



Office of the City Manager

SUPPLEMENTAL AND REVISED AGENDA MATERIAL for Supplemental Packet 1

Meeting Date: November 14, 2023

Item Number: 1

Item Description: Alameda County Transportation Commission San Pablo Avenue Multimodal Corridor Program: Safety Enhancement and Parallel Bike Improvements Projects

Submitted by: Liam Garland, Director, Public Works

Supplemental Material: Alameda County Transportation Commission presentation slides

Revised Material: The staff report for this item is revised as follows: the first sentence of the second full paragraph on page 7 is revised as follows: “In total, approximately ~~490~~174 parking spaces would be removed throughout the project area.”



San Pablo Avenue Multimodal Corridor Program



Berkeley City Council

November 14, 2023

Recommended Actions

That the City Council:

- Approve the conceptual designs for the San Pablo Avenue Multimodal Corridor Program: Safety Enhancements and Parallel Bike Improvements projects; as well as the Addison Street Bike Boulevard Connector, within the City of Berkeley (City);
- Direct City staff to partner with the Alameda County Transportation Commission on final design and implementation of these projects; and
- Authorize the City Manager to direct staff to grant permits and agreements for construction activities within City right-of-way, contingent on City staff approval of final construction drawings and specifications from Alameda County Transportation Commission.

San Pablo Avenue Corridor Program



- Enhance **safety** for all travel modes
- Improve **comfort and quality** of trips for all users
- Support a **strong local economy** and efficiently accommodate **growth** along the corridor while respecting local contexts
- Promote **equitable** transportation and design solutions for diverse communities throughout corridor

Project Overview Map



Program Partners

Agencies collaborated since 2017 to develop project proposals via Technical Advisory Committee and regular 1:1 meetings.

Agency partners include:

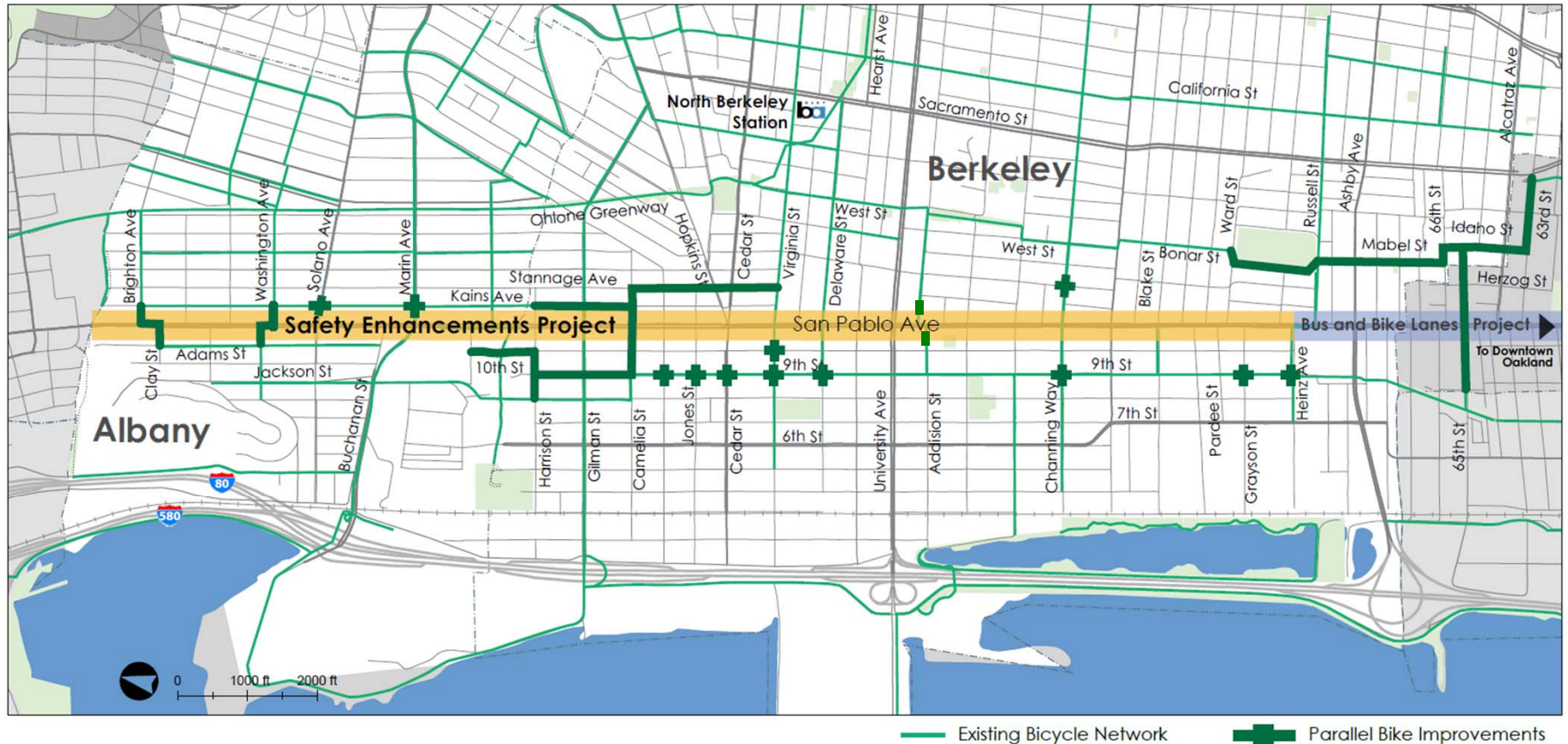
- Cities of:
 - Albany
 - Berkeley
 - Emeryville
 - Oakland
- AC Transit
- Caltrans



Project Consistent with City-Adopted Plan

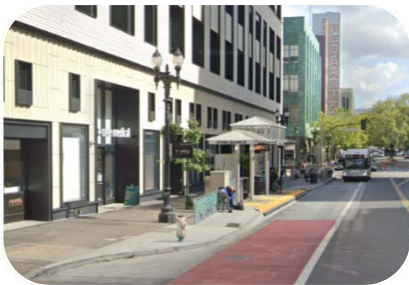
- Vision Zero Action Plan (2019)
- Berkeley Pedestrian Master Plan (2020)
- Berkeley Transit-First Policy Implementation Plan (2023)
- Berkeley Bicycle Master Plan (2017)
- Berkeley Climate Action Plan (2009, 2023 Update)

Project Locations: Safety and Parallel Bike



Safety Enhancements Project

Project Elements



Bus bulbs



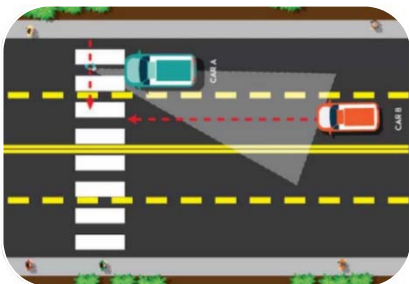
Pedestrian Signals (PHBs)



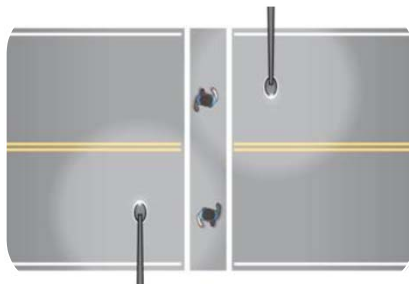
Flashing Beacons (RRFBs)



Median Refuges



Bus Stop Relocations



Lighting Upgrades



ADA ramp and signal upgrades



Protected Bikeway Connectors

Addison/San Pablo Intersection



Work Items	Lead
Concept Design	City
Outreach	City
Caltrans approvals	Alameda CTC*
Environmental clearance	Alameda CTC*
Design and construction	Alameda CTC*
*Location will be incorporated into Safety Enhancements Project	

Parallel Bike Project

Project Elements



Diverters



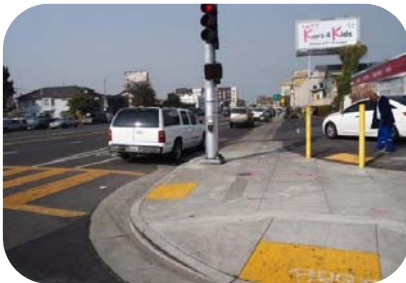
Traffic Circles



RRFBs/PHBs



Wayfinding



ADA ramp upgrades



Stop control changes

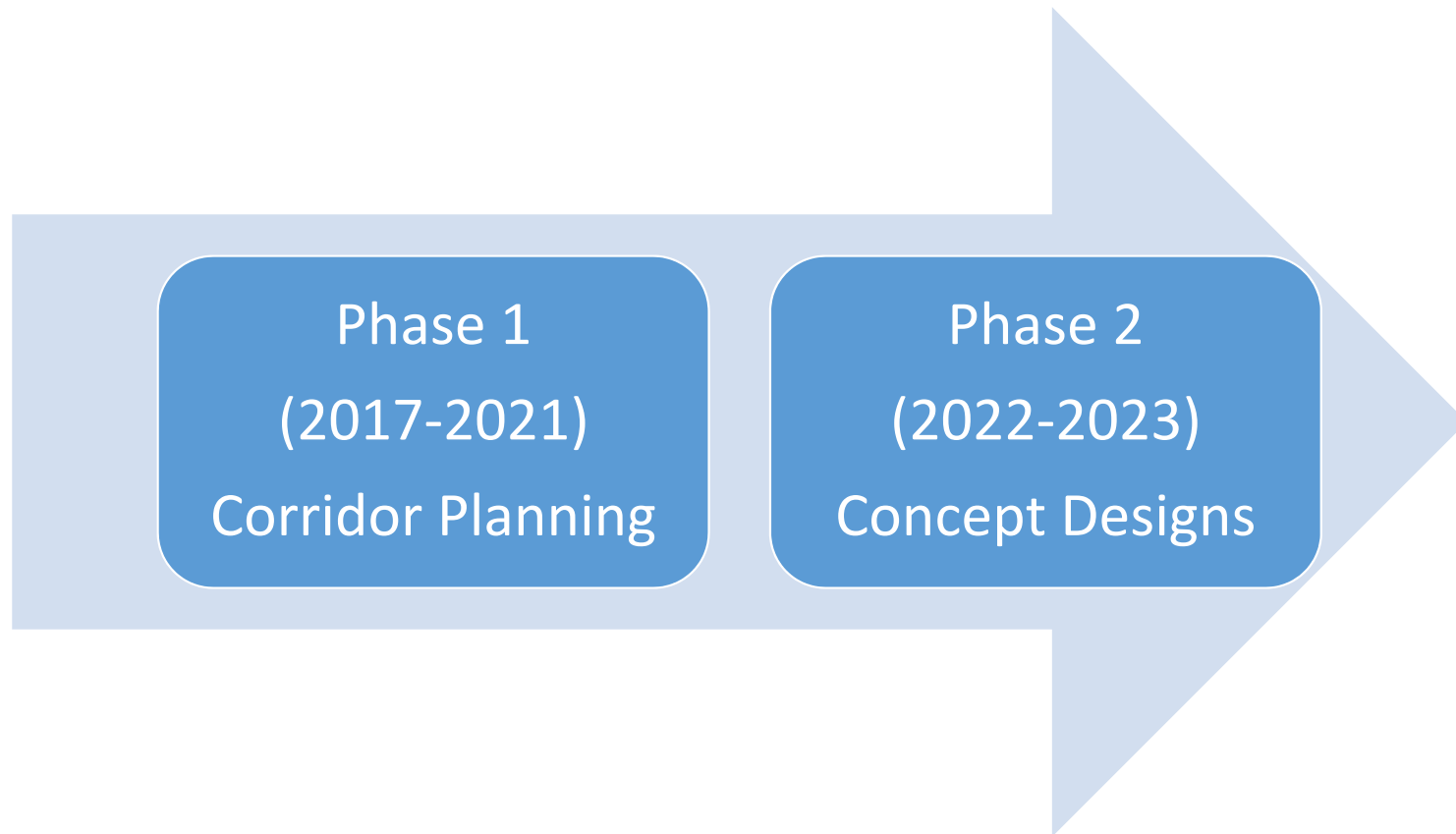


Speed humps/tables



Daylighting

Public Engagement History



Public Engagement – Phase I

- Included two major rounds of outreach
- Round 1 (late 2017-2018) to identify needs and priorities
 - Focus groups with bus riders, bicyclists and seniors and people with disabilities
 - Survey of San Pablo Avenue businesses on loading needs and to spread awareness of the planning effort
 - Online survey viewed by over 1,000 people; 815 completed surveys
 - Postcards advertising the survey hand-delivered to all businesses
 - Flyers on all Route 72 buses
 - E-blasts announcing the survey

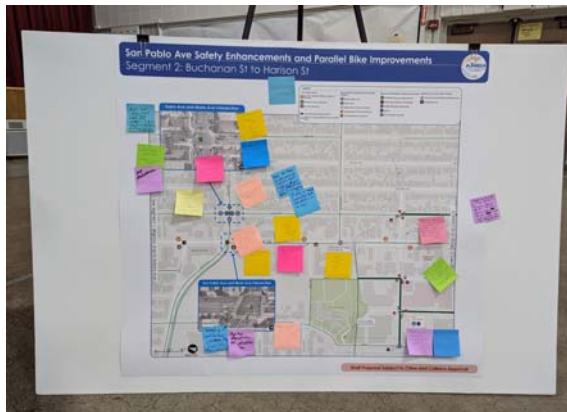
Public Engagement – Phase I, cont.

- Round 2 (2019)
 - Four public workshops along the corridor, including Berkeley
 - Pop-up events & intercept surveys at major activity centers - over 200 surveys
 - Mailings to businesses and residences
 - Online survey – over 2,150 comments
 - Press coverage: Berkeleyside, East Bay Express
- Berkeley Transportation Commission: April 18, 2019
- Berkeley Disability Commission: August 21, 2019
- Briefings with Councilmembers representing the corridor
- Alameda CTC Commissioner briefings and presentations

Public Engagement – Phase II

- Interactive webmap
- Storefront outreach (in-person visits, phone follow-ups)
- Bus stop flyers
- Postcard mailers (2 rounds; 8,500+ households)
- Active Transportation Working Group (ATWG)
- E-blasts
- Presentations to CBOs
- Community open house: March 30, 2023, over 100 attendees
- Press coverage: Multiple Berkeleyside articles
- City of Berkeley Transportation and Infrastructure Commission: July 20, 2023 unanimous approval

Public Engagement – Phase II



San Pablo Avenue Safety Enhancements & Parallel Bike Improvements Community Open House Announcement

San Pablo Ave. has the third highest number of collisions in Alameda County and is the second-busiest bus corridor in the County. Proposed enhancements will make the street safer and easier to cross for people walking, biking, and taking the bus, improve bus stops, and upgrade routes for bikes on parallel streets. In specific locations, the improvements will change traffic routes and remove parking. Preliminary design plans are ready for your review and comment!

We want to hear from you!

**Community Open House
March 30, 2023
at Berkeley Adult School**

See reverse for info & online commenting opportunities.



For more info: sanpablo@alamedaact.org 510-208-7400

Si necesita esta información en un formato diferente, llame al (510) 208-7400 o envíe un email a sanpablo@alamedaact.org.

如果您需要其他格式的信息，請致電 (510) 208-7400 或發送電子郵件至 sanpablo@alamedaact.org.

NOTICE OF POTENTIAL BUS STOP CHANGE

AVISO DE POSIBLES CAMBIOS EN LA PARADA DE AUTOBÚS

公交停靠站预计变更通知

Alameda County Transportation Commission is leading the development of the San Pablo Avenue Corridor Improvements Project to improve safety for pedestrians and bicyclists, and to enhance bus service.*

- This stop may change in one or more of the following ways:
- Extension of curb and widened sidewalk
 - Relocation to far side of intersection (approx. 100 – 200 ft.)

Timeline
Design: 2022 – 2024 • Construction: 2024 – 2026

La Comisión de Transporte del Condado de Alameda está liderando el desarrollo del Proyecto de Mejoras del Corredor de San Pablo Avenue para mejorar la seguridad de los peatones y ciclistas, y potenciar el servicio de autobuses. Esta parada puede cambiar en una o más de las siguientes maneras:

- Ampliación de bordillo y ensanchamiento de la acera
- Mudación al lado lejano de la intersección (aproximadamente 100 a 200 pies)

Consejo
Diseño: 2022 – 2024 • Construcción: 2024 – 2026

阿拉米达县交通委员会正领导开发圣巴巴拉大道走廊改善项目 (San Pablo Avenue Corridor Improvements Project)，以提高行人和骑行者的安全，并改善公交服务。此停靠站可能会以以下一种或多种方式发生变化：

- 延长路缘，加宽人行道
- 搬迁至交叉路口对面 (约 100 - 200 英尺)

时间表
设计：2022 年至 2024 年 • 施工：2024 年至 2026 年

*This project is separate and distinct from AC Transit's signal work that is currently underway.
*Este proyecto es independiente y distinto de las obras de señalización de AC Transit que se están llevando a cabo actualmente.
*此项目与正在施工的 AC Transit 信号工程完全无关。

For more information and to provide feedback on the project visit alamedaact.org/sanpablo or email sanpablo@alamedaact.org.
Para obtener más información y brindar comentarios sobre el proyecto, visite alamedaact.org/sanpablo o envíe un correo electrónico a sanpablo@alamedaact.org.
想了解更多项目资讯或提供反馈，请访问 alamedaact.org/sanpablo 或发送电子邮件至 sanpablo@alamedaact.org.

ALAMEDA County Transportation Commission



San Pablo Avenue Corridor Safety Enhancements Storefront Outreach - Project Improvements

Bus Bulbs Improve Transit and Sidewalk Space



Bus bulbs increase sidewalk space for pedestrians, providing room for a bus shelter and other stop facilities, while increasing sidewalk space for people walking, outdoor seating, or other space for adjacent businesses. The bulb out brings the curb into the street and shortens pedestrian crossing distances.

Image: Google Maps Street View

Reduce Bus Travel Time and Enhance Reliability

The project proposes improvements that improve bus speed, reliability, convenience and safety for all users along San Pablo Ave. Bus stop improvements include:



Bus bulbs allow buses to spend less time stopped, since they do not need to wait to pull back into traffic. It also increases sidewalk space for pedestrians. Moving bus stops from near-side to far-side allows buses to get through intersections before stopping, reducing delays for passengers. Other drivers have increased visibility of pedestrians crossing the street as the bus does not block their view anymore.

Changes to Parking & Loading

At locations with relocated or new bus stops, Pedestrian Hybrid Beacons, and/or offset bicycle crossings, some parking and loading spaces will be relocated or removed. New red curbs in advance of pedestrian crossings will improve the overall visibility, which results in some parking loss.



New space for parking and loading can result when relocating bus stops from the near side to the far-side of the intersection. Bus stop relocations in combination with crosswalk and bicycle improvements will increase pedestrian safety, benefiting customers and everyone else in the community.

Off-Set Bicycle Crossing

At two locations within the project area, bicycle boulevards cross San Pablo Ave. at offset intersections. The proposed improvements provide safer, protected bikeways on San Pablo Ave. between the intersections, creating a continuous, all ages and abilities bicycle crossing of San Pablo Avenue.



Alameda County Transportation Commission • 1111 Broadway, Suite 800 Oakland, CA 94607 • 510.208.7400 • www.alamedaact.org



City of Berkeley Coordination

- Plan circulation and design review meetings with:
 - Berkeley Fire
 - Berkeley Zero Waste
 - Traffic Engineering
 - Transportation Planning
 - Berkeley Unified School District
- Continued coordination during final design

Outreach summary

Key themes

- Parallel bike routing
- Level of traffic control device at major street crossings (RRFB vs PHB)
- Location-specific circulation, parking issues
- Stop-control changes and speed humps along parallel bike streets
- Suggested improvements at locations not along project streets
- Bus stop nuisance issues
- Detailed design comments

Berkeley changes based on feedback

- Changes to parallel bike routing (Kains vs Stannage, Idaho/65th connection)
- Bulbouts added at Kains/Gilman
- Removed diverters at 9th/Pardee, Channing/10th
- Shortened bus bulbs at SB Dwight, SB University
- Retained nearside stops at SB Allston, NB Cedar
- Added speed tables
- Changes to stop, yield control

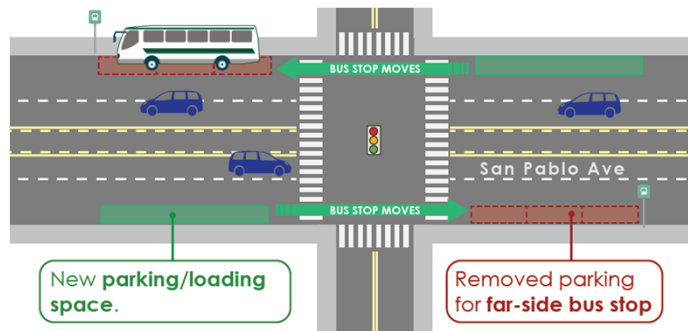
Circulation Changes

- Diverters (Parallel Bike)
 - Channing/Curtis
 - Delaware/9th (reverse orientation)
 - 9th/Jones
- Median closures (Safety Enhancements)
 - San Pablo/Pardee
 - San Pablo/Blake
 - San Pablo/Channing
 - San Pablo/Virginia
 - Kains/Marin (Albany)
- Other turn restrictions
 - San Pablo/REI entrance



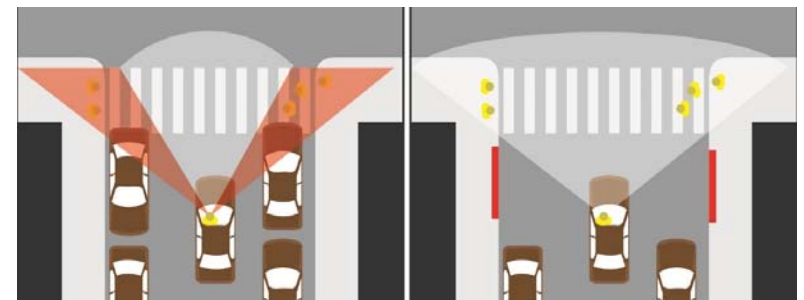
Parking Changes

- Safety Enhancements (On SPA)
 - Bus stop relocations (majority of cases)
 - Class IV bikeway connectors
 - Some reductions due to stop lengthening and daylighting
- Parallel Bike (Off SPA)
 - “Daylighting” (red-curb) at residential intersections



Project	Net Parking Change (estimate)	
	On San Pablo Ave	On other Residential and Non-residential Streets
Safety Enhancements	-14	0
Parallel Bike Improvements	0	-152
Addison Street Bike Boulevard Connector*	-7	-1
TOTAL	-21	-153
	*One-way cycletrack option	

Most spaces will no longer be legal parking spaces due to passage of AB413



Project Funding Secured

- Safety Enhancements Project
 - \$10 M Safe Streets for All (federal)
 - \$10 M One Bay Area Grant (federal)
 - \$9 M Active Transportation Program (state)
- Parallel Bike Improvements Project
 - \$10 M One Bay Area Grant (federal)
 - \$5 M Safe Streets for All (state)
- \$19 million in Measure BB funds invested in overall San Pablo Corridor planning and project development

Project Schedules

	Safety Enhancements	Parallel Bike Improvements
Planning/ Scoping	2017 – Spring 2022	2017 – Spring 2022
Environmental Studies & Final Design	Winter 2022 – Spring 2025	Winter 2022 – Summer 2024
Construction	Fall 2025 – Winter 2026	Winter 2024 – Winter 2026

Next Steps

- Environmental clearance
- Caltrans Project Report (Safety Enhancements)
- Final design

Recommended Actions

That the City Council:

- Approve the conceptual designs for the San Pablo Avenue Multimodal Corridor Program: Safety Enhancements and Parallel Bike Improvements projects; as well as the Addison Street Bike Boulevard Connector, within the City of Berkeley (City);
- Direct City staff to partner with the Alameda County Transportation Commission on final design and implementation of these projects; and
- Authorize the City Manager to direct staff to grant permits and agreements for construction activities within City right-of-way, contingent on City staff approval of final construction drawings and specifications from Alameda County Transportation Commission.

Questions?

Website: alamedactc.org/sanpablo

Email: sanpabloave@alamedactc.org





Office of the City Manager

ACTION CALENDAR

November 14, 2023

To: Honorable Mayor and Members of the City Council
From: Dee Williams-Ridley, City Manager
Submitted by: Liam Garland, Director, Public Works
Subject: Alameda County Transportation Commission San Pablo Avenue Multimodal Corridor Program: Safety Enhancement and Parallel Bike Improvements Projects

RECOMMENDATION

Adopt a Resolution:

1. Approving Alameda County Transportation Commission (Alameda CTC's) conceptual designs for the San Pablo Avenue Multimodal Corridor Program: Safety Enhancements and Parallel Bike Improvements Projects; as well as the Addison Street Bike Boulevard Connector, within the City of Berkeley (City);
2. Authorizing the City Manager to direct City staff to partner with the Alameda CTC on final design and implementation of these projects; and
3. Authorizing the City Manager to direct City staff to grant permits for construction activities within City right-of-way, contingent on City staff approval of final construction drawings and specifications from Alameda CTC.

SUMMARY

The Alameda CTC is leading the development of the San Pablo Avenue Multimodal Corridor Program, which consists of three projects to improve safety and multimodal access: the Safety Enhancements Project (Berkeley and Albany); the Parallel Bike Improvements Project (Berkeley, Albany, and North Oakland); and the Bus and Bike Lane Project (Oakland, Emeryville, and South Berkeley). The goals of the program are to enhance safety for all travel modes, improve comfort and quality of trips for all users, support a strong local economy and efficiently accommodate growth along the corridor while respecting local contexts, and promote equitable transportation and design solutions for diverse communities throughout the corridor. The three projects were identified as part of a multi-year corridor planning effort conducted from 2017-2021, which included multiple rounds of community engagement, concluding with the Alameda CTC adopting an overall San Pablo Avenue corridor concept in March 2022. Alameda CTC, in partnership with the City and other agency partners, has conducted preliminary

design and outreach on design details for the Safety Enhancements Project and Parallel Bike Improvements Project. However, preliminary design and outreach for the Bus and Bike Lane Project is being done separately and thus this project is not the subject of this report.

As a separate project, City Staff are leading the Addison Street Bike Boulevard Project, which would implement bicycle boulevard improvements along Addison Street between Aquatic Park and Sacramento Street and between Milvia Street and UC Berkeley Campus. Because the Addison Street Bike Boulevard overlaps with the Alameda CTC's Safety Enhancements Project at the intersection of San Pablo Avenue and Addison Street, City staff led a separate concept design development and outreach process for the Addison Street Bike Boulevard connection across San Pablo Avenue. Following concept design approval, Alameda CTC will include the Addison Street Bike Boulevard Connector at San Pablo Avenue as part of the Safety Enhancements Project. The City will implement the other portions of the Addison Street Bike Boulevard as a separate project.

Therefore, this report seeks Council approval for three concept designs: Alameda CTC's Safety Enhancements Project; Alameda CTC's Parallel Bike Improvements Project; and the City-led Addison Street Bike Boulevard Connector (to be implemented by Alameda CTC as part of the Safety Enhancements Project).

The concept designs have been developed and refined by Alameda CTC based on input from the public and City staff from Public Works; Parks, Recreation and Waterfront; and Fire. The concept designs are consistent with adopted City plans, including the 2017 Bike Plan, the 2020 Pedestrian Plan, the 2022 Transit First Implementation Plan, and the 2020 Vision Zero Action Plan.

City and Alameda CTC staff seek City Council approval for the three conceptual designs; authorization to proceed with detailed engineering design; issuance of construction permits contingent on City staff approval of final design; and authorization to grant permits for construction activities in the City right-of-way. Following City Council approval of concept designs, Alameda CTC will complete environmental clearance, secure necessary Caltrans approvals for improvements along San Pablo Avenue (State Route 123), and lead final design and construction of the projects, including the Addison Street Bike Boulevard Connector, in coordination with City staff.

Alameda CTC is seeking the City's concept approval for these two San Pablo Avenue Corridor Projects in order to keep the federally-funded engineering design and construction phases on schedule and not endanger Alameda CTC's federal aid grant funding. Alameda CTC plans to fast-track completion of detailed engineering design in order to seek allocation of construction funding in 2024.

FISCAL IMPACTS OF RECOMMENDATION

Design and construction of the projects is funded by the Alameda CTC. Alameda CTC is utilizing various federal, state, and local funds for design, public outreach, and construction of the Safety Enhancement and Parallel Bike Improvements Projects. Therefore, the only direct fiscal impact is due to the allocation of City staff time to support this project.

CURRENT SITUATION AND ITS EFFECTS

Alameda CTC has developed a conceptual design for the Safety Enhancements and Parallel Bike Improvements Projects, conducted public engagement, and refined the design based on input from the public and City staff. In addition, Public Works staff have developed a conceptual design and conducted internal and external stakeholder engagement for the related Addison Bike Boulevard Connector.

Safety Enhancements Project Description

The Safety Enhancements Project extends along San Pablo Avenue from Oregon Street in South Berkeley to the Contra Costa County line in Albany. San Pablo Avenue in both Berkeley and Albany is Caltrans right-of-way as part of State Route 123. The project is focused on improving safety for pedestrians and bicyclists crossing San Pablo Avenue and targeted improvements to bus speed and reliability. Specific project components include:

- High visibility crosswalks and striping
- Pedestrian signals (also called Pedestrian Hybrid Beacons (PHBs) or High-intensity Activated Crosswalk (HAWK) signals)
- Rectangular Rapid Flashing Beacons (RRFBs)
- Median refuges
- ADA compliant curb ramps
- Improved bicycle crossings of San Pablo Avenue at intersections with bike routes, particularly offset crossings of San Pablo Avenue
- Bus bulbs at AC Transit Rapid stops
- Bus stop relocations from nearside to far side of intersection to reduce delays for buses and improve sightlines between motorists and pedestrian crossings
- Bus stop length adjustments to accommodate frequent bus arrivals
- Sidewalk repair within bus stop areas
- Targeted lighting improvements at crosswalks and bus stops
- Leading pedestrian intervals
- Accessible pedestrian signal upgrades

Attachment 2 includes the concept design and provides more details on the proposed improvements.

Parallel Bike Improvements Project Description

The Parallel Bike Improvements Project seeks to provide upgraded and contiguous biking facilities along local streets parallel and leading to San Pablo Avenue in Albany, Berkeley, and North Oakland. In Berkeley, the project includes improvements to Kains Avenue between the Albany border and Camelia Street, Harrison Street between 8th and 10th streets, Camelia Street between Stannage Avenue and 9th Street, Stannage Avenue between Camelia and Virginia Streets, portions of 9th Street in Berkeley between Harrison and Heinz Streets, Mabel Street from Ward Street to 66th Street, Idaho Street from 66th Street to the Oakland border, and 66th Street between Mabel Street and Idaho Street. The project takes advantage of the existing and planned bicycle boulevard/neighborhood bike route networks as defined in the 2017 Bike Plan. Specific project elements include:

- Speed management traffic calming measures (traffic circles, speed tables)
- Volume management traffic calming measures (diverters)
- Improvements at bikeway crossings of major streets (arterial and collector streets) including PHBs/RRFBs, bulbouts, and median refuges
- Wayfinding improvements

Attachment 2 includes the concept design and provides more details on the proposed improvements.

Addison Street Bike Boulevard Connector Description

San Pablo Avenue has been identified as a high-injury street in the 2020 Berkeley Vision Zero Action Plan. The City-led Addison Street Bike Boulevard Connector would construct a Class IV separated bikeway connector across San Pablo Avenue to reduce future collision risk for vulnerable users crossing the street and will address a key barrier to east-west bicycle connectivity in the City.

City staff worked with a consultant, Alta Planning and Design, on a conceptual design and public outreach process for the Addison Street Bike Boulevard Connector. Two conceptual designs were developed: a one-way protected cycle track on both the west and east sides of San Pablo Avenue; and a two-way protected cycle track on the east side of San Pablo Avenue. Attachment 3 includes the concept design and provides more details on the proposed improvements.

Public outreach for the Addison Street Bike Boulevard Connector included postcards sent to residents within 300 feet of the project area informing them of the project and providing directions for how to attend a public meeting to provide feedback. Staff also distributed postcards in person to affected businesses along San Pablo Avenue. The conceptual designs were presented to the public, including representatives from the Office of Economic Development, and Walk Bike Berkeley, during a virtual meeting on

September 26, 2023. In general, comments during the virtual meeting were related to parking, trees, and circulation impacts. One member of the public suggested an alternative bike boulevard route. Overall, external stakeholders present at the meeting generally preferred the one-way protected cycle track option because, while it would remove 8 parking spots compared to 4 under the two-way cycle track option, it would preserve a mature London Plane street tree (*Platanus x hispanica*) and maintain the right turn movement for vehicles turning east onto Addison Street. While City staff agrees with external and internal stakeholders that the one-way protected cycle track option is the preferred option, Alameda CTC will be analyzing the preferred concept design as part of the upcoming detailed engineering design phase for the larger corridor study. In the event Alameda CTC determines the one-way cycle track infeasible based on technical analysis during the subsequent detailed engineering design phase, they may choose to carry forward the two-way cycle track for detailed engineering and construction. Therefore, Public Works is recommending that Council approve the one-way cycle tracks as the preferred option, with the two-way cycle track as a fallback option. In the event that the fallback option is needed, Public Works would return to City Council with an update on the Alameda CTC detailed engineering design phase process at that time.

If this item is approved, Alameda CTC would shepherd the concept design described herein for the Addison Street Bike Boulevard Connector through the environmental clearance and Caltrans approvals and detailed engineering phases and would ultimately construct the project as part of the Safety Enhancements Project.

Inter-Agency and Internal Stakeholder Coordination

Since 2017, beginning with the initial scoping of the San Pablo Avenue Multimodal Corridor Program of Projects, Staff worked closely with Alameda CTC staff. Throughout the development of these projects, Staff has asked Alameda CTC staff to follow established City and Department of Public Works processes and workflow, including internal and external technical agency stakeholder review, public stakeholder engagement, Transportation and Infrastructure Commission review, and eventual City Council conceptual approval.

Alameda CTC staff have engaged Staff as well as colleagues from other cities along the project corridor, Alameda-Contra Costa Transit District (AC Transit), and Caltrans in seeking technical review and comment. As is typical for City-led transportation projects, Alameda CTC engaged multiple City departments through a series of design review and comment meetings. Where necessary, Alameda CTC and Staff have collaborated to solicit follow-up input and organized focused follow-up meetings to ensure engagement with all necessary City technical stakeholders. Staff comments have been incorporated through changes to the conceptual project design.

On September 5 and 28, 2023, City staff presented the concept design for the Addison Street Bike Boulevard Connector to internal City Department stakeholders from Public Works, Fire, and Parks, Recreation and Waterfront. Feedback from the internal City stakeholders have been incorporated into the conceptual design for this City-led project.

Parking

The projects include several elements that will modify parking. These elements are described here and also depicted in Attachment 2 and Attachment 3.

The majority of parking impacts are a result of intersection safety “daylighting”. Daylighting consists of eliminating on-street parking spaces at an intersection (up to 8 spaces at each intersection may be restricted) so that all road users have improved visibility at the intersection. Daylighting was recommended in the 2020 Berkeley Pedestrian Plan and was prioritized through a February 28, 2023 Council referral to develop a comprehensive intersection daylighting policy.¹ California Assembly Bill 413 (AB-413), which was signed into law on October 10, 2023, makes it unlawful to park within 20 feet of a marked or unmarked crosswalk.

The Safety Enhancements Project includes changes to parking along San Pablo Avenue associated with relocating/lengthening bus stops and with daylighting intersections. Parking changes will typically remove between 1 and 3 spaces along any particular block, and in cases where parking spaces are removed due to a bus stop relocation, the parking removal will be at least partially offset by adding back some spaces in the vacated stop location. Where possible, color curbs will be replaced in a nearby location. Parking changes along San Pablo Avenue have been reviewed with adjacent businesses through door-to-door direct outreach and follow-up phone outreach. Based on their feedback, some proposed bus stop relocations and bus stop lengths were refined, as described in Attachment 2. As shown in **Table 1**, an estimated 14 spaces in 11 commercial areas on San Pablo Avenue within the City would be removed as a result of this project.

Table 1: Net Parking Change in the City of Berkeley

Project	Net Parking Change	
	On San Pablo Ave	On other Residential and Non-residential Streets
Safety Enhancements Project	-14	0
Parallel Bike Improvements Project	0	-152
Addison Street Bike Boulevard Connector (one-way cycletrack option)	-7	-1
TOTAL	-21	-153

The Parallel Bike Improvements Project includes changes to parking at intersections along bicycle boulevards primarily from daylighting of intersections and installation of traffic calming. An estimated 152 spaces in 33 locations on residential and non-residential streets parallel or nearby to San Pablo Avenue within the City would be removed as a result of this project.

¹ Referral: Creation of an Intersection Daylighting Policy, Item 14, Berkeley City Council Meeting Agenda, February 28, 2023.

The Addison Street Bike Boulevard Connector would remove parking spaces in order to install a cycle track and daylight the intersection. The preferred One-way Cycle Track option for the Addison Street Bike Boulevard Connector would eliminate a total of 8 parking spaces. The Two-way Cycle Track option would eliminate a total of 4 parking spaces.

In total, approximately 190174 parking spaces would be removed throughout the project area. The project area is extensive, consisting of improvements along more than 2 miles of San Pablo Avenue and 3.4 miles of residential and non-residential streets within the City. Given the extremely large size of the project area, the comparatively small number of parking spaces that are impacted, and the intensive level of engagement, public notification, and direct outreach to affected residents and businesses, Alameda CTC has not completed a comprehensive parking inventory and occupancy study of the project area at this time.

Traffic Circulation

The Safety Enhancements Project includes circulation changes due to median closures at the intersections of San Pablo Avenue/Virginia Street, San Pablo Avenue/Channing Way, San Pablo Avenue/Pardee Street, and San Pablo Avenue/Blake Street. The proposed median closures would prohibit left turns into and out of the side street from San Pablo Avenue. The purpose of the median closures is to improve safety for all road users by eliminating motorists turning across multiple lanes of traffic at unsignalized intersections. At the intersections of San Pablo Avenue/Virginia Street and San Pablo Avenue/Channing Way, the median closures will also provide space for pedestrian and cyclist refuges while crossing San Pablo Avenue and will help manage traffic volumes along bicycle boulevard routes by preventing through-traffic from crossing San Pablo Avenue to continue along the Bicycle Boulevard routes.

The Parallel Bike Improvements Project includes circulation changes due to installation of new diverters at the intersections of Curtis Street/Channing Way and 9th Street/Jones Street as well as a modification to the existing diverter at 9th Street/Delaware Street. Diverters are a common traffic calming treatment to manage volumes along residential streets in the City. Examples of diverters are common in the City and are used to prohibit motorists from using neighborhood streets as cut-through routes by forcing motorists to turn instead of proceeding through an intersection.

Alameda CTC has reviewed proposed circulation changes (median closures and diverters) with Public Works Staff and determined that viable alternate circulation routes are available. Alameda CTC also reviewed the proposed circulation changes with Berkeley Unified School District.

Alameda CTC has reviewed the proposed median closure and diverter locations with Fire and Zero Waste staff. Alameda CTC has incorporated Fire and Zero Waste requests for mountable diverters that permit passage for Fire and Zero Waste vehicles into the concept designs.

The preferred option for the Addison Street Bike Boulevard Connector (the one-way cycle track option) would not involve any changes to vehicle turning movements. However, the two-way cycle track would likely involve a right turn restriction for vehicles turning east onto Addison Street from San Pablo Avenue. Fire and Zero Waste staff reviewed this design option and requested that any new curbs in the public right-of-way include a chamfered edge and be mountable by Fire and Zero Waste vehicles. If the two-way cycle track is determined by Alameda CTC to be the only feasible design option after undergoing detailed technical analysis, a mountable curb at the right turn restriction bulb-out will be incorporated into the final design.

Public Engagement

Alameda CTC led a multi-year corridor planning effort conducted from 2017-2021 which included multiple rounds of community engagement and identified the basic scope elements of the Safety Enhancement and Parallel Bike Improvement projects. This outreach effort included a variety of methods including pop-up events, focus groups, intercept surveys, online surveys, open houses, and presentations to a project Active Transportation Working Group that garnered input from more than 4,900 people. Between December 2022 and Summer 2023, through online, mailing, and in-person outreach activities, Alameda CTC has sought feedback from hundreds of merchants, residents, and others who rely on the San Pablo Avenue Corridor on the concept designs for the Safety Enhancement and Parallel Bike Improvement Projects. In total, public outreach generated more than 700 detailed comments on the two projects. Public outreach activities and meetings with stakeholders included:

- On January 14, 2023, an Alameda CTC presentation to the Berkeley Neighborhood Council;
- On January 25, 2023, an Alameda CTC presentation to the San Pablo Active Transportation Working Group comprised of multimodal advocacy groups including representatives from Walk Bike Berkeley;
- From December 5-16, 2022, door-to-door outreach to all businesses along San Pablo Avenue that front proposed parking changes and follow-up phone outreach was conducted;
- In spring, 2023, two rounds of post-card mailers were distributed to those on the same block or within 300 feet of proposed improvements, which informed residents and property owners of the projects and announced the availability of a project website and upcoming open house;
- A project website, including an interactive project webmap with comment features that enabled users to view location-specific improvements;²

² Alameda CTC, San Pablo Avenue Corridor Project, <https://www.alamedactc.org/programs-projects/multimodal-arterial-roads/sanpabloave>.

- On February 9, 2023, an Alameda CTC presentation to the Alameda CTC Bicycle and Pedestrian Advisory Committee;
- On March 30, 2023, an in-person open house at the Berkeley Adult School on San Pablo Avenue in Berkeley hosted by the Alameda CTC and attended by more than 100 people; and
- Email updates to a project mailing list.

Key themes from public engagement included suggestions for parallel bike boulevard routing, changes to bikeway facility type, traffic control devices at bike crossing of major streets, suggestions for more stop-control changes and traffic calming to minimize the need for cyclists to stop and slow traffic, signal operations changes, additional improvements on non-project streets, importance of accessibility for people with disabilities, implications from traffic redistribution where local circulation changes are proposed, parking, bus stop nuisance issues such as trash and crime, materials and landscaping, and comments related to other ongoing City projects. A summary of outreach activities, comment themes, and actions taken in response to comments is provided in Attachment B in Attachment 2.

Many public comments were incorporated through changes to the conceptual project design, which were subsequently reviewed by City staff for consistency with the City's previous comments and with Council adopted plans, policies, and Public Works engineering design practices.

Staff have led a separate outreach process for the conceptual design of the Addison Street Bike Boulevard Connector. Staff and consultants with Alta Planning and Design led an online public meeting on September 26, 2023. In the leadup to this meeting, the project consultants mailed postcards regarding the project, including input opportunities and notification of the online public meeting to every address within 300 feet of the project area. In addition, City staff canvassed the area, reaching out directly to local businesses and properties with leave-behind postcards regarding the project. Public comment, combined with the technical input from City internal stakeholders, was a key input into the selection of the recommended concept design.

Transportation and Infrastructure Commission

On July 20, 2023, Alameda CTC staff presented the conceptual design for the San Pablo Avenue Multimodal Corridor Program Safety Enhancements and Parallel Bike Improvements projects to the Transportation and Infrastructure Commission. The Transportation and Infrastructure Commission passed a motion to recommend approval of the conceptual designs for the Safety Enhancements and Parallel Bike Improvements projects by the Berkeley City Council, as follows:

Item B1 - ACTC San Pablo Avenue Multimodal Corridor Program: Safety Enhancement and Parallel Bike Improvements Projects

It was Moved / Seconded (Fixler / Raffanti) that the Transportation and Infrastructure Commission recommends City Council approve the Alameda County Transportation Commission concept design within Berkeley for the San Pablo Avenue Multimodal Corridor Program with the following adjustments and considerations:

- *Explore the potential funding for greening San Pablo Ave as part of this project, contribute to the overall urban design perspective in project scope, for example, bike racks, benches, bus stations, or other designs.*
- *Speed tables can be unpleasant for cyclists, the preferable design is diverters to remove thru traffic from bicycle boulevards altogether. If speed tables are added, a wheel gap for cyclist convenience is recommended.*

Additionally, the Transportation and Infrastructure Commission recommends that the City Council direct City staff to partner with the Alameda County Transportation Commission on final design and implementation of these projects.

Outside of the scope of the San Pablo Avenue Multimodal Corridor Program, the Transportation and Infrastructure Commission recommends the Alameda County Transportation Commission investigate the following items for projects in the future:

- *Ensuring robust connections between cities that are hard to plan between, for example the Adams Street discontinuity between Berkeley and Albany.*
- *Explore future efforts to ensure Google, Apple Maps, Waze, and other direction apps do not lead drivers on bike boulevards and other designated bike routes.*

Ayes: Fixler, Ghosh, Leung, Nesbitt, Raffanti, Walton, Yep; Noes: None; Abstain: None; Absent: Parolek, Lutzker; Recused: None

Motion passed 7-0-0-2-0

Due to the timing of Council and Commission meetings, and the need for the Alameda CTC to continue to move forward on the San Pablo Avenue Multimodal Corridor Program projects, City staff have not yet presented the Addison Bike Boulevard Connector to the Transportation and Infrastructure Commission. Staff plans to brief the Commission on the project at an upcoming meeting, and given that the recommended concept design is consistent with the 2017 Berkeley Bicycle Plan and with other recent transportation projects, City staff does not anticipate this will substantially alter the selected conceptual design for this intersection. If Commission comments require substantial revisions to the concept design, City staff would return to City Council at a future meeting for approval of the updated intersection concept design.

Environmental Clearance and Project Delivery Next Steps

Alameda CTC is the lead agency for environmental clearance of the projects that comprise the San Pablo Avenue Multimodal Corridor Program. Alameda CTC will also include the Addison Street Bike Boulevard Connector in environmental documents as part of the Safety Enhancements Project. The Albany City Council approved the concept designs for the Safety Enhancements and Parallel Bike Improvement projects in July 2022. Upon receipt of approval from the Council, the Alameda CTC will advance the Safety Enhancements (including the Addison Bike Boulevard Connector) and Parallel Bike projects to subsequent project development phases. This includes obtaining necessary state and federal environmental clearance and developing final plans, specifications, and estimates. In addition, the Safety Enhancements Project, including the Addison Street Bike Boulevard Connector, require Caltrans' approval of a Caltrans Project Report, which would be completed by the Alameda CTC.

BACKGROUND

The San Pablo Avenue Multimodal Corridor Program is a central program to achieving the goals and strategies adopted in the 2020 Countywide Transportation Plan. San Pablo Avenue is on the countywide High-injury Network and is identified in the 2020 Vision Zero Action Plan as a high-injury street. San Pablo Avenue has the third highest incidence of injury collisions in Alameda County. San Pablo Avenue is also one of the streets with the highest bus ridership in the East Bay. Therefore, the three projects that comprise the San Pablo Avenue Multimodal Corridor Program are being implemented to enhance safety for all travel modes and to improve comfort and quality of trips for all users. The three projects are:

- Safety Enhancements Project (Berkeley and Albany);
- Parallel Bike Improvements Project (Berkeley, Albany, and North Oakland); and
- Bus and Bike Lane Project (Oakland, Emeryville, and South Berkeley).

The Bus and Bike Lane Project will provide side-running bus lanes and protected bike lanes along San Pablo Avenue from Downtown Oakland (16th Street) to Russell and Heinz Streets in South Berkeley. This project is not the subject of this report and outreach on design details will be conducted separately.

These projects were identified as part of a multi-year planning effort that began in 2017 and were approved by the Alameda CTC in March 2022. The fundamental purpose of the three projects is to implement safety and transit reliability improvements, including project recommendations from the City's adopted plans, among them the 2017 Bike Plan, the 2020 Pedestrian Plan, the 2022 Transit First Implementation Plan, and the 2020 Vision Zero Action Plan.

In addition, the two projects support the City Strategic Plan because they advance our goals to: provide state-of-the-art, well-maintained infrastructure, amenities, and facilities; foster a dynamic, sustainable, and locally-based economy; create a resilient, safe,

connected, and prepared city; and be a global leader in addressing climate change, advancing environmental justice, and protecting the environment.

ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS

The projects would result in a safer pedestrian environment, more efficient transit operations, improved bicycle routes, and would encourage more people to use public transportation and engage in active modes of transportation instead of driving. The Safety Enhancements and Parallel Bike Improvements Projects and the Addison Street Bike Boulevard Connector are consistent with the City's 2009 Climate Action Plan Policy 5.a. that calls for expanding and improving the City's bicycle and pedestrian infrastructure. The Climate Action Plan states that transportation modes such as public transit, walking, and bicycling must become the primary means of fulfilling the City's mobility needs to meet the plan's transportation sector emissions targets.

RATIONALE FOR RECOMMENDATION

The City has adopted numerous plans and policies, including the Bicycle Plan, Pedestrian Plan, Vision Zero Action Plan, Transit-First Policy, and Complete Streets Policy which call for transportation safety infrastructure investments. Approval of the concept design will keep the Parallel Bike Improvements Project on track to advertise for construction by Summer 2024, and the Safety Enhancements Project, including the Addison Street Bike Boulevard Connector, to advertise for construction in Spring 2025 consistent with grant requirement deadlines.

ALTERNATIVE ACTIONS CONSIDERED

Alameda CTC is seeking the City's concept approval for these two San Pablo Avenue Corridor Projects in order to keep the federally-funded engineering design and construction phases on schedule and not endanger Alameda CTC's federal aid grant funding. Alameda CTC plans to fast-track completion of detailed engineering design in order to seek allocation of construction funding in 2024. City Council could opt not to approve the conceptual designs and/or defer the item to a future Council agenda. This decision would delay the subsequent detailed engineering design and construction phases of the project and a delay could endanger Alameda CTC federal aid grant funding deadlines.

CONTACT PERSON

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Attachments:

1: Resolution

- 2: Memo from the Alameda CTC to the Berkeley Transportation and Infrastructure Commission
 - A. Concept Design Boards
 - B. Outreach Summary Report
 - C. City of Berkeley Location-Specific Design Issues Technical Appendix
 - D. Project Fact Sheets
- 3: Addison Street Bike Boulevard Connector Concept Design

RESOLUTION NO. ##,###-N.S.

SAN PABLO AVENUE MULTIMODAL CORRIDOR PROGRAM: SAFETY
ENHANCEMENTS AND PARALLEL BIKE IMPROVEMENT PROJECTS

WHEREAS, the San Pablo Avenue Multimodal Corridor Program is a central program to achieving the goals and strategies adopted in the 2020 Countywide Transportation Plan; and

WHEREAS, San Pablo Avenue is on the countywide High-injury Network and is identified in the City's 2020 Vision Zero Action Plan as a high-injury street. San Pablo Avenue has the third highest incidence of injury collisions in Alameda County; and

WHEREAS, promoting environmentally beneficial alternatives to driving, including bicycling, walking, and taking transit, supports the goals of the City's Climate Action Plan and City's Strategic Plan and may also lead to improved public health outcomes; and

WHEREAS, the San Pablo Avenue corridor is an Equity Priority Community and a Priority Development Area, which is planned for growth and increased density; improved multimodal options are needed to accommodate growth and better serve residents that may rely on alternatives to driving; and

WHEREAS, in order to enhance safety for all travel modes and to improve comfort and quality of trips for all users, Alameda County Transportation Commission staff have developed conceptual designs for the Safety Enhancements Project and the Parallel Bike Improvements Project, and Staff have developed a conceptual design for the Addison Bike Boulevard Connector; and

WHEREAS, if this item is approved, Alameda County Transportation Commission would implement the Addison Street Bike Boulevard Connector as part of the Safety Enhancements Project.

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the conceptual designs for the San Pablo Avenue Multimodal Corridor Program: Safety Enhancements and Parallel Bike Improvements projects and the Addison Street Bike Boulevard Connector within the City of Berkeley are approved; and

BE IT FURTHER RESOLVED that the Council of the City of Berkeley authorizes the City Manager to direct Staff to partner with the Alameda County Transportation Commission on final design and implementation of these projects; and

BE IT FURTHER RESOLVED that the Council of the City of Berkeley authorizes the City Manager to direct staff to grant permits for construction activities within City right-of-way, contingent on City staff approval of final construction drawings and specifications from Alameda County Transportation Commission.