



# Memorandum

**TO:** TRANSPORTATION AND ENVIRONMENT COMMITTEE  
**FROM:** John Ristow  
Jon Cicirelli  
**SUBJECT:** BIKE PLAN & TRAIL NETWORK ANNUAL UPDATE  
**DATE:** March 16, 2022

Approved

Date

3/21/22

## RECOMMENDATION

Accept the Bike Plan and Trail Network Annual Update.

## BACKGROUND

The City of San José has adopted many plans that guide development of its planned 500-mile on-street bikeway network and its planned 100-mile trail networks:

- *Envision San José 2040 General Plan (2011)*: achieve 15% of trips by bike by 2040;
- *Vision Zero San José (2015)*: reduce traffic fatalities and severe injuries and improve safety for all road users;
- *Climate Smart San José (2018)*: update and implement the City's Bike Plan and Better BikewaySJ to enable bicycling as transportation for people of all ages and abilities;
- *ActivateSJ (2019)*: 20-year strategic plan for Department of Parks, Recreation and Neighborhood Services (2020-2040);
- *Trail Program Strategic Plan (2016)*: Benchmarking and strategic plan for funding, staff and development of world class Trail Network;
- *Better Bike Plan 2025 (2020)*: complete a low-stress, citywide bikeway network that emphasizes safety, equity and mode shift; and
- *Move San José (estimated adoption 2022)*: citywide access and mobility strategies for mode shift.

Together, these documents identify goals and strategies that will increase bicycling trips and safety, as well as reduce automobile use, traffic congestion, and greenhouse gas emissions. Implementation of the City's bikeway network is a collaborative effort. The Department of Transportation (DOT) leads on-street bikeway development, and the Department of Parks,

Recreation and Neighborhood Services (PRNS) leads development of off-street trails. This report provides an update of DOT and PRNS efforts toward achieving these goals.

This report also provides an annual update of the City’s efforts toward building out its on-street bikeways and trail networks. Together, implementation of these networks advances a number of City goals, including those related to mode shift, safety, equity, and environmental sustainability. This report also describes funding needs and challenges for implementation of these networks, including the funding shortfall for build-out of the City’s *Better Bike Plan 2025*, and recommendations for 2022-2023 Transportation Development Act funding.

**ANALYSIS**

The analysis section of the report includes the following subsections:

- A. *Better Bike Plan 2025* and Trails Network;
- B. Project Updates;
- C. Funding Needs; and
- D. 2022-2023 Transportation Development Act

**A. BETTER BIKE PLAN 2025 AND TRAILS NETWORK**

**On-Street Bikeways Implementation Status**

During 2021, the City installed 33 miles of new bikeways. The current 436-mile on-street network combines with the City’s existing 63 miles of off-street trails, for a 499-mile usable network. The following table shows the implementation status of on-street bikeways since 2015 in addition to the total on-street mileage as of spring 2022.

**Chart 1: On-Street Bikeway Mileage by Year**

<b>Bikeway Type</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022 (Spring)</b>
Basic Bike Lane (Class 2)	175	186	198	199	202	203	203	213
Buffered Bike Lane (Class 2)	85	88	96	112	122	123	126	130
Bike Boulevard (Class 3)	0	0	0	4	4	4	4	4
Bike Route with Sharrows (Class 3)	23	33	41	49	55	56	57	57
Protected Bikeway (Class 4)		1	1	12	12	12	13	13
<b>Total</b>	<b>283</b>	<b>312</b>	<b>336</b>	<b>377</b>	<b>396</b>	<b>398</b>	<b>403</b>	<b>417</b>

On October 6, 2020, City Council approved a new bike plan called *Better Bike Plan 2025*. The new plan identifies three high-level goals: safety, equity, and mode shift. *Better Bike Plan 2025* defines a roughly 550-mile network of all-ages-and-abilities, low-stress, on-street bikeways which will connect with the city's off-street trail network. The roughly 550-mile network includes:

- 250+ miles of existing bikeways that will be enhanced to create low-stress facilities; and
- 150+ miles of new planned low-stress bikeways.

Implementation will occur in coordination with existing City programs and plans; via specific grant-funded projects; and in coordination with private development. Examples of City programs and plans include:

- Pavement Maintenance;
- Vision Zero;
- Multimodal Transportation Improvement Plans (MTIP); and
- Regional Projects (e.g., 101/Trimble, 101/Blossom Hill).

Examples of grant funding opportunities include:

- Active Transportation Program;
- One Bay Area Grant;
- Affordable Housing & Sustainable Communities; and
- Safe & Seamless Quick Strike.

Examples of private development opportunities include:

- CityView Plaza; and
- Downtown West.

### **Trail Network Implementation Status**

San José's Trail Network is one of the nation's largest. The City established a goal to provide 100 miles of off-street trails and 63 miles are open to the public as of March 2022. The paved trails account for 85% of the network. The remaining 15% of the inventory have a gravel (interim) surface and may be subject to future pavement per related master plans. The urban Trail Network is composed of Core Trails (major routes) and Edge Trails (most often these are neighborhood connector trails). An additional 13 miles are available via Hiking Trails; found currently at Alum Rock Park and Guadalupe Oak Grove Park.

A few recent accomplishments along San José's Trail Network are the improvements and completion of the Coyote Creek Trail between William St. and Phelan Ave. This coincided with the launch of the Trail Safety Pilot that PRNS is currently piloting with the San José Conservation Corps. The Pilot aims to encourage use of trails by enhancing maintenance, landscaping, and monitoring services along these new reaches of trail. Data gathered from the pilot is expected to inform future budget proposals for operational resources on a citywide basis.



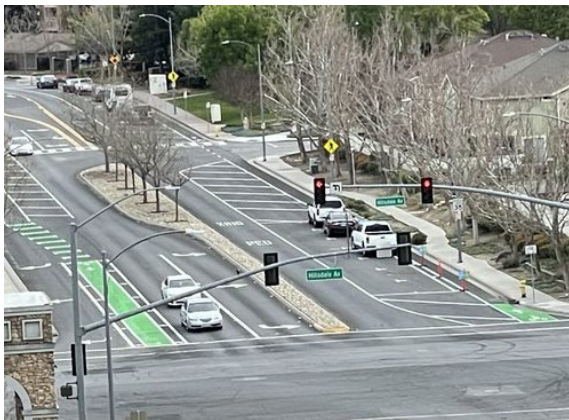
*Figure 1: New reach of Coyote Creek Trail near the Bent Bridge, south of Story Rd.*

## **B. PROJECT UPDATES**

### **Select On-Street Bikeways Updates**

#### **Parking Protected Bikeways: Vistapark Drive and Lean Avenue**

The recently constructed Vistapark Dr. and Lean Ave. Class IV Bikeways are examples of parking-protected bikeways, where automobiles parked on the street serve as bikeway separation between vehicle traffic and bicyclists. The bikeways were implemented in 2021 through the City's pavement maintenance program using striping design changes and quick-build plastic post materials. *Bike Plan 2025* guides deployment of Class IV bikeways across the City.



*Figure 2: Vistapark Dr bikeway.*



*Figure 3: Lean Ave bikeway.*



### 10<sup>th</sup> and 11<sup>th</sup> Street Bikeway

As part of pavement maintenance in 2021, the 10<sup>th</sup> and 11<sup>th</sup> Streets couplet underwent a transformation from buffered bike lanes to frontage lanes. The frontage lanes are separated from through auto traffic with a concrete curb with quick-build plastic posts at intersections. The frontage lanes are shared between bicycles and automobiles, serving both as driveway access and as Class III bike boulevards. Additionally, parking protected Class IV bikeways were installed on 10<sup>th</sup> St. adjacent to San José State University (SJSU) as part of this project. Concrete islands at intersections and bus stops are planned for completion in 2022.



Figure 4: S. 11<sup>th</sup> St. frontage lane.



Figure 5: S. 10<sup>th</sup> St. bikeway adjacent to SJSU.

### East San Antonio Street

In late 2020, DOT began implementing bike and pedestrian enhancements on San Antonio St. between 17<sup>th</sup> St. and Jackson Ave. Enhancements include traffic circles, high visibility crosswalks, buffered bike lanes, and protected bike lanes. The project incorporated artwork from local artists on concrete islands on either side of the US-101 overcrossing. City crews finished these enhancements in July 2021. Since then, the City has been collecting data to analyze the effectiveness of the San Antonio project. Data sources include community feedback, speed and volume data, collision data, and DOT staff observations. In March 2022, DOT will issue an evaluation report that will include recommended changes to the roadway, as necessary.



Figure 6: Traffic circle on San Antonio.



Figure 7: Protected bikeway over Highway 101.

## **San Fernando Street**

DOT is in the design phase of a streetscape project on San Fernando St., funded by a \$10 million Active Transportation Program state grant. In 2018, the street was redesigned with road paint and plastic posts. The grant will fund more permanent and aesthetically pleasing bicycle, pedestrian, and streetscape improvements.

Construction is currently scheduled to begin in 2023, with completion slated for 2024. Outreach included online surveys which received more than 200 responses. This project is being coordinated with Downtown stakeholders, major private developments along the corridor, and San José State University. In 2022, the first design plans for the project should be available for public feedback.



*Figure 8: San Fernando will be upgraded to permanent features.*

## **Safe and Seamless Mobility “Quick Strike” Program**

During COVID-19, the Metropolitan Transportation Commission established the Safe and Seamless Mobility Quick Strike program, a competitive grant funding program to help cities quickly implement projects that help communities adapt to COVID-19. The City secured \$6.7 M in grant funding for four projects.

1. Downtown Better Bikeways – upgraded plastic post “quick-build” materials in the Downtown area and a quick-build bikeway connecting Downtown to Berryessa BART via Taylor St and Mabury Rd.;
2. Bascom Avenue Class IV Separated Bikeway;
3. Julian-McKee Corridor Complete Streets Improvements; and
4. *En Movimiento* East San José Multimodal Transportation Improvement Plan (MTIP) - implementation of bike boulevard recommendations from the East San José MTIP.

Each of these projects is in a varying stage of design and community outreach, with construction scheduled to begin in 2023.

## **VTA Central Bikeway**

The Santa Clara Valley Transportation Authority (VTA) is currently leading the Central Bikeway Study, an effort to study and plan for a high-quality, cross-county, east-west bicycle “superhighway” between Santa Clara and North San José. VTA is collaborating with community members, community-based organizations, the cities of Santa Clara and San José, the County of



Santa Clara, and Caltrans. The study explores the preferences of the Santa Clara and San José communities and identifies a conceptual preferred alignment.

VTA will use the resulting conceptual design documents as a starting point to identify funding opportunities to move into more detailed project design. As of spring 2022, implementation of the Central Bikeway Study is unfunded; VTA will look for funding opportunities and will coordinate project implementation with San José’s annual bikeways program. VTA’s Central Bikeway can be found at <https://www.vta.org/projects/central-bikeway-study>.

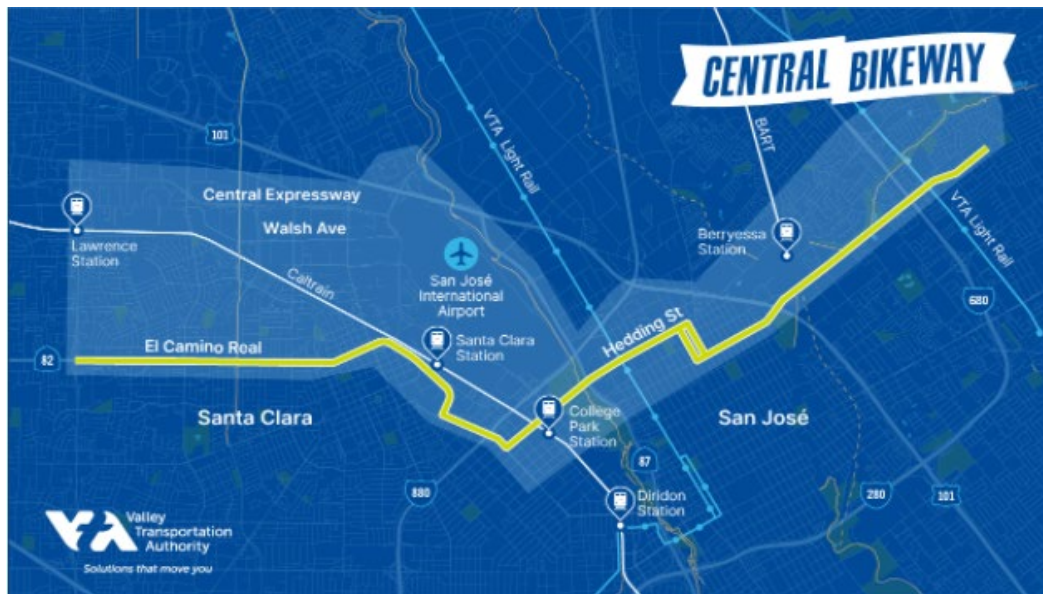


Figure 9: A route alternative under consideration for VTA’s Central Bikeway study.

### **Select Trail Project Updates**

The Trail program has 35 projects in various stages of design and development. Trail development occurs in phases as seen in the Figure 13. Each phase allows us to understand, price, and fund the different elements of the following phase. Each phase of development typically takes between one and five years to complete. Below are select active projects from many phases.



Figure 10: Trail Program Project Development.

### **Open: Coyote Creek Trail Singleton Road Crossing**

San José completed the Singleton Road Crossing in November 2021 in partnership with the Santa Clara Valley Water District and California Coastal Conservancy. The new Singleton Road Bridge replaces a road and trail that previously crossed the creek bed with two culvert pipes.

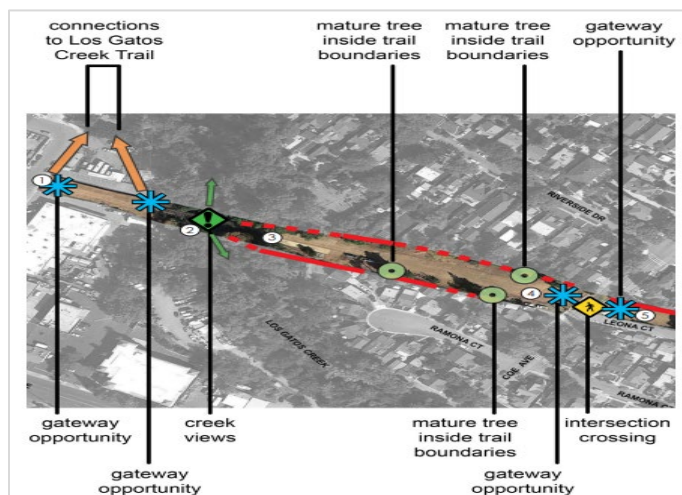
While the pipes allowed for water to pass, they were a barrier to fish migration, including some endangered species. Pedestrians and cyclists now have safer access subject to seasonal flooding, and migrating fish have a clear pathway to their destination. Construction of the 300 feet of Class I Bikeway Trail improvements was funded by the Santa Clara Valley Water District 2015 Safe, Clean Water Partnership Program, the State of California Coastal Conservancy Priority

Conservation Area grant program, City Park Trust Funds, and City Construction Tax and Property Conveyance Tax Funds. Staff worked closely for the past decade with National Oceanic and Atmospheric Association Fisheries, Regional Water Quality Control Board and other regulatory and advocacy groups to define, design and construct a balanced project to sustain public access and improve the environment.



*Figure 11: Coyote Creek Trail Singleton Crossing.*

### **Construction - Three Creeks Trail between Lonus Street and Coe Avenue**



*Figure 12: Three Creeks Trail construction plans.*



San José has entered the construction phase for the Three Creeks Bridge between Lonus St. and Coe Ave. This trail will connect Lonus St. and Coe Av. through the new Three Creeks Bridge that was opened in January 2021. The reach was Master Planned in 2014 but the project was held until the bridge construction was complete. Construction of the 0.15 miles of Class I Bikeway Trail is being funded through City Park Trust Funds.

### **Pre-Construction: Thompson Creek Trail (Quimby Road to Aborn Court)**

The Thompson Creek Trail will begin construction in Summer 2022. Project includes decorative gateways and pavement and 0.64 miles of Class I Bikeway Trail. Construction is being funded through Santa Clara Valley Transportation Authority (VTA) Measure B grant funds, City Park Trust Funds and City Construction Tax and Property Conveyance Tax Funds.



*Figure 13: Decorative Concrete at Thompson Creek Gateways.*

### **Design: Los Gatos Creek Trail – Three Creeks link**

The City is completing the design phase of the trail that will connect Los Gatos Creek Trail with Three Creeks Trail over the Three Creeks Bridge. Design of this trail is being funded through City Park Trust Funds and City Construction Tax and Property Conveyance Tax Funds.



*Figure 14: Los Gatos Creek Trail/Three Creeks will connect over the new Three Creeks Trail Bridge.*

## Five Wounds Trail from Whitton Avenue to Story Road

The City has begun the planning phase of these trail reaches, with three community meetings held in 2021. The Feasibility Study for the Whitton to Story segment will be completed in summer 2022, and the Master Plan and environmental studies will begin following completion of the Feasibility Study. The Study phase for this future 1.15-mile Class I Bikeway trail is being funded by the State of California Coastal Conservancy Priority Conservation Area grant program and City Construction Tax and Property Conveyance Tax Funds. When ready to advance into the Plan phase, this project has VTA Measure B grant funds to support Master Plan and environmental work.

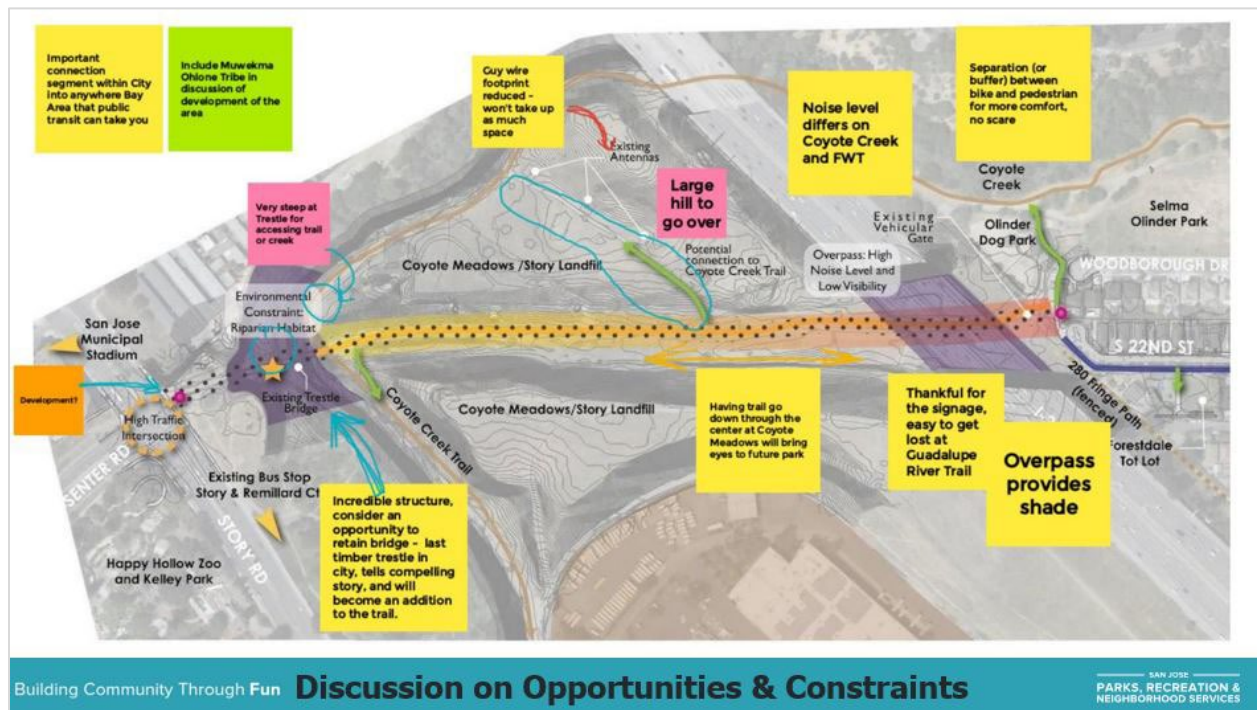


Figure 15: Jamboard session during Community Meeting for Five Wounds Trail Feasibility Study.

## C. FUNDING NEEDS

### Better Bike Plan Funding

*Better Bike Plan 2025* seeks to complete a roughly 550-mile, low-stress, all-ages-and-abilities, on-street bike network. It emphasizes implementation via coordination with other plans and programs as well as the use of quick-build construction strategies. Quick-build techniques can result in a permanent complete street environment and can use a variety of materials. Quick-build materials provide the opportunity for near-term implementation of bikeway corridors in an effort to advance City goals, though materials can carry on-going maintenance needs, such as replacement of bollard separators.



Figure 16: Raised bikeway design. (Source: NACTO)

Permanent separated bikeway treatments, such as concrete separators and raised bikeways (Figure 16), have higher up-front costs but can have lower ongoing maintenance needs.

To capture the variety of bikeway separation options, a low and high range of implementation costs was developed along with *Better Bike Plan 2025* and is provided below:

	Cost Range (\$M)
<b>Total On-Street Network</b>	\$263 – 370
<b>Focus Areas</b>	\$121 – 162
<b>5 Year Priority Projects</b>	\$70 – 94

Figure 17: *Better Bike Plan 2025* Buildout Costs.

The Total Network costs will provide for investments on the 550-mile on-street bike network. The Focus Areas represent five geographic areas of the city where the plan’s three goals (safety, mode shift, equity) have the greatest opportunity or need. The 5 Year Priority Projects defines an ambitious implementation plan for the first five years of the plan, focusing on opportunities for coordination with other city plans, programs, and projects. The Focus Areas and 5 Year Priority Projects are highlighted in Figure 20, and Figure 21 on the following page.

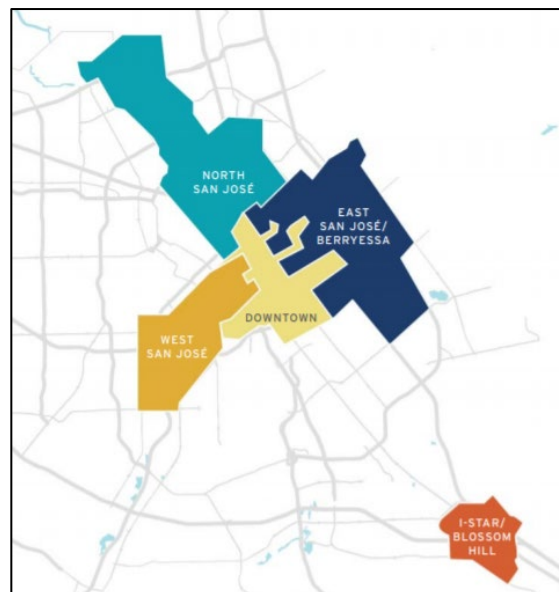


Figure 18: *Bike Plan Focus Areas*.



At this time, funding had not been identified for full implementation of the 5 Year Priority Projects which would require an annual funding range of between \$14 - \$19 million. Aggressive pursuit of grant funding opportunities is expected to provide \$3 - \$5 million per year, leaving a significant shortfall. Successful implementation of *Better Bike Plan 2025* will require identification of additional funding.

**Trail Network Funding**

Estimated costs for build-out of the remaining segments of the Trail Network range from \$300 - \$400 million. This estimate assumes a per-mile construction cost of \$4 million and includes studies, master plans, environmental work, design, construction, and project management. The 2016 Trail Program Strategic Plan confirms that there is not defined funding to build the remaining network. Build-out of the Trail Network to date has mostly been accomplished by aligning and leveraging local resources to competitive grants and does not align with the *Better Bike Plan* five-year implementation schedule.

The Trail Program staff currently manages over 30 funded trail projects, across multiple trail systems in various phases of development. The pursuit and management of external funding sources is an essential role in the development of the Trail Network. The Trail Program currently manages 10 active grant contracts, equaling approximately \$16 million, from a variety of local, state and federal funding sources. In addition, the Trail Program has five projects awarded under the local VTA Measure B grant program, available under VTA’s current Measure B 10-year Priority List, including Coyote Creek Trail, Five Wounds Trail, Guadalupe River Trail, Los Gatos Creek Trail, and Thompson Creek Trail. The Trail Program Team is continually monitoring grant opportunities to best match external funding sources to active, prioritized trail projects and strategically build out the Trail Network.

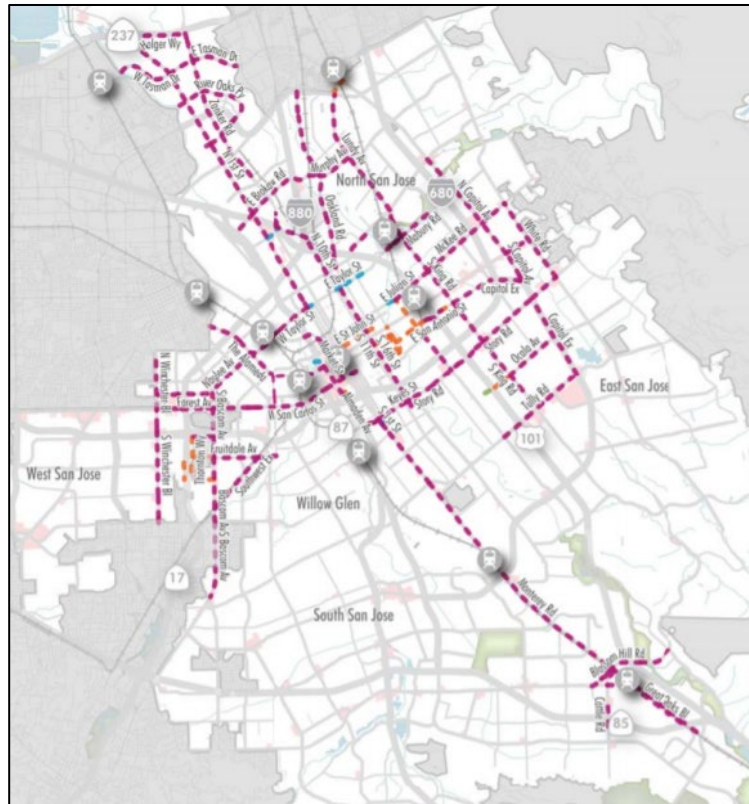


Figure 19: Five-Year Priority Projects.

**D. GRANT: FY2022-2023 STATE TRANSPORTATION DEVELOPMENT ACT**

As shown below, the guaranteed annual State grant for bike and pedestrian projects will provide the City with \$1,1410,036 for FY 2022-23. DOT will bring recommended projects to the City’s Bicycle & Pedestrian Advisory Committee in April 2022 and to City Council for approval in May 2022.

**2022-2023 Transportation Development Act, Article III**

	<b>Recommended Projects</b>	<b>Amount</b>
1.	Citywide Bikeway Implementation <i>Design, conduct outreach, prepare environmental analysis, and install bikeways throughout the City.</i>	\$1,110,036
2.	Pedestrian Safety Improvements <i>Design and construct pedestrian safety improvements citywide</i>	\$200,000
3.	Citywide Bicycle and Pedestrian Safety/Education <i>Support Vision Zero safety program pedestrian and bike efforts.</i>	\$100,000
	<b>Total</b>	<b>\$1,410,036</b>

**EVALUATION AND FOLLOW-UP**

DOT and PRNS will continue implementation of their respective work plans, pursue additional funding opportunities, and report back to the Transportation and Environment Committee in spring 2023 with an annual progress report.

**COORDINATION**

This report has been coordinated with the City Attorney’s Office and the City Manager’s Budget Office.

/s/  
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/s/  
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