



# REPORT TO COUNCIL

## City of Sacramento

915 I Street, Sacramento, CA 95814-2604  
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**Staff Report**  
**April 27, 2010**

**Honorable Mayor and  
Members of the City Council**

**Title: Reintroduction of Vehicles on K Street**

**Location/Council District:** K Street between 8<sup>th</sup> Street and 12<sup>th</sup> Street/District 1

**Recommendation:** Adopt a **Resolution:** 1) approving the transfer of \$147,900 (Fund 2007) and \$468,300 (Fund 2001) from the FY07 Economic Development Project (T15076000); \$200,000 (Fund 2007) and \$600,000 (Fund 2001) from FY08 Economic Development Project (T15086000); and \$348,600 (Fund 2007) and \$176,400 (Fund 2001) from FY09 Economic Development Project (T15096000) for a total of \$1,941,200 to Phase II of Vehicular Traffic Options on the K Street Mall (T15095300); 2) approving the transfer of \$800,000 (Fund 2001) from the Central City Two Way Conversion Project (T15008001) to Phase II of Vehicular Traffic Options on the K Street Mall (T15095300); and 3) authorizing the City Manager to execute a Supplemental Agreement No. 1 with DKS Associates (DKS) for preliminary engineering services for Vehicular Traffic Options on the K Street Mall in an amount not to exceed \$ 150,459 and increase the time for performance to December 31, 2010, and resetting the City Manager's Supplemental Agreement authority.

**Contact:** Denise Malvetti, Senior Project Manager, 808-7064; Edward Williams, Associate Civil Engineer, 808-8288

**Presenters:** Denise Malvetti and Edward Williams

**Department:** Economic Development Department/Transportation

**Division:** Downtown/Engineering Services

**Organization No:** 18001021/15001121

### **Description/Analysis**

**Issue:** K Street was once the bustling core of downtown, but since cars were removed in the late 1960s, the vibrancy has diminished. Recently, however, there have been successes on K Street and the City of Sacramento is interested in building on those successes and recreating K Street as a vibrant part of downtown. Vehicular traffic has been cited as one technique that can generate additional economic development and change perceptions of the corridor. The project

purpose is to increase access and visibility to businesses, promote a safe environment, stimulate additional economic activity, and improve circulation.

The City and the Downtown Sacramento Partnership recently commissioned a Downtown Activation Strategy from Downtown Works, a leading retail consultant. The report explains that in the late 1960s Sacramento made a similar mistake that numerous other cities across the United States made in the 1960s through 1980s by closing off streets to vehicular traffic and creating pedestrian malls. The intent was to replicate the feeling of the suburban mall which at the time was becoming increasingly popular. This strategy actually had the opposite impact and decimated retail in numerous downtowns, including K Street in Sacramento. The removal of vehicular traffic disrupted the Downtown grid and eliminated traffic which is critical to the success of retail.

Downtown Works strongly recommends the City of Sacramento follow the direction of dozens of other U. S. cities and re-open K Street to vehicular traffic which will both aid in the reconnection of the grid and enhance the retail viability. Over the past decade, several other cities have reintroduced cars to their pedestrian malls and have had great success in stimulating additional business activity. Numerous other cities are in a similar position as Sacramento and are taking steps toward re-opening their pedestrian and transit malls to vehicular traffic. The Technical Memorandum (Attachment 2) lists several cities that have re-opened their pedestrian malls including Eugene, OR, Chicago, IL and Louisville, KY.

It is important to pursue the reintroduction of vehicular traffic at this time because there remains a significant opportunity for retail on K Street. As a follow-up action item to the Activation Strategy, the Downtown Sacramento Partnership has hired a Retail Recruiter. The increased visibility to K Street will be key to these recruitment efforts. Furthermore, the addition of vehicles will support existing retail and entertainment venues on K Street as well as the ones opening later this year.

In June 2009, the City executed a consultant services agreement with DKS Associates to conduct a Vehicular Traffic Options Study for the K Street Mall to determine if cars could function operationally with bicycles, pedestrians and light rail. The Study concluded that the reintroduction of vehicular traffic is not only possible, but may actually provide operational benefits for circulation on 9<sup>th</sup> and 10<sup>th</sup> streets, and I, J and L streets, especially if all four blocks from 8<sup>th</sup> to 12<sup>th</sup> streets are re-opened. The study identified certain measures that would minimize the impact of vehicular traffic on transit and enhance pedestrian safety. These include signal improvements, signage, striping, and edge treatments to protect the pedestrian sidewalk area. As part of the study a community input process was conducted to get feedback from stakeholders and the community. A description of that process and the feedback is included in the Background section of this report (Attachment 1).

Since K Street is a curbless corridor, a key component of the proposed 35% plans will be the development of the edge treatments to ensure pedestrian safety. The development of the 35% plans will define corner treatments and edge treatments including potential railings, bollards or the addition of street furniture. Attachment 3

contains photos from two other cities and illustrates how they solved pedestrian safety in a curbless scenario.

In order to implement the reintroduction of vehicles to K Street from 8<sup>th</sup> to 12<sup>th</sup> streets, staff recommends allocating funds for the thirty-five percent (35%) design plans for this project and supplementing the DKS Associates agreement to cover such costs. This level of design work will allow staff to fine tune the project details and estimated construction costs, and to prepare the environmental analysis. Staff plan to return to City Council in Fall 2010 with a report and seek authorization to approve the environmental determination and authorize a Supplemental Agreement with DKS to provide final design services for the construction phase of the project.

The proposed project would consist of a design that would open up the four blocks to traffic and potentially include passenger drop-off and valet areas. The initial phase will measure if allowing cars on K Street will significantly impact light rail operations and pedestrian flows as well the economic impact to the surrounding blocks. Once the initial phase is implemented and impacts quantified, additional measures could be incorporated including further refinement to design and streetscape enhancements.

Another key benefit of reintroducing vehicles to K Street is that once cars are back on K Street the roadway could be reclassified as a federal aid route and thus becomes eligible for federal transportation infrastructure funds (pending NEPA approval). The absence of vehicular traffic has made portions of K Street ineligible for numerous local, state and federal funding opportunities because it is not deemed a street. Once K Street is determined to be a street by the City, it will open up funding opportunities that may not have otherwise existed for K Street.

It is staff's recommendation to transfer approximately \$2.7 million to the existing capital improvement project to include funding for both the design and construction phase. This action would be for budgetary purposes only and does not constitute final approval to implement the project. Staff is also recommending approval of Supplemental Agreement No. 1 with DKS Associates in an amount not to exceed \$150,459 to prepare the 35% design plans and to prepare the applicable environmental study. Staff also recommends increasing the time for DKS' performance from June 30, 2010 to December 31, 2010.

**Policy Considerations:** The recommended action is consistent with the City's Strategic Plan goals of improving and expanding economic vitality throughout the City and the 2009-2014 Merged Downtown Implementation Plan goal of stimulating economic growth. The potential change in K Street operations is also consistent with the Central City Urban Design Guidelines, adopted by City Council in May 2009, which recommended the addition of vehicular traffic to K Street from 9<sup>th</sup> to 12<sup>th</sup> streets. In 2009, City Council adopted an ordinance allowing bicycles on K Street creating a multi-modal street.

On February 25, 2010, the Downtown Sacramento Partnership Strategic Development Task Force unanimously approved and forwarded to their full Board the recommendation of reintroducing vehicles to K Street from 8<sup>th</sup> to 12<sup>th</sup> streets.

The Downtown Sacramento Partnership Board approved this recommendation on March 17, 2010. Furthermore, the addition of cars to K Street was cited in the Partnership's 2010 Action Plan and recommended in their recently adopted Retail Activation Strategy.

On March 18, 2010, the Sacramento Convention and Visitors Bureau also voted in support of the reintroduction of cars to K Street.

**Environmental Considerations:**

**California Environmental Quality Act (CEQA):** The transfer of funds is an administrative activity that is not subject to CEQA review. The proposed action is to undertake environmental review for the project in conjunction with the planning and construction design phase. Subsequent Council action will be required to approve the project before construction of the initial phase of the project could occur.

**Sustainability Considerations:** The objective of reintroducing vehicular traffic to K Street is to revitalize the area and improve circulation. The revitalization and multi-modal traffic including light rail, cars, bicycles and pedestrians on K Street is consistent with the City's sustainability goals.

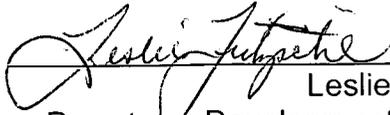
**Commission/Committee Action:** None.

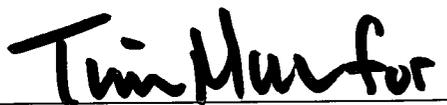
**Rationale for Recommendation:** The addition of cars on K Street has been cited as a potential catalyst to stimulate business on the K Street Corridor. Several other cities have converted their pedestrian malls to vehicular and transit ways with great success. Additionally, evaluation of the reintroduction of cars to K Street indicates there are circulation benefits to adding two-way traffic from 8<sup>th</sup> to 12<sup>th</sup> streets in a predominantly one-way traffic portion of Downtown.

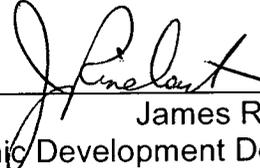
**Financial Considerations:** There are no general funds planned or allocated for this project.

The design and construction phase has an estimated cost ranging from \$2,689,000 to \$3,248,000. By completing 35% design, a more accurate cost estimate will be developed. As of March 24, 2010, the Phase II of Vehicular Traffic Options on the K Street Mall Project (T15095300) has a total budget of \$200,000, consisting of local transportation funds, and an unobligated balance of \$0. Approval of the transfer of local transportation funds from the FY07, FY08 and FY09 Economic Development Projects (T15076000, T15086000 and T15096000) and from the Central City Two Way Conversion Project (T15008001) will increase the total budget to \$2,941,200 and the unobligated balance to \$2,741,200, which is sufficient to complete the next phase of design as well as for construction of the initial phase. Supplemental Agreement No. 1 with DKS to provide 35% design and environmental review is for an amount not to exceed \$150,459.

**Emerging Small Business Development (ESBD):** Under the proposed contract for design and environmental services, DKS will achieve 21% ESBD participation.

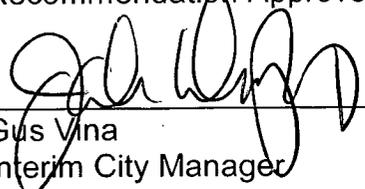
Respectfully Submitted by:   
Leslie Fritzsche  
Downtown Development Manager

Respectfully Submitted by:   
Nicholas Theocharides  
Engineering Services Manager

Approved by:   
James R. Rinehart  
Director, Economic Development Department

Approved by:   
Jerry Way  
Director of Transportation

Recommendation Approved:

  
Gus Vina  
Interim City Manager

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## Attachment 1

### Background

#### Past Council Actions

At the October 14, 2008 City Council meeting, Council requested a report back on reintroducing vehicular traffic to the K Street Mall. Following this request, staff from both the Economic Development Department and the Department of Transportation met to discuss the subject and reported back to City Council on March 24, 2009 that the reintroduction was feasible, but recommended seeking a consultant to conduct a more thorough evaluation. The more thorough evaluation was recommended because of the numerous complexities of K Street including the light rail tracks, station platforms, lack of curbing, street furniture and signalization.

On June 2, 2009 City Council approved an Agreement with DKS Associates to conduct a feasibility evaluation of reintroducing vehicular traffic to K Street. The evaluation included an assessment of impacts to light rail operations, alternate mode circulation, accessibility, parking, traffic impacts to other streets, and outreach to the community and stakeholders.

At the conclusion of their work, DKS Associates provided a Technical Memorandum that stated that cars could be added to K Street and the addition of cars provided benefits to circulation. The Technical Memorandum is included as Attachment 2 to this report.

#### Community Outreach

To date, community outreach efforts have included two stakeholder focus group meetings, a Community Meeting, web survey, presentations to the Downtown Sacramento Partnership (DSP) Strategic Task Force, the DSP Board, the City's Disabled Advisory Committee (DAC). Staff will continue to work with stakeholders as the project design develops. The following is a sampling of the feedback received from the community:

- If there are cars, people may feel safer walking from end to end.
- In its current state, it is a lovely example of a pedestrian plaza and the only truly safe place for pedestrians downtown where we are safe from being run over by a car.
- We need an overall plan of K Street. We should not lose sight of that vision. I don't think that traffic will solve that problem.
- 13<sup>th</sup> Street is a good example. You drive slow and it is a beautiful street.
- IMAX would not have considered K Street if 13<sup>th</sup> was not opened to traffic.
- Definitely in favor of looking at traffic on K Street. Midblock retail is not viable now.
- Do not lose sight of the wider pedestrian experience and the patio experience.

### Technical Memorandum



### TECHNICAL MEMORANDUM

TO: Ed Williams  
 FROM: John P. Long and Pelle Clarke  
 DATE: March 24, 2010  
 SUBJECT: Cars on K Street - Summary of Technical Issues P/A No. 09069

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#### 1. Introduction

The City of Sacramento’s departments of Economic Development and Transportation retained DKS Associates to conduct an engineering study to examine options for mixed flow traffic and transit operations on the K Street Mall between 8<sup>th</sup> and 12<sup>th</sup> Streets. This technical memorandum summarizes the technical analysis and findings from the initial study efforts.

#### Project Purpose and Need

The City of Sacramento desires to enhance K Street as a vibrant part of downtown and support its economic activity. Incorporating vehicle traffic has been cited as one tool to generate additional economic development and increase vibrancy. The project purpose is to increase access and visibility to businesses, promote a safe environment by adding more “eyes on the street” and ultimately stimulate additional economic activity.

#### Study Elements

The purpose of the K Street Vehicle Traffic Study is to determine the benefits and impacts of allowing cars on K Street and identify the design features that would contribute to maximizing benefits and minimizing operational impacts to all modes.

An ultimate project would include some level of improvements to the streetscape along K Street and thus may be expensive and take time to fund and implement. For these reasons, the City is considering a low-cost and low-risk initial project that would likely open up four blocks to traffic and would not include significant streetscape enhancements. The initial project will measure if allowing cars on K Street will significantly impact light rail operations and pedestrian flows. The initial project also is anticipated to yield data about low-cost design features that can be incorporated into a final project that includes some level of streetscape improvements. The City recognizes that an increase in economic activity must be measured over several years. Thus the initial project alone cannot be a barometer of success. However, it may well be the catalyst to changing perceptions about K Street’s viability.

The engineering study began in June 2009 and to-date has focused on the following work elements:

- Public outreach and gathering input from key stakeholders
- Defining the Purpose and Need for the K Street Vehicle Traffic Study
- Identifying major issues and the pros and cons of potential solutions



- Compiling existing data
- Identifying potential project design features
- Identifying optional designs for certain complex elements and their pros and cons

## 2. Project Issues and Strategies

The Consultant Team has been working with a Technical Committee with representatives from the City of Sacramento's departments of Transportation, Economic Development, Police and Fire, plus Regional Transit. Discussions with the Technical Committee, together with the community outreach efforts, have identified a set of key project issues and potential strategies to address those issues. These issues are summarized in Table 1 along with the pros and cons of the various strategies. As Table 1 shows, there is a range of issues and a range of potential solutions. Those strategies that involve potential design elements are discussed below in Section 3. One of the larger ongoing project issues is the location for an initial project and whether the initial project is 2 or 4 blocks.

The engineering study included investigations into the feasibility of a 2-block project and a 4-block "pilot" project. Table 1 shows the pros and cons of a 2-block project between 8<sup>th</sup> and 10<sup>th</sup> Street, a 2-block project between 10<sup>th</sup> and 12<sup>th</sup> Street, and a 4-block project between 8<sup>th</sup> and 12<sup>th</sup> Street. If the initial project is a 2-block project, the 10th to 12th Street option was recommended from a technical standpoint, because it could provide greater circulation near significant land uses, avoids RT's double track cross-over between 9th and 10th, and could be implemented with fewer left turn conflicts. If the initial project is a 4-block project between 8<sup>th</sup> and 12<sup>th</sup> Street, it would provide the best circulation compared to other options as well as eliminating issues that arise if reintroduction of cars onto K Street were phased. Additional public outreach related information for the pilot project is summarized below in Section 6, Summary of Initial Community Outreach.

Whether the City decides to initially put cars back on 2 blocks of K Street or four blocks, a low-cost and low-risk initial project is anticipated to provide valuable data about design features that can be incorporated into an ultimate project that includes streetscape improvements. The future project could consider features that will not be included in an initial project such as the feasibility of modifying the existing edge drain and installing a curb between the sidewalk and the street, and whether parking and/or additional drop-off/pick-up or valet spaces should be provided.

## 3. Potential Design Elements

### Base Design Elements for Initial Project

Thus far, the Study's Technical Committee has agreed on the following base assumptions and design elements for the initial project:

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Travel Lanes

K Street will have two-way traffic with one lane in each direction. Vehicles will operate mixed flow, sharing a lane with light rail trains. While one-way operations would only impact LRT in one direction and reduce left turn/LRT conflicts, it would result in reduced circulation benefits and diminished access benefits.

Travel Speeds

Traffic speeds will be low. The desirable speed for autos would be 15 mph. Regional Transit's speed limit for trains on K Street is currently 20 mph.

Light Rail Trains

Light rail trains will continue to operate on the same tracks and stations. Implementation of signal timing and operational strategies will ensure there is no additional delay to trains. Detailed traffic operation analysis and design recommendations for K Street may include implementation of protected phasing or turn restrictions using "blank-out" LED signing. Turn restrictions may include eastbound left turns onto 10th and westbound left turns onto 9th during peak periods, as necessary, to minimize delay to light rail trains. If those operational measures are not successful, limiting K Street to transit only operations in the peak periods and local motor vehicle circulation at other times could be considered.

Pedestrians

With the conversion of the existing pedestrian mall to street use, crossing at locations other than cross-walks would be jaywalking. Therefore, the project will limit pedestrian crossings to corners and pedestrian movement to sidewalks for safety and conformance with common urban pedestrian travel path and crossing locations.

The area between buildings on K Street and the outside edge of the yellow truncated warning tiles defines the existing pedestrian sidewalk area. The distance between the outside edge of the warning tiles to the right-of-way line (usually the face of building) is 24 feet +/- along the sides of K Street. While other uses will occupy this 24 foot area, such as café seating, tree wells, bike racks, and planters, the project will maintain a minimum sidewalk width of 8 feet.

Streetscape Enhancements

Streetscape enhancements would be very limited with the initial four block project but are anticipated in an ultimate project.

Vehicle Restrictions

This project does not propose vehicular access on K Street west of 8<sup>th</sup> Street or east of 12<sup>th</sup> Street, though one-way operations may be possible. Vehicle through traffic is not proposed on the pedestrian mall portion of 11<sup>th</sup> Street between J and L Streets.

Traffic Volume

Traffic demand on K Street is expected to be low. There will be no driveways along the four-block segment of K Street between 8<sup>th</sup> and 12<sup>th</sup> Streets. Drivers will use this segment to 1) drop-off/pick-up passengers along K Street, 2) access entrances to nearby garages along cross-streets and 3) re-circulate to other nearby one-way streets. If on-street pick-up/drop-off

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or valet zones are provided on K Street, it will be a limited, to approximately four locations. The initial forecast of traffic volumes is between 1,000 and 3,000 vehicles per day.

Traffic volumes are expected to be similar to the section of 13<sup>th</sup> Street that was reopened from J Street to L Street in connection with the Esquire Plaza and IMAX projects at 13<sup>th</sup> / K. A count was conducted on 13<sup>th</sup> Street between K and L Streets over a 24 hour period on Tuesday, July 28, 2009. The Average Daily Traffic was 1,485 vehicles. On the section of 13<sup>th</sup> Street between J Street and K Street, which includes the only entrance to the 442 space Esquire Garage, available City count data collected January 18, 2006 shows the ADT was 2,543.

Striping

There is currently 28 feet of available width between the yellow detectable warning tiles that run parallel to the light rail tracks. The tiles are 2 feet wide, so the total distance between the outside edges of the warning tiles is 32 feet. The roadway will be striped to be 28 feet wide, with 12 foot travel lanes and a 2 foot area between the warning tiles and the edge stripe in each direction.

This width places the striping for the outside edge of the travel lanes just inside and below the edge of the "mini-high" platforms at the light-rail stations along K Street. The mini-high ramps protrude about 9 inches beyond the truncated warning tiles. The project includes construction of concrete barriers at each mini-high to provide crash resistance for the portion of ramps protruding from the mini-highs.

Roadway Surface and Structural Section

The roadway surface on K Street includes paver stones between 9<sup>th</sup> and 12<sup>th</sup> Streets and a recently constructed stamped concrete section between 7<sup>th</sup> and 9<sup>th</sup> Streets. Most of the damage to a pavement is caused by truck traffic whereas passenger cars, pick-ups and light two axle trucks generally have a negligible effect. Therefore, given the intended use of K Street for passenger cars and automobiles, the existing paver topped structural section should adequately accommodate vehicular traffic. The existing paver topped structural section between 9<sup>th</sup> and 12<sup>th</sup> Streets consists of 4 inch +/- tall pavers on top of 2 inches AC on top of a minimum 8 inches of AB.

Bikes

The City currently allows bikes on K Street as a Class III bikeway, with bicycles traveling in the same lanes as motor vehicles, in the shared space with light rail trains between the yellow warning tiles. There would be no separate bike lane with the cars on K Street initial project. Circulation in the pedestrian area between the yellow warning tiles and buildings would continue to be prohibited.

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Signal Equipment

Additional traffic signal equipment will be needed at intersections and, due to their age and condition, existing traffic signal controllers and conduit will need to be replaced. Signal modifications include addition of full pedestrian controls, audible signals, and development of timing plans to fit new east/west vehicle phases into existing City and RT signaling systems.

**Optional Enhanced Design Elements**

Street Lights

The City has determined additional street lights are not necessary at this time. Existing lighting on K Street is controlled by RT and was designed for a pedestrian mall. City standards for a commercial area call for 8 lights per block (4 on each side). As an optional item, the design could aim for 6 light standards per block (3 on each side) over the four block length, and two light standards at each modified intersection.

Additional signage/LED "Blank-out Signing

Blank-out LED signing allows for different messages by time of day and can be included to implement operational strategies for turn restrictions, Do Not Enter, and Train Coming notification during peak times.

Valet / Pick-up / Drop-off zones

Field surveys show drop-off-pick-up / valet zones could be implemented at up to four locations without significantly impacting existing trees. As an optional item, additional costs would be required for potential tree-removal and reconstruction of pavement. Valet or pick-up/drop-off area could only be provided on block sides without an RT loading station.

**Undefined Design Elements**

Some complex design elements have not yet been resolved. The most critical of these are: 1) the design of an edge treatment to provide a safe separation between vehicles and pedestrians plus ADA compliance, 2) whether the initial project will have pedestrian loading areas and/or on-street parking and 3) Crossing issues at 11<sup>th</sup> Street.

Edge Treatment

While K Street is currently a curbless street that allows unlimited pedestrian access, including crossing the LRT tracks, typical street cross-sections in the City include a two-foot gutter and a vertical curb. The Guide for the Planning, Design and Operations of Pedestrian Facilities states that, "vertical curbs are generally preferred to sloping curbs where sidewalks or other pedestrian facilities are immediately adjacent to the roadway or separated by a narrow planted buffer strip, because drivers are more reluctant to cross a vertical curb than a sloping curb.

Additionally, curbs prevent water in the street gutters from entering the pedestrian space, discourage vehicles from driving over the pedestrian area, and facilitate street sweeping. Curbs also help to define the pedestrian environment within the streetscape, although other

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designs can be effective for this purpose. At the corner, the curb is an important tactile element for pedestrians who are finding their way with the use of a cane.

Any significant improvement to a public facility typically results in the requirement to bring the corridor up to the latest ADA requirements. Due to existing surface water drainage design and historic sidewalk vaults under the street, curbs cannot be easily re-introduced to the street. While existing trees, benches, landscaping, and other elements largely define the LRT corridor, any new treatment will need to fill in the gaps between these features.

Many options are available to define and separate space for pedestrians from the roadway area. Table 2 illustrates the advantages and disadvantages of various initial project edge treatments to re-introduce vehicles onto K Street while defining the pedestrian space, maximizing safety, and meeting ADA. While there are relatively few direct references to transit malls in existing street standards and ADA guidelines (as discussed in Technical Advisory Committee meetings), any initial project should include three major objectives:

1. Maximize pedestrian safety
2. Meet applicable ADA and other regulations
3. Reasonable cost and aesthetics

Based on these objectives, the following pilot improvements are recommended related to pedestrian safety and ADA:

1. At intersections, new traffic signals with pedestrian activated walk signals, countdown signals, and audible devices. New crash-resistant bollards placed every 5 feet at all intersections where vehicles will have access to K Street, defining a curb radii that meets expected/allowed turning capabilities of the vehicles onto K Street. New continuous truncated dome strips at these locations as well, on the sidewalk side of the bollards.
2. Along segments, use planters and bollards to first fill in gaps between features and put railing around most tree wells with no railing. Then, fill in remaining gaps in the existing street landscaping and other features so gaps are three feet (minimum) to eight feet (maximum) and no more than 20 feet apart. Edge treatment options include bollards, railing and planters. New surface-mounted steel tubular railing should have a 6-inch high lower railing and 3 feet high upper railing. Place new striping to define the edge of roadway, where a curb would typically be found. Place bollards every five feet at RT Stations. Along the north side of K Street between 11<sup>th</sup> and 12<sup>th</sup> Streets, additional elements are most likely not needed.

The new crossing protection for vehicles and pedestrians at 11th Street, and interface between this crossing protection and LRT operations, require further analysis. A range of options are



available. The upper level of the range could include a pedestrian actuated signal with additional features such as lighting, signage and channelization of pedestrian flows.

#### Pedestrian Loading and On-street Parking

The community outreach efforts have demonstrated that stakeholders recognize that there are trade-offs between the amount of sidewalk/pedestrian space and features such as on-street parking and drop-off and valet areas on K Street. While some stakeholders stated that on-street parking was desirable, most felt that 1) parking would need to be weighed against other uses and 2) providing passenger loading zones was very important.

Passenger loading zones have flexibility in how they can be managed. During some hours, such as evenings, some could become valet parking areas. During other hours, such as early morning, they could be used for deliveries by small to medium size trucks.

A passenger loading zone needs adequate length for easy access and egress. The typical design would require the removal of at least one tree in nearly all locations along K Street (and discussion with the Urban Forester). Due to the loss of trees, it is not clear whether passenger loading zones should be provided as part of the initial project.

#### **4. Conceptual Cost Estimate for Initial Project**

The City would like to implement a low cost, low risk initial project but needs to decide its extent and features. To facilitate the decision-making process, the Consultant Team has prepared initial cost estimates for converting each block of K Street based on a conceptual design. As discussed in Section 3 above, there are several undefined design features. While decisions on those features would have some affect on the cost estimate, the required traffic signal equipment and roadway striping would represent the majority (60 to 70 percent) of the cost of the initial project. The cost estimate includes the use of bollards but a different edge treatment may ultimately be used.

A draft conceptual cost estimate is attached.

#### **5. Case Studies**

Table 2 summarizes experiences of other communities with pedestrian malls that have re-opened at least partially to vehicular traffic. Table 2 shows opening pedestrian malls to vehicular traffic can result in positive economic benefits, while for other malls results were mixed.

#### **6. Summary of Initial Community Outreach**

To-date, community outreach efforts have included two focus groups, meetings with the Downtown Sacramento Partnership and the DSP's Strategic Development Task Force, a community meeting, a meeting with the City's Disabled Advisory Commission (DAC), and a

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web survey. Two reports are available documenting the focus group efforts and summarizing comments received from the web survey. Results of the focus groups and DSP outreach efforts are described in more detail in the sections below.

In the focus groups, more participants supported opening the blocks between 10th-12th streets to “build on success” over 8th-10th streets where concerns were expressed about bringing people to areas where it is blighted; however, a small handful felt the reason to have 8th-10th be the pilot project was because the need was greater.

In a meeting with the Downtown Sacramento Partnership’s (DSP) Strategic Development Task Force on July 9, 2009, one participant noted their understanding that pilot project funding is an issue but that the DSP retail consultant says it’s better to do the whole the project rather than role it out piecemeal; however, there is an understanding of the dollar issue with the phased approach.

Results from completed web surveys evenly ranked support for re-opening K Street for a pilot project between 8th and 10th Streets, or 10th and 12th Streets.

**Focus Groups**

Two focus groups were conducted on June 30, 2009 to capture opinions about whether traffic should be reintroduced to K Street. Nineteen stakeholders representing various downtown business, leisure and retail interests participated. A detailed report on the focus group input has been prepared and its findings are summarized below.

Key Summary Points — Areas of Agreement

- 1) Although some were initially skeptical or opposed to re-introducing traffic, by the end of the discussion, most were in support with a few wanting additional information (benefits/impacts) before stating their preference.
- 2) K Street should be designed so traffic is slow moving.
- 3) K Street should be designed to be a two-way traffic pattern.
- 4) Most participants were in favor of drop-off and valet areas on K Street.
- 5) Participants were in favor of allowing bicyclists on K Street; however, a separate bike lane was not seen as necessary by most.
- 6) Most recognized the limited space available and need to consider tradeoffs between the variety of potential features (sidewalks, parking, etc.).

Key Summary Points — Areas of Disagreement, More Input Requested from DSP Task Force

- 7) Participants were almost equally divided about allowing delivery truck service/loading truck zones on K Street and having corresponding loading zones.
  - Those opposed to allocating space for delivery vehicles/loading zones felt alley access was adequate and had been working fine to date.

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- Others who wanted to see parking gave examples of businesses who had failed/left K Street due to the inability to accept/receive deliveries in front of their place of business; a number wanted controlled delivery access (only before or after business hours).
- 8) Participants were almost equally divided about providing on-street parking.
    - Those in favor felt the ability to park or even perception of being able to park would help businesses and that on street parking would provide even greater exposure to the businesses on K Street.
    - Those opposed wanted to keep wider sidewalks, patio space and that tenants would use parking instead of clients/customers, thus defeating the purpose.
  - 9) Participants wanted to understand the criteria in which the pilot program would be judged and how long it would last.
  - 10) As part of the pilot program, more participants supported opening the blocks between 10<sup>th</sup>-12<sup>th</sup> streets to “build on success” over 8<sup>th</sup>-10<sup>th</sup> streets where concerns were expressed about bringing people to areas where it is blighted; however, a small handful felt the reason to have 8<sup>th</sup>-10<sup>th</sup> be the initial project was because the need was greater.
  - 11) Participants in the second group wanted a broader vision/strategic economic development plan created for revitalizing downtown/K Street beyond reintroducing traffic.

**DSP Strategic Development Task Force**

The City and consultant project team met with the Downtown Sacramento Partnership’s (DSP) Strategic Development Task Force on July 9, 2009. After a brief presentation on the project, the Task Force provided the following comments and questions:

- One had the understanding that initial project funding is an issue but that the DSP retail consultant says it’s better to do the whole the project rather than role it out piecemeal; however, there is an understanding of the dollar issue with the phased approach.
- In the pilot, will that produce a negative experience? Explained the measure of success will be difficult in some cases because some items are not realistic to measure in a quantitative way; things such as Regional Transit’s coordination with traffic, for example, can be measured.
- When will the pilot start? First of the year.
- How will the initial project roll out? Pilot is really an operational exercise. Won’t need any major new features because it was already open to traffic at one point which will make it easier to implement; however, won’t put in all ultimate features in initial project (e.g. parking) because of the expense involved. Will really be a balancing act.
- Don’t want to lose sight of wider pedestrian experience and the patio experience.

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- Comment in favor of 8<sup>th</sup>-10<sup>th</sup> as pilot because there are “opportunity sites” for retail; another comment in favor of 10<sup>th</sup>-12<sup>th</sup>.
- One who spoke from the residential perspective is concerned about the initial project and how it may affect one of the few good pedestrian areas around. He noted it was interesting to hear the business perspective. He still expressed concern that the pilot could impact pedestrian traffic and how he’s able to relax walking around on 10<sup>th</sup>-12<sup>th</sup> now. He thinks cars in general are not courteous and wouldn’t welcome them on K.
- Question about what operational functions would need to be put in place as part of reintroducing traffic. There aren’t any firm decisions yet because the study is in its infancy right now. However, the technical team has started looking into all that and is reviewing the pros and cons of everything.
- Mixed comments about valet parking. One comment about benefits of on street parking focused on how parking is more important than valet because it drives activity which helps retail shops.

<b>DKS Associates</b> TRANSPORTATION SOLUTIONS		<b>Table 1</b> <b>Pros / Cons Matrix for Initial Strategies and Technical Issues</b> <b>K Street Vehicle Traffic Study</b>	
<b>Issue</b>	<b>Strategy</b>	<b>Pros</b>	<b>Cons</b>
<b>Adding Vehicle Traffic</b>	Open K Street from 8th to 12th Streets	Improves vehicle circulation Improves visibility of businesses Increases eyes on street and potentially improves safety	Potential conflicts with LRT Vehicle use may effect structural section life Consumes pedestrian space Unknown impacts to hollow sidewalks Vehicle/LRT mix could present CPUC issues
	Extend opening of K Street from 8th to 13th (1-way bet. 12th and 13th)	Improved vehicle circulation	Impacts existing pedestrian space
	Open 11th Street from J to L	Improved vehicle circulation	Introduces vehicle/LRT left turn conflicts Reduces pedestrian space in high use area near cathedral
<b>Parking</b>	Add public on-street parking spaces	Adds critical parking near businesses Improves parking convenience Creates buffer between motor vehicle/LRT zone Direct benefits to businesses that utilize valet parking	Potential impact to trees and tree wells Potential parking maneuver impacts to LRT Consumes pedestrian space Need to accommodate ADA parking
	Create valet pick up/drop off zones	Improves customer convenience Could be managed to off-peak times to limit impact to LRT	Could create potential queuing problems due to limited space
	Create freight loading zones	Convenience to business Benefits short term deliveries	Restricted space may limit utility Pavement impacts may be significant if opened to truck circulation
<b>Vehicle Restrictions</b>	Restriction of certain vehicles e.g. trucks/delivery vehicles	Extends pavement section life Limits potential truck/LRT conflicts	
	Vehicle restrictions by time of day – for example, during peak times (prior to 7 p.m. weekdays)	Eliminates LRT/vehicle impacts during peak LRT times Low cost Flexible operations meets peak business demand needs	Variable use restrictions has potential to confuse drivers
	Prohibiting right turn on red	Reduces possible pedestrian/vehicle conflicts	Impacts traffic operations Potential to impact LRT operations
	Red light/Speed/Track Blockage photo enforcement	Reinforces low speed/safer operation Low cost enforcement of critical vehicle code issues	Public perception
	Direct driveway access to K Street	Could benefit individual property owner	Impact to pedestrians Greater traffic impacts Driveway turning traffic impacts LRT

		<b>Table 1</b> <b>Pros / Cons Matrix for Initial Strategies and Technical Issues</b> <b>K Street Vehicle Traffic Study</b>	
Issue	Strategy	Pros	Cons
<b>Transit Operations</b>	Maintain existing LRT operations	Transit first concept preserves operational integrity for transit customers Traffic signal enhancements / modifications to accommodate vehicle traffic	Potential for delay from vehicle turning conflicts Reverse direction operation of LRT would be limited/eliminated
	Eliminate mini-high / add low platform operation	Ability to comply w/ MUTCD LRT signal requirements Reduce transit dwell time for LRT Improved customer service	Potential vehicles attempting to pass LRT stopped at stations Cost Vehicle fleet incompatibility
<b>Pedestrians</b>	Pedestrian crossings limited to corners	Safety Common urban pedestrian travel path and crossing location	Pedestrian movement restricted to sidewalks
	Pedestrian crossings free-flowing	Maintains existing pedestrian environment	Safety - creates an off-street parking lot-like environment for a public street Requires slow vehicle speeds
	ADA enhancements	Opportunity for compliance Improved crossing definition	
	Pedestrian signing	Opportunity for MUTCD compliance Potential for urban design - street names on sidewalk	
<b>Bicycles</b>	Regulation of Bicycles in K Street	Adoption of Ordinance in 2009 allows bikes on K Street Improves bicycle circulation	Potential conflicts with shared use of Vehicles/ LRT track/bicycles
	Separate Bike Lanes	Provides space for bicycles outside of LRT track	Potential impacts to LRT platforms Potential impacts to streetscape features
<b>Urban Design</b>	Edge Treatment Definition (see Section 5 and Table 2)	Better definition of pedestrian / vehicle environments (see Section 5 and Table 2)	Costs, potential drainage impacts, etc (see Section 5 and Table 2)
	Street lighting modifications	Improved pedestrian character Meet vehicle street requirements	Urban spaces needs Cost
	Enhancement of Trees/Landscape/Street furniture Pavement Treatment Renovation (Pavers, stamped concrete, other)	Improved pedestrian environment Extended pavement life Opportunity for streetscape integration	Possible impacts to current features Possible conflicts with parking/loading use Cost
	Gateway Treatments	Improved pedestrian and business environment Incorporates desired elements of future K Street Mall Streetscape project	
	Green street treatments	Improved water quality / sustainability	Lack of space / cost

<b>DKS Associates</b> <small>TRANSPORTATION SOLUTIONS</small>		<b>Table 1</b> <b>Pros / Cons Matrix for Initial Strategies and Technical Issues</b> <b>K Street Vehicle Traffic Study</b>	
Issue	Strategy	Pros	Cons
<b>Location</b>	8th Street to 10th Street - 2-way	Greater circulation exposure to currently closed blocks	Retains at least one left turn conflict with LRT Platforms, trees, etc. limits parking opportunities Right turn pedestrian conflicts could impact LRT operations Older pavement section (some degradation of paver stones near RT's double cross over) RT's double cross over presents potential bike and motor vehicle conflicts with track flanges
	10th Street to 12th Street - 2-way	Greater circulation near significant land uses	Retains at least one LT conflict with LRT Most cons from 8th-10th option
	8th Street to 12th Street - 2-way	Best circulation compared to other options. Eliminates issues that arise if reintroduction of cars onto K Street were phased.	Older pavement section (some degradation of paver stones near cross over) RT's double cross over presents potential bike and motor vehicle conflicts with track flanges)
<b>Operational</b>	One way	Reduce left turn/LRT conflicts LRT impacted only in one direction Provides full circulation	Reduced circulation benefit Access benefits diminished
	Two way	Perceived better by businesses Calmed street environment	Left turn/LRT conflict.
<b>Amenity Level</b>	Few/no amenities	Low risk/cost, Rapid implementation Allows testing of circulation benefits	Defers some benefits to later phases
	Include parking, loading areas (passenger/valet, freight)	Allows full test of street functional issues Could be incrementally phased Allows evaluation of parking benefit to businesses	Parking maneuvers with LRT could be a conflict Parking and time of day restrictions may take more time to implement
	Rebuild with all desired amenities	Initial project provides business/public complete picture of future ultimate project	High Cost/Risk More time to implement

DKS Associates TRANSPORTATION SOLUTIONS		Table 2 Experience of Other Communities with Pedestrian Malls Pedestrian Malls That Have Re-opened at least partially to vehicular traffic									
City	State	Name	Population	Year Built	Transit	Length	Reopened	Design	Comments		
Eugene	OR	City Center Mall	138,000	1971	no	7.5 blocks	1985	opened 2 blocks and approved opening rest	Opening resulted in reinvestment & opening of new businesses. Vacancy rate went from 25 to 6 percent in 4 years. Creating a pedestrian oriented street, but with auto access.		
Portland	OR	Portland Transit Mall	529,000	1977	buses	22 blocks	allows traffic	allows traffic on 1 lane for most of mall	Case study		
Santa Monica	CA	3rd St. Promenade	84,000	1965		3 blocks	1992	closed to cars 10-4	Number of businesses increased by 30%, property values doubled		
Tacoma	WA	Broadway Plaza	194,000	1976	no	2 blocks	1980		Case study, adding traffic an initial success, but anchor department stores left. Restaurants have increased but retail has increased little		
Vancouver	BC	Granville Mall	426,000	1974	buses	6 blocks	1988	opened 1 block in 1988	studying opening rest of pedestrian mall		
Ottawa	ON	Sparks St. Mall	365,000	1967	no	5 blocks	1999	one-way	Pedestrian only between 10-6		
Fresno	CA	Fulton Mall	428,000	1964	no	6 blocks	Struggling Ped Mall - reopening proposed		Case study. Plan proposed to reopen mall to 2-way traffic		
Toronto	ON	Yonge Street	2,503,281		trolley		yes		"going great"		
Little Rock	AR	Main Street	183,000	1977	no	6 blocks	1991	opened 5 of 6 blocks	Businesses have returned but still high vacancy		
Chicago	IL	State St.	2,900,000	1979	buses	9 blocks	1996		"thriving again" - has brought vitality "positively transformed the pedestrian experience"		
Louisville	KY	4th St.	256,000	1973	trolley	8 blocks	2000	opened 5 blocks one-way traffic	Vacancy rate decreased from 80% to 50%. Increase in property values.		
Vicksburg	MS	Main Street	26,000	1970		2 blocks	1980	opened 2 blocks	sales increased and property values increased significantly		
Wilmington	DE	Market St. Mall	73,000			4 blocks	1990		mixed success with restoring traffic		
Denver	CO	16th St. Mall	554,000	1982	electric buses	13 blocks	Successful Ped. Mall - closed to traffic		highest rents at mall/116,000 office workers within 2 blocks & tourists		
Boulder	CO	Pearl St.	95,000	1977		4 blocks	Successful Ped. Mall - closed to traffic		very successful - relies on govt. offices & universities		
Minneapolis	MN	Nicollet Mall	383,000	1967	buses	14 blocks	Successful Ped. Mall - closed to traffic	2-way	160,000 workers within 2 blocks; walking distance of mall		

K STREET VEHICULAR STUDY  
DRAFT CONCEPTUAL COST ESTIMATE SUMMARY

MINIMUM PILOT PROJECT (8th to 12th Street Improvements with Minimum Pilot Project Elements)			
8th to 9th Street	9th to 10th Street	10th to 11th Street	11th to 12th Street
\$672,471	\$631,151	\$697,253	\$688,373
8th to 10th Street			10th to 12th Street
\$1,303,622			\$1,385,626
<b>8th to 12th Street Total Project</b>			
\$2,689,000			

ENHANCED PILOT PROJECT (8th to 12th Street Minimum Pilot Project Improvements with Optional Elements)			
8th to 9th Street	9th to 10th Street	10th to 11th Street	11th to 12th Street
\$781,632	\$803,141	\$833,090	\$830,265
8th to 10th Street			10th to 12th Street
\$1,584,773			\$1,663,355
<b>8th to 12th Street Total Project</b>			
\$3,248,000			

ASSUMPTIONS:

- 1) See Draft Conceptual Estimate spreadsheet for cost breakdown
- 2) Includes 25% Contingency, 15% Design, 5% Oversight, 10% Construction Management, 5% Mobilization, 2.5% Environmental, 2.5% Public Outreach

**Attachment 3**

**Photographs – Sample Edge Treatments**



Santana Row Photo #1



Santana Row Photo #2



New York City Photo #1



New York City Photo #2



New York City Photo #3

**RESOLUTION NO.**

Adopted by the Sacramento City Council

**TRANSFER OF FUNDS AND EXECUTION OF A SUPPLEMENTAL AGREEMENT  
FOR THE PRELIMINARY DESIGN PHASE FOR RE-INTRODUCING VEHICULAR  
TRAFFIC TO THE K STREET MALL (T15095300)**

**BACKGROUND**

- A. The City desires to enhance the economic vitality of K Street.
- B. On June 2, 2009 City Council approved an Agreement with DKS Associates to conduct an evaluation of reintroducing vehicular traffic to K Street.
- C. The evaluation determined that it was feasible to reintroduce vehicular traffic to K Street and that there were operational benefits of returning cars to K Street from 8<sup>th</sup> to 12<sup>th</sup> streets.
- D. A Capital Improvement Project (T15095300) was previously established for the Study of Vehicular Traffic Options on K Street.
- E. Local transportation funding in the amount of \$1,941,200 is available in the FY07, FY08 and FY09 Economic Development Projects (T15076000, T15086000 and T15096000), \$800,000 in Central City Two Way Conversion Project (T15008001) for the design and construction phase of vehicular traffic options on the K Street Mall.
- F. City Council wishes to proceed with the 35% design and environmental documentation for returning vehicular traffic to K Street from 8<sup>th</sup> to 12<sup>th</sup> streets.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL  
RESOLVES AS FOLLOWS:**

- Section 1. The FY09/10 Capital Improvement Program is amended by transferring \$616,200 from the FY07 Economic Development Project (T15076000), \$800,000 from the FY08 Economic Development Project (T15086000), \$525,000 from the FY09 Economic Development Project (T15096000), and \$800,000 from the Central City Two Way Conversion Project (T15008001) to the Phase II of Vehicular Traffic Options on the K Street Mall (T15095300).
- Section 2. The Interim City Manager is authorized to execute Supplemental Agreement No. 1 to the existing DKS Associates Consultant Services

Agreement for Vehicular Traffic Options Study on the K Street Mall (T15095300) (Agreement 2009-0476) to provide thirty five percent (35%) preliminary engineering design plans and environmental review in an amount not to exceed \$150,459, and the City Manager's Supplemental Agreement authority is reset.