



CITY OF SAN MATEO

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Agenda Report

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TO: City Council
FROM: Drew Corbett, City Manager
PREPARED BY: Public Works Department
MEETING DATE: February 22, 2022
SUBJECT:
North Central Bike Lanes Project – Update

RECOMMENDATION:

Receive an update on the North Central Bike Lanes Project which includes Humboldt Street, Poplar Avenue, and Delaware Street bicycle lanes and the Indian Avenue bicycle boulevard and provide direction to staff regarding implementation of the bike lanes and potential support programs.

BACKGROUND:

The City receives federal funding from the U.S. Department of Housing and Urban Development for the Community Development Block Grant (CDBG) program and allocates the funds based on community priorities. A portion of the funds are available for infrastructure improvements, including paving, bicycle, and pedestrian projects. This year, the 2020-21 CDBG Project (Project) covers 2.3 miles of pavement rehabilitation, installation of curb ramps, proposed Class II bicycle lanes and bicycle boulevards, traffic striping, roadway signage, and traffic signal video detection equipment in the North Central neighborhood. The bicycle improvements proposed in the project are identified in the adopted 2020 Bicycle Master Plan (Plan) and include the Humboldt Street bicycle lanes (2nd highest priority project in the Plan) and the Poplar Avenue/Delaware Street/Indian Avenue bicycle lanes and bicycle boulevard (4th highest priority project). Implementation of the bicycle infrastructure requires the removal of 214 parking spaces due to limited roadway widths.

In October 2021, Council approved the construction contract for award and authorized staff to begin some of the work, including sidewalk ramps, but not the bicycle infrastructure due to the impacts on the North Central neighborhood from the parking removal. Council directed staff to collect new parking information, evaluate potential additional parking supply options to mitigate the impacts, and to conduct additional community outreach. Staff was directed to return to the Commission and Council in February 2022 with findings from these efforts for comment and direction on the implementation of the bicycle improvements proposed in the Project.

Project Objectives

In 2020, Council adopted the City's Bicycle Master Plan, which includes projects and programs centered on five key goals: Connectivity; Safety and Comfort; Community; Equity; and Ridership. Since 2017, there have been 30 collisions (approximately 30% of the total number of collisions in San Mateo) involving bicyclists in the North Central neighborhood. Of the 30, 11 collisions have occurred along the Project's corridor (11% of all Citywide bicycle-involved collisions). This Project proposes to fill bicycle network connectivity gaps and aims to improve safety on corridors with a history of bicyclist-involved collisions. Due to the vehicle volumes and speeds on the local roadways, industry guidance indicates a separate Class II bike lane as the appropriate bicycle facility for these roads rather than shared lanes. The Project also provides east-west connectivity to areas east of US 101 via the Monte Diablo bicycle and pedestrian bridge and the 3rd Avenue overcrossing. With the bicycle infrastructure, the Project would provide an opportunity for safe and sustainable transportation options in the North Central neighborhood designed for users to reach key destinations in the City and

reduce greenhouse gas emissions.

Community Outreach

Community outreach began in April 2021 with the launch of the Project webpage and the mailing of postcards to approximately 1,600 residents promoting a virtual community meeting during the design phase of the Project. To better inform residents of the parking removal, 100 street post signs were installed along the Project's bicycle corridor. A 'Notice of Intent' postcard was also mailed to more than 3,000 households in early October informing residents that the Project would be considered by Council for construction.

Additionally, staff engaged with residents and created a Neighborhood Focus Group (NFG) following public comment in October 2021 and Council's direction to proceed with the Project with a reassessment of the implementation of the bicycle infrastructure and neighborhood parking assessment. On October 21, 2021, an in-person meeting was held with the NFG to identify existing outreach channels that would be successful in engaging more residents. On October 27, 2021, staff held an in-person meeting on the Project at the King Center which was attended by approximately 50-60 residents.

Between October and December 2021, and with the assistance from the NFG, staff developed a comprehensive outreach plan to solicit feedback on the Project and on potential options for mitigating the parking loss. The outreach included the following:

- Community survey on the Project and parking supply options offered online in English and Spanish, and printed in English, Spanish, and simplified Chinese from November 29, 2021 through January 7, 2022.
- Mailed postcards in English, Spanish and simplified Chinese to more than 3,000 households promoting the survey, schedule and location for pop-ups (total of five) held at various locations throughout the neighborhood, and dates for the Sustainability and Infrastructure Commission and Council meetings.
- Display booth in English and Spanish (with simplified Chinese handouts) on-site at the King Center lobby.
- Website updates (in English and Spanish), NextDoor posts to the North Central neighborhood, Facebook posts in English and Spanish on Home Association of North Central San Mateo page.
- Engagement through established neighborhood connections, including emails regarding the survey (English and Spanish) to the San Mateo High School Parent-Teacher Organization (reaching 1,692 staff, students, and parents).
 - a. Flyers in English, Spanish and simplified Chinese distributed at key points in the neighborhood including the Safeway Center at Peninsula & S. Delaware, La Hacienda Market and surrounding businesses, Mi Rancho market, and the Community Baptist/Sturge Presbyterian Church.
 - b. Printed polls available at Community Baptist/Sturge Presbyterian Church for parents waiting at the school bus stop.

Survey Findings

A total of 285 responses were received. More than half (52%) of respondents self-identified as living in the North Central neighborhood and nearly 75% self-identified as living in either North Central or in adjacent neighborhoods. In total, nearly 90% of respondents self-identified as San Mateo residents. Of the respondents, 22% live on Humboldt Street, and 5% live on each Grant, Delaware, and Idaho Streets. Feedback on the Project, and consideration for project implementation with parking supply options, from respondents categorized by geographic area is summarized in Table 1.

Table 1. Project Feedback from Survey Respondents (285 Survey Responses)

		Disagree	Neutral	Agree
I support the project and the parking removal	North Central Residents	62%		38%
	North Central and Adjacent Neighborhood	50%		50%
	City of San Mateo Respondents	46%		54%
	All Respondents	43%		57%
		Disagree	Neutral	Agree
I support the project if additional parking options are implemented	North Central Residents	48%	11%	41%
	North Central and Adjacent Neighborhood	40%	12%	48%
	City of San Mateo Respondents	36%	13%	52%
	All Respondents	34%	12%	54%

Additional key findings from the survey are summarized here, and the full survey response, including written comments, is included as Attachment 2.

- 19% of respondents do not ride a bike, 29% report riding occasionally, and 52% report riding a bicycle for recreation or as their primary mode of transportation.
- 80% of respondents who do not ride bikes disagree with the implementation of the Project.
- 75% of respondents who ride bikes recreationally or for their primary commute mode support the Project.
- 90% of long-term (20+ years) North Central residents do not support the Project.
- 62% of residents newer to the North Central neighborhood (<5 years) support the Project.
- 75% of respondents agree that bicycle and pedestrian safety for all residents should be prioritized.

Updated Parking Data Collection and Analysis

As recommended to Council, staff engaged a data collection firm to conduct additional parking data collection efforts in the North Central neighborhood to gain a more comprehensive picture of the existing supply and utilization. For this effort, staff expanded the geographic scope of the collection area to include the majority of the North Central neighborhood in an area generally bounded by Peninsula Avenue, N. Amphlett Boulevard, 5th Avenue, Delaware Street, Tilton Avenue, and El Camino Real. The prior parking data collection effort focused on the Project corridors with the addition of side streets. The parking data was collected on December 14, December 16, January 8, and January 15 (two weekdays and two Saturdays). Data was collected on each date between the hours of 7 a.m. and 7 p.m., in addition to peak overnight counts at 12 a.m.

Prior to the on-street parking data collection, the collection firm assessed the roadway to determine the physical parking supply. This is determined by assessing curb space that has no parking restrictions and determining the number of 22' parallel parking stalls that would exist. This parking supply value per block remains constant regardless of the number of vehicles parked during each collection period. The parking supply includes legal parking spaces only; the parking data collection effort counts the number of vehicles parked either in legal or illegal spaces to assess the parking demand. The occupancy per block is determined by dividing the parking demand (number of vehicles parked) by the static parking supply (number of legal parking spaces physically available).

Occupancy maps depicting average occupancy by block are included in Attachment 2. These depict “heat maps” for average parking occupancies for the morning and evening peak hours for weekdays and Saturdays, in addition to the same for the midnight overnight peak hour. The maps indicate where parking is available (green to yellow), mostly available

(orange), and when the occupancies reach the 85% threshold where parking is visually “full” but there are typically 1-2 spaces available per block or where parking is at capacity (red).

Key findings from the parking occupancy study are summarized here:

- 73% average midnight occupancy in the neighborhood (peak parking occupancy demand)
- 55-60% average midnight occupancy on Poplar Avenue
- 80% average midnight occupancy on Humboldt Street

With the loss of 214 parking spaces in the neighborhood, residents would be required to park in the segments with availability. On Poplar Avenue, 33 vehicles were parked along the Project’s corridor during the peak demand period and would have to be absorbed within 1 block (600 feet) based on availability from the street segment with the parking removal. On Humboldt Street, the peak parking occupancy observed from Peninsula Avenue to 5th Avenue was 149 vehicles. The parking reduction on each street segment would be accommodated within two blocks (utilizing side streets and roadways adjacent to Humboldt Street, roughly 600 feet in distance).

Parking Supply Options

Through both the extensive community engagement effort and the survey feedback, the continuing demand for vehicle parking is clear with or without implementation of the bicycle improvements in the neighborhood. Residents shared feedback about crowded streets, being blocked in their driveway by parked vehicles, abandoned/inoperable vehicles parking long-term on neighborhood streets, commercial vehicles parking on-street, and lack of parking in general due to high demand and increased numbers of residents. Staff identified the following parking supply options (Table 2) to introduce to the community to help address the parking supply issues raised.

Table 2. Parking Supply Options and Considerations

Option	Description	Issues Addressed	Pros	Cons	Estimated Cost
Driveway/Corner Red Curbs	Red curb markings at driveways and corner curb ramps to deter illegal parking	<ul style="list-style-type: none"> • Hesitancy of parking in driveways • Safety 	<ul style="list-style-type: none"> • Would enable citations if blocking driveways • May encourage use of driveway and garage parking 	<ul style="list-style-type: none"> • May result in additional parking reduction due to 5' of red curb on each side of driveway • Requires additional enforcement capacity 	Varies
Driveway Apron Parking	Residents in single-family or duplexes may park parallel to the curb in the driveway apron	Daytime and overnight parking demand	<ul style="list-style-type: none"> • Creates up to 90 parking spaces on Project corridors • Could create up to 1,300 parking spaces in the general neighborhood area • Utilizes existing right-of-way • Provides opportunity to reserve these spaces for residents returning home late at night 	<ul style="list-style-type: none"> • May already be practiced; increase in available spaces may be less than estimated if residents do not want to block their driveways • Available where parking is maintained; would not directly benefit households where parking is proposed to be removed 	\$15,000
Shared Parking Lots	Leverage existing parking available in the neighborhood	Overnight parking demand	<ul style="list-style-type: none"> • May create up to 250 additional parking spaces • Utilizes existing parking spaces that are vacant overnight 	<ul style="list-style-type: none"> • SMPD is not able to enforce parking on private property • Safety and security concerns for residents when parking and walking • Not directly adjacent to homes 	TBD; may require leases

Option	Description	Issues Addressed	Pros	Cons	Estimated Cost
	for overnight use.		<ul style="list-style-type: none"> • Could consider reserving this option for small business vehicles/oversized vehicles 	<ul style="list-style-type: none"> • Vehicles may not move at designated times in the morning; would require towing by property owner • Agreements would be for fixed terms; may not be a long-term option 	
Residential Parking Permit Program (RPPP)	Implement RPPP zone either with existing policy (modified) or through new parking restrictions with City Manager approval	<ul style="list-style-type: none"> • Overall parking demand on-street • Long-term vehicle storage issues 	<ul style="list-style-type: none"> • Existing policy limits to one vehicle per licensed driver. • Prioritizes on-street parking for resident use • May reduce on-street parking demand from non-residents • Current policy includes flexibility for program days/hours 	<ul style="list-style-type: none"> • 24/7 permit parking may have the effect of limiting use of public streets • Current policy requires a parking generator; potentially not met here • Enforcement needs • May not address parking demand issues if primary issue is resident vehicles 	Approx. \$100,000 and additional staff for implementation plus ongoing costs for enforcement, permits, and program management

As previously noted, the community survey included information about the potential parking supply options to gauge resident feedback for each. To evaluate parking options staff considered responses from North Central residents only given the parking options are proposed for that neighborhood. Consideration for the potential parking supply options is summarized in Table 3.

Table 3. Parking Supply Options (North Central Respondents)

Parking Option	Would Benefit	Possibly Benefit	No Benefit
Extended Red Curbs	31%	19%	49%
Driveway Parking	38%	20%	42%
Parking Lot Sharing	37%	37%	27%
Residential Permit Parking Program	40%	27%	34%

Other Options and Considerations

Accessible Parking Spaces

During the community engagement effort, we heard the need for accessible parking options for those who need them. In response, staff proposes considering the provision of accessible parking spaces (free of charge) upon request through the City's Residential On-Street Accessible Parking Program. Under this program, accessible on-street parking may be located adjacent to American with Disabilities Act (ADA) compliant curb ramps. Further, staff proposes to coordinate with Parks and Recreation staff to evaluate how better outreach and access to the senior Get Around! program may benefit those in the neighborhood.

Overnight Parking in the Bicycle Lanes

Staff considered the option to allow residents to park on street on the Project corridors overnight, utilizing the hours with lower bicycle and vehicle volumes to offset the peak parking demand hours. In evaluating this option, staff considered the following.

- The vehicles would park adjacent to the curb where the bike lane is striped, but since the bike lane is narrower than a parking space (5 feet as compared to 8 feet), a parked vehicle would partially block the travel lane as well. This may result in safety issues for motorists driving at night, who would need to utilize part of the oncoming traffic lane to pass a parked car, or may not realize in time and cause a collision.

- To function properly, parked vehicles utilizing the bike lane overnight must move by daylight. If a car remains parked in the bike lane, bicyclists would not expect an object in their way and may hit the car, or may veer into the vehicle travel lane to pass, causing a safety issue.
- Clearing parked vehicles from the bike lanes in the morning would require significant enforcement and towing.

Neighborhood Circulation Assessment

Staff received requests to consider one-way roadways in the North Central neighborhood. Staff conducted a high-level evaluation of other roadways in the neighborhood and found that one-way streets would not accommodate bike lanes without parking removal. Further, one-way configurations may have other circulation impacts such as increased emergency response times and reduced neighborhood access for residents. However, staff could initiate a broader circulation study for the neighborhood to determine if circulation changes are feasible or if other circulation improvements may enhance the current conditions in the neighborhood.

Sustainability and Infrastructure Commission Feedback

Staff brought a Project update to the Commission on February 9, 2022. At the meeting, staff provided an overview of the information in this report, and requested Commission feedback on specific items. The feedback received from Commissioners is summarized below.

- **Parking Supply Options.** Commissioners generally supported all parking supply options, with emphasis on red curb, driveway apron parking, and striping parking space delineators on street. Commissioners supported consideration of RPPP and evaluating shared parking lot arrangements as longer-term implementation options.
- **Other Programs and Considerations.** Commissioners supported making the on-street accessible parking space and Get Around! program information more readily available to residents. Commissioners did not support overnight vehicle parking in the bicycle lane due to safety concerns.
- **Neighborhood Circulation Assessment.** Based on the information provided, Commissioners did not recommend that staff consider further assessment of neighborhood circulation to identify different bike lane route alternatives.
- **Implementation of Bicycle Improvements.** Commissioners unanimously expressed support for the implementation of the bicycle improvements as designed. One Commissioner expressed a desire for parking options to be available to residents at the time of the bicycle improvement construction.

Further, based upon public comment received about a preference to improve pedestrian safety in lieu of bike lanes, one Commissioner expressed interest in staff evaluating potential additional pedestrian safety improvements on Poplar Avenue.

Summary and Recommendation

Staff is requesting input and final direction from Council regarding implementation of the Project and its associated bike lanes and potential support programs. The Project addresses bike and pedestrian safety concerns and meets important environmental objectives established by the City. Based on the comprehensive parking analysis, parking supply in the neighborhood is limited but the capacity exists to absorb the loss of parking associated with the implementation of the bike lanes. It is important to acknowledge, however, that parking would be accommodated on side streets and within one to two blocks of the Project corridors.

The additional parking supply options have the potential to mitigate some of the impacts associated with the Project and help address on-going parking concerns raised by residents. While some new parking supply options would be available in the near term (e.g., driveway apron parking can be implemented promptly), some may require months to develop and would be implemented after the parking removal due to the Project's construction schedule.

The community survey findings indicate mixed support for the implementation of the bike lanes. With the implementation of additional parking supply options, 41% of North Central residents and 52% of City residents who responded to the survey support the Project. While the proposed parking removal will impact some residents more directly and support for the Project is mixed, staff believes that the parking loss can be absorbed within the community and would be further offset

by the program options recommended.

The Commission also expressed interest in pursuing implementation of an RPPP zone and shared parking lot agreements. Specific considerations and staff recommendations for each of these programs is presented below.

- **RPPP.** Under the currently adopted RPPP policy, an approved, non-residential parking generator (e.g., business, transit, school) must be present to support implementation of a residential permit zone; residential parking is not an approved parking generator. To implement this RPPP option, staff would first need to work on updating the existing policy or to develop a separate parking permit program for the neighborhood. Further, if an RPPP is implemented, it is not clear how many vehicles currently parking on-street would be precluded from parking or the overall benefit an RPPP would have on increasing parking supply. If the current vehicles utilizing on-street parking belong to residents, an RPPP program could result in limited improvement to the overall parking supply in the neighborhood. Given the uncertain benefits, staff does not recommend pursuing an RPPP.
- **Shared Parking Lot Agreements.** Utilizing existing parking lots that are vacant during overnight hours has the potential to provide a substantial amount of parking for resident use during peak demand hours. Because the Police Department is precluded from enforcing parking restrictions on private property, any enforcement would be the responsibility of the property owner. Property owners willing to enter into shared agreements may require some form of compensation. While negotiating shared use agreements with property owners may be a longer-term option, in the near-term staff can work with the Police Department and Parks and Recreation Department to evaluate creation of a shared parking lot at the Martin Luther King Jr. Community Center. While not immediately adjacent to areas where parking will be lost, this would provide approximately 35 parking spaces for overnight use in the neighborhood. Staff recommends pursuing shared parking lot agreements and identifying necessary funding to support this option.

Based on the information presented herein, staff recommends the implementation of the Project as designed with the following additional support programs:

- Red curb for driveways and corner curb ramps where requested,
- Education regarding driveway apron parking,
- Evaluation of neighborhood interest in striped parking spaces on-street,
- Implementation of on-street accessible parking spaces where requested,
- Evaluation of shared parking options, including overnight parking at the Martin Luther King, Jr. Community Center,
- Additional Get Around! Program outreach, and
- Evaluate installation of additional pedestrian crosswalks and flashing beacons along Project corridor.

Next Steps

Following this meeting, staff will provide the Notice to Proceed to the contractor to proceed with paving and striping activities consistent with Council decision regarding implementation of the bike lanes. Concurrently, if directed to do so by City Council, staff will implement the support programs, beginning with education and outreach for driveway apron parking and the option to install red curb and on-street accessible parking spaces. Staff will also proceed with evaluation of other program options based on City Council direction. If directed by Council, staff will evaluate potential additional pedestrian safety improvements on Poplar Avenue, which would be address separately from the Project and be implemented in conjunction with other Public Works efforts, as appropriate.

BUDGET IMPACT:

There is no budget impact associated with receiving this project update. Funds in the amount of \$1,000,000 from the Citywide Street Rehabilitation Package 2 Project and \$900,000 from the CDBG Project will be used to fund the 2020-21 Community Development Block Grant Project.

ENVIRONMENTAL DETERMINATION:

This project is categorically exempt from CEQA as an “existing facility,” because it consists of the operation, repair,

maintenance, permitting, leasing, licensing, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, involving negligible or no expansion of use. (CEQA Guidelines Section 15301.)

NOTICE PROVIDED

All meeting noticing requirements were met.

ATTACHMENTS

Att 1 – Cross-Sections for Existing and Proposed Roadway Design

Att 2 – Parking Peak Occupancy Heat Maps

Att 3 - Community Survey Analysis

Att 4 - Public Comment

STAFF CONTACT

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