



COUNCIL AGENDA: 08-21-12  
ITEM: 6.1

# Memorandum

**TO:** HONORABLE MAYOR AND  
CITY COUNCIL

**FROM:** Hans F. Larsen

**SUBJECT: HEDDING AND OCALA  
BIKE LANE PROJECTS**

**DATE:** July 30, 2012

Approved

Date

8/6/12

**COUNCIL DISTRICT:** 3, 5 & 8

## **RECOMMENDATION**

Approve the following actions to install two miles of new bike lanes in support of Envision 2040 transportation goals:

- a) On Hedding Street, authorize the removal of vehicular travel lanes between the Guadalupe River Trail and Seventeenth Street and all on-street parking spaces between First and Fifteenth Street.
- b) On Ocala Avenue, authorize the removal of vehicular travel lanes between Capitol Expressway and White Road.
- c) Adopt a resolution to repeal Resolution No. 76192 and authorize the installation of bicycle lanes on the following streets in accordance with California Vehicle Code section 21207:
  - 1. Hedding Street between the Guadalupe River Trail and Seventeenth Street;
  - 2. Ocala Avenue between Capitol Expressway and White Road.

## **OUTCOME**

The recommended actions support implementation of a comprehensive network of convenient bikeways in San José consistent with the City's policy goals identified in Envision 2040 and San José Bike Plan 2020.

## **BACKGROUND**

The City Council has adopted a set of policy goals as part of Envision 2040 and Bike Plan 2020 that support increased travel by bicycling. Below are summaries highlighting some key policies and goals included in the plans:

### **Envision 2040 Transportation Goals**

The recently approved Envision 2040 includes a set of balanced multimodal goals and policies that provide for a transportation network that is safe, efficient, and sustainable. It aims to promote San José as a walking and bicycling-first city by providing and prioritizing projects that enhance and improve bicycle and pedestrian facilities. The plan established specific policies and goals to assure the implementation of "complete streets" that accommodate all modes of travel both for new construction and existing roadways. Envision 2040 includes goals and policies to increase bike mode-share to at least 15% by 2040.

### **Bike Plan 2020**

Approved in 2009, the goals of Bike Plan 2020 are aggressive and require a multi-tier approach that not only focuses on the implementation of new bike facilities, but also on the quality of the facilities and assuring that they make good connections. The key planning goals for the Bike Plan 2020 include:

- Completing a 500 mile City bikeway network. (Approximately 269 miles are now complete including 54 miles of trails and 215 miles of bike lanes/routes)
- Increasing the percentage of commute trips by bike from 1% to 5% by 2020
- Reducing bike collisions by 50%
- Adding 5000 bike parking spaces
- Achieving a "gold" designation as a Bike Friendly Community (San José is currently rated as "bronze" by the League of American Cyclists)

Bike Plan 2020 established a hierarchy of bikeway facilities designated as "primary bikeways" (approximately one-third) and "secondary bikeways" (approximately two-thirds). The proposed primary system is intended to provide a network of citywide bikeways that are highly visible, safe and convenient for bike riders of all skill levels. The primary system includes trails as the core of the network with a connecting system of on-street bikeways with enhanced design treatments such as colored bikeways, protected bike lanes, buffered bike lanes, cycle tracks, bike boulevards and multi-use sidewalks.

The development of a hierarchy of bike facilities allows focused implementation of key strategies of the plan such as providing facilities for all skill levels by using innovative designs and modifying current standards which give more flexibility.

## ANALYSIS

### Coordination of Bike Projects with Pavement Maintenance Projects

As part of the City's pavement maintenance program, staff identifies opportunities to implement new bike lane projects consistent with Bike Plan 2020. Combining the bike projects with the pavement maintenance projects allows for earlier and more cost effective implementation of bike facilities.

During June and July 2012, eight miles of combined pavement maintenance and new bike lane projects were completed in the Downtown area (Almaden Blvd, 3<sup>rd</sup> Street, 4<sup>th</sup> Street, 10<sup>th</sup> Street, 11<sup>th</sup> Street). During the fall, pavement maintenance and new bike lane projects are proposed along portions of Hedding Street and Ocala Avenue as discussed below.

#### Example of Buffered Bike Lane Recently Installed on Fourth Street in Downtown San Jose



### Hedding Street (CD 3)

Hedding Street currently functions as a four lane roadway with on-street parking on both sides. The new project design will remove a travel lane in each direction between the Guadalupe River Trail and 17<sup>th</sup> Street and will remove all on-street parking from 1<sup>st</sup> Street to 15<sup>th</sup> Street. The final design includes buffered bike lanes (certain segments could be feasible for physical separation), one travel lane in each direction, and a center turn lane to help support safe and efficient traffic operations.

The project will install a buffered bike lane on Hedding Street between the Guadalupe River Trail connection and Seventeenth Street. This is a key bike corridor as it makes connections to the Guadalupe River Trail, 1st Street light rail corridor, Burnett Middle School, bike lanes on Seventh Street, Bernal Park, high density development, the 10<sup>th</sup> 11<sup>th</sup> Street Primary Bikeway corridor, 13<sup>th</sup> Street Neighborhood Business District, existing 17<sup>th</sup> Street bike lanes and transition into the existing Berryessa bike lanes to the east which will connect to the future Berryessa BART station. As the BART station approaches its opening, staff will pursue a project to enhance the existing bike facilities east of 17<sup>th</sup> Street to provide a continuous Primary Bikeway connection to the station. Hedding Street is also planned as a Primary Bikeway west of the Guadalupe River Trail to the City boundary at Winchester Blvd. That project is planned to be under construction in the 2013/2014 timeframe.

#### Lane Reduction Analysis for Hedding Street

Council Policy 5-3 (“Transportation Impact Policy”) sets the framework to evaluate impacts on traffic and conformance with the City’s various General Plan multi-modal transportation policies. In general, the policy defines traffic Level of Service (LOS) on a grade scale from A through F. The City’s goal is to achieve an overall Level of Service D at signalized intersections and in general defines any intersection functioning at LOS D or better as meeting an acceptable level of operation and anything at LOS E or F as unacceptable. However, the policy recognizes that there are locations where trying to meet LOS D is not desirable in an effort to meet the City’s multimodal goals and therefore provides for a number of exceptions to the LOS D goal, particularly in area of San José planned for higher density urban growth.

Staff conducted a Traffic LOS analysis in accordance with City Council Policy 5-3 to determine the effects of the lane removal. The Hedding Street analysis included an analysis of the 10 signalized intersections in the corridor and concluded that even after the removal of a travel lane in each direction, eight of the ten intersections will continue to operate at LOS D or better. There are two intersections that will function below LOS D:

- 10<sup>th</sup>/Hedding - Intersection will function at LOS E during the PM peak hour, however this intersection is a Protected Intersection per City Council Policy 5-3 and not required to meet a minimum LOS D threshold.
- 13<sup>th</sup>/Hedding - Intersection will function at LOS E during the AM peak hour, however this intersection is a Protected Intersection per City Council Policy 5-3 and not required to meet a minimum LOS D threshold.

As previously indicated, Council Policy 5-3 provides for exceptions to the City’s policy of maintaining LOS D at certain intersections. The policy acknowledges that exceptions will be made for certain “Protected Intersections” that are approved by the City Council. The City Council has previously approved a list of “Protected Intersections” that do not have to meet LOS D under the policy.

10<sup>th</sup> Hedding and 13<sup>th</sup>/Hedding have previously been reviewed as part of different Council actions and designated with Protected Intersection status under the policy. For these two intersections it was determined that based on their locations as the entrance to the 13<sup>th</sup> Street Neighborhood Business District and a gateway to the Japantown area, maintaining LOS D or

better is not desirable. Maintaining LOS D at protected intersections would require adding vehicle movements at the expense of multimodal elements such as sidewalks, bike lanes, and street trees and conflicts with the General Plan Envision 2040 goals of complete streets.

### Parking

Staff conducted a parking utilization study on Hedding Street to determine the feasibility of removing all on-street parking from 1<sup>st</sup> Street to 15<sup>th</sup> Street to provide an enhanced bike facility on the corridor. The Hedding Street frontage between 1<sup>st</sup> and 15<sup>th</sup> Streets currently could accommodate up to 60 parked vehicles. However, staff completed a utilization analysis to review the actual use of the on-street parking. The analysis determined that on average Hedding Street between 1<sup>st</sup> and 15<sup>th</sup> Streets accommodates 20-30 parked vehicles depending on the time of day. The heaviest use occurs between 2<sup>nd</sup> and 3<sup>rd</sup> Streets and 8<sup>th</sup> and 9<sup>th</sup> Streets and these two locations combined account for approximately 60% of the parked vehicles. Parking concerns have been expressed at the community meetings. Staff has reviewed the parking opportunities along adjacent streets including 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, 8<sup>th</sup>, and Mission and determined that the parking needs could be accommodated on those streets. On average 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Streets are currently parked at below 50% of the available capacity while 8<sup>th</sup> and Mission Streets are currently parked at 70% of available capacity. These streets can accommodate the spaces that are currently being utilized on Hedding Street. In addition parking is not currently permitted on 7<sup>th</sup> Street adjacent to Bernal Park between the hours of 2:00 AM and 6:00 AM. Although not proposed as part of this project, removal or modification to the parking restrictions could net an additional 36 parking spaces.

### Community Outreach

Staff held three public meetings on the Hedding Street project. A general public meeting was held on June 7, 2012 and the project was also presented to the Japantown Neighborhood Association on June 14, 2012, and to the 13th Street Neighborhood Advisory Committee (NAC) on June 21, 2012. Staff received comments in support and against the proposed project. Some community members supported converting Hedding into a bicycle friendly complete street while others expressed concern about the effects of traffic congestion and on-street parking loss.

### Ocala Avenue (CD 5, 8)

Ocala Avenue from Capitol Expressway to White Road currently functions as a four lane roadway with on-street parking on both sides. The proposed project will remove a travel lane in each direction and install a buffered bike lane on Ocala Avenue between Capitol Expressway and White Road. The design includes buffered bike lanes, one travel lane in each direction, a center turn lane or left turn pockets, and on-street parking. This design will be consistent with the rest of Ocala Avenue. Ocala Avenue to the east and west of the project is already only one lane in each direction, with center turn lane or pockets, bike lanes, and on-street parking. The project will allow for continuous bike lanes on Ocala Avenue between Mt. Pleasant and King Roads. The Ocala Avenue bike lanes will also connect with the new bikeways being implemented in the Capitol Expressway corridor by the Valley Transportation Authority (VTA).

### Lane Reduction and Analysis

Staff conducted a Traffic LOS analysis at Ocala/Capitol and Ocala/White to determine the effects of the lane removal. The analysis determined that even after the removal of a travel lane on Ocala Avenue the intersections will continue to function at LOS D or better as defined by City Council Policy 5-3. There will be no removal of on-street parking on Ocala Avenue.

### Community Outreach

Staff held a community meeting on June 21, 2012, for the Ocala Avenue project. Staff received comments in support and against the proposed project at the meeting and via email correspondence. Some community members supported converting Ocala into a bicycle friendly street that connected to existing facilities while others expressed concern about the effects of traffic congestion.

### EVALUATION AND FOLLOW UP

Staff provides annual reports to the Transportation and Environment Committee to evaluate progress and future priorities concerning implementation of San Jose Bike Plan 2020.

### PUBLIC OUTREACH/INTEREST

- Criteria 1:** Requires Council action on the use of public funds equal to \$1 million or greater. **(Required: Website Posting)**
- Criteria 2:** Adoption of a new or revised policy that may have implications for public health, safety, quality of life, or financial/economic vitality of the City. **(Required: E-mail and Website Posting)**
- Criteria 3:** Consideration of proposed changes to service delivery, programs, staffing that may have impacts to community services and have been identified by staff, Council or a Community group that requires special outreach. **(Required: E-mail, Website Posting, Community Meetings, Notice in appropriate newspapers)**

This report will be posted on the City's website as part of the August 21, 2012 Council Agenda. The Analysis section of this report addresses recent community meetings held to discuss the Hedding and Ocala bike lane projects.

### COORDINATION

Preparation of this report was coordinated with the City Attorney's Office and the Department of Planning, Building & Code Enforcement.

**FISCAL/POLICY ALIGNMENT**

The recommended action aligns with the Transportation and Aviation Services CSA Outcome related to providing viable transportation choices.

**COST SUMMARY/IMPLICATIONS**

The proposed operating and maintenance costs of this project have been reviewed and will have no significant impact on the General Fund operating budget.

**CEQA**

*Hedding Street* - Use of the North San José Development Policies Update EIR, File No. PDC05-114, Resolution No. 72768, and Use of the San José Flea Market General Plan Amendment & Planned Development Rezoning EIR, File Nos. GP06-04-01/GPT06-04-01, Resolution No. 73738, and an Addendum thereto.

*Ocala Avenue* - Categorically Exempt, File Number PP12-067.

/s/  
HANS F. LARSEN  
Director of Transportation

For questions please contact Manuel Pineda, Deputy Director at 408-975-3295