



# City of Emeryville Pedestrian and Bicycle Plan

Adopted: May 15, 2012

PART 1: PURPOSE, VISION AND EXISTING CONDITIONS

May 2012

PREPARED BY:  
Alta Planning + Design  
IN ASSOCIATION WITH:  
Fehr & Peers



FEHR & PEERS



# Part 1: Purpose, Vision and Existing Conditions

Part 1 of this Plan sets the background for the improvements recommended in Part 2 of the Plan. Part 1 outlines the importance of walking and bicycling, describes the City's ongoing efforts to support walking and bicycling, and sets a vision, goals and policies to guide the City's future actions. It also summarizes the current conditions for walking and bicycling in Emeryville, including physical conditions, collision statistics, the number of people walking and bicycling, and the community's opinions, needs, and desires related to walking and bicycling.

Part 1 consists of the following chapters:

## **Chapter 1: Introduction**

This chapter describes the purpose of the Plan, summarizes the numerous benefits of walking and bicycling, describes the process of developing the Plan, and provides an outline of the Plan's organization.

## **Chapter 2: Vision, Goals, and Policies**

This chapter sets forth a vision of the City of Emeryville that expresses what walking and bicycling will be like in the City upon implementation of the programs and projects recommended in this Plan. The chapter includes goals and supporting policies that describe ways in which the City can realize the Plan's vision. Action items supporting these policies are listed in Part 2 of the plan, in Chapter 8.

## **Chapter 3: Existing Conditions and Needs Analysis**

This chapter describes physical opportunities and barriers to walking and bicycling in the city, summarizes travel patterns for Emeryville's residents and workers, analyzes the past five years of pedestrian and bicyclist related collisions, and describes the key findings of the extensive outreach process that was undertaken during the development of this Plan.

*This page intentionally left blank.*

# 1. Introduction

Walking and bicycling are enjoyable, energizing, environmentally friendly, and low-cost forms of transportation. In a dense, urban community like Emeryville, walking and bicycling are often the quickest and most efficient ways to travel between destinations.

Since the late nineties, the City of Emeryville has been committed to improving transportation choices by developing the pedestrian and bicycle infrastructure, as recommended in the City’s 1998 *Bicycle and Pedestrian Plan*, encouraging mixed use development, and engaging with the community to address concerns related to walking and biking. The City has a growing network of sidewalks, parks and open spaces, and an evolving network of bikeways. Emeryville is also in the process of designing and constructing major pedestrian and bicycle projects, which will significantly improve connectivity and enhance walking and bicycling.



*Emeryville has a good network of sidewalks, particularly in areas of newer development.*

This updated *Pedestrian and Bicycle Plan* (Plan) continues the City’s work and leverages previous investments by taking stock of current conditions and identifying opportunities for improvements. This Plan sets forth a vision for an Emeryville where walking and biking are integral to daily life.

Emeryville has invested significantly in infill developments, resulting in large employers and major retail centers in a dense urban environment that can support walking and bicycling. The city’s location, small size (1.2 square miles), development patterns, and access to local and regional transit, support both in-town and inter-jurisdictional bicycling and walking.

Emeryville has further potential to encourage residents and visitors to walk and bicycle to and through the city for work, shopping, and recreational trips. Bicycle commuters from other communities and visitors traveling on the Bay Trail may stop in Emeryville to shop, eat, or play. As the East Bay’s portal to the Bay Bridge into San Francisco, Emeryville will be the bicyclist gateway to San Francisco once the Bay Bridge bicycle path is completed.

## 1.1. Purpose of Plan

This Plan provides a blueprint for improving pedestrian and bicycle infrastructure and programs in Emeryville over the next ten years. The document complements the *Emeryville General Plan* (2009) and guides the implementation of *General Plan* policies that support walking and bicycling. The improvements recommended in this Plan will ultimately be implemented through the City’s Capital Improvement Program (CIP).

## 1.2. Benefits of Walking and Bicycling

Walking and biking help address increasing traffic congestion and deteriorating air quality, and improve public health.

Supporting walking and bicycling makes environmental sense. When Emeryville residents or visitors choose to walk or bicycle the number of cars on the road is reduced, congestion is alleviated, and greenhouse gas emissions are reduced.

Supporting walking and bicycling makes economic sense. The average cost of owning and operating a new car is almost \$8,000 per year.<sup>5</sup> Pedestrian and bicycle infrastructure provides transportation choices to those who cannot or do not drive, such as people with disabilities, youth, seniors, and people with limited incomes. Families that can replace some of their driving trips with walking or bicycling trips spend a lower proportion of their income on transportation, compared to households that rely on cars, freeing additional income for local goods and services.<sup>6</sup> In addition, patrons who walk and bike to local stores have been found to spend more money at local businesses than patrons who drive.<sup>7</sup>

Supporting walking and bicycling makes public health sense. Replacing one daily car trip with a walking or biking trip can help Emeryville residents, workers or visitors get the recommended 150 minutes of weekly physical activity, and reduce their risk of obesity, cardiovascular disease, diabetes, cancer, and osteoporosis.<sup>8,9</sup> The health benefit of bicycling for exercise can reduce the cost of employer spending on health care by as much as \$500 a year (by decreased sick leave and compensation), which provides a financial incentive to businesses that provide health coverage to their employees.<sup>10</sup>

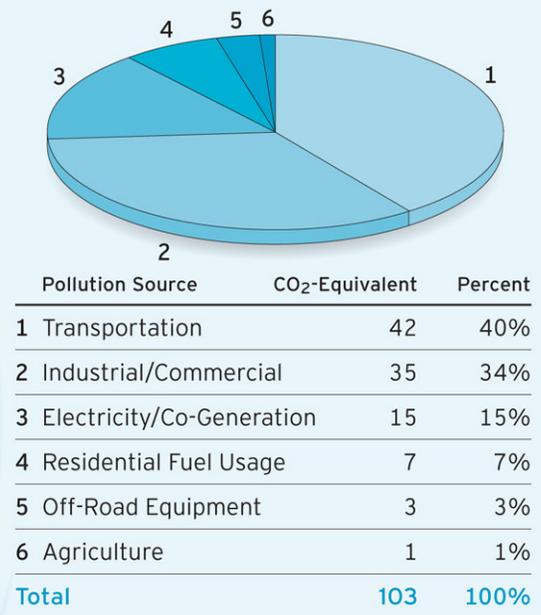
### Can Walking and Bicycling Improve Air Quality?

The San Francisco Bay Area has adopted challenging but critical greenhouse gas emissions targets: 7 percent per capita reduction by 2020 and 15 percent per capita reduction by 2035. Walking and bicycling can help realize these goals by replacing short trips and trips to transit.

Most trips in the Bay Area are short; according to the Bay Area Air Quality Management District (BAAQMD), 40 percent of trips are two miles or less. Pollution doesn't increase directly with trip length; a one-mile trip emits up to 70 percent as much pollution as a 10-mile excursion due to cold starts (i.e., when a car hasn't been driven in a few hours and the engine is cool).

BAAQMD estimates that 75 percent of air pollution emissions in the Bay Area are from mobile sources, particularly cars and light duty trucks. Reducing reliance on motor vehicles, particularly for short trips, can significantly reduce greenhouse gas emissions.

#### CO<sub>2</sub>-Equivalent Emissions in the Bay Area, by Major Categories



Source: BAAQMD, 2007 Source Inventory of Greenhouse Gas Emissions  
Emissions in million metric tons/year; data is for 2007

<sup>5</sup> *Livable Places*. (No Date). *The Cost of Car Ownership*. <http://www.livableplaces.org/policy/carownership.html>

<sup>6</sup> Center for Neighborhood Technology. (2005). *Driven to Spend: Pumping Dollars out of Our Households and Communities*.

<sup>7</sup> *The Clean Air Partnership*. (2009). *Bike Lanes, On-Street Parking and Business: A Study of Bloor Street in Toronto's Annex Neighborhood*.

<sup>8</sup> Centers for Disease Control and Prevention, *How much daily physical activity do you need?* <http://www.cdc.gov/physicalactivity/everyone/guidelines/index.html> accessed August 2, 2011.

<sup>9</sup> U.S. Department of Health and Human Services. *Surgeon General's Vision for a Healthy and Fit Nation*. 2010.

<sup>10</sup> Feifei, W., McDonald, T., Champagne, L.J., and Edington, D.W. (2004). *Relationship of Body Mass Index and Physical Activity to Health Care Costs Among Employees*. *Journal of Occupational and Environmental Medicine*. 46(5):428-436

### 1.3. History of Bicycle and Pedestrian Planning in Emeryville

The City adopted its first *Bicycle and Pedestrian Plan* in 1998 and has since constructed many of the recommended facilities. The pedestrian and bicycle projects identified in the 1998 plan were reevaluated and incorporated into the *Emeryville General Plan*. The status of the projects in the 1998 Bicycle and Pedestrian Plan is summarized in **Appendix F**.

The *General Plan* provides the framework for the projects and programs described in **Chapters 4 through 7**. This Plan adds detail to the *General Plan* projects by designating specific facility type classifications for bikeways and by identifying specific sidewalk and crossing treatments within the *General Plan*'s pedestrian priority zones. The recommended projects include some projects not identified in the *General Plan* and exclude or modify others.

Several other plans are closely related to this Plan. Components of these plans have been incorporated into the improvement strategy contained in **Part 2** as follows:

- The City's *Capital Improvement Program* (CIP) lists specific infrastructure projects that the City will pursue over a five-year timeframe. All pedestrian and bicycle projects identified in the 2006-2011 CIP have been incorporated into this Plan. New projects identified here will need to be incorporated into future CIPs for implementation. **Chapter 8, Funding and Implementation**, discusses project implementation in more detail.
- In 2010, the City completed an *Americans with Disabilities (ADA) Self Survey* identifying locations in the public rights-of-way that do not meet the Americans with Disabilities Act (ADA). The survey considers midblock locations, intersections, and pedestrian signals, and it establishes priorities for improvements. The issues identified in the Survey are currently being incorporated into an *ADA Transition Plan*, which will guide the planning and implementation of program, facility, and sidewalk modifications to meet ADA standards. This Plan incorporates ADA-related improvements into the recommendations, but defers to the *Self Survey* and the *ADA Transition Plan* for a comprehensive list of ADA-related right-of-way improvements.
- The *Powell Street Urban Design Plan* presents conceptual streetscape designs for Powell Street from Frontage Road to Christie Avenue, one of the most challenging locations in the city for pedestrians and bicyclists. The improvements would be implemented in phases. This Plan incorporates the pedestrian and bicycle-related improvements put forth in the *Powell Street Urban Design Plan*.
- **County and Regional Plans:** Recommendations from several county and regional plans have been incorporated into this plan: the *Alameda Countywide Strategic Pedestrian Plan* (2006), the *Alameda Countywide Bicycle Plan* (2006), and the *Metropolitan Transportation Commission Regional Bicycle Plan for the San Francisco Bay Area* (2009).



*Proposed pedestrian pathway along Powell Street.  
Source: Powell Street Urban Design Plan*

## 1 Introduction

The City is also developing a *Sustainable Transportation Plan* and updating the *Traffic Facilities Impact Fee*.

### 1.4. Summary of Public Outreach

Public outreach was essential to developing this Plan. Emeryville's citizen-based Bicycle and Pedestrian Advisory Committee (BPAC) closely guided the Plan's development, through monthly meetings which were open to the public. In addition, the broader community was invited to participate through several outlets, which were publicized through postcards sent to every resident, property owner, and business in the City.

Components of the public outreach included:

- **Website** to keep the Emeryville community informed at every stage of Plan development and to invite comments.
- **Survey.** Nearly 120 community members responded to a walking and bicycling survey.
- **Tours.** The City hosted one walking and one biking tour with City staff, elected officials, and interested community members.
- **Outreach to Students.** The City led classroom discussions with 6<sup>th</sup> through 9<sup>th</sup> grade students at Emery Secondary School to consider walking and biking issues and to identify potential improvements that would benefit students' travel to and from school.
- **Community Workshops.** The City publicized and held two citywide public workshops to provide additional opportunity for comment.



*Postcards announcing public outreach events and resources were sent to every resident, property owner and business in Emeryville.*

Insights and recommendations from outreach have informed all aspects of the Plan. Findings from these efforts are summarized at the end of Chapter 3.

### 1.5. Who is This Plan For?

This Plan is for people of all ages that walk or bicycle in Emeryville and anyone interested in the City's efforts to make these modes safer and more enjoyable. Community members may be most interested in **Chapters 4 through 7**, which describe improvement projects and programmatic recommendations.

Developers and designers of private property will also be interested in **Chapters 4 through 7**, and Priority Project Sheets in **Chapter 8**, to identify projects that may be required as a condition of development, and **Appendices A and B**, which provide resources for the design of pedestrian and bicycle infrastructure.

The Emeryville City Council and committee members will be interested in the recommendations contained in **Chapters 4 through 7**, as well as the prioritization and phasing also included in **Chapter 4**, and the funding and implementation plan described in **Chapter 8**.

City staff, who are ultimately responsible for the Plan's implementation will be most interested in **Chapters 4 through 8** and **Appendices A and B**.

## 1.6. Plan Organization

This Plan is divided into two parts. Part 1, Purpose, Vision, and Existing Conditions, sets the background for the recommendations contained in Part 2: Implementation Strategy.

Part 1 consists of the following chapters:

- **Chapter 1, Introduction**, describes the purpose of this Plan, the history of pedestrian and bicycle planning in the City of Emeryville, and describes the overall structure of this Plan.
- **Chapter 2, Vision, Goals, and Policies**, describes the future vision for walking and bicycling in Emeryville and supportive goals and specific policies that the City will take to meet this vision.
- **Chapter 3, Existing Conditions**, describes existing pedestrian and bicycle infrastructure; summarizes transit counts and travel patterns; presents a historical analysis of pedestrian and bicycle-related collisions; and identifies gaps in pedestrian and bicycle infrastructure. Chapter 3 also includes a summary of the results of the public outreach program, documenting insights, concerns, and suggestions provided by community members.

Part 2 consists of the following chapters:

- **Chapter 4, Pedestrian and Bicycle Programs**, describes programmatic improvements, such as education and enforcement programs, that are essential to increasing the desirability and safety of walking and biking.
- **Chapter 5: Citywide Improvements**, describes citywide infrastructure projects that should be implemented throughout the city to improve pedestrian and bicycle travel.
- **Chapter 6: Bicycle Boulevards**, describes the City's policy for designating, constructing, and monitoring bicycle boulevards. It includes infrastructure improvements that will enhance the City's bicycle boulevard network.
- **Chapter 7: Site-Specific Projects**, describes specific infrastructure projects that are needed to make it safer and more convenient to walk and bike in Emeryville. The chapter includes maps of projects and a prioritized list of recommendations, including cost estimates for individual projects.
- **Chapter 8 Funding and Implementation**, presents a discussion of the tools for implementing the plan including a funding strategy, phasing and grouping of projects, and an action plan to help the City achieve this Plan's goals.

This Plan is supported by the following appendices that provide information for implementing the recommendations enumerated in the Plan:

- **Appendix A, Resources for the Design of Pedestrian Facilities**, provides guidelines for streets, sidewalks and intersection crossing treatments. The appendix also suggests a design review and implementation checklist for providing pedestrian facilities.
- **Appendix B, Resources for the Design of Bicycle Facilities**, outlines design standards and best practices for bicycle facilities, including on-street bikeways, intersections, innovative facilities, and

## 1 Introduction

bicycle parking. The appendix also suggests a design review and implementation checklist for providing bicycle facilities.

- **Appendix C, Bicycle Boulevard Treatments**, provides the bicycle boulevard best practice research and recommendations for Emeryville's bicycle boulevard network.
- **Appendix D, BTA Compliance**, outlines the information required for the Caltrans Bicycle Transportation Account for funding eligibility.
- **Appendix E, Consistency with the General Plan**, summarizes how this Plan's recommendations differ from the recommendations presented in the Emeryville General Plan.
- **Appendix F, Status of Bikeways from 1998 Plan**, summarizes the implementation status of bikeways recommended for the 1998 Bicycle Plan.