

EMERYVILLE PLANNING COMMISSION

STAFF REPORT

Agenda Date: June 25, 2020

Report Date: June 18, 2020

TO: Emeryville Planning Commission

FROM: Community Development Department
Diana Keena, Associate Planner

SUBJECT: **Study Session – Pedestrian and Bicycle Plan Scope of Work (STUDY20-001)**

PROJECT DESCRIPTION: Scope of work for request for proposals for a consulting team to prepare the next Pedestrian and Bicycle Plan

BACKGROUND:

State funding regulations require bicycle and pedestrian plans to be updated every ten years. Emeryville's Pedestrian and Bicycle Plan was adopted on May 15, 2012. Therefore, Emeryville must adopt its next Pedestrian and Bicycle Plan by May 15, 2022. On June 1, 2020, the Bicycle/Pedestrian Committee (BPAC) reviewed a draft scope of work for a request for proposals (RFP) for a consulting team to prepare the next plan.

DISCUSSION:

The attached draft scope of work (Exhibit A) is based on the draft Alameda County Transportation Commission (ACTC) Local Bicycle and Pedestrian Master Plan Guidelines (which ACTC staff says is essentially what the final guidelines will be), the scope of work in the Request for Proposals for Emeryville's 2012 Pedestrian and Bicycle Plan, BPAC's 2017 Wish List, and requests from BPAC's 2018-2019 minutes. The scope calls for a planning process with many groups participating, pedestrian and bicycle networks and programs for all ages, and addressing bicycle parking, wayfinding, safe routes to school, transit access, maintenance, and the needs of disadvantaged and underserved people. The draft scope of work includes details about the outreach process, existing conditions report, recommended networks, policies, programs, costs, priority setting, implementation, funding, and deliverables.

Comments from the Bicycle and Pedestrian Advisory Committee

The committee made the following recommendations, which have been incorporated into the attached draft scope of work:

- Reference to the Design Guidelines (is in list of documents to review)
- A "quick-build" option for future projects when problems or opportunities arise
- Emphasis on connected bicycle and pedestrian networks closing disconnection points

Planning Commission Staff Report
Pedestrian and Bicycle Plan Scope of Work Study Session (STUDY20-001)
June 25, 2020
Page 2 of 2

- Transit access
- Sense of safety, inviting bikeways and pedestrian ways
- Ways to make curb areas inviting spaces for people who are walking or biking
- Shared mobility including bicycles and scooters
- Pedestrian amenities including rest rooms and water fountains
- Wayfinding using color paint on pavement

The City Council is scheduled to review the draft scope of work on July 7, 2020. Staff will summarize the Commission's comments at the City Council meeting. The RFP will be issued following the City Council's review of the draft scope of work.

RECOMMENDATION:

After hearing the staff presentation and public comments, staff requests that the Planning Commission provide comments on the draft scope of work for the Pedestrian and Bicycle Plan.

Attachment:

Exhibit A - Draft Scope of Work for Pedestrian and Bicycle Plan

Pedestrian and Bicycle Plan - Draft Scope of Work

The consultant will conduct a planning process in which many groups and individuals participate in devising a plan to provide connected, inviting pedestrian and bicycle networks and programs that improve safety and sense of safety for all ages and abilities. The plan will address bicycle parking, wayfinding, safe routes to school, transit access, pedestrian amenities, inviting on-street spaces, shared mobility, maintenance, and the needs of disadvantaged and underserved people. The process will include three rounds of wide public involvement and City review: one refining existing conditions information and developing the purpose, vision, and goals; one refining networks, programs, and cost estimates, funding strategies, and implementation steps; and one refining and adopting the final plan.

Project Timeline and Invoicing

The consultant will work with City staff to develop a project delivery timeline that accounts for public participation and feedback. Invoices will include a table of tasks, budget allotted, budget used, percent of task budget used, and percent of task completed.

Outreach and Review

The consultant will draft a strategy for involving a wide range of participants in and near Emeryville, including disadvantaged and underserved people, seniors, families with children, people with disabilities, park users, residents, workers, employers, property owners and managers, transit riders and providers, walkers, cyclists, shared-mobility providers, transportation network companies, delivery companies, schools, adjacent cities, transportation and air quality agencies, and City bodies including the Commission on Aging, the Parks and Recreation Committee, the Bicycle/Pedestrian Advisory Committee, the Public Works and Transportation Committees, the Planning Commission, and the City Council. The strategy should include participation activities and publicity. Participation activities should include stakeholder interviews, focus groups, attending meetings of existing groups, online and intercept surveys, attending community events, meetings in the neighborhoods, community meetings, study sessions, and public hearings. Publicity could include post cards, flyers, webpage, social media posts, and email. The consultant will conduct two rounds of outreach and review. The first round will present the existing conditions report and ascertain participants' travel modes and trip types as well as desires and unmet needs. The second round will present the draft plan and draft environmental documents (CEQA and NEPA) and obtain comments on the draft plan and environmental documents.

Existing Conditions Research and Analysis

The consultant will review the documents listed in Attachment A, Background Documents for Emeryville Pedestrian and Bicycle Plan.

The consultant will map and describe the following existing conditions:

- Pedestrian and bicycle collisions, injuries and fatalities (number and percentage of total collisions), referring to ACTC's High Injury Network and updating with recent data

- Existing and proposed land uses and activity centers including residential and mixed-use neighborhoods, schools, shopping centers and districts, public buildings, and job centers
- Transit facilities including transit hubs and bus stops, with amenities including benches, shelters, bicycle parking, trash bins, lighting, and landscaping
- Pedestrian facilities including sidewalks, crosswalks, signals, ramps, curb extensions, refuge islands, benches, lighting, landscaping, and pedestrian-only paths
- Bicycle facilities including bike lanes, bike boulevards, protected bike lanes, pedestrian-bicycle paths, traffic calming, bike racks, bike lockers, and bike share stations
- Gap analysis, identifying disconnects in the bicycle and pedestrian networks
- Conditions of the facilities including state of repair, infrastructure blocking or narrowing the path of travel, types of crosswalks, and locations of ramps relative to crosswalks
- Intersection controls
- Green infrastructure and trees using existing City data for trees
- Signs, including signs for bike ways, paths, way finding, traffic warnings, and bicycle prohibitions
- Barriers such as freeways, railroad tracks, arterial streets, and water bodies, including along routes to transit, neighboring cities, and regional trails
- Demographic analysis – age, sex, income, race, ethnicity, languages, and access to autos, and interpretation relative to bicycle and pedestrian needs
- Disadvantaged and underserved neighborhoods in and near Emeryville, and safety and connectivity issues in those areas
- Pedestrian, bicycle, and automobile traffic counts
- Safety, education, encouragement, enforcement, and maintenance programs

Recommended Network

The consultant will map and describe proposed complete, connected, inviting pedestrian and bicycle networks that improve safety and sense of safety for all ages and abilities, including compliance with the Americans with Disabilities Act, accommodation of family bicycles, signal accommodation of slower walkers, transit access and amenities, wayfinding using signs and colors on pavement, and connectivity and safety in disadvantaged and underserved neighborhoods.

The recommendations will include facility locations, routes, types, and classes, and guidelines for sidewalk elements, pedestrian amenities including restrooms and water fountains, street crossings, traffic calming, signs, curb extensions and refuge islands. The consultant will recommend guidelines for the City to use for wayfinding, path sections, and facility geometry, striping and traffic control.

The recommendations will include the following:

- Pedestrian facilities including sidewalks, infrastructure relocations, crosswalks, signal changes, ramps, curb extensions, refuge islands, landscaping, new paths, and path improvements
- Bicycle facilities including bike lanes, protected bike lanes, bicycle boulevards, paths, traffic calming, bike racks, and bike lockers
- Signs for wayfinding, bike boulevards, paths, traffic warnings, and bicycle prohibitions on pedestrian-only paths
- Ways to overcome barriers and close gaps in the network

- Use of curb areas to create inviting spaces for people who are walking or cycling
- Green infrastructure and trees for stormwater treatment, carbon sequestration, and heat mitigation

The consultant will address requests from the and Bicycle/Pedestrian Advisory Committee as expressed in the Attachment B, BPAC Wishlist (2017); Attachment C, Summary of Requests in Emeryville BPAC 2018-2019 Minutes; and discussions during the Pedestrian and Bicycle Plan process. The consultant can address each request by including it in the plan, developing a better way of addressing BPAC’s underlying concern, or explaining why the request is infeasible or undesirable.

Recommended Policies and Programs

The consultant will propose the following policies and programs or improvements to existing efforts:

- Bicycle parking requirements for new development and public locations
- Shared mobility policies for devices such as bicycles and scooters
- Safety, education, encouragement, enforcement, and maintenance programs
- A Safe Routes to School program coordinating with the County program
- Data collection and reporting including traffic counts and collision and injury data
- Public participation process for the detailed design of major capital projects, including ways to involve people from disadvantaged and underserved neighborhoods
- “Quick-build” policy for future projects to respond to problems or take advantage of funding opportunities and enact any necessary plan amendments as soon thereafter as practicable
- Policy for temporary pop-up or tactical urbanism projects as part of the project design process for specific projects

The maintenance program will describe how the City will maintain smooth pavement, ADA sidewalk compliance, vegetation clearance, street sweeping, traffic control, striping and pavement markings, and lighting.

Costs, Priorities, Implementation, and Funding

The consultant will develop a list of capital projects, with locations, right-of-way issues, and life cycle cost of infrastructure - capital cost estimates, annual maintenance cost estimates, and estimates of staff time to manage the projects. Then the consultant will lead a process to set project priorities. The consultant will also develop a list of programs and program improvements, with cost estimates and estimates of staff time needed to set up and manage the programs and program changes. Then the consultant will lead a process to prioritize those changes. After priorities are set, in conjunction with staff, the consultant will develop implementation timelines for capital improvements and program changes.

The consultant will recommend funding sources and strategies for all identified capital and program costs.

The consultant will prepare three grant applications for capital projects.

Plan Preparation and Environmental Analysis

The consultant will prepare an administrative and public review draft plan incorporating and updating the previously prepared documents and responding to the second round of outreach and review. The consultant will complete CEQA and NEPA review of the draft plan. Following the second round of public participation and review, the consultant will prepare an administrative and public review final plan and CEQA and NEPA documents, responding to comments from review of the draft plan and environmental documents. The draft and final plan will include tables of contents.

Deliverables

The work outlined above will be expressed in the following deliverables, each with an administrative and public review draft:

- Project Timeline
- Outreach Strategy Memorandum
- Existing Conditions Memorandum
- First Round Outreach Results Memorandum
- Pedestrian and Bicycle Networks Memorandum
- Policies and Programs Memorandum
- Lists of Projects and Programs with Cost Estimates and Priorities
- Funding Sources and Strategies Memorandum
- Second Round Outreach Results Memorandum
- Draft Plan
- CEQA and NEPA Analysis
- Final Plan

Documents will include photos, graphs, charts, maps, and sketches as needed to convey information and make documents attractive and useful for the general public.

Attachment A.

Background Documents for Emeryville Pedestrian and Bicycle Plan

*Relevant sections summarized by the City in a document to be provided to the consultant

Emeryville:

- *Pedestrian and Bicycle Plan 2012
- *Pedestrian and Bicycle Plan Status Update 2017
- *General Plan 2010
- *General Plan Annual Progress Report 2019
- *Capital Improvement Program 2019
- *Bicycle/Pedestrian Advisory Committee Wish List 2017
- Summary of items from BPAC minutes 2018-19
- *Age-Friendly Initiative Community Concerns 2019
- Design Guidelines 2010 Amended 2015
- Major Development Projects List 2020
- Powell Street Study 2020
- Bicycle Parking Section of Planning Regulations 2005

Berkeley:

- *Bicycle Plan 2017
- *Pedestrian Plan to be released in 2020

Oakland

- *Let's Bike Oakland 2018
- *Oakland Walks 2017

Alameda County Transportation Commission (ACTC):

- *Countywide Multimodal Arterial Plan 2016
- Active Transportation Plan 2020
- Local Bicycle and Pedestrian Master Plan Guidelines 2019

Metropolitan Transportation Commission (MTC):

- Plan Bay Area: Regional Transportation Plan and Sustainable Communities Strategy
Adopted 2013-2040 or Draft 2021-2050

Bay Area Air Quality Management District:

- *Clean Air Plan 2017

Caltrans:

- *Bicycle Transportation Account Guidelines
- *Transportation Plan 2040 2016
- *Toward an Active California PBP 2017
- *District 4 Bike Plan 2018

**Attachment B.
BPAC Wishlist (2017)**

High Priority

1. Protected bike lanes full length of San Pablo
2. Bike lanes on Hollis St.
3. Protected bike lanes on length of Powell
4. Buffered bike lanes from MacArthur to Adeline
5. No Right turn on red@ I-80 off ramp
6. Change pedestrian signal (for westbound pedestrians on north side of Powell St.) at on-ramp to I-80 to come on only when westbound cars can't turn right- when all directions have a red light
7. Study: How to make all red-scramble Powell/Christie
8. Eliminate one right turn lane/arrow on Christie southbound and Powell eastbound
9. Northwest corner Christie/Powell (southbound Christie onto westbound Powell St.) turn radius squared up slow turning vehicles
10. Enhance bike visibility under I-80 freeway at Powell St. [How?]
11. Modify 45th/Horton intersection to improve visibility of bicyclists for left-turning vehicles, southbound from 45th onto Horton
12. Modify intersections on Doyle St. from 64th to 59th St. to calm traffic and reduce conflicts
13. Lit crosswalk @ Adeline and 47th St.
14. Make intersection of Doyle St & Ocean Ave to be safer for cyclists
15. Install stop sign on 59th @ Beaudry
16. Reduce foliage that blocks drivers' view of peds and cyclists at intersections
17. Lower speed limits 18 bike boulevard - County Congestion Management Network
18. Lower speed limits 18 bike boulevard 25 all else - Non-Transit Streets and Streets not in County Congestion Management Network
19. Protected bike lanes on 40th St.
20. Lit crosswalks generally
21. Add a mid-block crossing on Shellmound St., south of Powell St. across from Four Points Sheraton at F-bus stop
22. Make Target entrance on 40th @ Hubbard safer for cyclists in bike lane on south side of 40th at driveway
23. 18 mph posted speed limit on bike facilities - Non-Transit Streets and streets not in County Congestion Management Network
24. 25 all else - Streets Not in County Congestion Management Network
25. Remove parking, or prohibit tall opaque vehicles near intersections where line-of-sight is blocked
26. Install flexible bollards on 40th St. bridge for bike lane separation
27. Sidewalk on both sides of Hubbard, between Park Ave. and 40th St.
28. 59th St. Community Garden, continuous Greenway connection from north to south side of 59th St., west of Garden

Medium Priority

1. Protected bike lanes on Christie from Powell to 65th St.
2. Ped path along I-80 behind Denny's to 65th St. - gates must be opened
3. Lit crosswalk @ Adeline and 47th St.
4. Make intersection of Doyle St & Ocean Ave to be safer for cyclists
5. Install stop sign on 59th @ Beaudry
6. 18 mph posted speed limit on bike facilities - Transit Streets and County Congestion Management Network
7. Examine all driveway entrances to commercial locations on bicycle boulevards. or lanes
8. Peabody Lane, between Vallejo and Vallejo, south of 65th St. sidewalks needed (fix gap); pedestrian safety
9. Sidewalk ramps on 40th St. on both sides of Bridgecourt office entrance

Attachment C.

Summary of Requests in Emeryville BPAC 2018-2019 Minutes:

broad topics that could be considered in Pedestrian and Bicycle Plan update

City-wide:

Coordinate with adjacent cities

Bike parking regulations

Bike racks on buses – still too high on Emery Go-Round buses?

Bike share stations

Vision Zero

Designing for all ages and abilities - NACTO has design guidelines addendum

Safe pedestrian access to bus stops

Bike theft

Construction policies – done?

Specific locations:

Closing Doyle Street at Doyle Hollis Park and perhaps other streets as well

Powell ped bridge – wayfinding and railings

Ashby Interchange – ped-bike bridge and overlook

Powell St from I-80 to Hollis St – Safe TREC study, ideas in several meeting minutes

Hollis/Powell raise crosswalk, eliminate slip lane – done with Peladeau Park?

AC Transit I-80 on-ramp access from Powell St

Future ped bike bridge from Shellmound St to Bay Trail north of Powell St

Spur Alley – way finding

Flashing beacon crosswalk at F bus stop on Shellmound St

Link from Park Ave on Halleck to Mandela Parkway, Oakland, and West Oakland BART

Bike parking corral at eateries on Shellmound St at Public Market

Stanford/Horton intersection – clarified when Peladeau park was built?

Council priorities:

Railroad quiet zones,

South Bayfront Bridge,

San Pablo Avenue,

Mid-block crossing at Yerba Buena,

Shellmound/Powell,

Target and Mandela access,

Bridge from Bay Trail over freeway at Crescent Marsh to Bay St

Other plans:

Oakland and Berkeley pedestrian and bicycle plans

Alameda County Transportation Commission Countywide Transportation Plan

Alameda County Transportation Commission San Pablo Avenue Corridor Study

Caltrans District 4 Bicycle Plan

Data:

Counts, collisions, Police observations, See Click Fix data