



City of Emeryville

CALIFORNIA

MEMORANDUM

DATE: February 4, 2020
TO: Christine Daniel, City Manager
FROM: Christine Daniel, Acting Public Works Director
SUBJECT: **Resolution Of The City Council Of The City Of Emeryville Declaring A State Of Urgent Action With Regard To Bicycle And Pedestrian Safety In The City And Directing The City Manager To Undertake Certain Actions**

RECOMMENDATION

Staff recommends that the City Council direct the City Manager to undertake the following:

- Apply for funding through the State of California's LRSP program to create a Local Road Safety Plan that provides the framework to systematically identify and analyze safety problems and recommend safety improvements on the City's streets;
- Use existing funding sources and identify grant funding sources to support several "quick build" projects addressing pedestrian and bicycle safety based on the results of the Local Road Safety Plan and UC Berkeley SafeTREC Powell Street Corridor Study;
- Complete an Engineering and Traffic Survey on Bicycle Boulevards to establish 20mph speed limits;
- Assure completion of existing funded Capital Improvement Program Projects and that address pedestrian and bicycle safety, including the following:
 - Finalize construction of South Bayfront Bridge and Horton Landing Park
 - Finalize construction of ATP Greenway Crossing Improvements Project at 65th, 66th, and 67th Streets
 - Finalize construction of two new traffic signal projects at Powell/Doyle and 40th/Harlan
 - Finalize design and obtain Caltrans permitting for the San Pablo Avenue mid-block crosswalk adjacent to the Avalon senior housing project
- Include appropriate traffic calming measures on Overland Avenue, Horton Street, Doyle Street, 62nd Street, and 59th Street as part of Fiscal Year 2019/2020 annual paving project
- Include appropriate traffic calming measures along 45th Street and 53rd Street as part of Fiscal Year 2020-2021 annual paving project
- Conduct Streetlight Survey and develop City standards;
- Collaborate with private property developers to maximize the impact of bicycle and pedestrian improvements as a development condition in a manner consistent with the City's transportation plans and policies;
- Explore additional and different approaches for enforcement in order to prevent obstructions in bicycle lanes and sidewalks;

- Identify and pursue funding sources for Design and Construction of the 40th Street Transit Hub Project which includes a transit only lane with cycle track;
- Work with AC Transit and the Alameda County Transportation Commission to expedite improvements on San Pablo Avenue to reduce transit travel times and improve bicycle safety.

BACKGROUND

Councilmember Medina requested an item be scheduled for the City Council to consider a “state of urgent action” with regard to bicycle and pedestrian safety improvements and enforcement. The City Council supported that request. This item identifies a number of actions that could be taken in response to that request.

The City has a longstanding commitment to pedestrian and bicycle safety expressed in various policies including the Transportation Element of the General Plan and the City of Emeryville Pedestrian and Bicycle Plan. As these plans were created, the community saw a convergence of demographic, economic, and environmental trends that pointed at the necessity of creating a safe and efficient multi-modal transportation network in Emeryville.

A balanced approach to accommodating multi-modal transportation on the street network is essential, especially considering the city’s strong retail sector, growing employment base, and increased number of housing units. The City’s transportation policies ensure the accommodation of multiple travel modes on the circulation system and safe mobility for all community members. The General Plan and its supporting documents adopted multiple policies that made it a requirement to incorporate Complete Street elements as part of private development and public works projects. Complete Streets are designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclists, motorists, and public transit users of all ages and abilities should be able to safely and comfortably move along and across all of Emeryville’s streets.

The City of Emeryville currently maintains 19.7 centerline miles of streets upon which pedestrians, bicyclists, and vehicles travel and interact daily. The maintenance of the streets is on a yearly cycle that preserves the City’s overall Pavement Condition Index (PCI) at one of the highest scores in the East Bay. While the element of preserving our existing pavement infrastructure through these yearly projects is important, it should also be looked at as one of the best opportunities to incorporate Complete Streets elements on our streets. Before each roadway is re-stripped, the street is turned into an empty canvas where a reconfiguration can fit new (or enhanced) pedestrian and bicycle facilities. There are also creative opportunities to add active transportation infrastructure on existing corridors using design best practices from Caltrans and National Association of City Transportation Officials (NACTO).

DISCUSSION

Local Road Safety Plan (LRSP)

Federal regulations require each State to have a Strategic Highway Safety Plan (SHSP). An SHSP is a statewide data-driven traffic safety plan that coordinates the efforts of a wide range of organizations to reduce traffic accident fatalities and serious injuries on all public roads. In coordination with federal, state, local and private sector safety stakeholders, the SHSP establishes goals, objectives, and emphasis (or challenge) areas. While the SHSP is used as a statewide approach for improving roadway safety, a Local Road Safety Plan (LRSP) can be a means for providing local roadway owners with an opportunity to address the unique safety needs in their respective jurisdictions while contributing to the success of the SHSP.

The process of preparing an LRSP creates a framework to systematically identify and analyze safety problems and recommend safety improvements. An LRSP provides a summary for organizing stakeholders to identify, analyze, and prioritize roadway safety improvements on local roadways. The LRSP offers a proactive approach to addressing safety needs and demonstrates agency responsiveness to safety challenges.

Caltrans announced a Call for LRSP Applications on October 8, 2019. A total of \$10 million from the Highway Safety Improvement Program (HSIP) was set aside and exchanged for state funds to assist local agencies developing their safety plans. Each applicant may have up to \$72,000 of state funds. The funds will be awarded to the applicants on a "first come first serve" basis. There is no application deadline. Caltrans will continue to accept applications as long as the funding is available.

Staff recommends that the City Council direct the City Manager to apply for funding through the State of California's LRSP program to create a Local Road Safety Plan that provides a framework to systematically identify and analyze safety problems and recommend safety improvements on Emeryville's streets.

Quick Build Safety Projects

The problems modern city streets face are significant, especially with increasing use by many different modes. However, many of the best solutions may be small. There are creative opportunities to add active transportation infrastructure and safety improvements on existing corridors using design best practices from Caltrans and the National Association of City Transportation Officials (NACTO). One of the best practices with proven success is "quick build" projects.

These "quick build" projects use new techniques that realign and reassign space on streets using paint and simple physical objects that can be cheaply purchased and quickly installed. Using these rapid implementation methods over the last several years, cities are creating heavily used bike networks, popular new public spaces, and noticeably safer streets for walking, biking, and driving.

The City has existing funding sources and projects included in the Capital Improvement Program (CIP) that could be used partially towards "quick build" projects. These CIP projects include "Sidewalk Improvement Program" (PB-01) and "Bicycle and Pedestrian

Plan Implementation” (PB-05). Other outside grant funding sources may include state Active Transportation Program funds or regional Transportation Development Act Bike/Ped funds.

Staff recommends that the City Council direct the City Manager to use existing funding sources and identify grant funding sources to support several “quick build” projects addressing pedestrian and bicycle safety based on the results of the Local Road Safety Plan and UC Berkeley SafeTREC Powell Street Corridor Study.

20mph on Bicycle Boulevards

Another opportunity to enhance safety is to reduce speed limits. In order to do this, certain studies must be completed. Accordingly, staff recommends that the City Council direct the City Manager to complete an Engineering and Traffic Survey on Bicycle Boulevards to establish 20mph speed limits. These speed limits are consistent with recommendations from the Pedestrian and Bicycle Plan.

CIP Project Delivery

The City has a number of projects identified in the CIP to enhance pedestrian and bicycle safety. Projects that are currently underway in the Design or Construction phases include:

- South Bayfront Bridge and Horton Landing Park
- Recently broke ground on \$30 Million bridge across the railroad tracks dedicated for pedestrian and bicycle use that will substantially improve safety and connectivity for those modes of travel in the City.
- ATP Greenway Crossing Improvements Project at 65th, 66th, and 67th Streets
- Raised crosswalks, Rectangular Rapid-Flashing Beacon (RRFB) warning signs, bike sensors, push buttons, signage, bike share station, and a bike counter. Project is nearly complete with minor punch list items remaining.
- Two new traffic signal projects at Powell/Doyle and 40th/Harlan
- Improves traffic operations, intersection safety, and access. Intersections will utilize video detection for better bicycle detection. Signal will utilize latest APS pedestrian signal system to provide safest passage for peds. Project is expected to be completed and powered on in Spring 2020.
- San Pablo Avenue mid-block crosswalk project adjacent to the Avalon senior housing
- A safe mid-block crossing here would benefit this community and enable more pedestrian trips. Design is finalized, but still awaiting permitting from Caltrans. Project is expected to be completed in Summer 2020.
- Fiscal Year 2019/2020 Annual Street Rehabilitation and Preventive Maintenance Project
- Traffic calming measures on Bike Boulevards including Overland Avenue, Horton Street, Doyle Street, 62nd Street, and 59th Street. Project is expected to be completed in Spring/Summer 2020.
- Fiscal Year 2012/2021 Annual Street Rehabilitation and Preventive Maintenance Project
- Traffic calming measures on Bike Boulevards including 45th Street and 53rd Street. Project is expected to be completed in Summer/Fall 2020.
- Streetlight Survey and Standards Development

- Citywide survey will indicate areas of lighting needs throughout City and standards development will provide safe and uniform lighting at street/road level and pedestrian paths/sidewalks.

Private Development Projects

Private development can provide opportunities to improve and expand bicycle and pedestrian infrastructure. Prior examples from approved private development projects include upcoming traffic calming on 45th and 53rd Streets, a new traffic signal at 45th/Hollis, and the recently completed bicycle/transit facilities near the Public Market. Staff recommends that the City Council direct the City Manager to collaborate with private property developers to maximize the impact of bicycle and pedestrian improvements as a development condition in a manner consistent with the City's transportation plans and policies.

Enforcement

The Public Works and Transportation Committee of the City Council will be discussing traffic enforcement as it relates to bicycle and pedestrian safety at an upcoming meeting. In light of that, staff also recommends that the City Council direct the City Manager to work with the Police and Public Works Departments to explore additional and different approaches for enforcement in order to prevent obstructions in bicycle lanes and on sidewalks.

40th Street Transit Hub Project

The City Council has approved a preliminary re-design of 40th Street which includes a transit only lane with two-way cycle track. Staff included this project as part of the Alameda Countywide Transportation Plan (CTP) and the regional MTC Transportation Improvement Program (TIP) to be eligible for a wide list of state and regional funding sources. Given the priority of identifying funding sources for this project, staff recommends that the City Council specifically direct the City Manager to pursue funding sources for design and construction of the 40th Street Transit Hub Project.

San Pablo Avenue Corridor Improvements

The Alameda County Transportation Commission (ACTC) has commenced another planning project for the San Pablo corridor to identify improvements along the corridor to enhance safety and reduce congestion and bus travel times. Emeryville staff have participated in that planning process and identified several improvements that could potentially be undertaken within Emeryville in the near term. Staff recommends that the City Council direct the City Manager to work with AC Transit and ACTC to expedite improvements on San Pablo Avenue to reduce transit travel times and improve bicycle safety. The design and construction phases of the long-term project are currently included as part of the Alameda Countywide Transportation Plan (CTP) and the regional MTC Transportation Improvement Program (TIP) to be eligible for a wide list of federal, state, and regional funding sources.

FISCAL IMPACT

The fiscal impacts for each recommended action item are noted below:

- Apply for funding through the State of California's LRSP program to create a Local Road Safety Plan that provides the framework to systematically identify and analyze safety problems and recommend safety improvements on the City's streets.
- Each applicant may have up to \$72,000 of state funds. The funds will be awarded to the applicants on a "first come first serve" basis. There is no application deadline. Caltrans will continue to accept applications as long as the funding is available.
- Use existing funding sources and identify grant funding sources to support several "quick build" projects addressing pedestrian and bicycle safety based on the results of the Local Road Safety Plan and UC Berkeley SafeTREC Powell Street Corridor Study
- There are existing funding sources under the CIP, which include "Sidewalk Improvement Program" (PB-01) and "Bicycle and Pedestrian Plan Implementation" (PB-05). Other outside grant funding sources may include state Active Transportation Program funds or regional Transportation Development Act Bike/Ped funds.
- Complete an Engineering and Traffic Survey on Bicycle Boulevards to establish 20mph speed limits.
- There are existing funding sources under the CIP, which include "Sidewalk Improvement Program" (PB-01) and "Bicycle and Pedestrian Plan Implementation" (PB-05). Other outside grant funding sources may include state Active Transportation Program funds or regional Transportation Development Act Bike/Ped funds.
- Assure completion of existing funded Capital Improvement Program Projects and that address pedestrian and bicycle safety.
- Each CIP project has existing funding sources that was adopted as part of the latest 2019-2024 CIP update process.
- Collaborate with private property developers to maximize the impact of bicycle and pedestrian improvements as a development condition in a manner consistent with the City's transportation plans and policies.
- No fiscal impact.
- Explore additional and different approaches for enforcement in order to prevent obstructions in bicycle lanes and sidewalks.
- Staff resources would need to be increased or prioritized to address the varying types of enforcement methods and actions.
- Identify and pursue funding sources for Design and Construction of the 40th Street Transit Hub Project which includes a transit only lane with cycle track.
- No fiscal impact until funded.
- Work with AC Transit and the Alameda County Transportation Commission to expedite improvements on San Pablo Avenue to reduce transit travel times and improve bicycle safety.
- No fiscal impact until funded.

STAFF COMMUNICATION WITH THE PUBLIC

Many of the topics discussed in this report have been discussed at the Public Works and Transportation Committee and the Bicycle Pedestrian Advisory Committee over time.

CONCLUSION

Staff recommends that the City Council direct the City Manager to undertake certain actions as described in this report and the attached Resolution.

PREPARED BY: Ryan O'Connell, Senior Civil Engineer

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



Christine Daniel, City Manager

ATTACHMENTS

- Draft Resolution