of Los Altos and Palo Alto. Removal of on-street parking would also need to be considered in relation to the parking impacts at 2464 West El Camino Real, which is located between Rengstorff Avenue and Showers Drive.

Rengstorff Avenue to Shoreline Boulevard

Between Rengstorff Avenue and Shoreline Boulevard, there are potential parking impacts at 2020 West El Camino Real, 1621 West El Camino Real (which has an available side street), and 1407 West El Camino Real (business is closed). Implementation of bikeway facilities in this area would need to be considered relative to the impacts of removing the on-street parking for these parcels. Alternately, implementation could wait until one or more of the properties are redeveloped with conditions to provide all parking on-site to lessen the impact of removing on-street parking.

Shoreline Boulevard to Calderon Avenue

Between Shoreline Boulevard/Miramonte Avenue and Castro Street, implementation of bikeway facilities would need to be considered relative to the impacts of removing the on-street parking at 1065 West El Camino Real, and 823 West El Camino Real. Alternately, implementation could wait until one or more of the properties are redeveloped with conditions to provide all parking on-site.

Staff recommends early implementation of bike facilities between Castro Street and Calderon Avenue for this segment, where little parking impact is expected.

Calderon Avenue to Sylvan Avenue

Staff also recommends early implementation of on-street parking removal and bikeway development along the segment between Calderon Avenue and Sylvan Avenue. Within this segment, there is already a significant length of no-parking red curb. Where on-street parking was observed, there was adequate off-street parking supply for these vehicles.

El Camino Real from State Route 237 to Sylvan Avenue has a posted speed limit of 40 miles per hour (mph). Based on the California Vehicle Code (CVC), motorized scooters and electrically motorized boards (e-boards) are prohibited from riding on streets with speed limits greater than 35 mph unless there is a bike lane or protected bikeway. Early implementation of bikeways on El Camino Real through Sylvan Avenue will fill a critical gap in the roadway network for users of bikes, e-bikes, motorized scooters, and transportation devices.

Sylvan Avenue to Crestview Drive/City Limit

To the east of Sylvan Avenue, staff recommends that bikeway implementation occur at a later time to allow time for interjurisdictional coordination and alignment with a future bikeway in the neighboring City of Sunnyvale.

Capital Improvement Program Projects

Early implementation of on-street parking removal and bikeway development may allow the City to save costs, improve project outcomes, and reduce construction impacts by synchronizing with an upcoming Caltrans repaving project. In anticipation of the Caltrans repaving project, the following placeholder items are included in the City of Mountain View's Proposed 5-year Capital Improvement Program (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 (equivalent to two segments);
- \$3.3 million in Fiscal Year 2021-22 for construction of El Camino Real Bikeway Improvements (from Rengstorff Avenue to Shoreline Boulevard/Miramonte Avenue or an equivalent segment such as Shoreline Boulevard/Miramonte Avenue to Calderon Avenue/Phyllis Avenue); and
- \$3.1 million in Fiscal Year 2022-23 for construction of El Camino Real Bikeway Improvements (from Calderon Avenue/Phyllis Avenue to Sylvan Avenue/The Americana).

The specific bikeway limits to be funded from these CIP placeholders will be finalized after Council approval of the El Camino Real Streetscape Plan.

RECOMMENDATIONS

Staff recommends that the CTC provide input on the following questions:

- Does the CTC have input on the new proposed pedestrian and bicycle crossings at Pettis Avenue, Bonita Avenue, and Crestview Drive?
- Does the CTC have input on proposed intersection improvements at El Monte Avenue and protected intersection improvements at major intersections?
- Does the CTC concur with prioritizing the implementation of bike improvements from Castro Street to Sylvan Avenue? Are there any other segments that the CTC would suggest for priority implementation of bike improvements?

NEXT STEPS

The El Camino Real Streetscape Plan concepts are tentatively scheduled to be presented to the City Council in June 2019 for review and comment. The Final Plan will be brought to the City Council in fall 2019 for adoption.

PUBLIC NOTICING

The CTC 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. The CTC memo was sent to the B/PAC, Silicon Valley Bicycle Coalition, and other interested parties.

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