



Sunnyvale

City of Sunnyvale

Agenda Item

25-0147

Agenda Date: 2/13/2025

2025 COUNCIL STUDY ISSUE

NUMBER

DPW 24-02

TITLE Complete Streets Redesign of Fair Oaks Avenue

BACKGROUND

Lead Department: Public Works

Support Departments: Office of the City Manager
Office of the City Attorney
Finance Department

Sponsor(s): Councilmembers: Mehlinger, Klein, Cisneros, Srinivasan and Sell

History: 1 year ago: Ranked, Below the Line
2 years ago: N/A

Council Strategic Priority: Yes
(At time of sponsorship) Accelerating Climate Action, the Active Transportation Plan and Vision Zero Plan

SCOPE OF THE STUDY

What precipitated this Study?

This Study Issue would examine redesigning Fair Oaks Avenue between Fair Oaks Way and El Camino Real to improve safety and comfort for pedestrians and bicyclists by aligning with the principles of Vision Zero. There are intersections without signals or marked pedestrian crossings, and inconsistent bicycle facilities that alternate between Class II Bicycle Lanes and Class III Bicycle Routes with sharrows.

Fair Oaks Avenue is a north-south Class I Arterial between Fair Oaks Way and N. Wolfe Road, and a Class II Arterial between N. Wolfe Road and El Camino Real. The roadway becomes E. Java Drive north of Fair Oaks Way and E. Remington Drive south of El Camino Real. Fair Oaks Avenue in the study area is split into three different speed limit zones, which consists of a 40 mile per hour (mph) zone between Fair Oaks Way and Ahwanee Avenue, a 30 mph zone between Ahwanee Avenue and Old San Francisco Road, and a 35 mph zone between Old San Francisco Road and El Camino Real. Fair Oaks Avenue is a major bus corridor and has many residential housing and commercial businesses along the corridor.

There is an existing Class II Bicycle Lane on Fair Oaks Avenue from El Camino Real to Old San Francisco Road and from Weddell Drive to Fair Oaks Way. In June 2017 (RTC No. 17-0502), City Council took an action to maintain on-street parking and install bicycle sharrows to implement a Class III Bicycle Route on Fair Oaks Avenue from Old San Francisco Road to Evelyn Avenue, Kifer

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Road to Arques Avenue, and Wolfe Road to Ahwanee Avenue. The bicycle facilities were constructed in phases. As part of the Fair Oaks Avenue Bike Lanes and Streetscape Project Phase 1, Class III Bicycle Route was installed on Fair Oaks Avenue from Old San Francisco Road to Evelyn Avenue, from Kifer Road to Arques Avenue, and from Wolfe Road to Ahwanee Avenue. Fair Oaks Avenue Bike Lanes and Streetscape Project Phase 2 provided enhancements like Class II Bicycle Lanes, Class III bicycle markings, and bike detection systems where possible between Arques Avenue and Wolfe Road and between Ahwanee Avenue and Fair Oaks Way. As part of the Fair Oaks Overhead Bridge Repair Project, Class II Bicycle Lanes and a sidewalk on the east side of Fair Oaks Avenue were installed from Evelyn Avenue to Kifer Road.

The Active Transportation Plan calls for Class II Bicycle Lanes on Fair Oaks Avenue from Ahwanee Avenue to Balsam Avenue as part of the full buildout of Sunnyvale's bicycle network. There is also a missing segment of Class II bicycle facility on Fair Oaks Avenue between Ahwanee Avenue and Weddell Drive (within Caltrans' right-of-way). There are missing sidewalks on the west side of Fair Oaks Avenue from Weddell Drive to Ahwanee Avenue (within Caltrans' right-of-way).

There was a fatal collision that occurred during the night on April 22, 2023, at the intersection of Fair Oaks Avenue and E. Taylor Avenue. A pedestrian was walking eastbound on E. Taylor Avenue and was struck by a vehicle traveling northbound on Fair Oaks Avenue. According to the collision report, the driver was at fault and violated California Vehicle Code Section 21950(c) for failure to yield to a pedestrian in an unmarked crosswalk.

What are the key elements of the Study?

The scope of work would include an aerial survey with supplemental topographic survey at intersections, crosswalk/signal warrant analysis, collision analysis, traffic capacity and queueing analysis, level of service analysis, public outreach, a parking study, a design of conceptual improvement plans, and potential cost estimates for design of bid documents and construction costs for specific elements and/or the entire project for the approximate 3.1 mile stretch of Fair Oaks Avenue. The Study would include the necessary elements to prepare the base map using aerial, field supplemental topographic survey, utility base mapping and right-of-way mapping. The base map would be used to prepare preliminary plan line concept design alternatives to improve bicycle (e.g., bike lanes, buffered bicycle lanes, protected bike lanes, two-stage turn boxes, protected intersections) and pedestrian (e.g., wider sidewalks, reduced intersection corner radius, bulb-outs, landscaping/park strips/street trees, new crosswalks, street lighting) infrastructure along Fair Oaks Avenue within the study area. Additionally, drainage, utility relocations, C.3 stormwater treatment pursuant to Provision C.3 of the Municipal Regional Stormwater NPDES Permit (MRP), and traffic signal design will need to be considered based on potential bicycle and pedestrian infrastructure improvements.

The Study would include the review of the sidewalk accessibility at the two segments that are missing sidewalks on the west side of Fair Oaks Avenue. Since one of the missing sidewalk segments is within Caltrans' right-of-way, an encroachment permit would be required from Caltrans and additional coordination meetings will be needed for the sidewalk design. A crosswalk/signal warrant analysis will be conducted to determine whether to install new Pedestrian Hybrid Beacon, traffic circles or traffic signals at Balsam Avenue, Taylor Avenue and McKinley Avenue along the Fair Oaks Avenue corridor. The Study would consider concepts, improvements and tools from the City's Active Transportation Plan, Vision Zero Plan, Roadway Safety Plan, and the Valley Transit Authority's Tasman Complete Street Study. The removal of on-street parking along Fair Oaks Avenue would require a parking study

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between Old San Francisco Road and Bryan Avenue (three blocks) and between Arques and Arbor avenues (three blocks). Public outreach would be conducted to determine the amount of public support for proposed modifications.

Estimated years to complete study: 3 years

FISCAL IMPACT

Cost to Conduct Study

Level of staff effort required (opportunity cost):	Major
Funding Required for Non-Budgeted Costs:	\$ 750,000
Funding Source:	Would seek budget supplement - General Fund

The cost associated with this Study would be for consultant services to perform the study as listed under the Key Elements of the Study. City staff would work with the consultant throughout the project process including the analysis and the development of recommendations.

Cost to Implement Study Results

Unknown. Study would include assessment of potential costs, including capital and operating.

EXPECTED CITY COUNCIL, BOARD OR COMMISSION PARTICIPATION

Council-Approved Work Plan: No
Council Study Session: Yes
Reviewed by Boards/Commissions: Bicycle and Pedestrian Advisory Commission

STAFF RECOMMENDATION

Drop. This policy issue does not merit discussion at a Study Issues Workshop.

The Study proposes contiguous bicycle lanes for the entire length of Fair Oaks Avenue and the removal of Class III Bicycle Route between Ahwanee and Evelyn avenues. Although the City's General Plan Land Use and Transportation Element (LUTE) Policies LT-3.8 and LT-3.9 prioritize the use of City streets for the movement of vehicles, bicycles, and pedestrians over non-transport uses such as parking, these proposed study issue elements conflict with prior City Council action. In June 2017 (RTC No. 17-0502), City Council voted to preserve on-street parking and to install Class III Bicycle Route on Fair Oaks Avenue instead of installing Class II Bicycle Lanes from Old San Francisco Road to Evelyn Avenue, Kifer Road to Arques Avenue, and Wolfe Road to Ahwanee Avenue.

At the 2024 Study Issue/Budget Proposal Workshop, City Council voted to rank DPW 24-02, but it came in below the line due in large part to its size, costs, complexity, and workload for staff. At the May 28, 2024, City Council meeting, Council sponsored Study Issue DPW 25-01 Fair Oaks Avenue Signalizations at Three Locations, which includes a reduced scope of Study Issue DPW 24-02, focusing on evaluating intersection improvements at three intersections along the corridor: Fair Oak Avenue at Balsam Avenue, E. Taylor Avenue and McKinley Avenue. The intention of the new Study Issue is to move elements of the Complete Streets study forward with a smaller project scope and budget. If Council approves Study Issue DPW 25-01, the study would evaluate the potential of implementing a full traffic signal, traffic circle or a High-Intensity Activated crossWalk (HAWK) beacon

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at each of the three intersections listed above.

Given the current workload of Study Issues assigned to the Department of Public Works, staff recommends that this Study Issue is dropped and the new Study Issue DPW 25-01 be deferred for reconsideration at a future Study Issues Workshop.

Prepared by: Thinh Le, Transportation Engineer

Reviewed by: Chip Taylor, Director, Department of Public Works

Reviewed by: Sarah Johnson-Rios, Assistant City Manager

Approved by: Tim Kirby, City Manager



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NUMBER

DPW 25-01

TITLE Fair Oaks Avenue Signalizations at Three Locations

BACKGROUND

Lead Department: Department of Public Works

Support Departments: Office of the City Manager

Office of the City Attorney

Finance Department

Sponsor(s): Councilmembers: Mehlinger, Melton, Cisneros, Din, Sell, Srinivasan, and Klein

History: 1 year ago: N/A
2 years ago: N/A

Council Strategic Priority: Yes
(At time of sponsorship) Accelerating Climate Action, the Active Transportation Plan and Vision Zero Plan

SCOPE OF THE STUDY

What precipitated this study?

This study issue was previously included in Study Issue DPW 24-02, Complete Streets Redesign of Fair Oaks Avenue. That previous Study Issue would have examined redesigning Fair Oaks Avenue between Fair Oaks Way and El Camino Real to improve safety and comfort for pedestrians and cyclists by aligning with the principles of Vision Zero. Council voted to rank DPW 24-02, but it came in below the line, due in large part to its size, costs, complexity, and workload for staff.

This new study issue would split out the signalization component of DPW 24-02, and examine installing traffic signals, traffic circles or High-Intensity Activated crossWalk (HAWK) beacons at Fair Oaks Avenue and the following cross-streets:

- Balsam Avenue
- E. Taylor Avenue
- McKinley Avenue

Fair Oaks Avenue is a north-south Class I Arterial between Fair Oaks Way and N. Wolfe Road, and a Class II Arterial between N. Wolfe Road and El Camino Real. The roadway becomes E. Java Drive north of Fair Oaks Way, and E. Remington Drive south of El Camino Real. The speed limit of Fair Oaks Avenue in the study area is 30 mph between Ahwanee Avenue and Old San Francisco Road. Fair Oaks Avenue is a key bus corridor and has many residential housing and commercial businesses along the corridor.

Fair Oaks Park and Victory Village Park, as well as Ellis Elementary School, are located directly on Fair Oaks Avenue. There are multiple intersections without signals or crosswalks, including at the three Study Issue locations. There are multiple 500- to 800-foot-long stretches without signalized crossings, which potentially results in pedestrians crossing mid-block or at unsignalized intersections.

What are the key elements of the study?

This Study Issue would evaluate the potential of implementing a full traffic signal, traffic circle or a HAWK beacon at each of the three intersection locations listed above.

The study would involve hiring a consultant to identify existing conditions at and near all three intersections, collect data, and conduct the warrant and traffic analyses to determine the feasibility for each potential improvement. The consultant would also provide cost estimates for the final design and construction, should they be warranted.

If the study determines that the location(s) warrant installation of traffic signals, traffic circle and/or HAWK beacons, a separate project would need to be created and funded in the Capital Improvement Program (CIP) to complete the utility base mapping, right-of-way mapping, topographic survey sufficient for base maps, design bid documents, preparation of construction cost estimates for the selected signalization methods, and the full construction costs

Estimated years to complete study: 2 years

FISCAL IMPACT

Cost to Conduct Study

Level of staff effort required (opportunity cost):	Major
Funding Required for Non-Budgeted Costs:	\$275,000
Funding Source:	Will seek budget supplement - General Fund

The costs associated with this Study will be for consultant services to perform the study as listed under the Key Elements of the Study. City staff will work with the consultant throughout the project process, including the analysis and development of recommendations.

Cost to Implement Study Results

Unknown. Study would include assessment of potential costs, including capital and operating, as well as revenue/savings.

EXPECTED CITY COUNCIL, BOARD OR COMMISSION PARTICIPATION

Council-Approved Work Plan: No
Council Study Session: No
Reviewed by Boards/Commissions: Bicycle and Pedestrian Advisory Commission

STAFF RECOMMENDATION

Defer. This policy issue merits discussion at a future Study Issues Workshop.

This issue aligns with the following Land Use and Transportation Element policies and goals of the

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General Plan:

- Policy LT-1.7: Emphasize efforts to reduce regional vehicles miles traveled by supporting active modes of transportation including walking, biking, and public transit.
- Policy LT-3.22: Provide safe access to City streets for all modes of transportation. Safety considerations of all transport modes shall take priority over capacity considerations of any one transport mode.
- Policy LT-3.23: Ensure that the movement of cars, trucks and transit vehicles, bicycles, and pedestrians of all ages and abilities does not divide the community. City streets are public spaces and an integral part of the community fabric.
- Policy LT-3.24: Ensure effective and safe traffic flows for all modes of transport through physical and operational transportation improvements.

However, given the current workload of Study Issues assigned to the Department of Public Works, staff recommends deferral of this issue for reconsideration at the 2026 Study Issues Workshop. If both Study Issue DPW 24-02 and this Study Issue are ranked, staff recommends that they are combined into one Study Issue effort.

Prepared by: Angela Obeso, Principal Transportation Engineer
Reviewed by: Dennis Ng, Transportation and Traffic Manager
Reviewed by: Chip Taylor, Director, Department of Public Works
Reviewed by: Sarah Johnson-Rios, Assistant City Manager
Approved by: Tim Kirby, City Manager



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2025 COUNCIL STUDY ISSUE

NUMBER

DPW 25-04

TITLE Closing the Sunnyvale Avenue Caltrain Crossing to Vehicles

BACKGROUND

Lead Department: Department of Public Works

Support Departments: Office of the City Manager

Office of the City Attorney

Finance Department

Sponsor(s): Councilmembers: Mehlinger, Melton, Din, Cisneros, Sell, Srinivasan, Klein

History: 1 year ago: N/A
2 years ago: N/A

Council Strategic Priority: No
(At time of sponsorship)

SCOPE OF THE STUDY

What precipitated this study?

In 2022, City Council voted to adopt grade separation options for the Mary Avenue and Sunnyvale Avenue Caltrain crossings (RTC No. 22-0041). The adopted proposal for Sunnyvale Avenue called for the crossing to be closed to vehicular traffic and an undercrossing to be constructed for bicycles and pedestrians. The feasibility study determined that this project would cost in the \$90-110 million range. The environmental, final design, and construction phases of the project are currently partially unfunded. Due to the high volumes of all modes of traffic that cross at Mary Avenue, the Mary Avenue grade separation project will move forward first. Mary Avenue grade separation has a partial funding plan to complete environmental clearance and begin final design, but construction remains partially unfunded. The City has approximately \$175 million in Santa Clara Valley Transportation Authority (VTA) 2016 Measure B Grade Separation funding. The City may use these funds as we see fit on grade separation projects for the two existing at-grade Caltrain railroad crossings, Mary Avenue and Sunnyvale Avenue. Preliminary discussions have been to use 75% of these funds on Mary Avenue Grade Separation (CIP 836460) and 25% on Sunnyvale Avenue Grade Separation (CIP 836450). These funds are not sufficient to fund the entire design and construction and are available but not yet committed to either project.

Electric train service began in mid-September 2024 along the Caltrain corridor. The new electric trains operate faster and with more frequent service, meaning that the gates at all at-grade crossings will be down for additional time. While more frequent crossings provide improved public transportation options for Sunnyvale, they may also exacerbate traffic flow challenges and increase

instances for potential collisions.

Speeding along Sunnyvale Avenue is a frequent complaint from residents. There have been multiple collisions including vehicles crashing into buildings or stationary objects. Closing the Sunnyvale Avenue crossing to vehicles would reduce volumes of through traffic in the adjacent area.

The Sunnyvale Avenue crossing is the lowest vehicular volume Caltrain crossing in the City, with major, grade-separated crossings located nearby at Mathilda and Fair Oaks avenues.

What are the key elements of the study?

This Study Issue would examine closing the Sunnyvale Avenue Caltrain crossing to vehicular traffic before the design and construction of the proposed grade separation project. The Study would also examine possible improvements of the at-grade crossing facilities for bicyclists and pedestrians. The Study would evaluate the local traffic impacts to vehicles along parallel routes including Mathilda Avenue and Fair Oaks Avenue. Impacts to the Santa Clara Valley Transportation Authority (VTA) bus routes and travel times would also be evaluated with coordination with VTA staff. Other requirements that would be needed to implement closing the crossing to vehicles would also be reviewed, including items such as Caltrain, State, and Federal railroad requirements, processes and fees. Emergency access requirements to adjacent properties would be evaluated and, if needed, alternative access options conceptually designed.

The Study would evaluate converting the city right-of-way within the closed segment of Sunnyvale Avenue between Evelyn and Hendy avenues to green and/or open space. The Study will evaluate at-grade crossing improvements within the Caltrain right-of-way. The train tracks would remain as existing. All improvement options would need to account for the future grade separation project and should minimize throw-away costs and elements. Final design costs and construction cost estimates would also be prepared.

The Study would include an evaluation of funding opportunities and impacts. Funding options and recommendations for implementing the study findings would be included. An evaluation of future grade separation funding impacts would also be included.

The Study would also include an extensive outreach plan, especially to any potentially affected businesses and residents in the area. Many of the groups involved in the outreach for the feasibility study would be re-engaged as part of this Study, included but not limited to VTA, Sunnyvale Downtown Association, Chamber of Commerce, and downtown developers. Efforts to reach new interested community members would also be completed, to include groups such as new business and residential communities in and adjacent to the downtown core area. Various outreach events and methods would be considered, such as citywide or local area mailers, community meetings, pop-up events at the Sunnyvale Farmers' Market and other local events, and presentations to various community groups. Input would also be requested from the Bicycle and Pedestrian Advisory Commission (BPAC) and City Council prior to final recommendations.

Additional focused engagement and coordination would be performed with VTA. One of VTA's highest ridership bus routes, which is also the route that carries Fremont High School students from north Sunnyvale neighborhoods to and from school, travels through this segment of Sunnyvale Avenue. The Study findings could potentially impact this route and travel time. Extensive coordination between city and VTA staff may need to occur if the Study recommends implementation of a

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vehicular closure to ensure that the service for these riders would not be negatively impacted.

Construction of a grade separated bicycle and pedestrian undercrossing would remain a long-term goal.

Estimated years to complete study: 2 years

FISCAL IMPACT

Cost to Conduct Study

Level of staff effort required (opportunity cost): Major
Funding Required for Non-Budgeted Costs: \$450,000
Funding Source: Will seek budget supplement - General Fund

Consultants would be hired to complete the Study. City staff would manage the consultant's work and be the lead for all outreach, including presentations to community groups, BPAC, and City Council. Potential costs for Caltrain staff's time for reviewing and performing evaluations is also assumed to be included. Existing city staff already familiar with the Sunnyvale Avenue Caltrain project could manage the work. However, this could delay efforts to obtain funding for both Mary Avenue and Sunnyvale Avenue Caltrain Grade Separation projects.

Cost to Implement Study Results

Unknown. Study would include assessment of potential costs, including capital and operating, as well as revenue/savings.

EXPECTED CITY COUNCIL, BOARD OR COMMISSION PARTICIPATION

Council-Approved Work Plan: No
Council Study Session: Yes
Reviewed by Boards/Commissions: Bicycle and Pedestrian Advisory Commission

STAFF RECOMMENDATION

Defer. This policy issue merits discussion at a future Study Issues Workshop.

The Sunnyvale Avenue Caltrain crossing is a desirable route for bicycle and pedestrian traffic to and from the downtown area. Activities such as dining, shopping, the Farmers' Market and various festivals encourage local residents to bike and walk. This Study would help evaluate the options, impacts, coordination requirements and considerations for vehicular roadway closure at the Caltrain tracks.

Study of this vehicular closure would align with the City's policies promoting bicycle and pedestrian modes, including the following from the General Plan, Land Use and Transportation Element:

- LT-3.6 Promote modes of travel and actions that provide safe access to city streets and reduce single-occupant vehicle trips and trip lengths locally and regionally.
- LT-3.22 Provide safe access to city streets for all modes of transportation. Safety considerations of all transport modes shall take priority over capacity considerations of any one transport mode.
- LT-8.5 Promote walking and bicycling through street design.

Additionally, the following are included in the Active Transportation Plan:

- Proposed low stress spine route for bicyclists.
- High priority spot improvement for bicyclists at Sunnyvale and Evelyn avenues.
- Medium priority spot improvements for bicyclists at Sunnyvale and Hendy avenues.

Performance of this study would require staff priorities to shift. If directed to move forward with this Study, staff would need to reprioritize project workloads to write a scope of work, procure a consultant team, and manage the study and consultant team. This could delay efforts to obtain funding for and advance existing projects such as Bernardo Bicycle and Pedestrian Undercrossing, Mary Avenue Caltrain Grade Separation, and Sunnyvale Avenue Caltrain Grade Separation. Additionally, if the Study recommends implementing an at-grade bicycle and pedestrian only crossing at Sunnyvale Avenue, this would reduce the Sunnyvale Avenue Grade Separation project's eligibility for some funding sources. Some funding sources for grade separation projects focus on existing at-grade crossings of all modes. This would make it more difficult to obtain full funding for the Sunnyvale Avenue Grade Separation. However, it could implement the overall intent of converting this crossing to bicycle and pedestrian only much sooner due to a lower construction cost.

One of VTA's highest ridership bus routes, which is also the route that carries Fremont High School students from north Sunnyvale neighborhoods to and from school, travels through this segment of Sunnyvale Avenue. The Study findings could potentially impact this route and travel time. Extensive coordination between city and VTA staff may need to occur if the Study recommends implementation of a vehicular closure to ensure that the service for these riders would not be negatively impacted.

Prepared by: Angela Obeso, Principal Transportation Engineer
Reviewed by: Chip Taylor, Director, Department of Public Works
Reviewed by: Sarah Johnson-Rios, Assistant City Manager
Approved by: Tim Kirby, City Manager



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2025 COUNCIL STUDY ISSUE

NUMBER

DPW 25-05

TITLE Sweeping Protected Bike Lanes

BACKGROUND

Lead Department: Department of Public Works

Support Departments: Office of the City Manager
Office of the City Attorney
Finance Department

Sponsor(s): Bicycle and Pedestrian Advisory Commission

History: 1 year ago: N/A
2 years ago: N/A

Council Strategic Priority: Yes
(At time of sponsorship) Accelerating Climate Action, the Active Transportation Plan and Vision Zero Plan

SCOPE OF THE STUDY

What precipitated this study?

The 2020 Active Transportation Plan (ATP) identified various bicycle and pedestrian improvements throughout the city with a goal of creating a safe, connected, and efficient citywide walking and bicycling network. As part of the Bikeway Recommendations, the ATP proposed 17.3 miles of Class IV Separated Bikeway, which is an on-street bikeway separated from motor vehicle traffic by a vertical barrier, such as a curb, median, planters, parking delineators, flexible posts, or other physical barrier. Class IV facilities are more comfortable for bicyclists because they physically separate bicycles from vehicles. However, the vertical barriers preclude the City’s current street sweeper vehicles from fitting inside the separated pathway to perform street sweeping. In order to properly maintain Class IV facilities, the City would need to purchase new street sweeping equipment that is narrow enough to fit inside the facility to perform regular street sweeping. Some locations may also require manual sweeping or blowing, such as at transition areas. These methods will require new protocols, additional labor and new equipment not yet fully evaluated and budgeted. The purpose of the Study is to evaluate the street sweeping protocols, operations and the equipment needs associated with Class IV separated bikeways prior to further the completion of the ATP.

What are the key elements of the study?

The Study would include a review of the maintenance options for the various designs of Class IV Separated Bikeway and protected intersection crossing, such as types of sweeper vehicles, leaf blowers, hand sweeping, etc. For each type of street cleaning method, the Study would evaluate

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equipment needs and limitations, how often they should be swept, and staffing needs. The Study would evaluate the characteristics of the different types of street sweepers, such as size, type of engine, debris capacity, travel range, and charging infrastructure. In addition, the Study would review the equipment replacement requirements for each type of vertical barrier, including staffing needs.

Furthermore, the Study would review the best practices from published guidelines and other neighboring jurisdictions to understand the different street sweeping options, and the lessons learned by other jurisdictions.

Finally, the Study would include a cost estimate for staff time and equipment needs to operate and maintain the protected facilities. The Study would also evaluate the maintenance impacts to other City operations, such as the City's storm drain system maintenance by the Environmental Service Department, the repaving and maintenance of bicycle facility by the Department of Public Works, etc.

Estimated years to complete study: 1.5 years

FISCAL IMPACT

Cost to Conduct Study

Level of staff effort required (opportunity cost):	Moderate
Funding Required for Non-Budgeted Costs:	\$150,000
Funding Source:	Would seek budget supplement - General Fund

The cost associated with this Study would be for consultant services to perform the study as listed under the Key Elements of the Study. City staff would work with the consultant throughout the project process in the analysis.

Cost to Implement Study Results

Unknown. Study would include assessment of potential costs, including capital and operating, and maintenance.

EXPECTED CITY COUNCIL, BOARD OR COMMISSION PARTICIPATION

Council-Approved Work Plan: No
Council Study Session: No
Reviewed by Boards/Commissions: Bicycle and Pedestrian Advisory Commission

STAFF RECOMMENDATION

Drop. This policy issue does not merit discussion at a Study Issues Workshop.

Since the adoption of the ATP, City staff has been in coordination with other jurisdictions including Cities of San Jose, Cupertino, and Fremont to understand their existing operation and maintenance needs and protocol for maintaining and sweeping Class IV protected facilities. Staff also focused on their lessons learned and what they might do differently in the future. In addition, in Spring 2024, the City implemented quick-build improvements at various locations near schools using low-cost, quick-build methodology such as signing, striping, and channelizing curb systems to improve safety for all users of road. Staff is currently monitoring the cleaning and maintenance of these quick-build

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improvements. Staff is using this opportunity as a case-study for us to determine the future needs in maintaining these protected facilities. Since this is an effort that staff is already undertaking, a study issue is not needed. A capital project to purchase a small sized street sweeper and associated operational needs may be proposed with the FY 2025/26 CIP budget.

Prepared by: Lillian Tsang, Principal Transportation Engineer
Reviewed by: Chip Taylor, Director, Department of Public Works
Reviewed by: Sarah Johnson-Rios, Assistant City Manager
Approved by: Tim Kirby, City Manager



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Agenda Date: 2/13/2025

2025 COUNCIL STUDY ISSUE

NUMBER

DPW 25-08

TITLE Evaluate Expanded Downtown Sunnyvale Pedestrian Mall

BACKGROUND

Lead Department: Department of Public Works
Support Departments: Office of the City Manager
Office of the City Attorney
Community Development Department
Finance Department
Sponsor(s): Bicycle and Pedestrian Advisory Commission
History: 1 year ago: N/A
2 years ago: N/A
Council Strategic Priority: No
(At time of sponsorship)

SCOPE OF THE STUDY

What precipitated this study?

During the COVID-19 pandemic, the City temporarily closed the 100 Block of S. Murphy Avenue to vehicles which allowed restaurants to use the street for outdoor dining. This temporary roadway closure received positive feedback from residents and local businesses and they requested the City to permanently close the 100 Block of S. Murphy Avenue to vehicle traffic. On May 16, 2023 (RTC No. 23-0359), City Council adopted Resolution 1187-23 to establish the Murphy Avenue Pedestrian Mall along the 100 Block of S. Murphy Avenue between W. Evelyn and E. Washington avenues and adopted Ordinance No. 3214-23 to amend Sunnyvale Municipal Code Chapter 10.56 (Bicycles) and added Chapter 10.66 (Pedestrian Mall on South Murphy Avenue). Due to the largely positive reception of this closure, the Bicycle and Pedestrian Advisory Commission has proposed to expand the pedestrian mall to additional streets within the downtown core to promote walking within the Downtown.

What are the key elements of the study?

The Study would evaluate the closure of additional Downtown streets to vehicles and bicycles to create a broader Downtown pedestrian mall as an expansion of the existing Murphy Avenue Pedestrian Mall on South Murphy Avenue. The long-term vision for the Downtown Pedestrian Mall Expansion will include roadway closures in two Areas; however, the proposed study issue only includes roadway closures in Area 1.

Area 1:

- South Murphy between W. Washington and W. McKinley avenues
- W. McKinley Avenue between Sunnyvale and S. Murphy avenues
- W. McKinley Avenue between S. Murphy Avenue and Aries Way
- Olson Way between S. Taaffe and S. Frances streets

Area 2:

- W. Washington Avenue between S. Taaffe Street and S. Murphy Avenue
- S. Frances Street between W. Washington and W. Evelyn avenues
- Surface parking lot in the southeast corner of S. Frances Street and W. Evelyn Avenue

The Study would be completed in two stages. The first stage would evaluate the feasibility, legality and community desirability of closures of the Area 1 streets. Stage 1 would include the following:

- An extensive public outreach effort to Sunnyvale residents, Downtown property owners, tenants, Sunnyvale Downtown Association, and employees in Downtown,
- Research into legal requirements related to providing services and accesses to the Downtown businesses, such as Americans with Disabilities Act, requirements for utility services providers, emergency access, and delivery/garbage access,
- A high-level evaluation of the technical aspects related to closure to vehicles.

The findings of Stage 1 would be presented to Council for their input and direction. If directed to move forward, Stage 2 would include the technical analysis. This analysis would include the following:

- A Local Transportation Analysis to evaluate:
 - The effects of the proposed street closures on vehicle, bicycle and pedestrian circulation in Downtown Area,
 - The additional trips generated by the outdoor dining that would be allowed in the pedestrian mall areas,
- A parking analysis to evaluate:
 - The parking demand generated from the outdoor dining in the new pedestrian mall areas,
 - Whether additional parking would be required within the Downtown area,
 - The utilization of on-street parking within the proposed Area 1 pedestrian mall streets,
 - Whether this parking demand could be met in other Downtown locations,
- An evaluation of impacts to business operations such as goods and services deliveries,
- An evaluation of garbage truck circulation,
- An evaluation of emergency vehicle access including response time,
- Identify delivery/passenger loading/unloading areas with the proposed street closures,
- An additional extensive public outreach effort to Sunnyvale residents, Downtown property owners, tenants, Sunnyvale Downtown Association, and employees in Downtown.

Additionally, the Study would include coordination with the City of Sunnyvale Community Development Department, Department of Public Works, Finance Department, Office of the City Attorney, Office of the City Manager, and Cityline, the property owner who is responsible for maintaining some of the Downtown streets, to coordinate on the allowable usage, closure logistics, as well as the maintenance of the road closures, utilities, and the closed area. The Study would also

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include an evaluation of state and federal regulations the City will need to comply with to convert public streets into a pedestrian mall, including but not limited to the Pedestrian Mall Law of 1960. In addition, the Study would evaluate whether an addendum to a previously certified Environmental Impact Report pursuant to California Environmental Quality Act (CEQA) Guidelines Section 15164(a) is required, and if so, develop a cost estimate for the preparation of the addendum. The Study would include a cost estimate for staff time and equipment needs to implement and maintain road closures for the proposed pedestrian mall. In addition, the Study would include a cost estimate of any improvements required (including design and construction) to comply with state and federal regulations to convert public streets into pedestrian mall. Finally, the Study would provide recommendations on which street(s) to be converted into pedestrian mall(s).

Area 2 is a long-term vision and involves more complex coordination with local businesses as well as the Santa Clara Valley Transportation Authority (VTA) since some of the proposed closures are on existing VTA bus routes and stops. As such, evaluation for Area 2 closures is not included as part of this study.

Estimated years to complete study: 2 years

FISCAL IMPACT

Cost to Conduct Study

Level of staff effort required (opportunity cost):	Major
Funding Required for Non-Budgeted Costs:	\$400,000
Funding Source:	Would seek budget supplement

The cost associated with this Study would be for consultant services to perform the scope as listed under the Key Elements of the Study. City staff would work with the consultant throughout the project process including the analysis and the development of recommendations, as well as the public outreach efforts.

Cost to Implement Study Results

Unknown. Study would include assessment of potential costs, including capital and operating, as well as revenue/savings.

EXPECTED CITY COUNCIL, BOARD OR COMMISSION PARTICIPATION

Council-Approved Work Plan: No
 Council Study Session: Yes
 Reviewed by Boards/Commissions: Bicycle and Pedestrian Advisory Commission

STAFF RECOMMENDATION

Drop. This policy issue does not merit discussion at a Study Issues Workshop.

Council approved amendments to the Downtown Specific Plan (DSP) in 2020, which allowed for additional development intensity for several blocks/subblocks within Downtown. Since the adoption of the DSP Amendments, developers have submitted Planning applications for several sites in Downtown for redevelopment, including 200 W. Washington Avenue (Block 18, Subblock 3B), 200 S. Taaffe Street (Block 18, Subblock 3A), Block 18 Subblock 6, 300 S. Mathilda Avenue (Block 18, Subblock 1). Some of these developments have finished construction and are waiting for the

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buildings to be occupied, while others are in the application process, waiting to be approved. It may take a few years before all of these developments identify tenants for their properties and become fully occupied. Staff recommends that any analysis for pedestrian mall expansion wait until after these developments are fully constructed and substantially occupied such that staff has a better understanding of the travel patterns in Downtown, as well as the type of businesses that would be fronting the proposed street closures, to better determine the potential usage of the proposed pedestrian mall.

In addition, when the pedestrian mall along the 100 Block of South Murphy was established in 2023, staff identified accessibility improvements are needed to comply with the Americans with Disabilities Act (ADA) to provide for increased accessibility to restaurants and outdoor dining areas on Historic Murphy Avenue. Council allocated funds to design and construct the accessibility improvements required to comply with ADA requirements. Staff is currently working with a consultant to develop the design for the improvements. Completion of the accessibility improvements on Historic Murphy Avenue would provide the City with additional information and expertise related to impacts and requirements prior to expanding the pedestrian mall.

Lastly, the proposed Downtown Pedestrian Mall expansion is not part of the DSP nor the Active Transportation Plan (ATP), which were both adopted by City Council in 2020. Accelerating the ATP is one of Council's Strategic Priorities. Staff is currently focusing on implementing proposed improvements as identified in the ATP. If this study issue were to move forward, it will be conducted by the same staff who are currently working to accelerate the ATP, and therefore will shift focus away from implementing Council's Strategic Priorities.

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