



City of Emeryville

CALIFORNIA

MEMORANDUM

DATE: July 9, 2019

TO: Christine Daniel, City Manager

FROM: Charles S. Bryant, Community Development Director

SUBJECT: Resolution Of The City Council Of The City Of Emeryville Approving The 40th And San Pablo Bus Hub Project Conceptual Design Memorandum (CEQA Status: Exempt Pursuant To State CEQA Guidelines Sections 15301(c) and 15061(b)(3))

RECOMMENDATION

Staff recommends that the City Council approve the attached Conceptual Design Memorandum for the 40th and San Pablo Bus Hub Project, which encompasses 40th Street between IKEA and the Oakland border.

BACKGROUND

General Plan Policy T-P-36 states that “The City supports ... amenities to encourage transit use and increase pedestrian comfort around the Major Transit Hub at ... the 40th Street/San Pablo Avenue intersection.” The Sustainable Transportation Plan, the Pedestrian and Bicycle Plan, and the Capital Improvement Program all include projects to improve the 40th/San Pablo Bus Hub.

In September of 2017, the City hired a team led by Community Design + Architecture to prepare a conceptual design for the 40th and San Pablo Transit Hub. The team developed draft concept options for the design of improvements to 40th Street and part of San Pablo Avenue to improve conditions for bus riders, bicyclists, and pedestrians, while accommodating motor vehicles.

The draft concept options were reviewed at a community workshop on August 22, 2018, by the Planning Commission on August 23, 2018, by the Bicycle/Pedestrian Advisory Committee on September 10, 2018, and by the Public Art Committee on September 20, 2018. On October 16, 2018, the City Council reviewed the draft concept options and gave staff direction to develop and study a concept that:

- eliminates parking on 40th Street,
- adds an eastbound bus-only lane west of San Pablo Avenue,
- converts a westbound travel lane to a bus-only lane west of San Pablo Avenue,
- creates a two-way bikeway on the north side of the 40th Street from IKEA to Adeline Street with a solid vertical buffer, and
- eliminates the bus stops on 40th Street at Harlan Street.

On December 19, 2018, the City Council confirmed this direction and added direction to study the option of closing the left turn into the Target parking lot opposite Hubbard Street to reduce illegal left turns out of Target and reduce bicycle and pedestrian collisions.

In March of 2019, staff members from AC Transit, Emery Go-Round, and Caltrans commented on draft designs. The transit agencies requested maximum bus-only lanes, 120-foot long bus stops (for two buses) and creating space in front of near-side stops at Emery and Hollis Streets for right turning cars. At the 40th Street intersection with San Pablo Avenue (a State highway), Caltrans requested corners designed for truck turns, an 11-foot curb lane, and coordination of signal timing with Caltrans.

The conceptual design was presented at a second community workshop on May 22, 2019, and was reviewed by the Planning Commission on May 23, 2019, by the Bicycle/Pedestrian Advisory Committee on June 3, 2019, and by the Transportation Committee on June 13, 2019. Comments from the public were also received by email and from an on-line survey. Comments from this review process for the conceptual design are summarized in Attachment 1.

DISCUSSION

The attached Conceptual Design Memorandum is summarized below. It describes the concept development process briefly discussed above, the draft preferred concept design, the results of a multimodal operations analysis, and a preliminary cost estimate.

Draft Preferred Concept Design

Proposed corridor-wide improvements include a two-way separated (Class IV) bikeway on the north side of the street, east- and west-bound bus-only lanes, and multimodal intersection improvements. Bus stop changes west of San Pablo Avenue include removing the Harlan Street stops and improving the remaining bus stops. Due to the expected traffic impacts of eliminating the left turn into Target, a second option is shown that eliminates the illegal left turn out of Target while keeping the left turn into Target. Streetscape improvements are proposed with reconfiguration of the bus hub between San Pablo Avenue and Adeline Street, and with realignment of curbs at bus stops and side medians protecting the bikeway west of San Pablo Avenue. New landscape areas present opportunities for green infrastructure (natural stormwater treatment) and public art. The Public Art Committee recommended extending the bus shelter art program to the new shelters in the project area, and including poetry and artist-designed interpretive signs in the landscaping; other art opportunities are available if additional funding is obtained.

Multimodal Operations Analysis

Modeling showed that end-to-end travel time between the Yerba Buena Avenue/40th Street intersection east of Adeline Street and the IKEA entry on Shellmound Street northwest of the bridge would change as follows:

Change in End-to-End Travel Time with Project (minutes)

	Morning Eastbound	Morning Westbound	Evening Eastbound	Evening Westbound
Bus	-0.2	-0.2	-1.5	-0.3
Car	+0.5	+1.0	+0.3	+1.2

Total end-to-end travel time eastbound during evening rush hour is currently 7.1 minutes for buses and 3.8 minutes for cars and trucks. With the project this would change to 5.6 minutes for buses and 4.1 minutes for cars and trucks. At other times and directions, bus travel times would also remain longer than car and truck travel times, but the difference would be narrowed.

Intersection analysis for motor vehicle traffic predicted “Level of Service” with the project. Level of Service C is stable flow, at or near free flow, comfortable, efficiently close to capacity, posted speed maintained, and is a common target for highways. Level of Service D is approaching unstable flow, less comfortable, and is a common goal for urban streets during peak hours. The analysis showed that no intersection would exceed Level of Service D. Level of Service would change from C to D at the Adeline Street/40th Street intersection during morning rush hour, and at the Hollis Street/40th Street and Emery Street/40th Street intersections during evening rush hour.

Preliminary Cost Estimate

Construction cost is estimated at \$12.5 million, and soft costs at about \$3.1 million, for a total project cost of approximately \$15.6 million. The following table summarizes the cost estimate that is discussed on page 36, shown in a table on page 37, and presented in detail in Appendix 3 of the Conceptual Design Memorandum (Exhibit A to the attached resolution):

Summary of Preliminary Cost Estimates

Direct Construction Cost	\$9,047,000
Construction Contingency 25%	\$2,262,000
<u>Additional Construction Cost</u>	<u>\$1,219,000</u>
Subtotal Construction Price	\$12,528,000
<u>Design, Engineering, Land, Art</u>	<u>\$3,067,000</u>
Total Project Cost – 2019 Dollars	\$15,595,000
Low Estimate (-20%)	\$12,476,200
High Estimate (+50%)	\$23,392,800

ACTC Estimate at Construction (2023-24)	\$18,000,000
---	--------------

The low and high estimates represent a “Class 5 Level of Accuracy” ranging from 20% below to 50% above the estimated cost, which is a standard cost estimating practice for conceptual designs. The estimate of \$18 million in the last line above is not in the Conceptual Design Memorandum, and is taken from the Alameda County Transportation Commission (ACTC) list of “regionally-significant projects in Alameda County for submittal to the Metropolitan Transportation Commission for consideration for inclusion in Plan Bay

Area 2050", which was adopted by the ACTC Commission on June 17, 2019. Construction is estimated to take place in 2023-2024.

ENVIRONMENTAL REVIEW

This project is exempt from environmental review under the California Environmental Quality Act (CEQA) under State CEQA Guidelines Section 15301(c), which applies to minor alterations of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities; and the "general rule" at Section 15061(b)(3) because it can be seen with certainty that there is no possibility that the proposal may have a significant effect on the environment.

FISCAL IMPACT

This conceptual design, traffic analysis, and cost estimate provide a defined project that can be submitted for funding as part of the Alameda County Transportation Commission's next Comprehensive Investment Plan (CIP). The Commission uses the CIP to allocate funding from a variety of local, regional, state and Federal sources. Commission staff has stated that this project might be appropriate for a One Bay Area Grant from the Metropolitan Transportation Commission. Funding from several sources may be needed for different aspects of the project. Staff time will be needed to apply for funding and to manage design and construction. This time can be charged to the General Plan Maintenance Fund.

STAFF COMMUNICATION WITH THE PUBLIC

As noted above, the conceptual design was discussed at a Community Workshop on May 22, 2019; a Planning Commission meeting on May 23, 2019, at which the Commission voted unanimously to recommend City Council approval; a Bicycle and Pedestrian Committee meeting on June 3, 2019; and a Transportation Committee meeting on June 13, 2019. Staff also conducted a survey at the bus stops on 40th Street at Harlan Street and Emery Street, mailed post cards to approximately 10,000 residential and business addresses, and conducted an online survey that received 53 responses.

CONCLUSION

Staff requests that the City Council adopt the attached resolution approving the Conceptual Design Memorandum. Following Council approval, next steps are to prepare final design plans, a final cost estimate and multimodal operations analysis, a funding strategy, and grant applications.

PREPARED BY: Diana Keena, Associate Planner

**APPROVED AND FORWARDED TO THE
CITY COUNCIL OF THE CITY OF EMERYVILLE:**



Christine Daniel, City Manager

ATTACHMENTS

- Summary of Comments
- Resolution, including Exhibit A, Conceptual Design Memorandum