PLEASE POST

City of Emeryville

INCORPORATED 1896

1333 Park Avenue. Emeryville, CA 94608-3517
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Member Barbara Birch
Member Celeste Burrows
Member Rachael Carnes
Member Jaclyn Harr
Member Evan Lovett-Harris
Member Jennifer Kain
Member Laura McCamy
Member Thomas Modic
Member John Scheuerman
Council Liaison Ally Medina

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All writing that are pubic records and relate to an agenda item which are distributed to a majority of the legislative body less than 72 hours prior to the meeting noticed will be made available at the Information Counter at the Civic Center at 1333 Park Avenue, Emeryville, California, during normal business hours (Monday through Friday, 9:00 AM to 5:00 PM, excluding legal holidays).

In compliance with the Americans with Disabilities Act, a person requiring an accommodation, auxiliary aid, or service to participate in this meeting should contact the Committee Secretary as far in advance as possible, but no later than 72 hours prior to the scheduled event. The best effort to fulfill the request will be made. Assistive listening devices will be made available for anyone with hearing difficulty, and must be returned to the Committee Secretary at the end of the meeting. All documents are available in alternative formats upon request. No animals shall be allowed at, or brought in to, a public meeting by any person except (i) as to members of the public or City staff utilizing the assistance of a service animal, which is defined as a guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability; or (ii) as to police officers utilizing the assistance of a dog(s) in law enforcement duties.

BICYCLE / PEDESTRIAN ADVISORY COMMITTEE

Regular Meeting
Civic Center, Garden Level
1333 Park Avenue. Emeryville, CA 94608
July 1, 2019 – 5:30 PM

AGENDA

1. Call to Order
2. Roll Call and Introductions (new member Jennifer Kain): 3 min.
3. Public Comment on Items Not on the Agenda (6 min.)
4. Approval of June 3, 2019 Regular Meeting Action Minutes: (4 min.)
5. Action Items
   - 5.1. Election of Chair and Vice Chair for 2019-2020 (7 min.) BPAC members
   - 5.2. BTWD report: (7 min.) Staff Greenhut
   - 5.3. Following up on May 4th Tour mtg.: (30 min.) BPAC members
   - 5.4. Consideration of support of Letter by Dave Campbell to ACTC re: San Pablo Ave. (20 min.) BPAC members
   - 5.5. Select Next Meeting Date: (7 min.) BPAC members
6. Information Items
   - 6.1. Planning Dept. Update: Staff Oaks (5 Min.)
   - 6.2. Public Works Projects Status Update: Staff O'Connell (5 Min.)
   - 6.3. Ongoing Discussion About the Powell St. Corridor: Staff O'Connell (5 Min.)
   - 6.4. Police Dept. Report: Officer Hintergardt (10 Min.)
   - 6.5. Councilmember Liaison Report: Mayor Medina (5 Min.)
7. Future Agenda Items
   - 7.1. BPAC Members Decide Items for Future BPAC Meetings (10 Min.)
8. Announcements / Member Comments
   - 8.1. BPAC Members, Staff Announcements (3 Min.)
9. Adjournment

FURTHER INFORMATION may be obtained by contacting Marcy Greenhut, Committee Secretary, at 510-596-3795 or mgreenhut@emeryville.org / bpac@emeryville.org. The next regular meeting is scheduled for September 2, 2019, at 5:30 PM.

DATED: **JUNE 26, 2019**

POST ON: JUNE 28, 2019
POST UNTIL: JULY 2, 2019

City Clerk

June 25, 2019

Alameda County Transportation Commission
1100 Broadway
Suite 800
Oakland CA 94612

Re: San Pablo Avenue Multimodal Corridor Design Concepts

Alameda CTC Staff:

Our coalition of organizations promotes bicycling, sidewalk use, and transportation via micromobility devices. Consistent with ACTC's Countywide Multimodal Arterial Plan, we support a design for San Pablo Avenue that meets the goals of 1) bus rapid transit, 2) protected bike lanes, and 3) safer crossings for sidewalk users and bike riders along the whole corridor. These features are necessary to address climate change, support increased development, improve road safety, and enhance mobility.

We suggest that ACTC study options for modifying Concept A to achieve these goals. There may be ways to do so without removing additional car parking or private motorist left turn lanes at major intersections. One approach would utilize a single, bidirectional dedicated bus lane through the short distances requiring dedicated left turn lanes at these intersections. A second, less ideal, option is side-running bus lanes (termed Concept D here).

The key to implementing these solutions to meet all the goals is designing in time using 21st century control systems. Current concepts A through C currently put forward take a dated approach by designing primarily in space. We request engineering study, including numerical traffic simulations, of the modified Concept A proposed here and then Concept D if Concept A is found fatally flawed. Concept D could also be studied in its own right as a near-term improvement that can be constructed much more quickly at substantially less expense than the other concepts.

More detailed description of the two alternate concepts we put forward to meet the goals to which the Alameda CTC itself has committed is attached. We look forward to seeing the results of studying these alternate concepts. We welcome any dialog in which the Alameda CTC cares to engage in with us regarding these concepts or other ideas for realizing all the goals.

Dave Campbell
Advocacy Director
Bike East Bay

Ben Gerhardstein
Walk Bike Berkeley

Harry Chomsky
Albany Strollers & Rollers

Supporting Policy

In 2016 your Commission unanimously approved the Countywide Multimodal Arterial Plan, which set priorities for San Pablo Avenue:

1. Transit users
2. Pedestrians
3. People bicycling
4. Auto traffic

Community Design + Architecture
Re: Alameda CTC Countywide Multimodal Arterial Plan: Final Arterial Street Typology and Modal Priori
Concepts
Date: September 16, 2015
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Table 3
MAP Modal Priorities – General

Land Use Context Types ▪ Downtown Mixed Use ▪ Town Center Mixed Use ▪ Corridor/Neighborhood Mixed Use ▪ Education/Public/Semi-Public ▪ Parks	**Land Use Context Types** ▪ Mixed Use ▪ Commercial ▪ Residential ▪ Rural/Open Space ▪ Other/Unknown	**Land Use Context T** ▪ Industrial
Associated Modal Priorities 1. Transit 2. Pedestrian 3. Bicycle 4. Auto 5. Goods Movement/Truck	**Associated Modal Priorities** 1. Transit 2. Auto 3. Goods Movement/Truck 4. Bicycle 5. Pedestrian	**Associated Modal P** 1. Transit 2. Goods Movemer 3. Auto 4. Bicycle 5. Pedestrian

None of the currently proposed concepts meets your Commission's approved priorities. In contrast, the concepts we propose meet these priorities, addressing the serious realities of San Pablo Avenue. From the San Pablo Avenue Existing Conditions Report:[1]

- Two thirds of the people killed or severely injured on San Pablo Avenue are people walking and bicycling (pedestrians account for 37%; people bicycling account for 27%)
- 32% of motorist trips along San Pablo Avenue are pass-through
- 21% of people living in the San Pablo Avenue corridor do not own a car
- On-street parking usage on San Pablo Avenue is low to moderate
- The number of people using San Pablo Avenue is projected to grow 35% in the next 20 years

Moreover, multiple affordable housing projects are being built with even lower car ownership, and 35% growth is projected on the corridor. The redesign must move the most number of people safely and de-prioritize car storage.

[1] https://www.alamedactc.org/wp-content/uploads/2018/12/20180622_Deliverable9_Existing_Conditions_Report_FINAL.pdf?x33781

A design that includes protected bike facilities along the length of San Pablo Avenue will meet multiple San Pablo priorities. A recent study published in the *Journal of Transportation and Health* showed that the installation of protected bike lanes led to lower rates of traffic fatalities. The study found that the number of fatalities in San Francisco decreased almost 50% after the addition of protected bike lanes. The study's authors found that the traffic calming provided by bicycle lanes benefitted all road users, including improving safety for sidewalk users.

Pedestrians, transit riders, and even auto drivers will benefit when you add protected bike facilities. That is vital on this injury-prone corridor.

The Rationale for Designing in Time

At the 30 mph speed limit of San Pablo Avenue, it takes a 60-foot long bus rapid transit vehicle less than two seconds to pass a point. This means on a six-minute headway, a dedicated bus lane will only be occupied 0.5% of the time at most points between stations. With 21st century control technology, it is possible to design in time and space to better utilize roadway capacity. We offer two options (a modified concept A and concept D), described below.

Modifying Concept A With Single-Center Bus Segments

Current Concept A includes protected lanes for people cycling and using micromobility devices, but drops these lanes approaching major intersections with streets connected to I-80 to accommodate four lanes for motorists and two lanes for bus rapid transit. This also precludes shortening crossings for sidewalk users. This concept will not improve safety sufficiently. As mentioned, this concept is inconsistent with your own Multimodal Arterial Plan, as it prioritizes auto travel over the safety of people walking and biking. Further, by failing to provide safe walking and biking/micromobility conditions, it will discourage thousands of people from visiting businesses on San Pablo Avenue. Study after study has shown that people on bikes spend more money than people in cars, and that safe bicycling facilities attract more bicyclists…and their business.

This deficiency can likely be corrected with a modification that provides additional benefits: we request you study a single dedicated bus lane through these major intersections. Of the two design-in-time concepts presented here, this option is preferred by our organizations. However should it be deemed unworkable after credible study, including a numerical traffic simulation, we request credible study of the other concept described below.

The proposed modification is a single, two-way dedicated bus lane through these major intersections, as studied in a research report by the Mineta Transportation Institute funded by CalTrans (https://transweb.sjsu.edu/sites/default/files/BRT.pdf). This configuration is illustrated in Figure 1. While the speed limit along most of the corridor is 30 mph, at a more likely speed of 25 mph it would take a bus rapid transit vehicle under 15 seconds to pass through a 500-foot long segment of such a lane. This is sufficient length for the proposed dedicated left and right turn lanes for motorists approaching the major intersections.

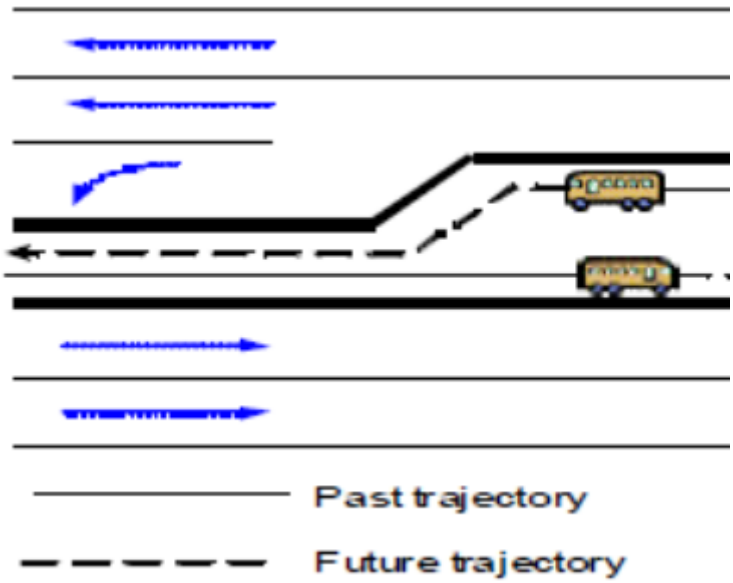

Figure 1. Schematic of a single,center-running dedicated bus rapid transit lane on one leg of San Pablo Avenue at an intersection with an arterial connected to I-80; the other leg of would also have a single dedicated bus lane (modified from https://transweb.sjsu.edu/sites/default/files/BRT.pdf)

In this concept, a bus rapid transit vehicle would occupy the single lane segments 30 seconds of every six minutes when traveling a bit below the speed limit and longer at lower speeds approaching and leaving stations. This provides an order of magnitude more efficient use of street time space.

Of course bus rapid transit vehicles going opposite directions cannot both be in a single lane segment at the same time. Because these segments are short relative to the length of the street, schedules can readily be designed to provide for only one vehicle at a time in each single lane segment. Figure 2 provides a time-space diagram demonstrating this. The workbook with the assumptions and calculations that produced this diagram is attached for your reference and use.

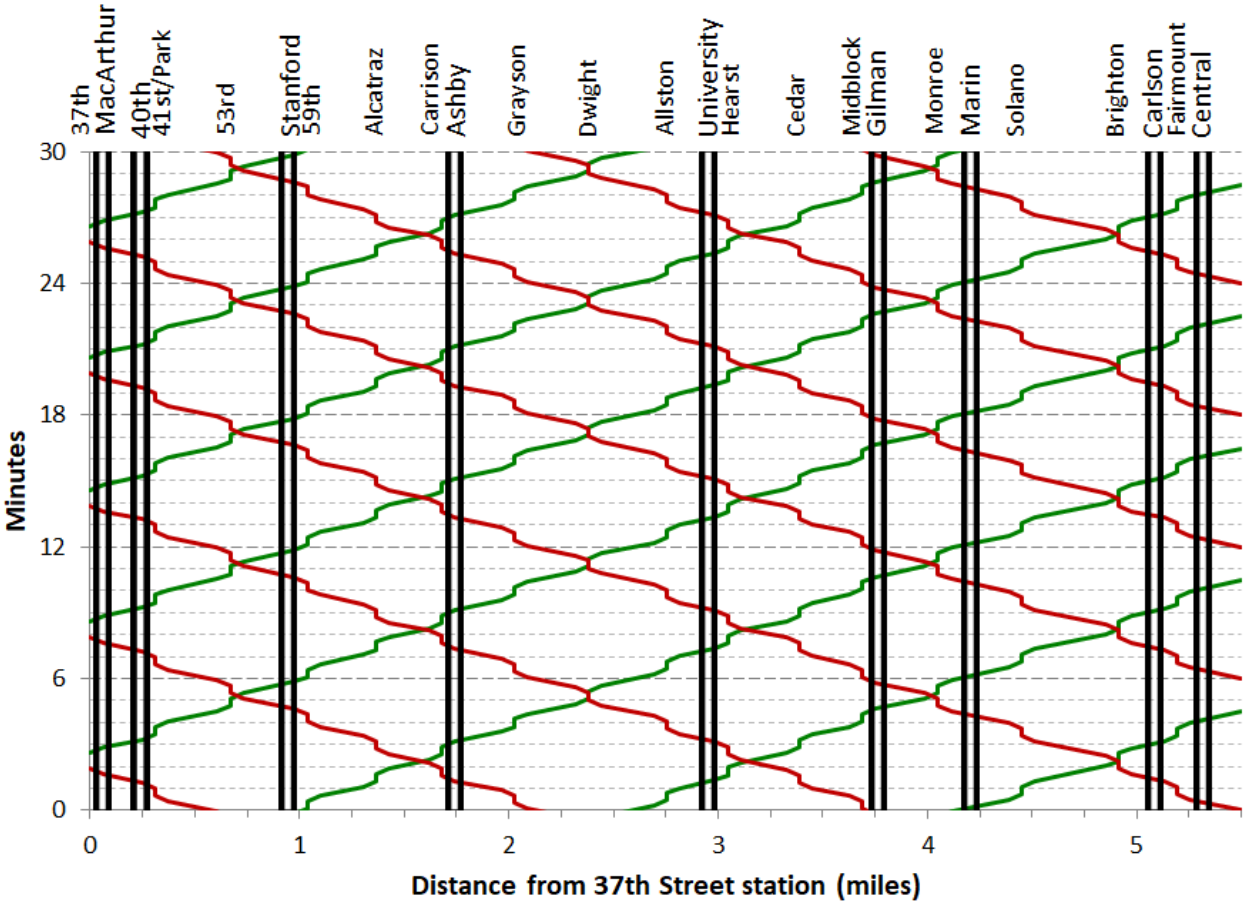

Figure 2. Time-space diagram illustrating the theoretical plausibility of single lane bi-directional bus lane at intersections with streets connecting to I-80 along San Pablo Avenue assuming 6-minute headways

This concept requires system control technology to assure that vehicles going the opposite direction do not occupy the short single-lane segments at the same time. We are confident this technology exists now, as it does for controlling crossovers in systems like BART, or will exist by the time this project is engineered.

Our modification of Concept A provides enough width at the major intersections for extending protected bicycling/micromobility lanes through the major intersections, allowing installation of protected intersections at those locations. Relative to the proposed Concept A, protected intersections would enhance the safety of all road users, particularly people walking, biking, and using micromobility devices. They would shorten crossing distances for sidewalk users the equivalent of one and a half motorist lanes. Continuous protected space for people using micromobility devices will also keep those devices off the sidewalk and on the street, increasing sidewalk user safety addressing accessibility concerns. This proposal may also increase the transportation capacity of the street by shortening the duration of the sidewalk user crossing phase.

Concept D: Dedicated Side-running Bus Lanes

Another approach to utilizing design in time to better use street space is based on a dedicated bus lane in each direction throughout the length of the project, but on the side of the street instead of the center. Allowing right turning motorists to use these lanes frees up width in the same manner as the modification of Concept A described above with all the attendant benefits of continuous protected cycling/micromobility lanes, protected intersections, shorter crosswalks, and shorter sidewalk user crossing phases. A further benefit is that it allows bus rapid transit stations to be located at the major intersections. This concept is also much more implementable, given our experience with BRT in East Oakland/San Leandro.

The obvious downside to Concept D is that right-turning motorists could interfere with the smooth and reliable flow of bus rapid transit vehicles. This would further occur because the dedicated side-running lanes would necessarily allow intrusion of private motorists accessing driveways and on-street parking.

Designing in time can ameliorate these conflicts. It is not clear if it can do so sufficiently. Therefore there is a need for credible study including numerical simulations of traffic.

The right-turning conflicts can be ameliorated through signal phasing by providing a dedicated right turn phase off San Pablo with a red phase for sidewalk users along San Pablo. This can be combined with a dedicated left turn phase onto San Pablo to save capacity. This phase would be followed by a through bus phase. In this manner the lane would be cleared of motorists prior to the arrival of the bus rapid transit vehicle. The passage of this vehicle could be followed by a left phase off San Pablo and then the through phase on San Pablo.

This signal phasing would also ameliorate conflicts with motorists parking, accessing driveways, and waiting to make right turns at unsignalized intersections. The bus rapid transit vehicle would be placed in time between platoons of motorists. As such, both the dedicated bus lane and the adjacent motorist lane would be available to the vehicle. It could shift lanes as needed to pass motorists making all of the above maneuvers. The phasing described is illustrated schematically in the attached slides. It is likely one of many approaches to using phasing to smooth operation of side-running bus rapid transit.

This concept would also provide more full-time car parking than either Concepts A or B. While some removal would still be necessary, parking could be provided during peak periods on both sides of the street. This concept has the further advantage that it could be built at substantially lower cost and substantially more quickly than center-running bus rapid transit.

This concept likely does not provide the same transit reliability as the modified Concept A described above. However, if some fatal flaw should be identified in that concept, we request engineering study including numerical simulation of Concept D as described here.

Our organizations do not support concepts B and C

Concept B is the same as Concept A but without the provision of any bicycling/micromobility facilities on San Pablo. Instead, this concept relies on parallel biking routes. However, these routes are up to a three-quarter mile round trip detour. This is a problem for any trip, but particularly linked trips to destinations along San Pablo.

The parallel routes are also not as well lit or as highly populated, making them either less safe or perceived to be less safe. As such, our organizations consider the approach to providing bicycling facilities in this concept a red thumbs down rather than a green thumbs up in the comparison chart prepared by the Alameda CTC. We request you to correct this in the materials you present to the public.

We do not support Concept C as it does not provide either bus rapid transit or protected cycling/micromobility facilities. That said, we ask that you add a green thumbs up to the characterization of this concept for allowing stations at major intersections. This is the obvious converse of the red thumbs down for Concepts A and B, which require that transit stations be off-set from major intersections. At best, the omission of a green thumbs up for Concept C does not provide a full accounting of the pros and cons of each concept. At worst, the omission of this pro for Concept C appears biased.