



**TO:** Mayor and Councilmembers

**FROM:** Robert Woodward and Masoud Mahmoud, Interim Public Works Director

**CONTACT:** James Winslow, Sr. Project Manager

**SUBJECT:** Update on the Old Town Sidewalks Improvement Project Capital Improvement Program Project Number 9031

**RECOMMENDATION:**

- A. Receive an update and on the Old Town Sidewalks Project; and
- B. Discuss Street Design Standards for the Project.

**BACKGROUND:**

Old Town Goleta (Old Town) encompasses the neighborhoods bounded by Fairview Avenue and State Route 217, and the US Highway 101/Union Pacific Railroad tracks and the southern City limits. The Project area for the Old Town Sidewalks Improvement Project includes the residential neighborhoods north of Hollister Avenue between Fairview Avenue and Mallard Avenue, plus an infill portion on the east side of Pine Avenue, south of Hollister Avenue (Attachment 1). Old Town has aging infrastructure that includes narrow streets, limited and disconnected sidewalks, and access ramps that do not comply with current Americans with Disabilities Act (ADA) standards.

Staff has been working on the Old Town Sidewalk Improvement Project (Project), Capital Improvement Program (CIP) No. 9031, to install a sidewalk on at least one side of each street throughout the residential areas of Old Town. The purpose of the Project is to improve pedestrian access and safety by constructing curb, gutter and sidewalk, upgrading access ramps to meet current ADA standards, adding additional street lighting, adding drainage improvements, and constructing angled parking in some areas.

The City received an Active Transportation Program (ATP) grant in the amount of \$2.224 million with City matching funds of \$555,000. The grant request was based on an estimated design, environmental and construction cost of \$2.7 to \$3.1 million.

Addressing pedestrian access issues in Old Town is a Council priority. Staff has brought this item before Council on numerous occasions. The most recent opportunity for Council to hear about the Project was on November 7, 2017, when Council adopted the

Resolution adopting the Mitigated Negative Declaration (MND). Staff submitted the adopted and County-certified Resolution (No. 17-48) to both Caltrans and the California Transportation Commission (CTC) on November 15, 2017, requesting funding allocation for the Project's next phases. On January 31, 2018, the CTC allocated funding for the right-of-way and final design phases of the work. A table outlining the history of Council and City actions on the project is provided as Attachment 2.

The purpose of this discussion item is to update Council prior to proceeding with an upcoming community meeting on March 22, 2018, and with right-of-way, and final design components of the Project.

## DISCUSSION:

During the early stages of the design phase, City staff and the MNS design team came together to discuss the best approach to achieving the project objectives with minimal disruption and impact to the public. With this in mind, four guiding principles were developed. The four guiding principles are identified below:

1. Minimize impacts to private improvements wherever possible,
2. Minimize loss of on-street parking wherever possible,
3. Minimize impacts to trees and landscaping wherever possible, and
4. Minimize project costs wherever possible.

Based on these guiding principles, the essential elements of the Project are outlined below.

### Sidewalk Side Selection

By constructing sidewalk on only one side of each street, with the back of new sidewalk along the existing right-of-way, the proposed design provides the most options for future improvements (i.e. potential for additional sidewalk on both sides of the street, where feasible). Accordingly, staff evaluated many design factors in recommending the most appropriate side of the street for each proposed sidewalk. The Project does not include improvements to the opposite side of the street from the selected sidewalk side. The factors included, but are not limited to the following:

<b><u>Design factor</u></b>	<b><u>Decision point – Select the side with:</u></b>
Right-of-way widths – many streets have ROW width of 40 feet.	The most effective use of the limited ROW to accommodate sidewalk, parking, and two lanes of vehicular travel.
Sidewalk exists in large stretches of one side of the street vs. another.	The most amount of sidewalk already in place to be efficient with funds (sidewalk infill).
Trees – the number of trees on each side of the street.	The least number of trees to minimize removal of mature trees.

Drainage considerations – optimize drainage improvements.	The most benefits to improving drainage by newly installed curb and gutter or complete flow lines.
Utility conflicts – minimize conflicts.	The least number of conflicts with utility poles, above-ground vaults, etc.
Parking – optimize on-street parking	The least impacts to parking (minimize parking losses).
Costs – be fiscally responsible with Active Transportation and local match funds.	The most beneficial impacts with the limited funds available. Sidewalk is one side only. Curb and gutter not to be installed on opposite side.

### Trees

Staff and the design team made efforts to minimize the removal of parkway trees where possible; however, there are some trees that have been identified for removal to make way for the proposed sidewalk improvements. None of the trees are endangered species per the City's arborist. Of the maximum number of trees identified (31 out of the approximately 60 trees in the Project area) that might be replaced as a worst-case scenario in the Final Mitigated Negative Declaration (FMND), staff has identified two that can be kept and potentially 17 that can be relocated. The two being proposed to remain are located adjacent to the following addresses:

1. Camphor Tree at the southeast corner of Mandarin and Orange Avenues
2. Jacaranda Tree at 5728 Aguila Avenue

Staff is evaluating opportunities to potentially relocate the 17 palm trees on Magnolia Avenue needed to accommodate additional parking. Staff is planning to relocate them to locations adjacent to their current locations on Magnolia Avenue. Therefore, staff is anticipating that 19 or more of the 31 trees originally identified in the FMND that could be saved or relocated are planned to be saved. However, during construction activities, as the existing asphalt and concrete are removed around the existing tree roots, the City's arborist will inspect the trees individually and recommend keeping or removing based on the root system, structure, safety, and likely viable health of the trees following construction activities. Trees will be replaced at the standard ratio of 1 to 1 based on the City of Goleta's Urban Forest Management Plan. Tree replacement will be included in the design and construction contract to ensure the final number of trees will be at least equal to the current number.

### Drainage

The FMND identified that drainage and stormwater treatment options have not been fully designed. Staff is recommending that curb extensions (smaller ½-size devices – 3 to 4 feet in width that fit within the 8-foot-wide parking areas and do not impede vehicular motions) be constructed on some corners of intersections. In addition to providing an opportunity for Low Impact Development (LID) techniques for addressing stormwater and infiltration, carefully selected locations for some curb extension at intersections will:

- Improve pedestrian safety at intersection crossings,
- Improve pedestrian visibility and shorten intersection crossing distances,
- Reduce the existing practice of parking cars around the curve of intersection corners and blocking curb ramps,
- Improve sight distance for vehicles, bicyclists, and pedestrians, and
- Allow for the planting of ground cover vegetation.
- Not affect passenger and safety vehicle turning radius

Additionally, staff may also design stormwater treatment facilities such as rain gardens, porous concrete sidewalks, permeable paving, under sidewalk drains, or tree filters, to be constructed where feasible. Final drainage features will be a component of the final design process. Inclusion of some or all of these features will ensure no additional stormwater volumes impact existing Old Town drainage facilities.

There is a separate CIP project, No. 9085, which is programmed for FY 2018/19 to study the drainage and flooding patterns in Old Town, to evaluate capacity of the existing system, and to provide recommendations for area wide improvements.

### Parking

To add sidewalk to one side of each street in the Project area, staff needed to balance design considerations including limited street widths, sidewalk widths, saving trees, parking needs, stormwater infiltration, and utilities. To add additional parking to the area, staff is recommending back-in, angled parking on Magnolia Avenue from Mandarin Drive to the northerly terminus. The addition of angled parking in this location will add 17 additional parking spots. Angled parking will help offset the potential parking losses (still in design) throughout the rest of the Project. Back-in angled parking is recommended for the following:

- The turning movement is similar to parallel parking (backing-in), but is at a shallower angle, easier to maneuver, and results in fewer minor accidents,
- Pulling out is safer for all users – driver, approaching drivers, and approaching bicyclists – because the driver does not need to turn his/her head/body as much and blind spots are reduced,
- Loading and unloading of children, adults, and pets is directed toward the sidewalk rather than the street by the open doors,
- Loading and unloading of items from the vehicle trunk is accessed from the sidewalk rather than the street, and
- Headlights from head-in perpendicular (current configuration in many areas) and angled shine into the adjacent residents' windows, which is not a concern with back-in angled parking.

### Lighting

The lighting options have not been fully designed. General parameters include installing low-level, low-wattage light-emitting diode (LED) safety and pedestrian lighting at intersections, sidewalks and crosswalks, where feasible. The residential lighting will be less than 10,000 lumens and will likely be 5,800 lumens for each light. Back-shields will be used where a light is located directly adjacent to residences. The number of additional



pedestrian and safety lighting fixtures ranges from 10 to 35 lights for the Project area with the pole height less than 35 feet. Final street lighting layout will be a component of the final design process. Staff will continue to work with Southern California Edison on adding lighting to the existing utility poles, specifically along Mandarin Avenue.

### Street Design Standards

Old Town was developed prior to current City roadway design. Therefore, many streets in Old Town have narrow right-of-way – 40-foot or 50-foot widths – compared to typical new residential and adjacent commercial areas street widths of 52 feet to 60 feet. The City's General Plan Transportation Element Policy TE 3 identifies that travel lanes should have a typical width of 12 feet, on-street parking typical width of 8 feet, and sidewalk typical width of 6 feet in residential areas with an additional 0.5-foot curb and 3.5-foot parkway. Attachment 3 depicts the roadway cross-sections for existing conditions in Old Town, a standard 52-foot street, and two options for lane, parking, and sidewalk widths for 40-foot right-of-way streets in the Project area. Current City street design standards reference the Santa Barbara County 1987 Street Design Standards. Current practice uses the County 1987, County 2011, American Association of State Highway and Transportation Officials (AASHTO), or Institute of Transportation Engineers (ITE) standards. The Federal Highway administration (FHWA) and AASHTO, *A Policy on Geometric Design of Highways and Streets* allows for lane widths on local streets and roads to be 9 to 12 feet for residential areas. Staff is preparing a discussion on the roadway design options at the Council meeting.

Staff previously discussed with Council sidewalk widths of 4 feet (including the 0.5-foot curb) in Old Town to accommodate sidewalks on at least one side of each street. On these 40-foot right-of-way residential streets, staff is presenting Council with Project designs to allow for slightly narrower parking lanes or travel lanes as allowed per acceptable street design. In most instances, the difference is half a foot to one foot. This could translate to a 7.5-foot parking lane or 9 to 9.75-foot travel lanes to accommodate the sidewalk, parking on both sides, and two travel lanes. Staff is recommending prioritizing travel lane width over parking lane width to maximize the access of vehicles in and out of the residential area.

Staff will return to Council with the final Plans and Specifications for Council approval prior to bidding the project for construction.

### Nonconforming Private Encroachments

The project will require the removal of select existing private encroachments on one side of the street. The right-of-way in this neighborhood typically only contains roadway and utility equipment – sidewalks are either missing, narrower than 4 feet, or inconsistent – and the community uses the streets for all modes of transportation. The street features are minimal: narrow lanes, undefined parking, no edge of road definition (striping or curb and gutter), and haphazard parking. Additionally, there are many private unpermitted encroachments into the public right-of-way on both sides of the streets. Over the years, as development infill occurred, some areas were required to install sidewalks, but most areas still lack them. In many areas, the unpermitted encroachments into the public right-

of-way have resulted in sidewalks that end abruptly and/or do not align. As a result, some pedestrians struggle negotiating these streets, especially in rainy and flooded conditions. In some areas, there are unpermitted private encroachments in the right-of-way, and/or the right-of-way width is insufficient and inconsistent with current urban roadway design standards.

Construction will require the removal of numerous privately-owned encroachments located in the dedicated right-of-way, including fences, walls, hardscape, landscape, mailboxes and other personal features (e.g. flag poles, memorials, storage sheds). Because these encroachments are located on land dedicated for right-of-way purposes (i.e. streets, sidewalks and parkways), adjacent property owners must remove them upon notice from the City. Dedicated right-of-way often includes more property than is presently developed with streets, sidewalks or parkways. Staff has been advised by legal counsel that adjoining property owners have no right to continue encroaching on City right-of-way when it is required for public use and have no right to compensation for removal of their property from dedicated City right-of-way.

#### *Preparation for Removal of Nonconforming Private Encroachments*

The process for removal of the encroachment includes advanced City notification to the property owner requiring the removal by a specified date. Costs for removal are typically the responsibility of the property owner. It is possible that a property owner fails to meet the request by the specified date, or at all. Under these circumstances, the City would take action to remove the improvements and potentially later seek reimbursement from owners for these costs.

Staff is recommending a three-step process to address the encroachments for the sides where the sidewalk is proposed:

- Send a letter to each affected property owner (properties where sidewalks will be installed) notifying them of their encroachments into the right-of-way, a map of their parcel with the property line shown as well as key features highlighted (fences, trees, mailbox, etc.), and clear language identifying the timing and next steps. This will occur in the spring of 2018.
- Survey and mark right-of-way lines on each affected parcel with stakes that clearly delineate the private property lines. The staking is proposed for the late summer/early fall of 2018.
- Provide property owners a 90 to 120 day written notice to remove encroachments followed by a 30 day reminder notice. Timing of this notification is anticipated in winter of 2018 to late spring of 2019. Notifying property owners to remove their encroachments will allow them to salvage the material if they wish to do so.

Construction would start after these steps, including continued public outreach to the community. During construction there will be additional “construction timing” door hangers for each street also alerting the property owners and tenants of the upcoming work. The City’s contractor would remove and dispose of any encroachments remaining.

Old Town Beautification Program – New Proposed Program

To address the Old Town community's desire for fences, landscaping, etc., staff will be returning to Council at a future date with a recommendation for a new program to beautify Old Town using the next round of Community Development Block Grant (CDBG) funds. The goal of the proposed program would be aesthetic and beautification improvements within Old Town. The intent of this program is that property owners within the Old Town boundaries could apply to the grant program to make improvements to their property including removing private encroachments, installing fences, landscaping, etc. This new program would be separate from the current Old Town Sidewalk Project.

Next Steps

Staff will hold a community workshop on March 22, 2018, from 5:30-7:00 pm the Goleta Valley Community Center (Attachment 4). The purpose of the meeting will be to show the detailed plans of each street to the community and seek comments and feedback from Old Town residents. This workshop will present opportunities for design input on tree locations, stormwater management features, and parking considerations.

Following the community meeting, our right-of-way team will prepare and send letters with figures to the affected property owners on the side of the street the sidewalk is proposed. The letters will outline the process, next steps, timeline, and contact information.

Staff will return to Council with contract amendments for the design and supplemental public outreach actions to supplement the existing approved Community Outreach Plan. A summary of the current public outreach efforts is listed in Attachment 5.

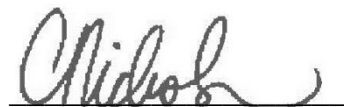
**FISCAL IMPACTS:**

There are no fiscal impacts associated with the Project at this time. Staff will return to Council at a future date recommending an amendment to the MNS Engineers, Inc. contract (No. 2017-024) to survey and mark (stake) each affected parcel right-of-way line, angled parking design, and supplemental public outreach.

**ALTERNATIVES:**

The purpose of this report is to update the City Council. There are no alternatives presented.

**Reviewed By:**



Carmen Nichols  
Deputy City Manager

**Legal Review By:**



Michael Jenkins  
Interim City Attorney

**Approved By:**



Michelle Greene  
City Manager

**ATTACHMENTS:**

1. Overview Map of the Old Town Sidewalks Improvement Project
2. Table Outlining the History of Council and City Actions on the Project
3. Existing, Standard, and proposed Roadway Cross-sections for 40-foot right-of-way
4. Public Notification Letter – English and Spanish
5. Public Outreach Summary

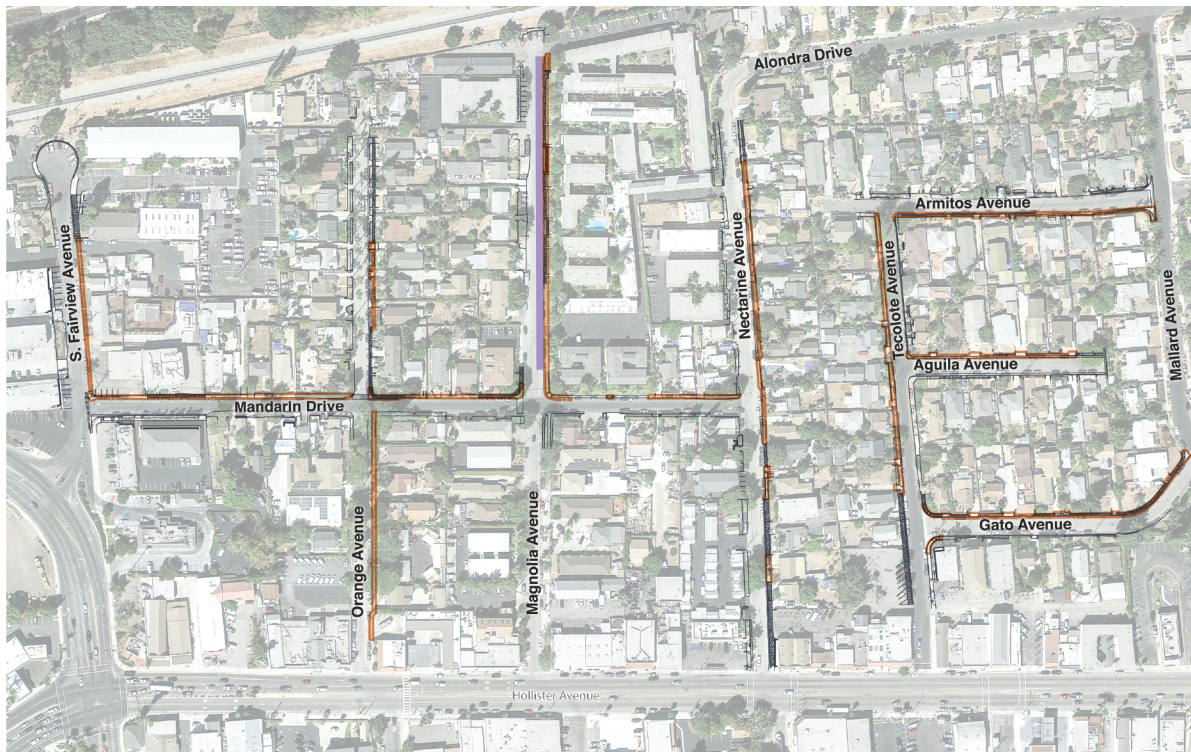
## **ATTACHMENT 1**

Overview Map of the Old Town Sidewalks Improvement Project



## WHERE

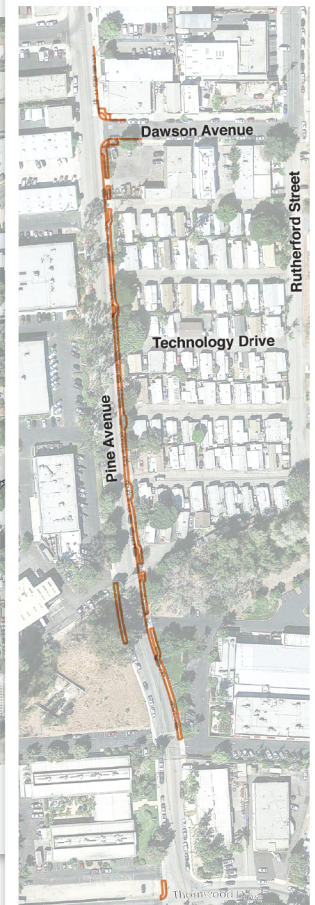
The map below shows sidewalk locations being considered by the project team. Final decisions will be made following neighborhood input, traffic studies, and environmental review.



## OLD TOWN GOLETA

— PROPOSED SIDEWALKS  
— EXISTING SIDEWALKS

— ANGLED PARKING (POTENTIAL)



## PINE AVENUE

## TIMELINE



## SHARE YOUR THOUGHTS

Do you know of on-street issues that we should review? Please share your thoughts and observations with us during this period of design and traffic studies.

805.453.4050 • [sidewalks@cityofgoleta.org](mailto:sidewalks@cityofgoleta.org) • [www.cityofgoleta.org](http://www.cityofgoleta.org)

## **ATTACHMENT 2**

Table Outlining the History of Council and City Actions on the Project

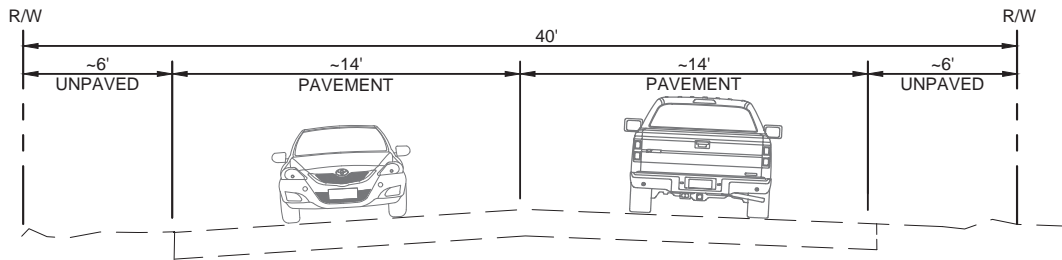
List of Council and Staff Action on the Old Town Sidewalk Project

<b>Date</b>	<b>Action</b>	<b>Firm</b>	<b>Description</b>
July 19, 2011	Council approved CDBG FY 2011-12 Action Plan	N/A	Listed the Project as a CIP Project with CDBG funding.
January 4, 2012	Professional Design Services Agreement, under \$30K	Cardenas and Associates Surveying	Survey Old Town sidewalks.
February 19, 2013	Council approved reallocating approximately \$280,000 from the Project to San Jose Creek Bike Path and Nectarine Park projects.	N/A	Rebalancing of CDBG funds to active projects based on staff allocated resources.
June 4, 2013	Council approved City's Two-Year Budget Plan FY 2013/14 & FY 2014/15	N/A	Listed the Project as CIP Project No. 9031
January 20, 2015	Council authorized a Professional Design Services Agreement	Cannon	Preliminary Engineering Design
December 7, 2016	California Transportation Commission (CTC) allocation	N/A	Allocate ATP funding for preliminary engineering/ environmental phase
January 19, 2016	Council received a staff update on the Project	N/A	N/A
March 15, 2016	Council authorized Amendment to Professional Design Services Agreement for Preliminary Engineering	Cannon	Grant support services and incorporating the Pine Avenue south segment into the preliminary design.
May 2, 2017	Council authorized a Professional Design Services Agreement	MNS Engineers	Environmental, Design, Right-of-way, and Public Outreach services
November 7, 2017	Council adopted the Resolution for the Mitigated Negative Declaration	N/A	Adoption of CEQA document.
January 31, 2018	California Transportation Commission (CTC) allocation	N/A	Approved allocation of ATP funding for ROW and final design phases

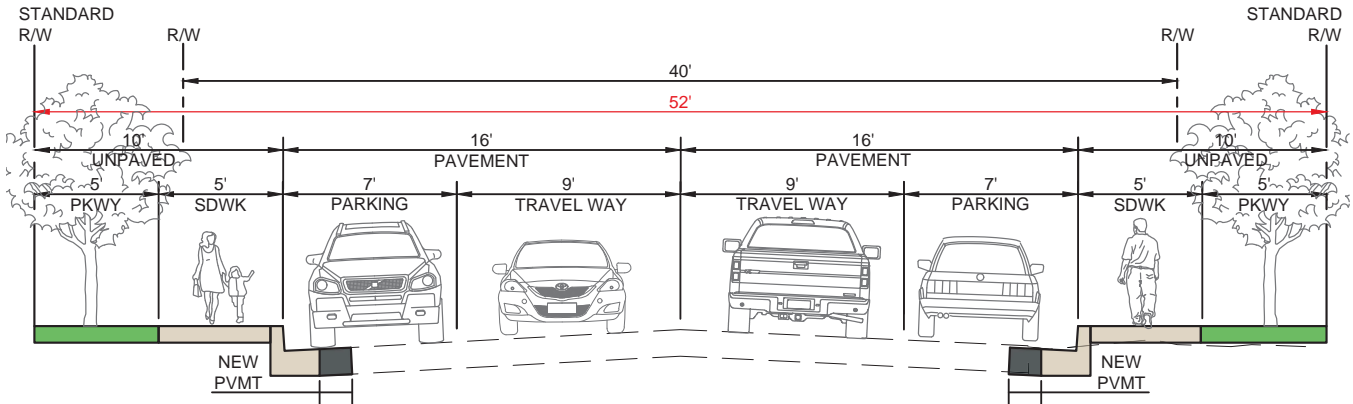


### **ATTACHMENT 3**

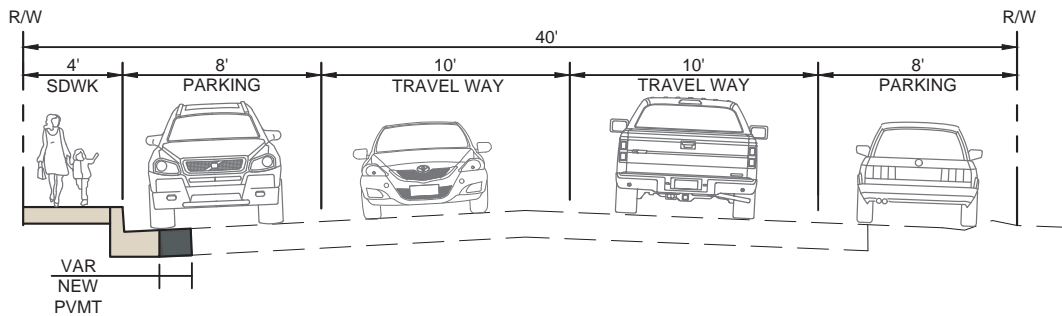
Existing, Standard, and proposed Roadway Cross-sections for 40-foot right-of-way



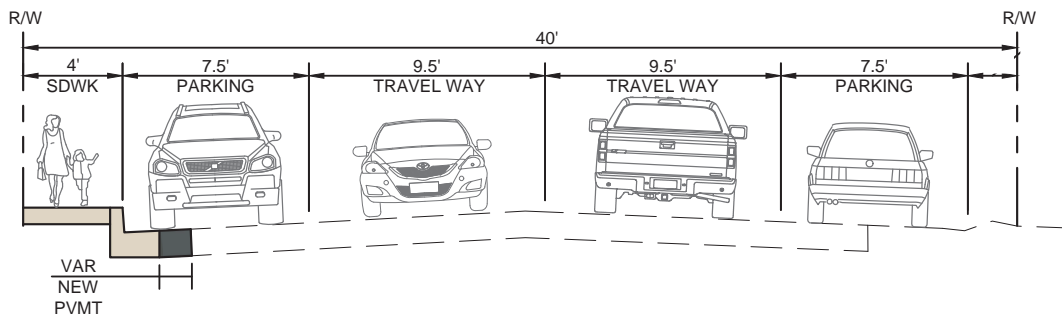
TYPICAL 40' CROSS-SECTION - EXISTING  
SCALE: NTS



TYPICAL 52' RESIDENTIAL STREET - (1987 COUNTY)  
SCALE: NTS



TYPICAL 40' CROSS-SECTION - OTSW PROJECT OPTION 1  
SCALE: NTS



TYPICAL 40' CROSS-SECTION - OTSW PROJECT OPTION 2  
SCALE: NTS

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## **ATTACHMENT 4**

OTSW Community Workshop Notice



February 20, 2018

CITY COUNCIL

Paula Perotte  
Mayor

Stuart Kasdin  
Mayor Pro Tempore

Roger S. Aceves  
Councilmember

Michael T. Bennett  
Councilmember

Kyle Richards  
Councilmember

CITY MANAGER  
Michelle Greene

Dear Neighbor:

Over the last six months, our team has continued to develop the design for the Old Town Sidewalks project. We are putting the finishing touches on a number of features and will begin the right-of-way process later this spring. Please join us at one or both of the following public meetings to see our progress and weigh in on the details.

**City Council Meeting – March 6, 2018**

On March 6<sup>th</sup>, we will provide an informational overview to City Council at 6:00 pm at City Hall in Council Chambers. City staff will update the Council and community on this neighborhood project and the right-of-way process.

**Community Meeting – March 22, 2018**

On March 22<sup>nd</sup>, we will hold a community meeting to have a more interactive discussion that includes street level graphics and private property owner information on what to expect during the right-of-way process. This meeting is geared towards homeowners, neighbors, and interested business owners. Please join us:

Thursday, March 22<sup>nd</sup>  
5:30 pm – 6:30 pm  
Goleta Valley Community Center, 5679 Hollister Avenue

**PROJECT DESIGN DETAILS**

During the November 2017 City Council hearing, Council certified the project's environmental studies. This step allowed us to move the project forward and continue studying ways to address neighborhood issues, including:

- Accommodating and maintaining as many existing trees as possible,
- Improving storm drainage,
- Enhancing street lighting,
- Improving parking, and
- Working within the narrow street widths.

This project is funded through an Active Transportation Program grant from the State of California. This grant uses our state tax dollars to improve pedestrian and bicycle access. While we face limitations with how much we can tackle with the dedicated grant funding for this project, we remain committed to incorporating as

many enhancements as possible.

The Old Town Sidewalks project will provide a network of sidewalks on at least one side of neighborhood streets north of Hollister Avenue between South Fairview and Kinman Avenues as well as along Pine Avenue south of Hollister Avenue. It also includes storm water drainage improvements and 42 angled parking spaces on the east side of Magnolia Avenue between Mandarin Drive and the railroad tracks.

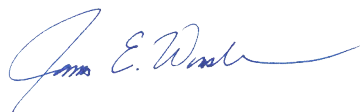
## **RIGHT-OF-WAY**

This spring, we will also begin the right-of-way process. This project is designed within the City's right-of-way, or the area set aside for streets, sidewalks, and maintenance. This area is already established on existing property title maps. There are places where private improvements have been made in the right-of-way and may need to be removed prior to construction. Affected property owners will be contacted individually with information specific to their parcel and the timing of next steps.

Construction is anticipated to begin in late-2019, and our goal is to incorporate as much neighborhood input as possible during the design phase. Please join us on March 22<sup>nd</sup> to discuss the project in person.

If you have any questions or concerns before then, please feel free to call our Old Town Sidewalks helpline at 805.453.4050 or email our team at [sidewalks@CityofGoleta.org](mailto:sidewalks@CityofGoleta.org).

Sincerely,

A handwritten signature in blue ink, appearing to read "James E. Winslow".

James Winslow, Senior Project Manager  
Public Works Department

## **ATTACHMENT 5**

List Outlining the History of Public Outreach on the Project

## **Public Outreach, Old Town Sidewalk Improvement Project**

The following is a summary of the public outreach to date for the Old Town Sidewalks Project.

### **Meetings**

- Table and information/staff at Bicycle Master Plan community workshop (June 21, 2017)
- Goleta Beautiful event - on-site interaction with neighbors (July 8, 2017)
- Community Workshop (August 30, 2017)
- Oasis Apartments coordination & meetings re: angled parking & trees, resident feedback (Summer 2017)

### **City Council Meetings**

- CDBG FY 2011-12 Action Plan Approval (July 19, 2018)
- Cardenas Surveying Professional Design Services Approval (January 4, 2012)
- CDBG Funding rebalancing (February 19, 2013)
- City's Two-Year Budget Presentation (June 4, 2013)
- Cannon Professional Design Services (January 20, 2015)
- Update on Project (January 19, 2016)
- Cannon Professional Design Services Amendment (March 15, 2016)
- MNS Engineers Professional Design Services (May 2, 2017)
- Adopted Resolution for Final Mitigated Negative Declaration and project update (November 7, 2017)

### **Letters & Mailings**

- All materials (with the exception of the City's website) are available in English & Spanish
- Project introduction letter and fact sheet - Mailed to Old Town area and hand delivered to Oasis Apartment tenants (Summer 2017)
- Updated fact sheets & maps posted online and mailed to show angled parking (Summer 2017)
- Neighborhood update letter (August 2017)
- Project update on design & right-of-way process (February 2018)

### **Emails**

- On-going email updates for project milestones and meeting dates

### **Social Media**

- Regular Facebook and Twitter posts
- Nextdoor posts to Old Town Neighborhood

### **Monarch Press**

- Regular mailings with project milestones and meetings

**Website**

- Regular updates to the website listing the current phase, upcoming meetings, contact information
- Scroll on the main City of Goleta homepage before meeting dates

**Channel 19**

- On-going slides on Channel 19

**Hotline**

- Project phone line in English & Spanish

**Ongoing Meetings/Communications**

- Local business site visits
- Project introductions with Oasis Apartments & University Mobile Home Park & follow-up regarding resident feedback
- University Mobile Home Park – communication with on-site & property managers and residents
- Ongoing outreach with approximately 845 residents & businesses
- Ongoing phone & email communications

**Ambassadors Program**

- Five to seven residents in Old Town who serve as program ambassadors – sharing information with neighbors and demonstrating the support for the project
- Hosts of neighborhood coffee with surrounding neighbors