



# City of Emeryville

CALIFORNIA

## MEMORANDUM

**DATE:** June 1, 2021  
**TO:** Christine Daniel, City Manager  
**FROM:** Mary Grace Houlihan, Public Works Director  
**SUBJECT:** **Resolution of the City Council of the City of Emeryville Approving the Conceptual Design and Directing Lennar Multifamily Communities to Proceed with Final Design and Installation of Bicycle Boulevard Level 4 and 5 Traffic Calming Measures**

### RECOMMENDATION

Staff recommends that the City Council of the City of Emeryville adopt the above-entitled resolution.

### BACKGROUND

The Sherwin Williams Mixed Use Project SUBDIV 16-002 has been conditioned to address Level 4 and 5 traffic calming treatments along the 45th Street corridor and the 53rd Street corridor from San Pablo Avenue to Horton Street and along the Horton Street corridor from 40th Street to 53rd Street. The conditions of approval outlining these requirements are as follows:

Condition of Approval III.A.3.b.i.p states: “*Bicycle Boulevard Level 4 treatment measures along the 45th Street corridor and the 53rd Street corridor from San Pablo Avenue to Horton Street and along the Horton Street corridor from 40th Street to 53rd Street. The conceptual design for said Level 4 treatment measures shall be developed by the applicant with input from City Staff, a community meeting, the Bicycle Pedestrian Advisory Committee and Transportation Committee. This plan shall include bulb-outs identified in Condition of Approval Number III.A.3.b.i.(d) above shall be approved by the City Council.*”

Condition of Approval III.A.4.e states: “*After application for the last building permit, but prior to the issuance of the building permit for the last building to be constructed, the Applicant shall seek direction from the City Council on whether Bicycle Boulevard Level 5 treatment measures along the Horton Street corridor from 40th Street to 53rd Street to include diversion of northbound vehicular traffic at the Horton Street/40th Street intersection and the diversion of southbound vehicular traffic at the Horton Street /53rd Street intersection shall be installed. The conceptual design for said Level 5 treatment measures shall be developed by the applicant with input from City Staff, and the Bicycle Pedestrian Advisory Committee and Transportation Committee.*”

## **DISCUSSION**

In accordance with the project Conditions of Approval, Lennar Multifamily Communities (LMC) has prepared a conceptual design for both the Level 4 and 5 Traffic Calming treatments described therein.

The concept designs have been presented to the public, the Bicycle Pedestrian Advisory Committee (BPAC) and reviewed by staff. A summary of the Level 4 and 5 proposed Traffic Calming Measures as well as the associated outreach is described below.

### **Bicycle Boulevard Level 4 Treatment Measures**

The proposed Level 4 treatment measure concept plan (Exhibit A) includes:

- bulb-outs at the intersection Horton Street and Sherwin Street
- speed humps on Horton Street between Park Avenue and Sherwin Street
- speed hump on 53<sup>rd</sup> Street near Boyer Street
- speed humps on 53<sup>rd</sup> Street midway between Boyer Street and Spur Alley
- a raised crosswalk on 53<sup>rd</sup> Street at Spur Alley
- a raised crosswalk on 45<sup>th</sup> Street at Joseph Emery Park
- speed humps on 45<sup>th</sup> Street approximately 400 feet east of Doyle Street
- a raised intersection and crosswalk on 45<sup>th</sup> Street at Spur Alley
- a raised crosswalk on 45<sup>th</sup> Street at Holden Street.

A public workshop was held at the Emeryville Center for Community Life (ECCL) on Monday November 13, 2017. ALTA Planning and Design facilitated the workshop and a copy of the workshop presentation and comments received is attached (Workshop Presentation). The results of the workshop were that Option B plan depicted in Exhibit A, received the most favorable support. At the December 4, 2017 meeting of the Emeryville Bicycle Pedestrian Advisory Committee (BPAC), the committee voted to support the Option B plan depicted in Exhibit A. BPAC supported the use of flexible delineators in the design of the speed humps and voted against constructing hardscape curbs at speed humps.

The Level 4 treatment measure concept plans were not taken to the Transportation Committee as required by the project conditions since a Committee member is recused on matters relating to this development. Thus, the Committee would not have a quorum to consider the item. Accordingly, the matter is being presented directly to the full Council.

The Exhibit A plan as proposed is conceptual and upon City Council approval of the concept, Public Works Engineering will work with the developer and their consultant team to engineer the traffic calming measures to meet standard of care design for infrastructure in the public right of way and allow for unimpeded Fire-Life Safety access for both Fire apparatus and police services. Both Alameda County Fire Department,

and Emeryville Police Department will be consulted through the design process to ensure response time to serve the residential and commercial/Industrial community are not significantly impacted.

Staff recommends that the Council find that these improvements are consistent with the Pedestrian Bicycle Plan goal for providing Bicycle Boulevard traffic calming. Staff recommends that Council approve the Level 4 treatment measure concept plan brought forward by the applicant so that final design and implementation can occur.

## **Bicycle Boulevard Level 5 Treatment Measures**

### *40<sup>th</sup> Street & Horton Street Intersection*

The proposed Level 5 treatment measures concept plan (Exhibit B) for the 40<sup>th</sup> Street and Horton Street intersection is proposed to eliminate through traffic northbound from 40<sup>th</sup> Street to Sherwin Street. This includes:

- Elimination of the left turn pocket from 40<sup>th</sup> Street eastbound to Horton St northbound
- Elimination of the right run movement from 40<sup>th</sup> Street westbound onto Horton Street northbound
- Extension of the left turn pocket at 40<sup>th</sup> Street and Hollis Street (this improvement is required to accommodate the diverted traffic from the 40<sup>th</sup> Street and Horton Street intersection). See Exhibit C

To accomplish this modifications hardscape, signage, striping, and traffic signal improvements will be required.

### *Traffic Diversion Impacts*

The Traffic Analysis Data (Exhibit E) developed by Fehr & Peers Traffic Engineering, modeled the proposed improvements at the 40<sup>th</sup> Street and Horton Street intersection and the additional traffic volumes associated with the Sherwin-Williams development, and concluded that the intersection would operate at levels of service similar to those of the existing condition.

Installation of traffic diversion measures will result in traffic impacts on alternative routes. As such traffic analysis was performed to assess the extent of the impact and possible mitigation measures. For the Level 5 proposed diversions, LMC's consultant, ALTA, Planning & Design prepared the memorandum depicting the impact of the proposed turn restrictions (Exhibit F). As shown, existing traffic on the unrestricted roadway segments of Horton Street between Park Avenue and Stanford Avenue exceeds the Bicycle Boulevard threshold goal of 3000 vehicles per day. With the proposed turn restrictions, existing plus project traffic volumes on these roadway segments can be reduced to within the 3000 vehicle per day goal established in the City's Pedestrian and Bicycle Plan. The proposed turn restrictions will result in a redistribution of traffic to some adjacent bicycle facilities, namely the 45<sup>th</sup> Street and 53<sup>rd</sup> Street Bicycle Boulevards west

of Hollis Street but as indicated, estimated daily traffic volumes are expected to remain below the Pedestrian Bicycle Plan threshold goals for those facilities.

As noted in the Alta memo, additional study is required to determine if a signal phase to support northbound bicycle traffic is feasible.

The Exhibit B plan as proposed is conceptual and upon City Council approval of the concept, Public Works Engineering will work with the developer and their consultant team to engineer the restrictions at this intersection to permit through unimpeded passage for fire and life safety vehicles. Both Alameda County Fire Department, and Emeryville Police Department will be consulted through the design process to ensure response times to serve the residential and commercial/industrial community are not significantly impacted.

53<sup>rd</sup> Street and Horton Street intersection

The proposed Level 5 treatment measures concept plan (Exhibit D) for the 53<sup>rd</sup> Street and Horton Street intersection is proposed to eliminate through traffic northbound and southbound on Horton Street through the intersection with 53<sup>rd</sup> Street. This includes:

- Installation of a diverter to direct southbound traffic on Horton Street to turn east onto 53<sup>rd</sup> Street

To accomplish this, modifications to hardscape, signage, striping, and traffic signal improvements will be required.

The Exhibit D plan as proposed is conceptual and upon City Council approval of the concept, Public Works Engineering will work with the developer and their consultant team to engineer the restrictions at this intersection to permit through unimpeded passage for fire and life safety vehicles. Both Alameda County Fire Department, and Emeryville Police Department will be consulted through the design process to ensure response time to serve the residential and commercial/Industrial community are not significantly impacted.

At the May 3, 2021 meeting of the Bicycle Pedestrian Advisory Committee the committee voted in support of the presented turn restriction concept plans at the 40<sup>th</sup> Street and Horton Street intersection and at the 53<sup>rd</sup> Street and Horton Street intersection. The committee additionally voted in favor of further developing the design at the 40<sup>th</sup> Street and Horton intersection to create a pedestrian protected intersection in a way that considers the future cycle track/transit lane project design.

The Level 5 treatment measure concept plans were not taken to the Transportation Committee as required by the project conditions since a Committee member is recused on matters relating to this development. Thus, the Committee would not have a quorum to consider the item. Accordingly, the matter is being presented directly to the full Council.

Staff has reviewed both the Level 4 and 5 concepts with Alameda County Fire Department. ACFD concurs that the concepts are feasible subject to review of final details of the proposed traffic calming measures.

## **FISCAL IMPACT**

Costs for design, construction and City staff costs for plan review and inspection are all to be funded by the developer. Some increased costs for pavement maintenance can be anticipated due to increased striping and signage. These costs would be absorbed in the City Capital Improvement projects for Annual Street Maintenance and Rehabilitation. It is not anticipated that these costs will be substantial.

## **STAFF COMMUNICATION WITH THE PUBLIC**

Staff participated in the November 2017 Public Workshop and the BPAC meetings to present Level 4 and 5 Traffic Calming proposals.

## **CONCLUSION**

Staff recommends that the City Council find that these improvements are consistent with the Pedestrian Bicycle Plan goal for the Horton-Overland Bicycle Boulevard of mitigating for traffic volumes when they exceed 3,000 vehicles per day and therefore support the Level 5 treatment measure concept plans brought forward by the applicant and recommends that the City Council direct the final design and implementation of said plans. Staff further recommends that Council direct the applicant to implement protected intersection features as feasible and consider the future cycle track/transit lane project design during final design of the Level 5 treatment measures at the 40<sup>th</sup> Street and Horton Street intersection as recommended by the Bicycle Pedestrian Advisory Committee.

**PREPARED BY:** Michael Roberts, Senior Civil Engineer, Public Works

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



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Christine Daniel, City Manager

## **ATTACHMENTS**

- Draft Resolution
- Exhibit A (Level 4 Treatment Measures)
- Exhibit B (40<sup>th</sup> Street/Horton Street Turn Restriction)
- Exhibit C (40<sup>th</sup> Street/Hollis Street Turn Pocket Extension)
- Exhibit D (53<sup>rd</sup>/Horton Turn Restriction)

- Exhibit E (Excerpt from Table 1 from the Fehr & Peers Dec 12, 2014 Memorandum RE: Sherwin-Williams – Horton Street Turn Restriction Assessment)
- Exhibit F (40<sup>th</sup>/Horton Traffic Analysis)
- Workshop Presentation