

Executive Summary

Introduction

Emeryville is well-positioned to become one of the Bay Area's top walking and bicycling cities due to the city's location, small size, dense development patterns, mix of land uses, and access to local and regional transit. Emeryville benefits from a well-connected network of existing sidewalks and an evolving network of bikeways, including the Bay Trail. The City is committed to developing pedestrian and bicycle infrastructure, investing in infill developments, and engaging with the community to support in-town and inter-jurisdictional walking and bicycling.

Emeryville has the potential to further encourage residents and visitors to walk and bicycle to and through the city for work, shopping, school, and recreational trips. Bicycle commuters from other communities and visitors traveling on the Bay Trail may stop in Emeryville to shop, eat, or play. As the East Bay's portal to the Bay Bridge into San Francisco, Emeryville will be the bicyclist gateway to San Francisco once the Bay Bridge bicycle path is completed.

Purpose

The City has a long history of supporting walking and bicycling. Many of the projects recommended in the City's first Bicycle and Pedestrian Plan in 1998 have been constructed, and others are included in the *Emeryville General Plan*.

This updated *Pedestrian and Bicycle Plan* leverages the work completed to date and details recommended improvements,

implementation strategies, and project prioritization, enabling the City to focus on projects that will have the most impact on improving safety and mobility for pedestrians and bicyclists. This Plan is a blueprint for improving pedestrian and bicycle infrastructure and programs over the next ten years. The document complements the *Emeryville General Plan* and guides the implementation of general plan policies that support walking and bicycling.

Why Walking & Bicycling?

Bicycling and walking are low-cost and healthy transportation options that provide economic and livability benefits to communities. When Emeryville residents or visitors choose to walk or bicycle the number of cars on the road is reduced, congestion is alleviated, and greenhouse gas emissions are reduced. Families that can replace some of their driving trips with walking or bicycling trips reduce household expenses.

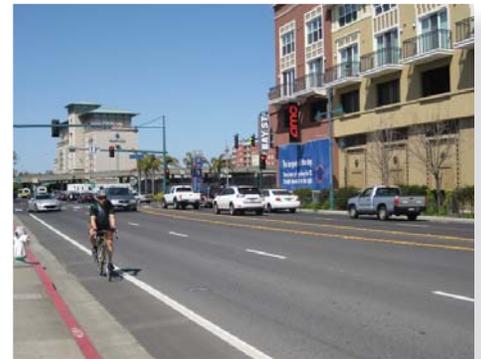
Replacing one daily car trip with a walking or biking trip can help Emeryville residents, workers or visitors get physical activity, reducing their risk of obesity, cardiovascular disease, diabetes, cancer, and osteoporosis.^{1,2} The health benefit of bicycling for exercise can reduce the cost of employer spending on health care, which provides a financial incentive to businesses.

¹ Centers for Disease Control and Prevention, *How much daily physical activity do you need?* http://www.cdc.gov/physical_activity/everyone/guidelines/index.html accessed August 2, 2011.

² U.S. Department of Health and Human Services, *Surgeon General's Vision for a Healthy and Fit Nation*. 2010.



The Bay Trail is a multi-use path running through Emeryville, and is intended to encircle San Francisco and San Pablo Bays.



Bike lane striping on Shellmound Street provides dedicated space for bicyclists.



Doyle Street has bicycle boulevard markings and signs indicating that bicyclists share the travel lane with cars.



Public Outreach

Emeryville's citizen-based Bicycle and Pedestrian Advisory Committee (BPAC) closely guided the Plan's development through monthly meetings which were open to the public. Residents, property owners, business owners, and employees were invited to participate via the plan website, a community survey, walking and bicycling tours, and two community workshops.

The City also led classroom discussions with students at Emery Secondary School to consider walking and biking issues and to identify potential improvements that would benefit students' travel to and from school. Input from these sources was used to understand barriers to walking and bicycling, and to identify projects and programs for inclusion in the Plan.

Plan Goals

- **Goal 1: Multi-modal:** A transportation system that eliminates the necessity of owning and/or driving personal vehicles because of the availability of convenient and accessible alternative modes of transportation.
- **Goal 2: A walkable city:** A universally accessible, safe, pleasant, convenient, and integrated pedestrian system that provides links within the city and to surrounding communities, and reduces vehicular conflicts.
- **Goal 3: A safe, comprehensive, and integrated bicycle system:** Develop a safe, comprehensive, and integrated bicycle system — a system and support facilities throughout the city that encourage accessible bicycling for all community members.
- **Goal 4: A regional bicycle and pedestrian network:** Collaborate with countywide regional agencies to coordinate planning and development of County bikeways and trails to support a regional bicycle and pedestrian network.
- **Goal 5: Education, encouragement and enforcement to support walking and bicycling:** Increase the safety of bicyclists and pedestrians and the health of the community through education, encouragement and enforcement to promote walking and bicycling.
- **Goal 6: Funding for pedestrian and bicycle projects and programs:** Fund pedestrian and bicycle projects and programs through existing and new sources of local, regional, state, and federal funding programs.

Emeryville Pedestrian and Bicycle Plan Vision

The Guiding Principles of the Emeryville General Plan articulate a vision of a livable and diverse city. Those principles are echoed in this Plan's vision statement:

Emeryville is a livable city, with a connected network of green streets and a fine-grained transportation network that emphasizes and supports an active and healthy lifestyle. There are new, safe, and enticing pedestrian and bicycle linkages within the City and to the San Francisco Bay and surrounding communities. Community members have a diversity of transportation choices. Walking and bicycling are integral to daily life.

The goals that support this vision are drawn directly from the general plan, and supported by more detailed policies and actions.



Existing Conditions and Needs

Pedestrian activity in Emeryville is oriented around major shopping destinations and transit hubs, while bicycling activity is evenly spread along multiple corridors. The Bay Trail is a major attractor and is almost continuous from Richmond to Emeryville. In Emeryville, the existing trail uses both on-street and off-street alignments and could be significantly improved.

The Union Pacific railroad tracks and Interstate 80 present major barriers to east-west travel, with few bicycle and

pedestrian crossings. The Powell Street interchange, the only freeway crossing in Emeryville, is a challenging environment due to high speeds and low motorist yielding rates. Future plans for this area will provide better amenities for pedestrians, bicyclists and transit users, as well as additional pedestrian and bicycle connections. Oakland and Berkeley are closely integrated with Emeryville, and the bicycle plans for both cities include connections to employment and shopping destinations in Emeryville.

Education, Encouragement, and Enforcement Programs

Pedestrian and bicycle programs support and encourage walking and biking and complement Emeryville's investments in pedestrian and bicycle infrastructure. The City currently supports Bike to Work Day; solicits public involvement in pedestrian and bicycle planning; maintains facilities and pavement at a high quality; and has strong, supportive design guidelines as well as policies and regulations that support walking and bicycling.



Bicycle tour participants discuss a crossing.



Emeryville supports bicycling by sponsoring events such as Bike to Work Day.

Implementation Strategy

Pedestrian and Bicycle Programs

The following recommended programs will support a pedestrian and bicycle friendly culture and encourage more people to walk or bike in Emeryville:

- **Encouragement programs** provide incentives for people to try walking or bicycling. Examples include car-free street events, applying for Bicycle Friendly Community recognition,³ establishing a Safe Routes to School Program,⁴ and developing a walk/bike to work program.
- **Enforcement programs** enforce legal and respectful walking, bicycling, and driving. The Plan recommends a bicycle patrol, a community-based traffic program, and targeted enforcement.
- **Education programs** seek to improve safety and awareness. The Plan recommends pedestrian and bicycle safety campaigns and adult bicycling skills classes to provide educational opportunities.
- **Evaluation programs** provide support for investments and help secure additional funding. The Plan recommends counting pedestrians and bicyclists annually and publishing a report card with the results.

³ The League of American Bicyclists' BFC award program recognizes the efforts cities have made to improve the bicycling environment, including programs.

⁴ Safe Routes to School (SR2S) is a program to help children to get to school by walking and bicycling through education, encouragement, enforcement, and engineering.

- **Maintenance issues** can pose safety hazards to pedestrians and bicyclists or make a route inaccessible. The Plan recommends establishing a maintenance schedule for pedestrian and bicycle facilities.
- **Bike sharing** is a system that allows users to check out bikes from publicly accessible stations and return them to other locations within the service area. It may be appropriate for Emeryville due to the city's small size and high concentration of workplaces. A proposed system in San Francisco could support bike sharing in Emeryville through reciprocal memberships.

Citywide Improvements

Improvements to citywide systems are recommended to facilitate and encourage walking and bicycling throughout Emeryville. These range from updating signals to include countdown and audible signal heads, to developing destination signage for both pedestrians and bicyclists. Key citywide recommendations include the following:

- **Signal detection for bicyclists:** Provide all signals with functioning bicycle detection and sufficient signal timing for bicyclists to clear the intersection, and mark loop detectors with a bicycle stencil.
- **Pedestrian directional signage and maps:** Develop a pedestrian signage program that provides information on direct and safe routes between key origins and destinations.
- **Bikeway destination signage:** Install signs with direction and



Bike sharing is increasing in popularity as many cities, including San Francisco, plan to pilot systems.



San Francisco parklet

Source: <http://sfpavementtoparks.sfplanning.org/>

distance to destinations on all bikeways, particularly on bicycle boulevards.

- **Parklets:** Establish a parklet program to temporarily repurpose underused street parking space creating space for pedestrian amenities or outdoor seating for adjacent restaurants and cafes.
- **Bike parking:** Continue enforcing the bicycle parking ordinance and City bike rack and locker programs; expand bicycle parking in public spaces.



Confirmation signs display mileage to destinations to help route finding.



Pedestrian improvements recommend pavement markings, signs, beacons, and signals to enhance major street crossings.



Bicycle Boulevards include signs and pavement markings, as well as crossing treatments and traffic calming to accommodate all types of bicyclists.



The Emeryville Greenway is a north-south linear park and pedestrian and bicycle path woven through commercial and residential areas utilizing an abandoned railroad.

Site-Specific Improvements

Pedestrian Infrastructure

Upgrades to pedestrian infrastructure for specific locations around the city include sidewalk gap closures, sidewalk upgrades, and new pedestrian-only paths. Pedestrian crossing improvements are recommended along San Pablo Avenue, Powell Street, and 40th Street, as well as selected locations on smaller roadways.

Recommended corridor enhancements on 53rd Street and San Pablo Avenue could entail significant modifications and incorporate a variety of techniques to enhance the pedestrian environment. The Plan recommends transit stop improvements that would provide appropriate amenities for each transit stop, according to ridership, surrounding land uses, and available space.

Bikeways

Once completed, the bikeway network envisioned in the Plan will provide a comprehensive, safe, and logical network of facilities where all types of bicyclists can ride to destinations within the city or seamlessly connect into Oakland or Berkeley.

Emeryville’s recommended bikeway network consists of multi-use paths, bike lanes, signed bike routes, bicycle boulevards, and streets with shared lane markings.

Bicycle Boulevards

The Plan provides design guidelines and policies for improving bicycle boulevards in the city. Bicycle boulevards are streets with low traffic volume that

are optimized for bicycle travel through signage, pavement markings, intersection crossing treatments, traffic calming, and traffic diversion. They address the needs of those who are interested in bicycling but concerned about riding in traffic.

Improvements are recommended on sections of 45th Street, 53rd Street, Doyle Street, Horton Street/Overland Avenue, Stanford Avenue, and 59th Street.

Multi-use Paths

Multi-use paths permit both bicyclists and pedestrians. Twelve multi-use path projects are recommended, totaling 2.04 miles.

Recommendations include completing the Bay Trail within Emeryville as a multi-use path with appropriate width, signs, and crossings along its length. Recommendations also include completing the north-south Emeryville Greenway to provide a seamless bicycle-pedestrian corridor from 9th Street in Berkeley to 40th Street, and creating an east-west Temescal Greenway as prescribed in the general plan.

Overcrossings

Bicycle and pedestrian travel in Emeryville is significantly limited by two major north-south barriers, Interstate 80 and the Union Pacific railroad tracks.

Recommended overcrossing improvements include the South Bayfront Bridge from Horton Landing Park to Ohlone Way over the railroad tracks, the 65th Street Bridge spanning Interstate-80, and a feasibility study to evaluate options for improving the pedestrian and bicycle access on the Powell Street Pedestrian/Bicycle Bridge over the railroad tracks.

Funding and Implementation

The total cost of implementing the recommendations in this Plan is estimated at \$59.1 million including the construction of two major pedestrian/bicycle bridges. As the costs of these projects and programs exceed the City's anticipated bicycle and pedestrian funding, the Plan lays out a strategy that will help the City pursue high-priority projects and projects that cost little but have a big impact, and integrate projects into larger planned roadway and development projects.

The City of Emeryville has been extremely resourceful and strategic in pursuing funding for pedestrian and bicycle expenditures. City staff have successfully secured funds from a number of sources, including the redevelopment funds and the existing Transportation Impact Fee program. Emeryville has also implemented pedestrian and bicycle facilities through a variety of means including redevelopment and private

development, and other mechanisms. The City will continue to fund pedestrian and bicycle projects through these sources and explore new sources, such as grant funding and inclusion in the Regional Transportation Plan, and in the Measure B sales tax expenditure plan.

Action Plan

To fully achieve the vision set forth in this Plan, close coordination among City departments, neighboring jurisdictions, and the community-at-large will be required. The Plan defines specific action steps for implementation of Pedestrian and Bicycle Plan goals and policies, as well as identifying the department or agency responsible for implementing each action and a timeframe to strategically develop the City's pedestrian and bicycle network and support programs. Some action items will be completed in the short term—within 2 years of adoption of the Plan, whereas others will be completed within the mid-term—2 to 5 years, or long term—5 to 10 years.

Conclusion

This Pedestrian and Bicycle Plan provides Emeryville with a targeted strategy to build upon the significant work and planning that has already been completed, and primes the city to become the foremost walking and bicycling community in the East Bay.

As the Plan is implemented, Emeryville will become a **more livable city** with a **connected network of green streets** and a **fine-grained transportation network** that emphasizes and supports an active and healthy lifestyle.

The City will have new, safe, and enticing **pedestrian and bicycle linkages** within the City and to the San Francisco Bay and surrounding communities. Community members will have a **diversity of transportation choices**, and **walking and bicycling will be integral to daily life**.

The innovative new strategies and dedication to encouraging non-motorized transportation will make the City a model for pedestrian and bicycle planning.



This Plan is for people of all ages who walk or bicycle in Emeryville and anyone interested in the City's efforts to make these modes safer and more enjoyable.