# CITY OF SAN MATEO

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Agenda Report

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**TO**: Sustainability & Infrastructure Commission

**FROM**: Azalea Mitch

**PREPARED BY**: Public Works Department

**MEETING DATE**: February 09, 2022

**SUBJECT**:
North Central Bike Lanes Project – Update

**RECOMMENDATION:**
Sustainability and Infrastructure Commission, acting as the City of San Mateo's Bicycle and Pedestrian Advisory Committee, receive an update on the North Central Bike Lanes Project and provide feedback to staff.

**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 (the Plan) and include the Humboldt Street bicycle lanes (2nd highest priority project in the Plan) and the Poplar Avenue/Delaware Street/Claremont Street bicycle boulevard and lanes (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.

Following public comment and Council's direction to proceed with the Project, but for staff to re-assess the implementation of the bicycle infrastructure and neighborhood parking assessment, staff engaged with residents and created a Neighborhood Focus Group (NFG). On Oct. 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 Oct. 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 post 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, 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.

<u>Updated Parking Data Collection and Analysis</u>

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 | •Hesitancy of parking in driveways<br>• Safety | • Would enable citations if blocking driveways<br>• May encourage use of driveway and garage parking | • May result in additional parking reduction due to 5' of red curb on each side of driveway<br>• 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 | • Creates up to 90 parking spaces on Project corridors<br>• Could create up to 1,300 parking spaces in the general neighborhood area<br>• Utilizes existing right-of-way<br>• Provides opportunity to reserve these spaces for residents returning home late at night | • May already be practiced; increase in available spaces may be less than estimated if residents do not want to block their driveways<br>• 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 for overnight use. | Overnight parking demand | • May create up to 250 additional parking spaces<br>• Utilizes existing parking spaces that are vacant overnight<br>• Could consider reserving this option for small business vehicles/oversized vehicles | • Safety and security concerns for residents when parking and walking<br>• Not directly adjacent to homes<br>• Vehicles may not move at designated times in the morning; would require towing by property owner<br>• Agreements would be for fixed terms; may not be a long-term option | TBD; may require leases |
| **Residential Parking Permit Program (RPPP)** | Implement RPPP zone either with existing policy (modified) or through new parking restrictions with City Manager approval | • Overall parking demand on-street<br>• Long-term vehicle storage issues | • Existing policy limits to one vehicle per licensed driver.<br>• Prioritizes on-street parking for resident use<br>• May reduce on-street parking demand from non-residents<br>• Current policy includes flexibility for program days/hours | • 24/7 permit parking may have the effect of privatizing public streets<br>• Current policy requires a parking generator; potentially not met here<br>• Enforcement needs<br>• May not address parking demand issues if primary issue is resident vehicles | Approx. $100,000 for implementation plus ongoing costs for enforcement and permits |

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) on each block upon request 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.

*Circulation Assessment*

Staff received requests to consider one-way roadways in the North Central neighborhood. While one-way streets would not guarantee that bike lanes and on-street parking on both sides of the roadway can be accommodated, staff could initiate a more broad 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.

Recommendation

This Project proposes to fill bicycle network connectivity gaps and aims to improve safety on corridors with a history of bicyclist-involved collisions while also providing east-west connectivity to areas east of US 101. However, the implementation of the bicycle improvements would result in parking removal which impacts the community. Staff requests discussion and feedback from the Commission based on the community's input, existing parking supply, feasibility of the parking supply options, benefits, and impacts. Consideration of these questions are key to develop a recommendation to Council:

1. Which parking supply options should be considered for implementation to address on-going parking concerns?
2. What feedback does the Commission have regarding alternate parking options (accessible parking spaces, Get Around! program outreach, and overnight shared parking in the bike lane)?
3. What feedback does the Commission have on a future comprehensive circulation assessment of the North Central neighborhood?
4. Should the implementation of the bicycle improvements move forward as proposed or with modifications?

**BUDGET IMPACT:**
There is no budget impact associated with receiving this program 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

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