

21-0077

Agenda Date: 2/25/2021

## 2021 COUNCIL STUDY ISSUE

## NUMBER

CDD 19-07

**<u>TITLE</u>** Develop Citywide Guidelines or Criteria for Allowing Reduced Parking for Development Projects and for Future Conversions of Parking to Other Uses

#### BACKGROUND

Lead Department:	Community Development
Support Departments:	Office of the City Manager
	Office of the City Attorney
Sponsor(s):	Planning Commission
History:	1 year ago: Deferred by City Council
-	2 years ago: Deferred by Planning Commission

## SCOPE OF THE STUDY

#### What precipitated this Study?

The general parking standards in the Sunnyvale Municipal Code (SMC) establish required parking for residential and non-residential development based on a variety of factors. For residential uses, the number of bedrooms, the number of assigned spaces to a dwelling unit, and the type (i.e., private enclosure or open) also affect the requirements for parking. Lower parking space rates are established for affordable housing, senior housing and housing for persons with disabilities. Non-residential parking is based on the use and has both minimum and maximum parking requirements.

The SMC includes provisions for parking adjustments to non-residential uses and special housing developments. Other reductions (if not covered by an adjustment) require approval of a Variance or approval of a Special Development Permit (only allowed within specified zoning districts). The Planning Commission has asked if there are circumstances where reduced parking could be appropriate, such as: a multi-family project that may be able to increase the total number of units if parking requirements are reduced, or on a single-family property where the size of an existing one-car garage restricts the total allowable square footage of the house, thereby potentially restricting large or extended families from living together in one dwelling.

The Planning Commission also suggested this Study may be important when discussing the future of autonomous vehicles, and whether parking structures could be converted to other uses in the future.

## What are the key elements of the Study?

There are certain areas within the City where parking standards are reduced compared to the generic citywide standards (e.g., Downtown Specific Plan, Lawrence Station Area Plan). Generally, the areas with reduced parking standards are located near major transit stations, but reduced parking standards have also been considered in other areas of the City (e.g., Peery Park Specific Plan) if a

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project can demonstrate other trip reduction strategies. Additionally, it may be appropriate to study all parking standards to determine if the City has other general parking standards that could be reduced.

This Study may include:

- Evaluation of the City's current parking regulations in comparison to other cities;
- Examination of the covered parking requirement for single-family zoning districts;
- Mapping major or frequent transportation lines to see if there are other areas of the City where reduced parking may be appropriate;
- Consider establishing Council policy for alternative parking options such as unbundled parking;
- Considering and developing guidelines or criteria that could be used to evaluate a project requesting reduced parking standards; and
- Establishing guidelines for future conversion of parking into other uses if autonomous vehicles become a primary means of transportation in the future.

## Estimated years to complete study: 2 years

## FISCAL IMPACT

#### **Cost to Conduct Study**

Level of staff effort required (opportunity cost): Funding Required for Non-Budgeted Costs: Funding Source: Moderate \$100,000 Will seek budget supplement

Non-budgeted costs would be utilized to hire a consultant who specializes in parking requirements, design guidelines, and has specialized knowledge in the parking industry.

#### 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 Committee, Planning Commission

#### STAFF RECOMMENDATION

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

Staff recommends deferral of this Study Issue due to other efforts being considered and the unknowns of key components of the Study as described further below.

- The future of autonomous vehicles and how that affects parking standards is still unknown. True autonomous vehicles will not be parked on a site but could be in near-continuous service. Self-piloted single occupancy vehicles could still require a high number of parking spaces. The future of this technology and how it impacts parking needs is not yet known.
- With the addition of BART into San Jose, and the future electrification of Caltrain, the Santa

Clara Valley Transportation Authority (VTA) will be making changes to some of their routes. These changes may lead to increased bus routes or headways within Sunnyvale and could justify the potential to reduce parking in some areas of the City that had not been previously considered within area-wide plans.

- Until more is known about converting parking garages to other uses (residential or office), it would be difficult to establish policies for that concept. It may be useful for an independent study of this one aspect of the issue in future years.
- Staff believes that evaluating the existing single-family parking regulations and comparing the City's regulations with other jurisdictions could be a valuable study. Further enhancement of permeable pavement may warrant a look at the regulation that limits front yard paving on a single-family lot. A future study could also consider the impact of reduced parking in singlefamily residential areas due to accessory dwelling units.
- Finally, VTA has already reduced route frequencies due to COVID-19 impacts on ridership and is conducting a study to temporarily modify headways on many of the routes until ridership increases. This could last for several years and may mean that more people will be driving to their destinations due to the lack of transportation or out of caution.

Prepared by: Trudi Ryan, Director, Community Development Reviewed by: Teri Silva, Assistant City Manager Approved by: Kent Steffens, City Manager



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## 2021 COUNCIL STUDY ISSUE

## <u>NUMBER</u>

DPW 20-05

TITLE Evelyn Avenue Multi-Use Trail and Bikeway Study

#### BACKGROUND

Lead Department:	Public Works
Support Departments:	Office of the City Manager
	Office of the City Attorney
Sponsor(s):	Bicycle and Pedestrian Advisory Commission
History:	1 year ago: Deferred by Council
	2 vears ago: N/A

## SCOPE OF THE STUDY

#### What precipitated this Study?

This Study will evaluate the potential of installation of a two-way Class I or Class IV bicycle facility on the north side of Evelyn Avenue between Bernardo Avenue and the Caltrain Station.

Evelyn Avenue is a two-lane east-west arterial that extends from the city limits at Mountain View, passes by the Sunnyvale Caltrain Station, through the Sunnyvale downtown district, then continues to Reed Avenue. It is located immediately south of the Caltrain railroad tracks from the western city limits to downtown Sunnyvale. Between the western city limits and Florence Street, and between S. Wolfe Road and Reed Avenue, Evelyn Avenue has a posted speed limit of 35 miles per hour (mph). Through downtown Sunnyvale, Evelyn Avenue has a posted speed limit of 30 mph. Sidewalks are present along both sides of the roadway for most of the corridor, except for the segment between the western city limits and Florence Street, where sidewalk is only present on the south side of the street. Class II bike lanes are present for the entire corridor, and on-street parking is permitted along certain segments of the roadway. There is also a center two-way left turn lane or median island on Evelyn Avenue for almost the entire corridor.

In January 2017, Councilmember Klein (now Mayor Klein) proposed a similar study issue to evaluate the development of a Class I bicycle and Pedestrian Trail along Evelyn Avenue adjacent to the Caltrain railroad tracks, between Sunnyvale and Mountain View. This Study Issue (DPW 17-12) was co-sponsored by Vice Mayor Larsson (now Councilmember Larsson) and Councilmember Melton Councilmember Klein discussed this as an opportunity to create a pedestrian and bike friendly connection between Downtown Sunnyvale and Downtown Mountain View and connect two Caltrain Stations. The final categorization in 2017 for this Study Issue was Priority C, meaning the study would only be absorbed in the current year (2017) if capacity presented itself; if not, it would carry forward for City Council consideration in the next Study Issue cycle.

This Study Issue was brought back to City Council for ranking at the 2018 Study Issues Workshop. The City Council voted 7-0 to drop this Study Issue for two reasons: 1) Staff was getting ready to begin the Bicycle Plan Update (currently known as the Active Transportation Plan), and bicycle improvements on Evelyn Avenue would be included in the evaluation; and 2) BPAC had other bicycle improvement priorities in the City. As a result, this Study Issue was dropped at the 2018 Study Issues Workshop.

Staff has completed development and City Council adopted the Active Transportation Plan (ATP) on August 25, 2020, which includes the Bicycle Plan, Pedestrian Safety and Circulation Plan, and the Safe Routes to School Plan. The ATP evaluated the bicycle and pedestrian needs along the Evelyn Avenue Corridor and provided the recommendation of implementing a Class IV facility from Bernardo Avenue to Mathilda Place and upgrading the Class II facility from Frances Street to Deodar Way to Class IIB.

On the eastern end of the corridor, Evelyn Avenue connects to the Lawrence Station Area Plan (LSAP) area via Aster Avenue, and to Santa Clara via Reed Avenue. Both Aster Avenue and Reed Avenue are part of the Lawrence Station Area Plan area, where the City is currently reviewing the potential roadway configuration for the two streets to better serve the land uses in the LSAP. The recommendations provided in the LSAP will be coordinated and consistent with the ATP.

There are two other projects Sunnyvale is currently working on that are in close proximity of Evelyn Avenue:

- Bernardo Avenue Pedestrian/Bicycle Undercrossing Sunnyvale and Mountain View are currently working on a joint project to evaluate the alignment of a pedestrian/bicycle undercrossing under the existing Caltrain railroad track and Central Expressway at Bernardo Avenue. The alignment of the undercrossing ramp on the south side of the railroad tracks would likely be parallel to Evelyn Avenue.
- Caltrain Grade Separations at Sunnyvale Avenue and Mary Avenue Sunnyvale is currently conducting a feasibility study on grade separating the railroad tracks at Sunnyvale Avenue and Mary Avenue. Several alternatives are being evaluated, which includes grade separating Evelyn Avenue from Mary Avenue.

The City of Mountain View developed the Mountain View Transit Center Master Plan in March 2018, where they plan to incorporate a two-way Class IV Cycle Track along the north side of Evelyn Avenue from the eastern end of the Mountain View Transit Center to the Stevens Creek Trail/State Route 85 by removing one westbound travel lane. Eastbound Evelyn Avenue will remain as a two-lane roadway with a Class II bike lane. Between the Stevens Creek Trail and the Mountain View/Sunnyvale city limits, which is approximately one mile in distance, the existing Class II bike lane on both sides of Evelyn Avenue would remain.

Since Evelyn Avenue is identified as a Cross-County Bicycle Corridor in the Santa Clara Valley Transportation Authority (VTA) Countywide Bicycle Plan (May 2018) that connects neighboring cities, it should be evaluated to determine the most appropriate bicycle facilities that are similar to the bike improvements along the corridor.

## What are the key elements of the Study?

The Study will include a review of existing bicycle usage and future forecasted usage on Evelyn Avenue. It will also evaluate the most appropriate bicycle facilities for each segment of Evelyn Avenue based on roadway widths and travel patterns, and to be consistent with the Complete Streets policy and the recently adopted Vision Zero Plan. The Study will evaluate the feasibility of installing a two-way Class I Multi-Use path on the north side of the roadway between Bernardo Avenue and the Sunnyvale Caltrain Station. This will include the coordination with Caltrain to determine right-of-way constraints. The Study will perform an on-street parking study to determine the existing on-street parking usage and whether on-street parking could be removed. In addition, the Study will evaluate the feasibility of removing the two-way center turn lane and the potential operation impacts to the corridor. The Study will also alternatively study whether a Class IV Bikeway can be constructed along the same stretch in lieu of a Class I facility. The Study will also evaluate other bicycle improvements for locations with right-of-way constraints as well as improvements at the intersections along the corridor. In addition, the Study will evaluate how the proposed Bernardo Avenue undercrossing and the Grade Separations at Sunnyvale and Mary Avenues will interact with the bicycle and pedestrian facilities on Evelyn Avenue. Lastly, the Study will include public outreach to businesses and residents along the Evelyn Avenue Corridor and gather feedback on the preferred bicycle facilities on this corridor. The City will coordinate with the City of Mountain View to determine the feasibility of providing a continuous Class I or Class IV two-way facilities on the north side of Evelyn Avenue at the Sunnyvale/Mountain View city limits.

## Estimated years to complete study: 2 years

## FISCAL IMPACT

## Cost to Conduct Study

Level of staff effort required (opportunity cost): Funding Required for Non-Budgeted Costs: Funding Source: Major \$ 350,000 Will seek budget supplement

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 will work with the consultant throughout the process in the development of parking study, the recommended improvements, 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 for recommended improvements that are within the public right-of-way.

## EXPECTED CITY COUNCIL, BOARD OR COMMISSION PARTICIPATION

Council-Approved Work Plan: Yes 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 ATP was approved by City Council on August 25, 2020, which identified a Class IV Separated Bikeway on Evelyn Avenue between Bernardo Avenue and Mathilda Place as a future bikeway

improvement. The recommended improvement in the ATP is consistent with the improvement as suggested in this Study Issue.

On Evelyn Avenue between Mathilda Place and the Sunnyvale Caltrain Station, given that there are existing trees in the median and bridge structure columns on the north side of the street, the road cannot be reconfigured to install a Class I or Class IV bicycle facility, and therefore, no additional bicycle improvements were identified in the direct vicinity on Evelyn Avenue.

Prepared by: Lillian Tsang, Principal Transportation Engineer Reviewed by: Dennis Ng, Transportation and Traffic Manager Reviewed by: Chip Taylor, Director, Public Works Reviewed by: Teri Silva, Assistant City Manager Approved by: Kent Steffens, City Manager



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## 2021 COUNCIL STUDY ISSUE

## NUMBER

DPW 21-01

**<u>TITLE</u>** Bike Lanes on Hollenbeck Avenue between El Camino Real and Homestead Road

## BACKGROUND

Lead Department:	Public Works
Support Departments:	Office of the City Manager
	Office of the City Attorney
Sponsor(s):	Bicycle and Pedestrian Advisory Commission
History:	1 year ago: N/A
	2 vears ago: N/A

## SCOPE OF THE STUDY

#### What precipitated this Study?

Hollenbeck Avenue is identified as a Collector Street and spans from El Camino Real to Homestead Road. The roadway becomes Pastoria Avenue north of El Camino Real and Stelling Road south of Homestead Road. Since there are existing bicycle lanes between El Camino Real and Danforth Avenue and between Alberta Avenue and Homestead Road, the actual study segment consists of Hollenbeck Avenue between Danforth Drive to the north and Alberta Avenue to the south. The segment mostly consists of a two-lane road with on-street parking and includes turn lanes at Danforth Drive, Torrington Drive, and Fremont Avenue. The study segment does not have bicycle facilities. However, there are Class II Bicycle Lanes on Hollenbeck Avenue and continuing on Stelling Road south of Homestead Road throughout Cupertino.

The land uses adjacent to the study segment mostly consist of single-family homes with a few local serving properties such as commercial buildings, Challenger (Private) School, Resurrection Church and (Private) School, and Serra Park. In addition, De Anza College is adjacent to Stelling Road in Cupertino.

The purpose of the Study is to determine the feasibility of installing Class II Bicycle Facilities on the study segment to close the gap of missing bicycle lanes and provide direct access to schools, parks, and retail through the Hollenbeck Avenue/Stelling Road corridor.

## What are the key elements of the study?

The Study will include a review of existing and future vehicle, bicycle, and parking usage on Hollenbeck Avenue between Homestead Road and El Camino Real. The project will include level of service analysis, collision analysis, and a parking occupancy analysis. Data collection will consist of

traffic volumes, collision records, and parking counts.

The Study will also include a re-analysis of the Active Transportation Plan (ATP) as it does not contemplate Class II bicycle facilities on the corridor and the General Plan as part of the need determination. Furthermore, the Study will evaluate the most appropriate bicycle facility, if feasible, for each study segment of Hollenbeck Avenue based on existing roadway widths. Vehicle travel lanes may be narrowed to a maximum of 11 feet. This task will require a road survey of the study segment to obtain accurate roadway widths and for the development of conceptual implementation plans.

Finally, this project will require a public outreach component to evaluate public support for the project. Public outreach may consist of a variety of tasks including community meetings, online surveys, and mail surveys for adjacent properties that would be affected by the parking removal.

#### 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:	\$150,000
Funding Source:	Will seek budget supplement

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 will 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: 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.

The existing roadway width on Hollenbeck Avenue within the study segment prohibits the possibility of implementing bike lanes without the removal of an existing parking lane or a vehicle turning lane at some of the intersections. This could negatively impact the parking needs of the residents or other properties along the Hollenbeck Avenue corridor and the traffic operations at the intersections along the study segment.

Additionally, the City has adopted the Active Transportation Plan (ATP), which has identified several bicycle, pedestrian, and safe routes to school improvements that are needed throughout the City. Staff resources will be dedicated to implementing the improvements identified in the ATP. The ATP describes improvements on parallel nearby facilities such as a Class IV facility on Sunnyvale-

Saratoga Road and Class II facility and protected intersections along Mary Avenue.

Prepared by: Ralph Garcia, Senior Transportation Engineer Reviewed by: Dennis Ng, Transportation and Traffic Manager Reviewed by: Chip Taylor, Director, Public Works Reviewed by: Teri Silva, Assistant City Manager Approved by: Kent Steffens, City Manager



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## 2021 COUNCIL STUDY ISSUE

## NUMBER

DPW 21-02

TITLE Community Driven Active Transportation Plan Amendment Process

#### BACKGROUND

Lead Department:	Public Works
Support Departments:	Office of the City Manager
	Office of the City Attorney
Sponsor(s):	Bicycle and Pedestrian Advisory Commission (BPAC)
History:	1 year ago: N/A
	2 vears ago: N/A

## SCOPE OF THE STUDY

#### What precipitated this Study?

The Sunnyvale City Council adopted the Active Transportation Plan (ATP) on August 25, 2020. The Plan is comprised of three elements: Bicycle Plan, Pedestrian Plan, and Safe Routes to School Plan. The ATP was created through an extensive year plus effort of gathering input from the public, school districts, adjoining jurisdictions and other stakeholders via in person meetings, network audits with the public and online outreach.

The City aims to improve existing bicycle and pedestrian infrastructure by identifying new projects through the implementation of the ATP. The identified projects from the ATP will improve connectivity and continuity to existing bicycle, pedestrian, and Safe Routes to School networks within the city, with neighboring jurisdictions, and with regional networks. The Plan also lays out goals, strategies, and supporting programs, as well as identifies funding sources and implementation priorities. The ATP will serve as a guide for City Council to consider future actions and to approve future grant applications. Implementation of the recommendations identified in the ATP is dependent on the availability of funding sources and subject to additional studies to determine the feasibility of the recommendations on the design level.

The purpose of the ATP is to assist the City in creating a safe, connected, and efficient citywide walking and bicycling network for the next ten years. However, circumstances change, and implementing an amendment process within the 10-year cycle is essential in making the ATP a living, amendable document.

## What are the key elements of the study?

The Study would focus on developing the procedure to implement a Community-Driven ATP Amendment process with a goal to determine how best to periodically update the ATP with minimal

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staff effort while providing public input, maintain consistency with adopted plans and City Council approval of the planning document, which may include the following considerations:

- Review of the existing ATP, and evaluate the proposed improvements as identified in the ATP in respect to facilities under design, construction or completed.
- Identify how the public could submit to BPAC or City Council their recommended changes to the bicycle/pedestrian/safe routes to school network.
- Identity how the BPAC could propose recommendations to the bicycle/pedestrian/safe routes to school networks.
- Assess the amount of staff time and consultant costs:
  - $\circ$  To evaluate the feasibility of the proposed improvements
  - $_{\odot}$  To coordinate with other agencies and/or school districts/school representative, as appropriate.
  - $_{\odot}$  To prioritize the proposed projects relative to recommendations in the adopted ATP.
  - $_{\odot}$  To conduct public outreach to obtain input on the proposed recommendations.
  - The number of BPAC meetings to review the proposed improvements and to make recommendations to City Council for the amendment of the ATP.
  - $\circ$  The number of City Council meetings to consider the proposed recommendations.
  - $_{\odot}$  To review and update the ATP report, including figures per City Council's action.
- Determine the appropriate frequency for the update process.
- Determine the tasks and schedule for the amendment process.
- Identify the appropriate outreach efforts to inform the public of the ATP Amendment Process. Public outreach may consist of a variety of tasks including community meetings, online surveys, etc.

## Estimated years to complete study: 2 years

## FISCAL IMPACT

#### Cost to Conduct Study

Level of staff effort required (opportunity cost): Funding Required for Non-Budgeted Costs: Funding Source:

Major \$150,000 Will seek budget supplement

The cost associated with this Study would be for consultant services to develop procedures on implementing the concepts of the study. City staff will 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: 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.

The ATP was approved by City Council on August 25, 2020. The ATP was developed through a robust effort that included an in-depth traffic analysis, safety analysis, engineering assessment, policy review, staff input, and public outreach. Any proposed modifications through an abbreviated process would not result in the same level of analysis used to develop the projects in the ATP.

In addition, the public outreach events held for the development of the ATP included community workshops, online surveys, an online comment tool, pop-up events, walking and biking tours, focus groups, school audits and meetings with school districts and neighboring jurisdictions. The proposed study would not include the same level of public outreach effort included in the development of the ATP. Without these public outreach events, the public would not be able to make direct recommendations for modifications to the plan and would only be able to participate in this process by providing comments on the proposed project list through the Bicycle and Pedestrian Advisory Commission or City Council meetings.

Finally, if any modifications to the ATP are developed through this process, the final report will need to be updated. The update to the report will include text, figures and maps which may require additional costs for a consultant to prepare the report.

Each of the components in the scope of the Study Issue would require significant amount staff time to implement tasks such as the coordination with different departments within the City in the review of new recommendations identified, coordination with the school districts/schools to ensure the proposed recommendations would meet the needs of students biking and walking to school, coordination with other agencies on the recommended projects across city boundaries, preparation of outreach meetings and presentation at BPAC and City Council meetings for the review and consideration of the proposed recommendations, and finally, review of the updated ATP.

With the approval of the current ATP, staff is devoting a significant amount of time and resources in applying for external grants to fund the recommended improvements as identified in the Plan and implementing the proposed improvements. Some projects will need to include conducting some parking and capacity studies along corridors and outreach to the public. At present, staff is working on a number of recommended projects as identified in the ATP including: the Stevens Creek Trail Extension, Bernardo Avenue Bike/Pedestrian Undercrossing, Pedestrian & Bicycle Safety Improvements at Fremont Avenue/Manet Drive/Bobwhite Avenue, East and West Channels Trail Construction, Homestead Road Pedestrian/Bicycle Improvements near Homestead High School, and SNAIL and San Miguel Neighborhoods Active Transportation Improvements. Because of the resources and staff time required to plan, coordinate, and implement the current and pending projects, it would be not be possible, without additional resources, to allocate more staff time to adequately oversee and implement a new Community Driven ATP Amendment process.

As an example of how the ATP can be modified in the interim as the City changes, as neighborhoods or large areas of the City are planned for redevelopment such as Moffett Park or El Camino Real, specific area plans are developed, which include analysis of the transportation (bicycle, pedestrian and vehicular) networks with significant public outreach. These facilities are evaluated for conformance with the ATP and to determine with planned development if the transportation network

should be modified.

Prepared by: Lillian Tsang, Principal Transportation Engineer Reviewed by: Dennis Ng, Transportation and Traffic Manager Reviewed by: Chip Taylor, Director, Public Works Reviewed by: Teri Silva, Assistant City Manager Approved by: Kent Steffens, City Manager



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## 2021 COUNCIL STUDY ISSUE

## NUMBER

DPW 21-03

**<u>TITLE</u>** Pedestrian and Bicycle Facility Installation on Tasman Drive from Fair Oaks Avenue to Lawrence Expressway

## BACKGROUND

Lead Department:	Public Works
Support Departments:	Office of the City Manager
	Office of the City Attorney
Sponsor(s):	Bicycle and Pedestrian Advisory Commission
History:	1 year ago: N/A
-	2 vears ago: N/A

# SCOPE OF THE STUDY

#### What precipitated this Study?

Tasman Drive is designated as a collector street and spans west to east from Morse Avenue in Sunnyvale through Santa Clara and San Jose to Interstate 880 in Milpitas. On the segment of Tasman Drive between Fair Oaks Avenue and Lawrence Expressway in Sunnyvale, the road consists of four lanes (two lanes in each direction) with light rail tracks and stations in the median and left-turn pockets at intersections. Tasman Drive in the study area has a speed limit of 40 MPH and has no bicycle lanes or continuous sidewalk segments. For sections without sidewalks, there is a narrow landscape strip with trees. The segment serves as vehicle access to the Casa de Amigos and Plaza del Rey mobile home communities at Vienna Drive. There is also a shopping center on the northeast corner of Fair Oaks Avenue and Tasman Drive.

There are limited convenient travel options for pedestrians on the study segment. This section of Tasman Drive lacks continuous sidewalks although it has several sidewalk segments. There is one sidewalk segment on the north side of Tasman Drive from Fair Oaks Avenue to approximately 600 feet east of Fair Oaks Avenue. This segment ends approximately 850 feet from the west driveway entrance of Casa de Amigos and 2,500 feet from the Vienna Drive intersection. At the Vienna Drive and Tasman Drive intersection there are sidewalks on all four corners leading to curb ramps and crosswalks across all four legs of the intersection. The crossings allow pedestrians to access the Vienna Drive light rail station in the Tasman Drive median and to cross all intersection approaches. There are no other sidewalk facilities on the north side to Lawrence Expressway. On the south side of Tasman Drive, there are two sidewalk segments. One of the sidewalk segments is from Fair Oaks Avenue and ends midblock approximately 1,650 east of Fair Oaks Avenue and 1,450 feet west of the Vienna Drive intersection. The second sidewalk segment is located from Vienna Drive to Lawrence Expressway. Pedestrians on segments without sidewalk facilities will have to walk on the roadway

shoulder.

The study segment does not have any bicycle facilities. In the vicinity of the study segment, there are Class II bicycle lanes on Tasman Drive west of Fair Oaks Avenue and east of Reamwood Avenue approximately 2,000 feet east of Lawrence Expressway. For bicyclists traveling on the study segment, they can travel within the vehicle lane or shoulder.

The constrained roadway width and right-of-way of the study segment limit the pedestrian and bicycle improvement options. Any improvements to pedestrian and bicycle facilities will probably affect the existing travel lanes. In the late 1990's as part of the Santa Clara Valley Transportation Authority (VTA) Light Rail Train (LRT) construction from Santa Clara through Sunnyvale to Mountain View, Tasman Drive was widened to accommodate the LRT. During the design process it was decided that sidewalks and bicycle lanes could not be accommodated along Tasman Drive without removal of the remaining heritage trees and purchasing mobile home properties on both sides of Tasman in order to accommodate relocation of the sound walls.

## What are the key elements of the Study?

The Study will include the necessary elements to evaluate the removal of a travel lane in both directions of Tasman Drive between Fair Oaks Avenue and Lawrence Expressway to install pedestrian and bicycle facilities.

The scope of work will include a geometric survey, traffic safety analysis, traffic capacity and queueing analysis, level of service analysis, public outreach, and a design of conceptual improvement plans. The geometric survey will be used to determine the possible pedestrian and bicycle facility improvement options for Tasman Drive. The traffic safety analysis will be used to determine what modifications are warranted and to include modifications that would address existing traffic safety issues, if any. The traffic capacity, queuing and level of service analysis will be used to determine how any proposed modifications affect or impact existing and future vehicle traffic including, but not limited to, the VTA Congestion Management Program (CMP) intersection at Lawrence Expressway and Tasman Drive that is operated and maintained by Santa Clara County and monitored by the VTA. Public outreach will be conducted to determine the amount of public support for any proposed modifications. Finally, draft concept plans will be developed to demonstrate how any proposed improvements could be implemented including traffic calming features suitable for a Collector Street such as speed feedback signs.

In addition, if the project is implemented, an "after construction" speed survey will be conducted to set new speed limits, if warranted. The speed survey will be required to set enforceable speed limits based on 85th percentile speeds and the analysis included in the speed survey.

## Estimated years to complete study: 2 years

## FISCAL IMPACT Cost to Conduct Study

Level of staff effort required (opportunity cost): Funding Required for Non-Budgeted Costs: Funding Source: Major \$200,000 Will seek budget supplement 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 will 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: 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.

The VTA is in the process of completing the Tasman Drive Complete Streets Corridor Study. The Study is evaluating the possibility of implementing improvements to Tasman Drive that would address bicycle and pedestrian access and comfort levels along the entire corridor within the cities of Milpitas, San Jose, Santa Clara and Sunnyvale. This would include how to address sidewalk and bicycle facility gaps along the corridor, connections to various destinations along Tasman Drive, bicycle and pedestrian crossings across Tasman Drive, intersection improvements, improving access to transit (bus and light rail) stations, and possible parallel multimodal facilities. The Study is currently anticipated to be finalized in early to mid-2021. Staff is working with VTA staff to present the Study to City Council for comments and review prior to adoption by the VTA Board of Directors. Then subsequently VTA staff will coordinate with local agency staff on any subsequent studies of alternatives, new revisions, identification of funding opportunities and implementation.

In addition, the roadway is too narrow to implement pedestrian and bicycle facilities without removing a travel lane. This will affect the intersection operation at Lawrence Expressway and Tasman Drive, which is maintained and operated by Santa Clara County. Also, the intersection is included in the Congestion Management Program, which is monitored by VTA. Any modifications on Tasman Drive that affect the number of travel lanes will need to be coordinated with both Santa Clara County and the VTA.

Finally, due to the Covid-19 global pandemic, traffic levels have decreased from pre-pandemic levels. If the traffic study is conducted during a time when traffic is reduced it may not accurately reflect the traffic capacity needs of the roadway.

Prepared by: Ralph Garcia, Senior Transportation Engineer Reviewed by: Dennis Ng, Transportation and Traffic Manager Reviewed by: Chip Taylor, Director, Public Works Reviewed by: Teri Silva, Assistant City Manager Approved by: Kent Steffens, City Manager