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Staff Report for a Resolution to Approve and Adopt the 2018 Update of the Bicycle and Pedestrian Master Plan and a Resolution to Appoint Members to the Bicycle and Pedestrian Advisory Committee, Project No. 141-36-351

SUMMARY AND RECOMMENDATIONS

The City's adopted Bicycle and Pedestrian Master Plan should be updated every five years to maintain the City's eligibility for many bicycle and pedestrian grants. The current Bicycle and Pedestrian Master Plan was adopted in 2011, as a result, the City retained a consultant in fall 2016 to facilitate a public process to update the plan. The process utilized the City's Bicycle and Pedestrian Advisory Committee (BPAC) to guide the consultant and allow a forum for public input and discussion. The BPAC's involvement assured that the plan balanced the needs of both bicyclists and pedestrians by identifying deficiencies in the City's current network and by recommending solutions to overcome those deficiencies.

The draft update provides a blueprint for future improvements together with a prioritization strategy that will allow implementation in logical sequence based on funding availability. With the BPAC's work now complete, staff presented the draft update to the Planning Commission with a recommendation that the Commission forward the update to the City Council for approval. The Commission approved the recommendation on February 15, 2018.

The BPAC, Planning Commission and staff recommend that the City Council take the following actions:

1. Hold a Public Hearing on the draft 2018 Bicycle and Pedestrian Master Plan and Statutory Exemption from CEQA; and
2. Approve the Resolution adopting the 2018 Bicycle and Pedestrian Master Plan in conformance with 2035 General Plan Goal T-3.

Staff further recommends the following actions:

1. Adopt the Resolution to Appoint Members to the Bicycle and Pedestrian Advisory Committee.

BACKGROUND

Bicycling and walking are low-cost, environmentally-friendly, and healthy forms of transportation and are ideal for many trips. In 1997, the City of San Leandro adopted a Bicycle Master Plan to set forth a blueprint for completing a system of bikeways and support facilities (such as bicycle parking) as well as education programs. This document was updated in 2004 and again in 2010 to reflect changes in the bicycling environment and to add a pedestrian component. By incorporating pedestrian policies, programs, and proposed improvements, the City became more competitive when applying for grant funding to construct needed improvements.

The City's Bicycle and Pedestrian Master Plan has been a critical planning, policy, and implementation document to support efforts to improve the safety, attractiveness, and participation in bicycling and walking as a means of transportation and recreation. The document is both practical and aspirational with projects that can be completed relatively easily in the short term and other projects that will require additional time, study and public input before they come into realization. The Plan has helped the City achieve a number of key objectives:

- Identifying a network of facilities, supportive programs, and policies;
- Gathering input on needs and opportunities related to bicycling and walking;
- Ensuring that recommended improvements are aligned with community priorities; and
- Identifying available resources to formulate an implementation strategy.

To continue its usefulness, however, the Alameda County Transportation Commission requires the Plan to be updated every five years. The 2018 update to the Bicycle and Pedestrian Master Plan represents a fourteen-month effort to ensure that the Plan remains aligned with local priorities, to ensure the development of projects and programs to be implemented, and to assess barriers to implementation. This update reflects and supports San Leandro's 2035 General Plan policies and goals, as well as other recent planning initiatives such as the San Leandro Creek Trail Master Plan, the East Bay Greenway, and the Bay Fair Transit Oriented Development Specific Plan.

The draft 2018 Bicycle and Pedestrian Master Plan was developed with the input of the City Council-appointed BPAC and from the general public. The BPAC was convened to guide the update and is comprised of eleven members. BPAC members, who represent both bicycle and pedestrian interests, were selected to represent each of the six Council districts. The BPAC met five times over fourteen months, hosted two Open-House events, and received comments via an on-line survey. During the course of the update, two BPAC members resigned, and staff filled in the vacancies based on recommendations from council members who represent those districts. The two interim members are now seeking City Council approval for permanent appointment.

Analysis

The updated Plan includes the following chapters:

- Introduction;
- Goals and Policies;
- Bicycle Network;
- Pedestrian Network;
- Safety, Education and Enforcement; and
- Implementation

The **Introduction** chapter identifies relationships with other plans, conformance with funding requirements, community involvement in development of the plan, and project setting which identifies major activity centers. These activity centers include schools, community/senior centers, libraries, parks, government services, retail destinations, major employment centers, and multimodal connections (e.g., BART, AC Transit).

The **Goals and Policies** chapter includes eight goals for promoting and enhancing bicycle and pedestrian activity and safety in San Leandro. The goals are bolstered with Policy Statements that define specific actions the City can take to accomplish each goal. The goals touch on broad themes as follows:

- Goal 1: Comprehensive System
- Goal 2: Funding and Implementation
- Goal 3: Bikeability
- Goal 4: Walkability
- Goal 5: Transit Access
- Goal 6: Safety
- Goal 7: Education
- Goal 8: Land Use Policy

The **Bicycle Network** chapter discusses the City's existing and proposed bicycle network. While the 2010 Plan led the City to focus on bikeways and larger streets, more recent work expanded the network on smaller streets such that 43.4 total miles of bicycle facilities now exist. The updated plan anticipates expansion of the bicycle network by employing new standards included in the Manual of Uniform Traffic Control Devices (MUTCD) as well as guidance from the National Association of City Transportation Officials (NACTO). Various illustrations within the chapter describe the types of facilities that can be installed as well as locations where the facilities will contribute to an interconnected continuous network. A total of 37.3 miles of new bicycle facilities are proposed in the updated plan, as well as support infrastructure such as bicycle parking, wayfinding signage and self-repair fix-it stations. Figure 21 on page 90 of the Plan provides a map of the proposed Bicycle Network, although some of the corridors will require more refined engineering study to determine final implementation.

The **Pedestrian Network** chapter identifies locations where pedestrian improvements will encourage and promote walking. The locations are identified either as *Pedestrian Improvement Areas* that encompass areas of high pedestrian activity or proximity to important destinations, or *Key Pedestrian*

Locations that warrant special consideration because of potential safety or accessibility issues. Figure 22 on page 106 provides a map of the Pedestrian Improvement Areas and Key Pedestrian Locations. The Pedestrian Improvement Areas focus on activity centers such as the BART stations, Downtown San Leandro, retail/commercial areas, the Marina, and areas surrounding schools and parks.

The proposed pedestrian improvements are implemented not only by individual projects but also by the following programs:

- Adopted ADA Transition Plan
- Sidewalk Repair Program
- Crosswalk Prioritization Methodology and Scoring Criteria
- Curb Ramp upgrades associated with the Annual Street Resurfacing program
- Traffic Signal Modernization including Accessible Pedestrian Signals/Push-Buttons

The **Safety, Education, and Enforcement** chapter discusses existing safety conditions for bicycling and walking in San Leandro, including an evaluation of recent collision activity and current safety and education programs available to San Leandro residents. Additional education and enforcement programs are recommended to improve safety for bicyclists and pedestrians.

Figure 23 on page 139 of the Plan illustrates the bicycle collisions that occurred between 2011 and 2015. During this four year period, there were 57 reported bicycle-involved collisions in San Leandro, which is down from 79 in the four year period before the 2010 Plan Update. One fatality occurred during this period. This reflects an average of approximately 14 bicycle-involved collisions annually. This number indicates a downward trend in annual collisions as indicated below:

Study Period (2011-2015):	14 collisions
2010 Plan:	20 collisions
2004 Plan:	23 collisions
1997 Plan:	32 collisions

Wrong-way riding and right-of-way violations by either the bicyclist or motorist continue to be the most common cause of motor vehicle-bicycle collisions.

Figure 24 on page 141 illustrates the pedestrian collisions that occurred between 2011 and 2015. During this four year period, there were 92 reported collisions in San Leandro involving pedestrians with a total of 90 reported injuries. This represents a decrease in pedestrian-involved collisions (down from 109), but an increase in the number of injuries (up from 86). Five fatalities occurred during this period, a sharp increase from zero in the previous period. This data reflects an average of approximately 23 pedestrian-involved collisions annually. This number indicates a drop in the average number of collisions from 27 in the 2010 Plan and the average of 33 annual collisions reported in the 2004 Plan.

Reducing collisions will require an active education and enforcement effort. The Plan acknowledges and encourages programs such as Safe Routes to Schools/Transit, Neighborhood Traffic Calming, Bike to Work/School Day, as well as innovative outreach and enforcement programs such as the *Pedestrians Don't Have Armor* campaign sponsored by the California Office of Traffic Safety (OTS).

The **Implementation** chapter proposes a methodology to prioritize the various projects and initiatives

described in previous chapters. The summary tables include conceptual costs for each project together with potential funding sources and grant opportunities. The prioritization strategy will allow the City to implement the plan in a logical sequence over a period of several years as funding is awarded or allocated.

Full lists of the bicycle and pedestrian projects can be seen in Tables 17, 18, and 19 on pages 161-172. Additionally, high priority bicycle and pedestrian projects for the 5-year expenditure plan are also listed on Table 20 on pages 174-177. Conceptual unit cost estimates for bikeways and the bikeway network are also listed in Table 21 on pages 181-182, and Tables 22 and 23 on page 184.

Appointment of Two Members to the BPAC

The BPAC was instrumental in moving the 2018 Plan update forward. However, during the fourteen month process, two members resigned and were replaced in an interim capacity. The new members will fill the vacated seats as recommended by Council members whose districts they serve.

With the 2018 Plan update complete, the BPAC will now transition to assist staff in implementing the recommended City improvement projects. A consistent and systematic review process will be followed to ensure that bicycle/pedestrian issues are addressed and options developed to assure network expansion, creation of well-defined linkages, improved access, and increased public safety.

Although establishing a BPAC is not required by law, the BPAC provides a valuable forum to receive community input related to bicycle and pedestrian facilities. A complete committee is therefore recommended. Following is a summary of the key elements of the BPAC:

Committee Name:	Bicycle and Pedestrian Advisory Committee
Membership:	Eleven Member Committee Staff recommends that there be no age limit for BPAC members and that at least one member represent each Council District. The selected members shall represent both bicyclist and pedestrian issues and be approved by the City Council
Responsibilities:	In general, the BPAC will be charged with advising staff on matters relating to the status and condition of bicycle and pedestrian facilities within the City
Meetings:	Meetings of the BPAC shall be held on an as-needed basis. It is anticipated that the BPAC will meet once or twice per year

Of its eleven members, the BPAC currently has two vacancies. Based on a recent recruitment effort, staff recommends that the City Council reappoint the nine existing members and appoint two new members to serve on the BPAC. The City also sends one of the current San Leandro BPAC representatives to the BPAC for the Alameda County Transportation Commission. The following residents of San Leandro are recommended for appointment or reappointment to the BPAC:

1. Maureen Forney (Council District 1)
2. Jeremy Johansen (Council District 1) - ACTC BPAC Representative
3. Jason Hammon (Council District 2) - New Member
4. William Ho (Council District 2)
5. Diana Souza (Council District 3)
6. Barbara Butler (Council District 3)
7. Jeff Wong (Council District 4) - New Member

8. Michael Wallace (Council District 5)
9. Sarah Bailey (Council District 5)
10. Naomi Armenta (Council District 6)
11. Aubrey Gibbs (Council District 6)

Current Agency Policies

Maintain and enhance San Leandro's infrastructure

Previous Actions

On November 7, 2016, by Resolution No. 2016-151, Council approved and authorized the City Manager to execute a Consulting Services Agreement with Alta Planning + Design, Inc. for an amount not to exceed \$77,038.00 to update the City's Bicycle and Pedestrian Master Plan.

Committee Review and Actions

The Facilities and Transportation Committee reviewed and endorsed the 2018 Update to the Bicycle and Pedestrian Master Plan at its December 6, 2017 meeting.

Applicable General Plan Policies

- Policy T 2.1 - Complete Streets Serving All Users and Modes. Create and maintain "complete" streets that provide safe, comfortable, and convenient travel through a comprehensive, integrated transportation network that serves all users.
- Policy T-2.2 - Context Sensitive Design. Be positive to local conditions when planning and implementing street improvement projects. The City will work with residents, businesses, and other stakeholders to improve streets in a way that creates a stronger sense of place.
- Policy T-3.1 - Citywide Bikeway System. Develop and maintain a bikeway system that meets the needs of both utilitarian and recreational users, reduces vehicle trips and connects residential neighborhoods to employment and shopping areas, BART stations, schools, recreational facilities and other destinations through San Leandro and nearby communities.
- Policy T-3.2 - Funding. Maximize the City's eligibility for funding for bicycle and pedestrian improvements, and aggressively pursue such funding to complete desired projects.
- Policy T-3.3 - Designing for Multiple User Group. Recognize the dual needs of experienced cyclists relying on bicycles for commute trips and daily travel and less experienced cyclists using bicycles principally for recreation. Where needed, develop facilities designed to serve each user group, with recreational routes primarily using low-volume streets and off-street bike paths.
- Policy T3.4 - Future Trail Alignments. Encourage the use of existing natural and man-made corridors such as creeks, shorelines, railroad corridors, and other open space corridors for future multi-use trail alignments.
- Policy T-3.6 - Pedestrian Environment. Improve the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure.
- Policy T-3.7 - Removing Barriers to Active Transportation. Reduce barriers to walking and other forms of active transportation such as incomplete or uneven sidewalks, lack of wheelchair ramps and curb cuts, sidewalk obstructions including cars parked on sidewalks, trail gaps, wide intersections, and poor sidewalk connections to transit stops.
- Policy T-3.8 - Education on Walking and Biking Benefits. Raise awareness of the benefits of walking and biking, such as reduced noise, energy consumption, congestion and parking

demand; improved air quality; and opportunities for exercise and healthy life style.

- Policy T-3.9 - Coordination with Bicycle Advocacy Groups. Coordinate local bicycle and pedestrian education efforts with interest groups and bicycle advocates such as Bike East Bay, the Cherry City Cyclists and other relevant advocacy associations.

Environmental Review

This project qualifies for a statutory exemption from the California Environmental Quality Act (CEQA) per California Public Resources Code Section 21083 and CEQA Guidelines Section 15262 "Feasibility and Planning Studies".

Board/Commission Review and Actions

The Planning Commission reviewed and approved the 2018 Update to the Bicycle and Pedestrian Master Plan at a public hearing held on February 15, 2018.

Summary of Public Outreach Efforts

- Notification of the February 15, 2018 Planning Commission meeting included publication of a legal notice in the Daily Review, posting of the meeting agenda at City Hall, and emailing of notices to more than 500 interested persons and organizations (Bike East Bay, Walk Bike San Leandro, and Cherry City Cyclists)
- Notification of this City Council meeting included publication of a legal notice in the Daily Review, posting of the meeting agenda at City Hall, and emailing of notices to more than 500 interested persons and organizations (Bike East Bay, Walk Bike San Leandro, and Cherry City Cyclists)
- The BPAC met five times over 14 months, hosted two Open-House events, and received comments via an on-line survey
- The Bicycle and Pedestrian Advisory Committee recommends that the City Council approve the updated Master Plan

Fiscal Impacts

In FY16-17, an \$110,000 Measure B Bicycle and Pedestrian funds appropriation was approved for the Update (account no. 141-36-351). This appropriation funded:

Consulting Services Agreement (CSA) cost	\$77,038.00
Staff time	\$13,702.50
Contingency for amendments to the CSA	\$19,259.50

ATTACHMENT(S)

Attachment to Staff Report

- 2018 Update of the Bicycle and Pedestrian Master Plan

Attachments to Related Legislative Files

- Resolution Approving and Adopting the 2018 Update of the Bicycle and Pedestrian Master Plan
- Resolution Authorizing the City Manager to Appoint Members to the Bicycle and Pedestrian Advisory Committee (BPAC)

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