Office of the City Manager

ACTION CALENDAR
April 26, 2022

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Liam Garland, Director, Department of Public Works

Subject: Hopkins Corridor Project Conceptual Design

RECOMMENDATION

Adopt a Resolution approving the conceptual design for the Hopkins Corridor Project on Hopkins Street between Sutter Street and Gilman Street, and directing the City Manager to proceed with the detailed engineering design of the project.

SUMMARY

The Hopkins Corridor design concept addresses pedestrian and bicyclist safety on Hopkins Street between Sutter and Gilman Streets. Features include a physically protected bikeway, a segment of Class II bicycle lane, bus boarding islands, and intersection safety treatments such as corner sidewalk extensions, a raised crosswalk, and high-visibility pavement markings. Another key design feature is increased public space through the provision of sidewalk bulbouts at the Hopkins/ California Street/ Monterey Avenue intersection. The proposed design concept was developed through a robust public and stakeholder engagement process that included four rounds of public meetings over a period of one and a half years.

FISCAL IMPACTS OF RECOMMENDATION

The recommendation has no fiscal impacts.

CURRENT SITUATION AND ITS EFFECTS

The proposed design concept was developed through the Hopkins Corridor Traffic and Placemaking Study which was initiated as the result of a budget referral by Councilmember Sophie Hahn, dated January 23, 2018. The budget referral allocated funding for a traffic and placemaking study including Hopkins Street from Sutter Street to Gilman Street. It called for the study to use “a ’complete streets’ approach to identify improvements to be integrated into the paving and bicycle infrastructure work already scheduled for this area…with an emphasis on pedestrian safety, bike and vehicle safety and flow.” Complete Streets are streets that are designed and operated to accommodate the needs of all road users. Preceding this referral, the Berkeley Bicycle Plan, adopted by City Council in 2017, calls for evaluation of two-way cycle tracks (protected bike lanes) on Hopkins Street as low-stress biking facilities. More recently,

Hopkins Street was identified as a high-injury street for severe and fatal traffic crashes in the Berkeley Vision Zero Action Plan adopted by City Council in 2020.

Project Goals
The goals developed through and for the Hopkins Corridor Traffic and Placemaking Study are as follows:

- Improving the safety of walking along and crossing Hopkins Street,
- Improving bicycle and vehicular transportation safety and flow along and crossing Hopkins Street,
- Transforming Hopkins Street between Sacramento Street and McGee Avenue into a community gathering place,
- Managing parking to meet the needs of residents and local businesses,
- Supporting local businesses by creating a streetscape that attracts customers,
- Installing green infrastructure to protect the Bay while also providing visual enjoyment, and
- Improving aesthetics all along Hopkins Street, employing a design palette consistent with its historic character.

Recommended Design Concept
An iterative design process was implemented due to extensive input from community members and institutions along the corridor. The resulting near-term design recommendations are compromises intended to meet the project's goals while also minimizing trade-offs and accommodating needs such as on-street parking, curbside access, and bicycle and pedestrian safety.

Broadly, the project would allow for the implementation of the following features.

- Dedicated bicycle facilities along the corridor, ranging from a two-way protected bikeway to Class II bicycle lanes
- Bus boarding islands to facilitate public transportation along the corridor
- Intersection treatments to improve pedestrian safety and comfort, such as sidewalk extensions (bulbouts), center median islands, pavement markings, and a raised crosswalk. Sidewalk extensions provide additional public space and opportunities for landscaping.

Sutter Street to The Alameda
The south side of the street would feature a parking-protected bicycle lane with a striped buffer zone between the bicycle lane and parked vehicles. On the north side, a Class II bicycle lane (between on-street parking and the traffic lane) would be installed with a striped buffer on each side – one next to parked vehicles and the other separating cyclists from moving vehicles. On-street parking would be retained on both sides of the street.

Modifications at the intersection with The Alameda would be made to address community input, including adjustments to north- and southbound vehicle alignment and the provision of more clearly defined aprons around the existing raised islands in the intersection, which would have beveled curbs in order to be more forgiving of driver error. Proposed modifications would be designed to aesthetically complement the surrounding area. The intersection islands would have rose coloring and landscaping that harmonize with the existing rose colored sidewalk and vegetation in front of the North Branch Library.

The Alameda to McGee Avenue
A two-way protected bikeway would be constructed on the south side of the street. A buffer zone would provide separation from parked vehicles as well as loading space. Most on-street parking would be retained on both sides of the street.

At the Hopkins Street intersection with Josephine Street, two sidewalk corner bulbouts are proposed for the southern leg of the intersection to shorten the crossing distance for pedestrians. The bulbouts would realign Josephine to intersect with Hopkins at an angle closer to 90 degrees, reducing vehicle turning speeds. A new raised crosswalk would be placed across Hopkins Street, perpendicular to the roadway, to meet the new bulbout on the southwest corner of the intersection, increasing the visibility of pedestrians while shortening the crossing distance and reducing vehicular speeds.

McGee Avenue to Gilman Street
The bi-directional protected bikeway would continue from McGee Avenue to Gilman Street. From McGee to Monterey Avenue, the bikeway would be protected by parked vehicles separating it from the vehicle travel lanes. All on-street parking with the exception of one stall would be retained along the south side of the street in this commercial block. Between Monterey Avenue and Gilman Street, the bi-directional bikeway along the south side of the street would be protected from the travel lanes with a raised concrete median. All parking would be removed on both sides of the street on these blocks in order to provide enough space for the protected bike lanes.

The project would result in safety improvements at the Hopkins Street / Monterey Avenue / California Street Intersection. A bulbout into California Street on the southwest corner would shorten the pedestrian crossing distance while expanding the sidewalk space at this currently very constrained corner. The crosswalk on the north side of the intersection across Monterey Avenue, which was the location of a pedestrian fatality, will be raised to slow vehicle speeds to and from this street onto Hopkins. Further, a

raised median would be constructed on the northeast corner to narrow this wide crossing and reduce pedestrian exposure to traffic.

The proposed modifications to the roadway would necessitate changes to the Hopkins Street / Sacramento Street intersection. Specifically, the space for the protected bike lanes would be provided by converting the existing westbound informal left turn / through lane configuration into a single lane that accommodates both through-movements and left turns. These movements would be made more efficient than existing conditions by having a dedicated signal phase for both movements, freeing up time in the signal cycle for a dedicated pedestrian and bicyclist crossing phase on the south side of the intersection.

BACKGROUND

Public Engagement

A total of four sets of virtual workshops were held to get public feedback throughout the project. Each of the four workshops included over 100 attendees. The first workshop was held on October 22, 2020. The purpose of this workshop was to introduce the project as well as the concept of “complete streets” and to present an overview of existing conditions along the corridor. The workshop also included small group discussions where participants provided feedback on the draft project goals and completed a prioritization exercise for improvements that may be considered along the corridor.

Workshop #2, held on March 20, 2021, shared initial proposed corridor-wide design improvements; reviewed options for placemaking opportunities; and solicited feedback from the public on proposed measures through facilitated break-out room exercises. About 800 comments were received during the public comment period following this meeting.

Workshop #3 was held on October 28, 2021. During this workshop, options for placemaking were reviewed and specific near- and long-term complete street corridor design options were presented. This workshop included a facilitated discussion in virtual break-out rooms where participants could provide their feedback on both the placemaking and complete streets options. A virtual crowd-sourcing platform, called Social Pinpoint, was used to solicit specific public comment on the proposed near- and long-term design options and placemaking opportunities. The public was invited to participate in the Social Pinpoint exercise for approximately five weeks after the workshop. Over 700 individual comments were recorded from the Social Pinpoint exercise over the 5-week period.

Finally, a series of three webinars was held on March 1, 7, and 14, 2022. Each of the webinars included a presentation of the City’s recommended short-term design concepts that would be implemented as part of the 2023 paving project for each of the three segments of the corridor. Participants had the opportunity to ask questions about these designs during the webinar that were addressed by staff after the presentation.

This public engagement was supplemented by direct conversations held between staff and key stakeholders in the community, including business-owners, residents, and representatives of the numerous institutions along the corridor, such as the schools, pre-schools, churches and the library, among others. This engagement resulted in a greater understanding of the needs of these stakeholders and resulted in adjustments to the design plans to accommodate these needs.

Options Previously Considered
During the course of the study, a range of options were considered, including the following.

- Retain existing on-street parking along both sides of Hopkins Street for the entire length from Sutter to Gilman. This option required that bicyclists ride in the general purpose vehicular traffic lanes between McGee and Gilman, not meeting the project goal of improving bicycle transportation safety and flow.

- Retain existing on-street parking along both sides of Hopkins Street from Sutter to Josephine, and on the south side of Hopkins between Josephine and McGee, but eliminate all on-street parking along both sides of Hopkins from Josephine to Gilman. This option provided space for either a protected bicycle lane or Class II bicycle lane on each side of Hopkins Street for the entire length, but impacted public access to the recreational facilities between Josephine and McGee and to the shops between McGee and California Street.

After much public engagement and analysis, a hybrid design was developed that retained nearly all of the on-street parking as far west as the California/Monterey intersection. This was accomplished by providing a two-way cycle track on one side of Hopkins Street (the south side), requiring space for only one buffer or median between the bikeway and parking lane or vehicular traffic lane.

Project Timeline

• Conceptual Design, Preliminary Engineering, Public Outreach, and Environmental Review	August 2020 to April 2022
• Detailed Engineering Design	April-December 2022
• Advertise project & award construction contract	December 2022
• Construction	Summer-Fall 2023

ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS
Installation of protected bikeways and improved pedestrian crossings is anticipated to increase walking and biking, which is consistent with the 2009 Berkeley Climate Action Plan Policy that calls for expanding and improving Berkeley's bicycle and pedestrian infrastructure. The 2009 Berkeley Climate Action Plan sets targets of reducing

transportation emissions 33% below year 2000 levels by 2020, and 80% below year 2000 levels by 2050. The Plan further states that transportation modes such as public transit, walking, and bicycling must become the primary means of fulfilling the City's mobility needs in order to meet these targets.

RATIONALE FOR RECOMMENDATION

Approval of the conceptual designs will keep the project on schedule for detailed engineering design in 2022, allowing the City to award the construction contract in time to receive responsive bids and start construction in 2023.

ALTERNATIVE ACTIONS CONSIDERED

Council could opt not to approve the conceptual designs for the project or could opt to approve the proposed design concept for only a subset of project segments.

CONTACT PERSON

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Beth Thomas, Principal Planner, Public Works (510) 981-7068
Ryan P. Murray, Associate Planner, Public Works (510) 981-7056

Attachments:
1: Resolution
Exhibit A: Hopkins Corridor Design Concept

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

HOPKINS CORRIDOR PROJECT CONCEPTUAL DESIGN

WHEREAS, the project corridor includes Hopkins Street from Sutter Street to Gilman Street; and

WHEREAS, the Berkeley Vision Zero Action Plan has documented severe and fatal crashes on Hopkins Street; gaps in the low-stress protected bikeway network on Hopkins Street result in connectivity problems that discourage bicycling for transportation; and the Berkeley Bicycle Plan has recommended evaluating cycle tracks for providing a low-stress bikeway on Hopkins Street; and

WHEREAS, to address these needs, the project delivers on the City's Vision Zero, Complete Streets, and Climate Action Plan policies; and

WHEREAS, with the support of an engineering and design consultant team, City staff have identified conceptual design options for the Project corridor; sought public input on and analyzed those conceptual design options; and have selected a recommended conceptual design for consideration by the Berkeley City Council; and

WHEREAS, the recommended design includes physically protected bicycle lanes on the south side of Hopkins Street between Sutter and Gilman and a Class II bicycle lane on the north side of Hopkins Street between Sutter and The Alameda, in addition to pedestrian safety features, as shown in Exhibit A to this Resolution; and

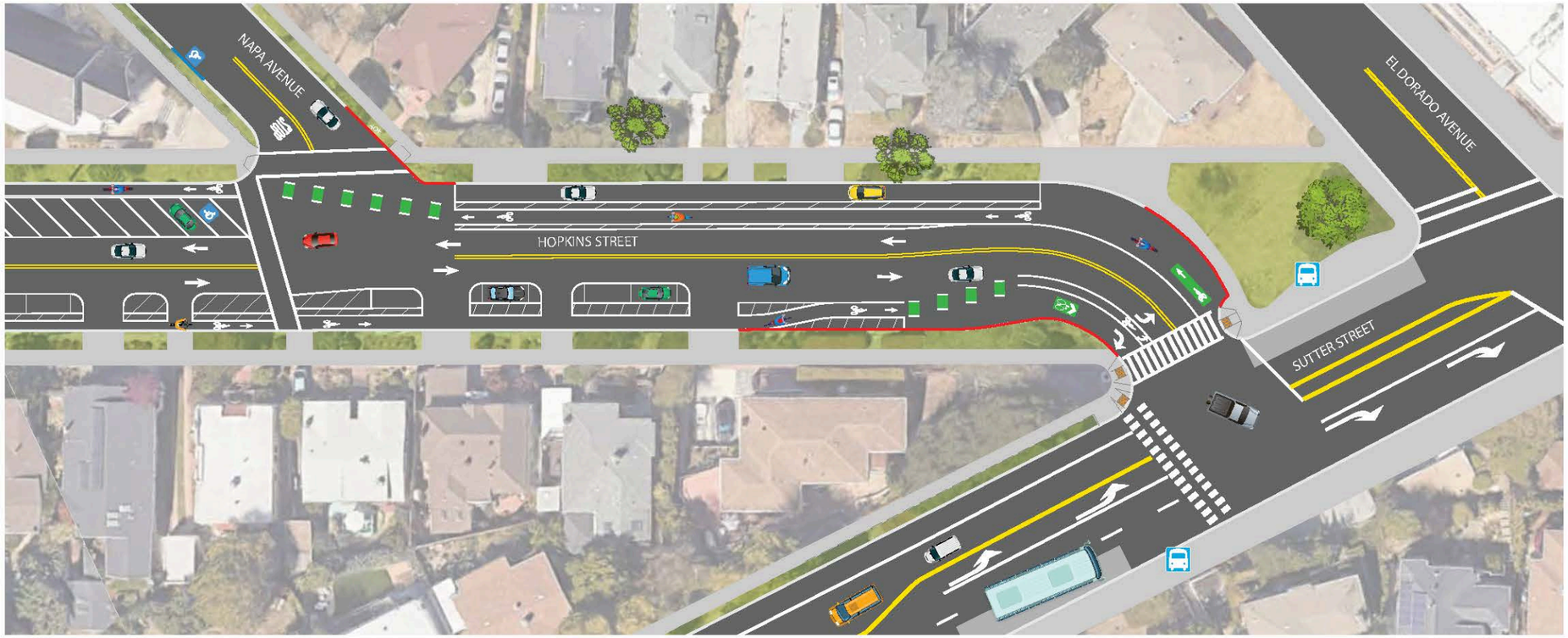
WHEREAS, approval of the Hopkins Corridor Project recommended conceptual design will keep the project on schedule for detailed engineering design in 2022.

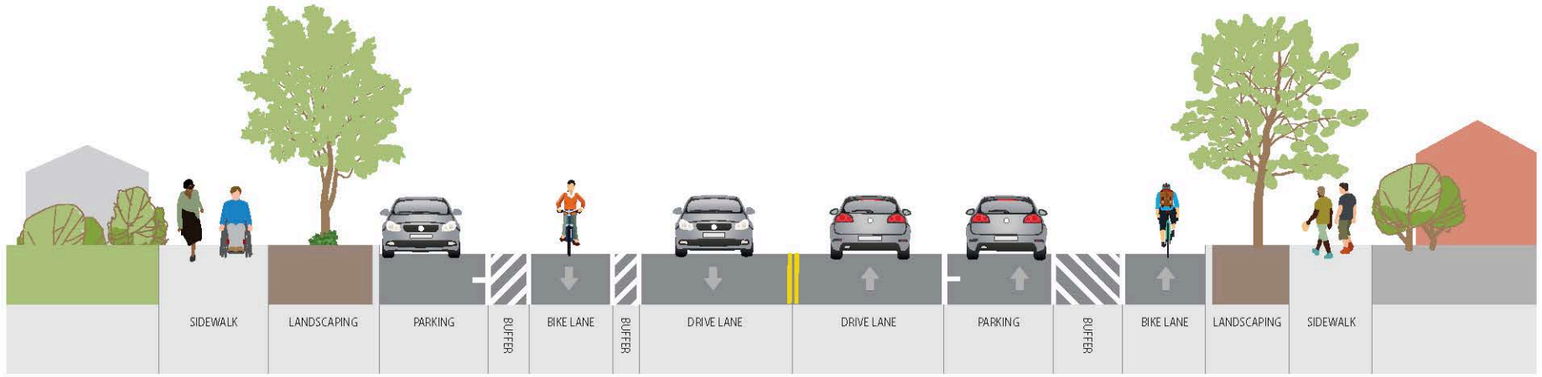
NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Manager is authorized to proceed with the detailed engineering design of the Hopkins Corridor Project, based on the preliminary engineering of the recommended conceptual design.

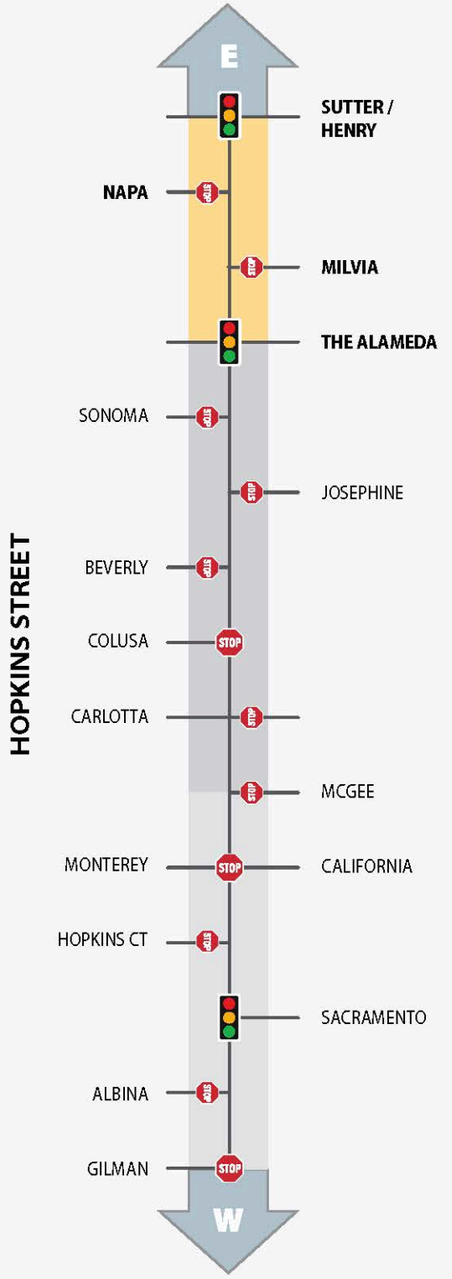
EXHIBIT 1

Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

Segment 1: Sutter Street to The Alameda







Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

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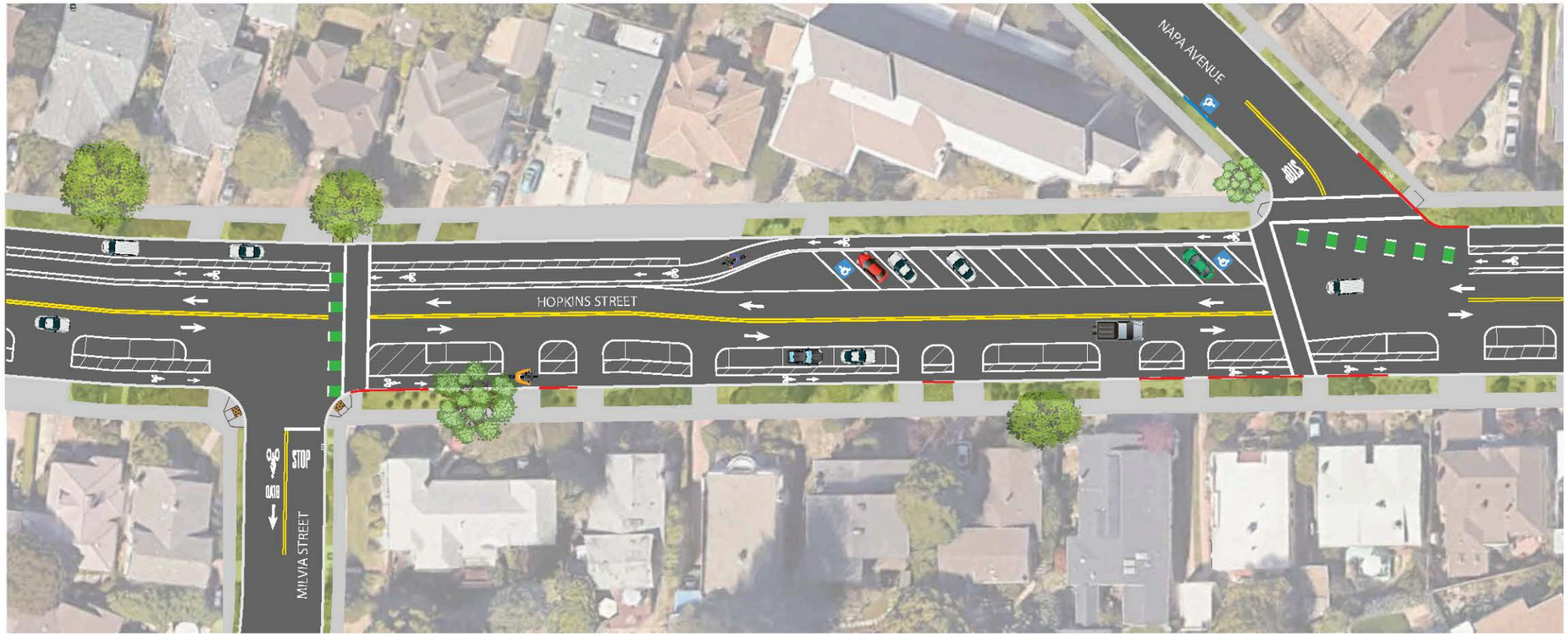

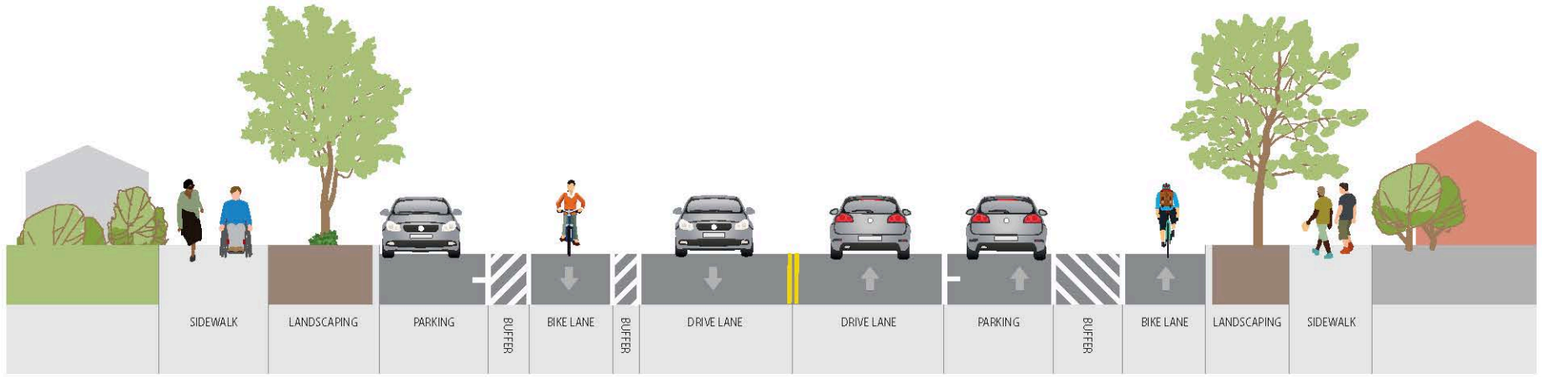

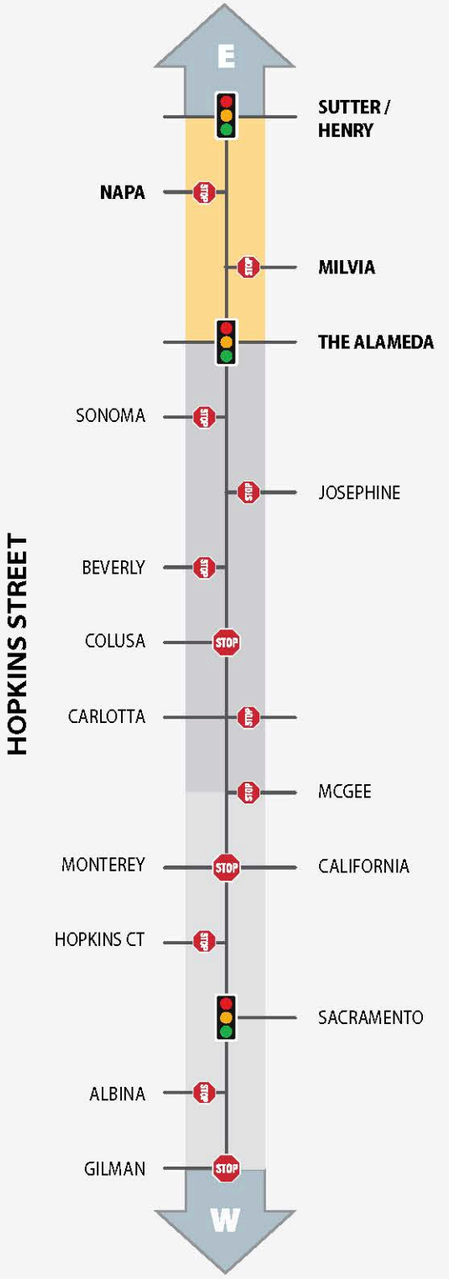

Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

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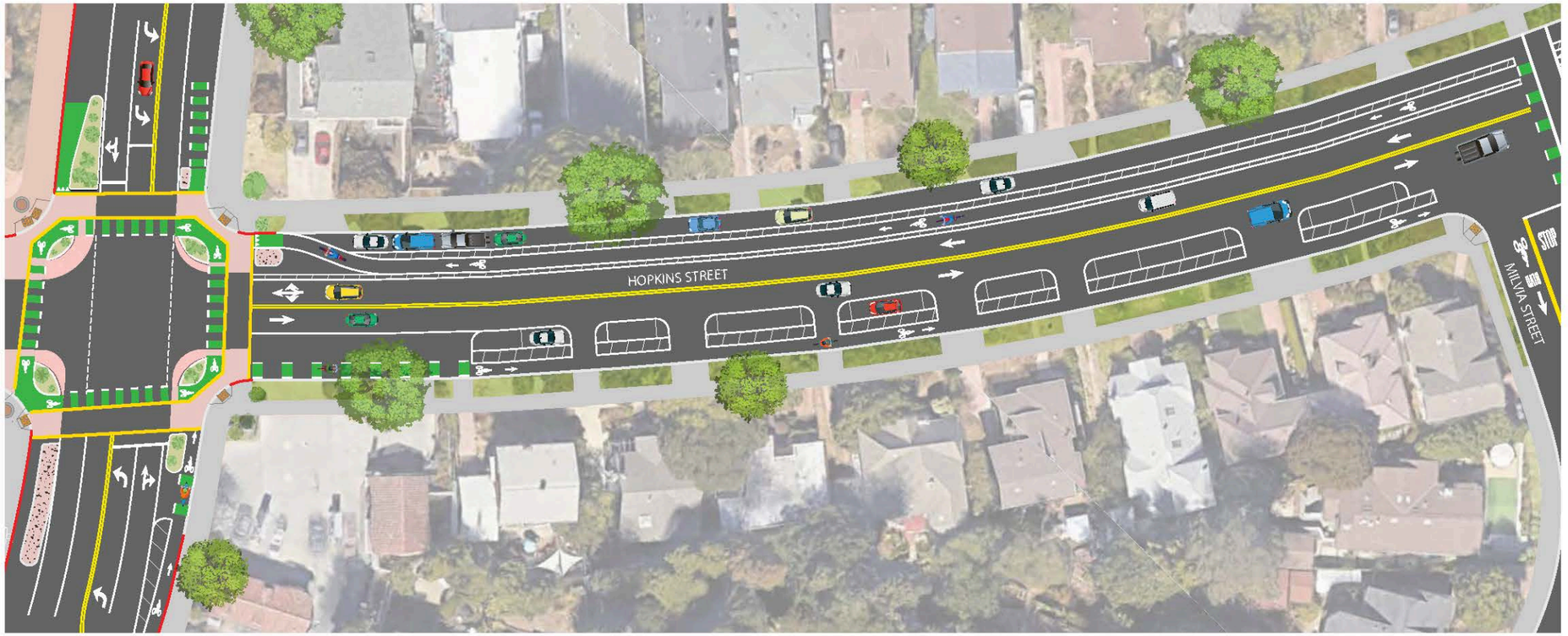
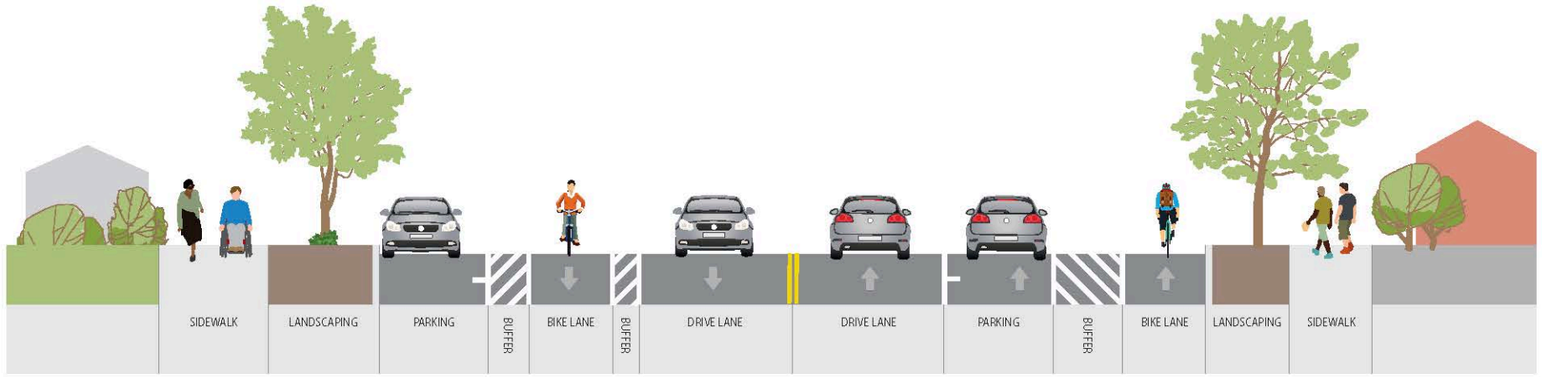
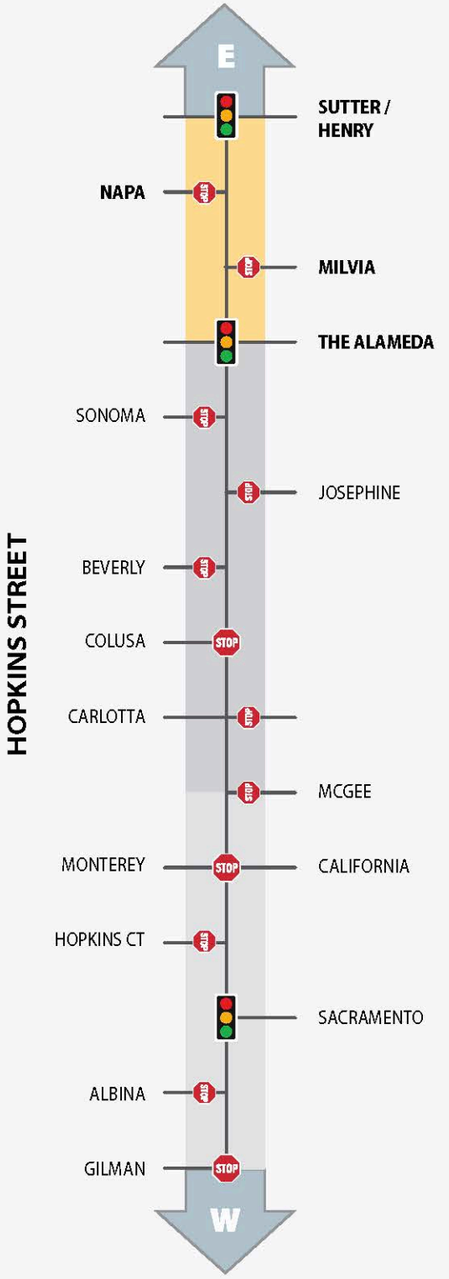
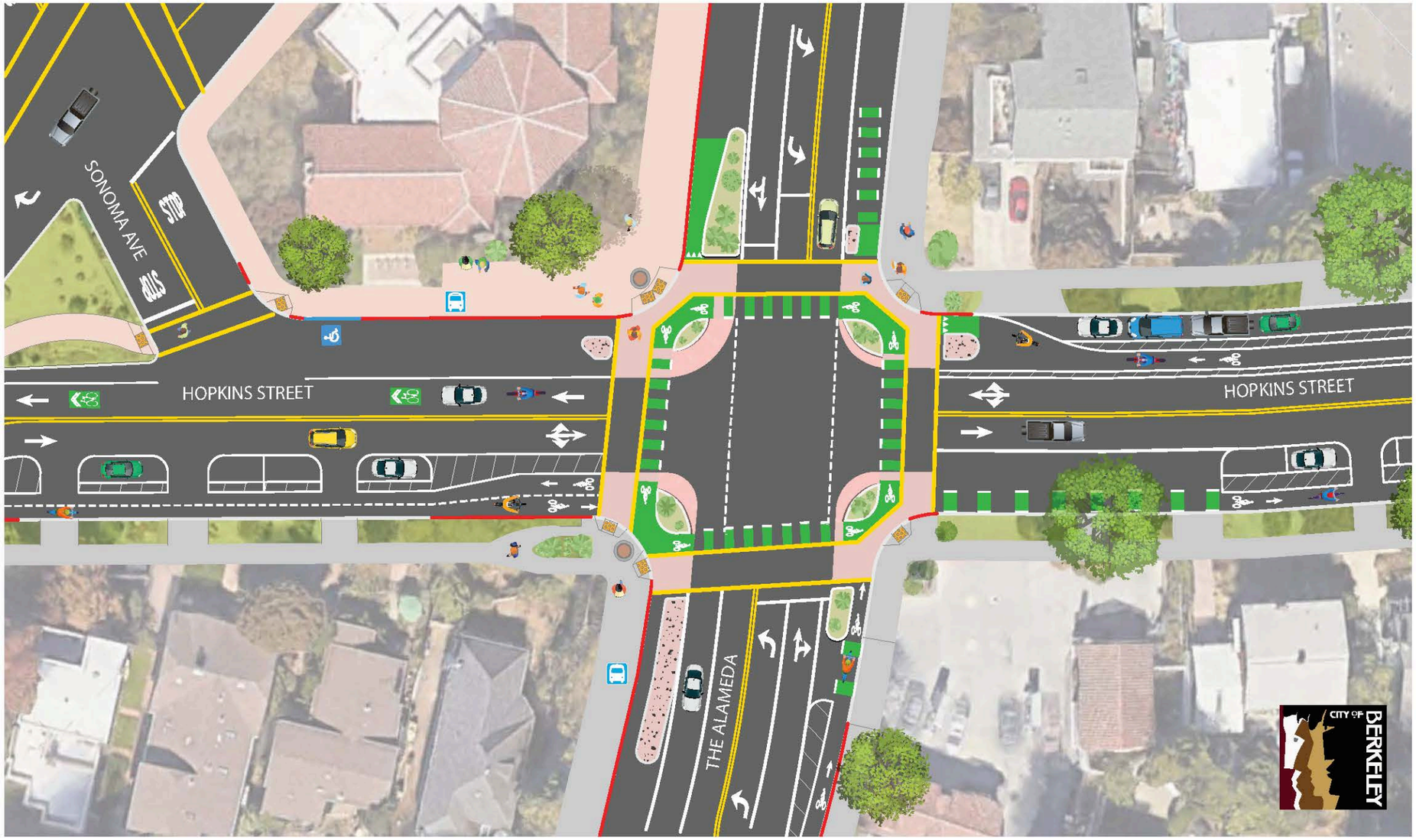


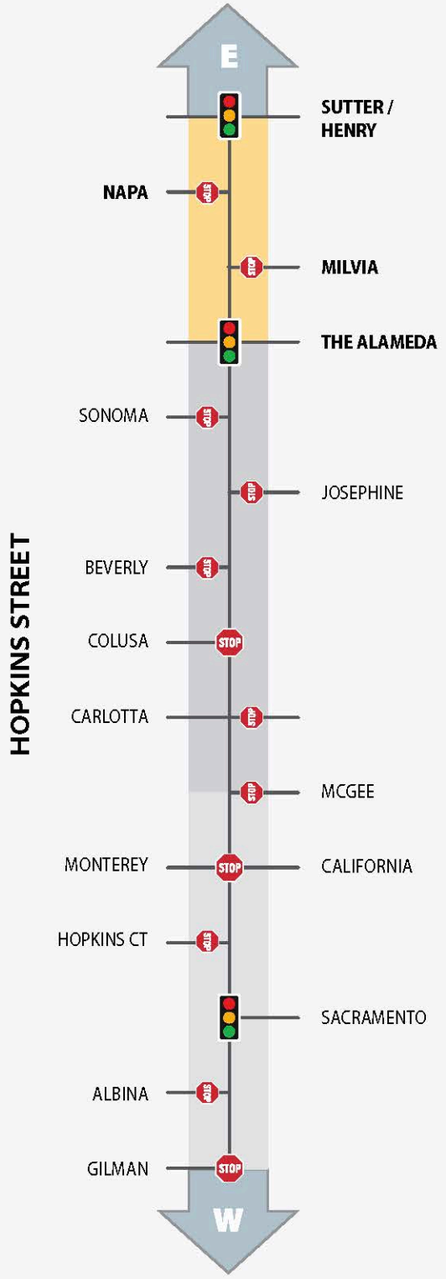




Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

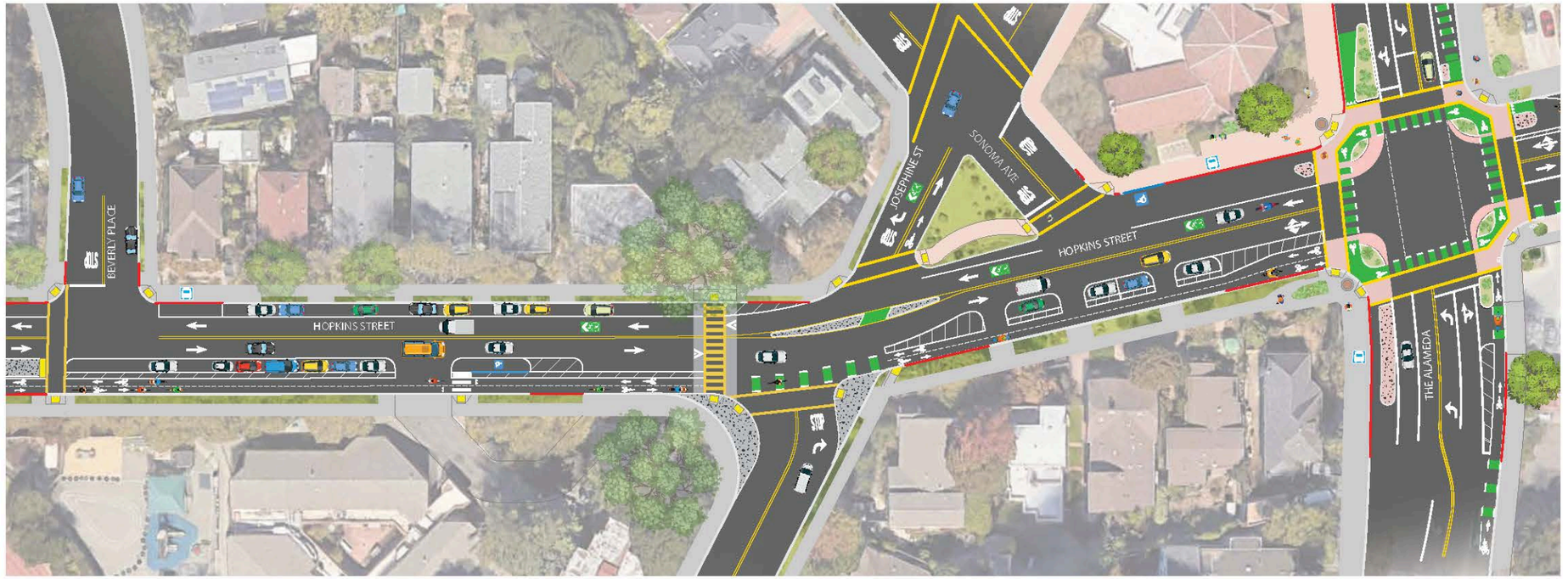
The Alameda Intersection

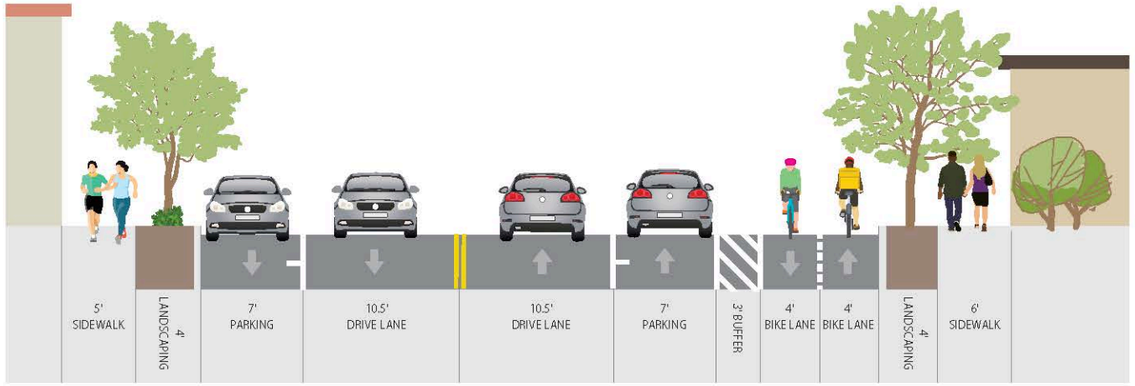


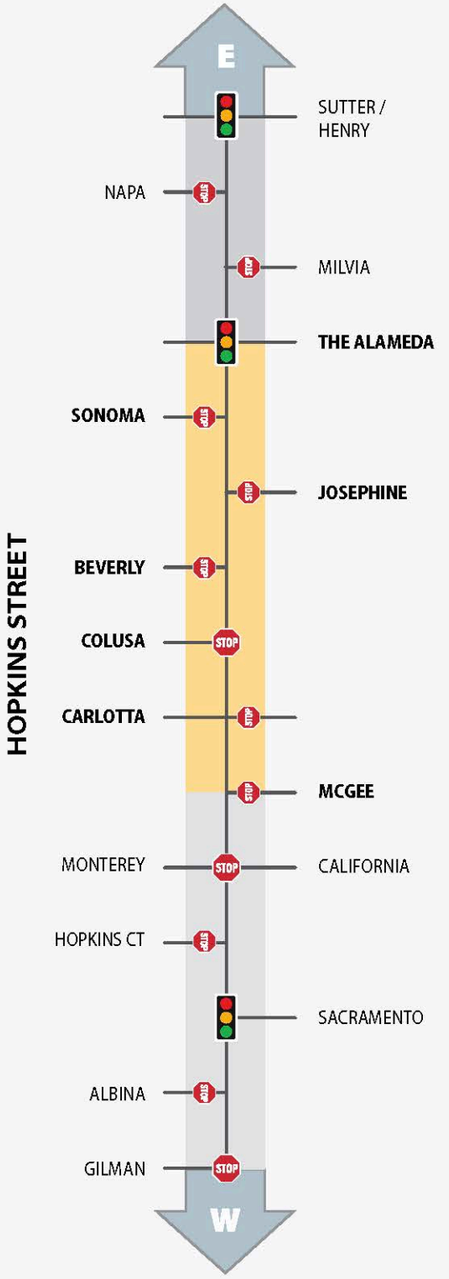


Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

Segment 2: The Alameda to McGee Avenue

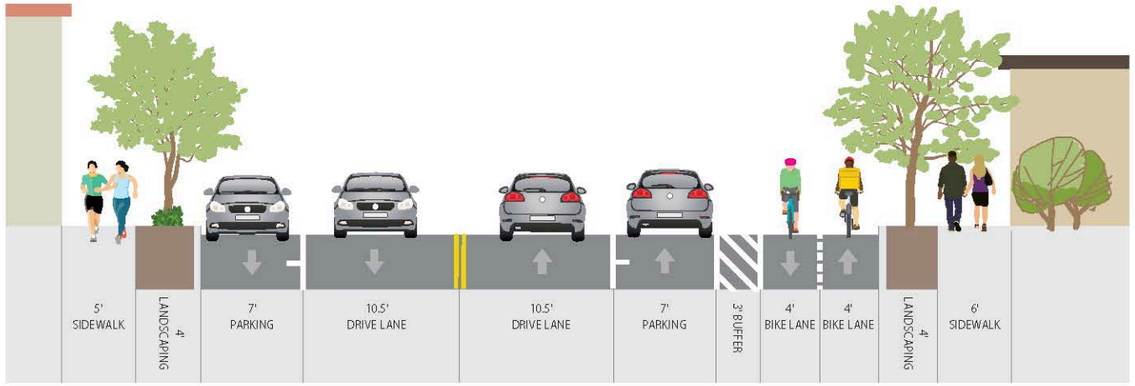


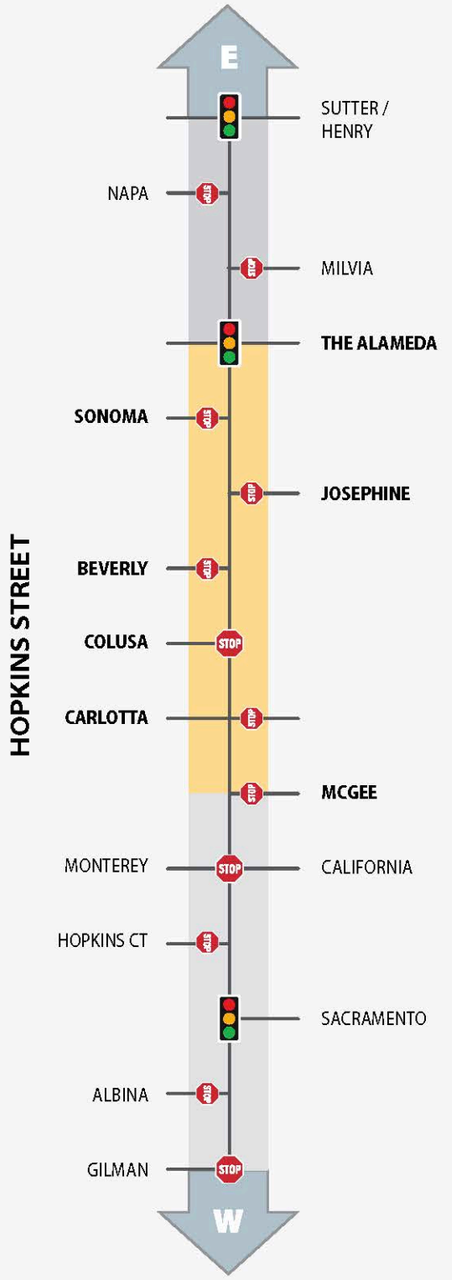




Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

Segment 2: The Alameda to McGee Avenue





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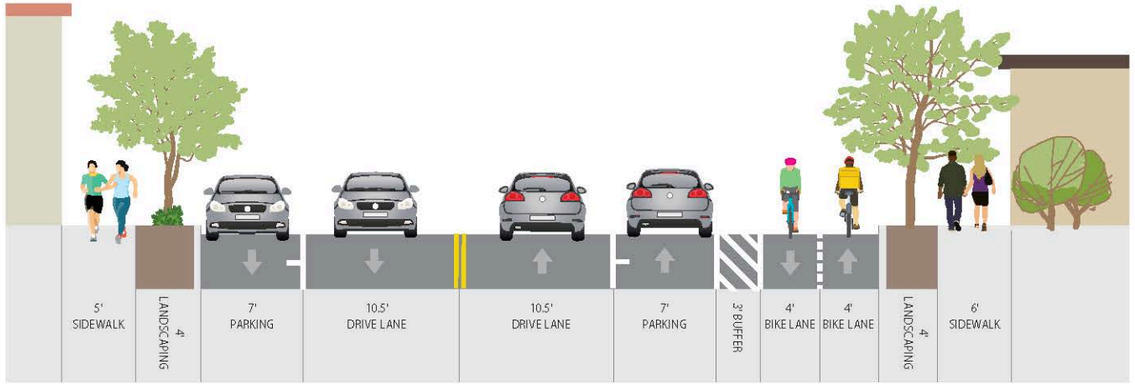
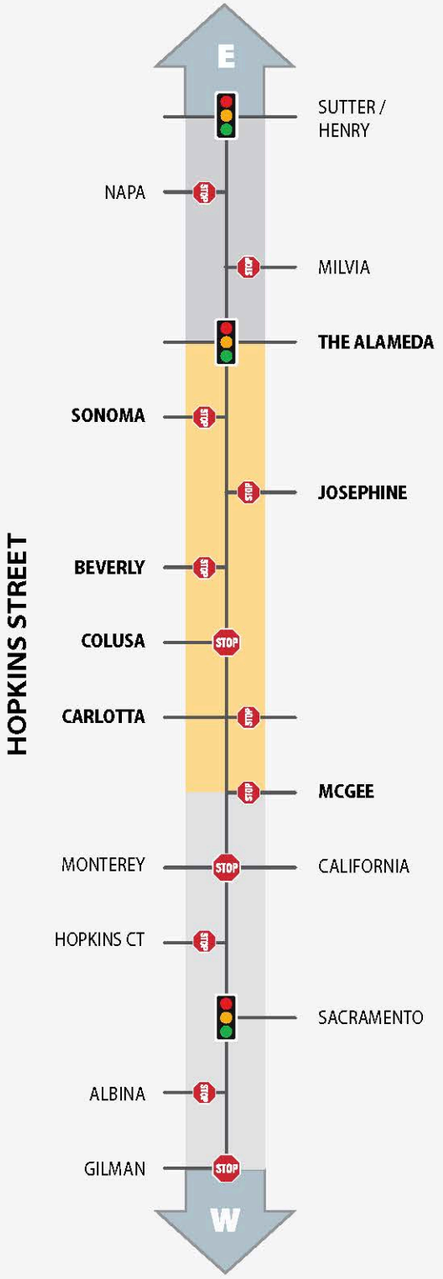
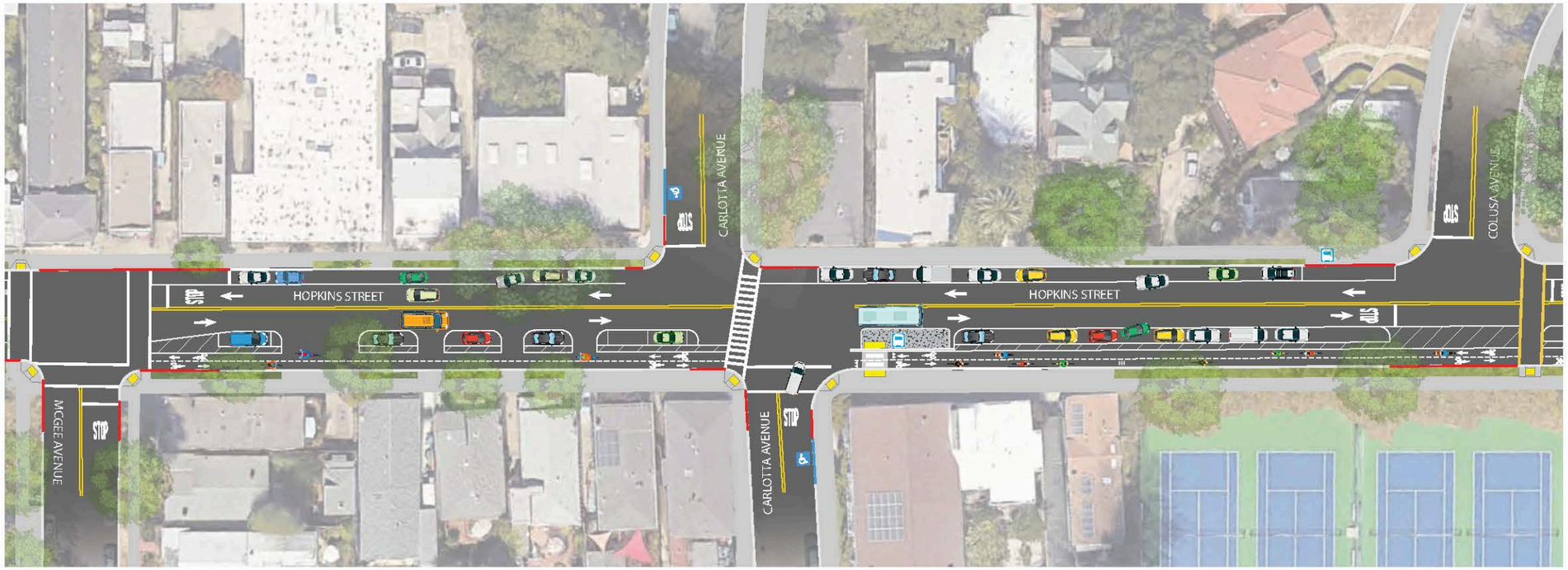
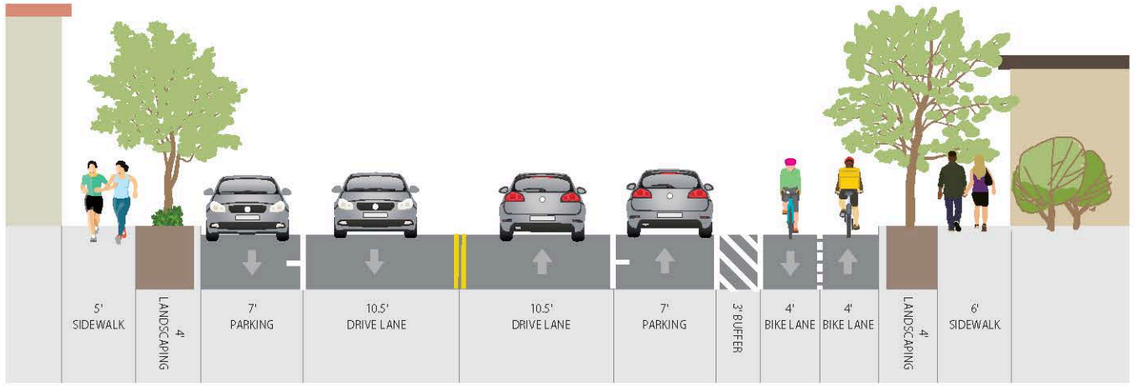


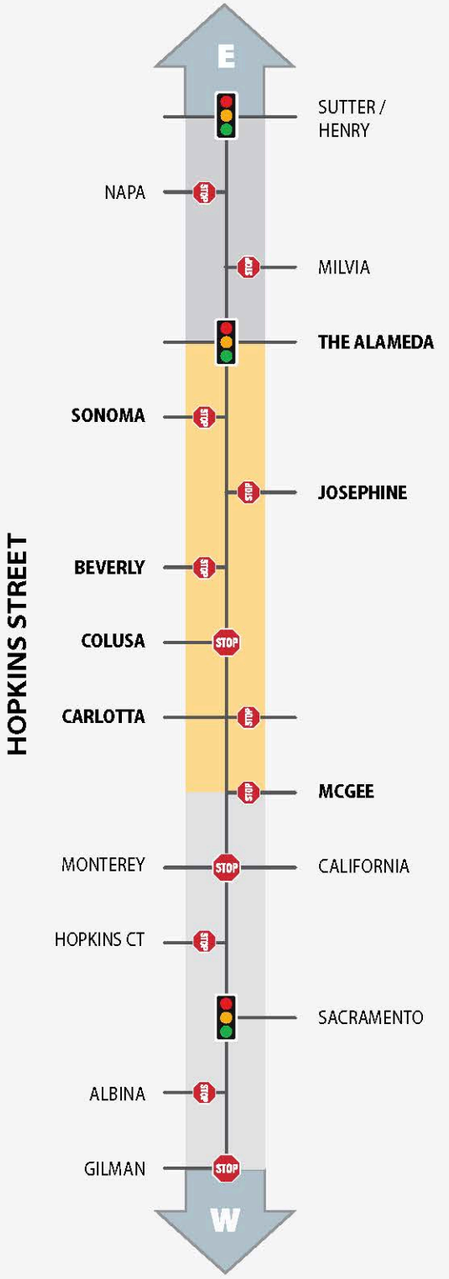


Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

Segment 2: The Alameda to McGee Avenue







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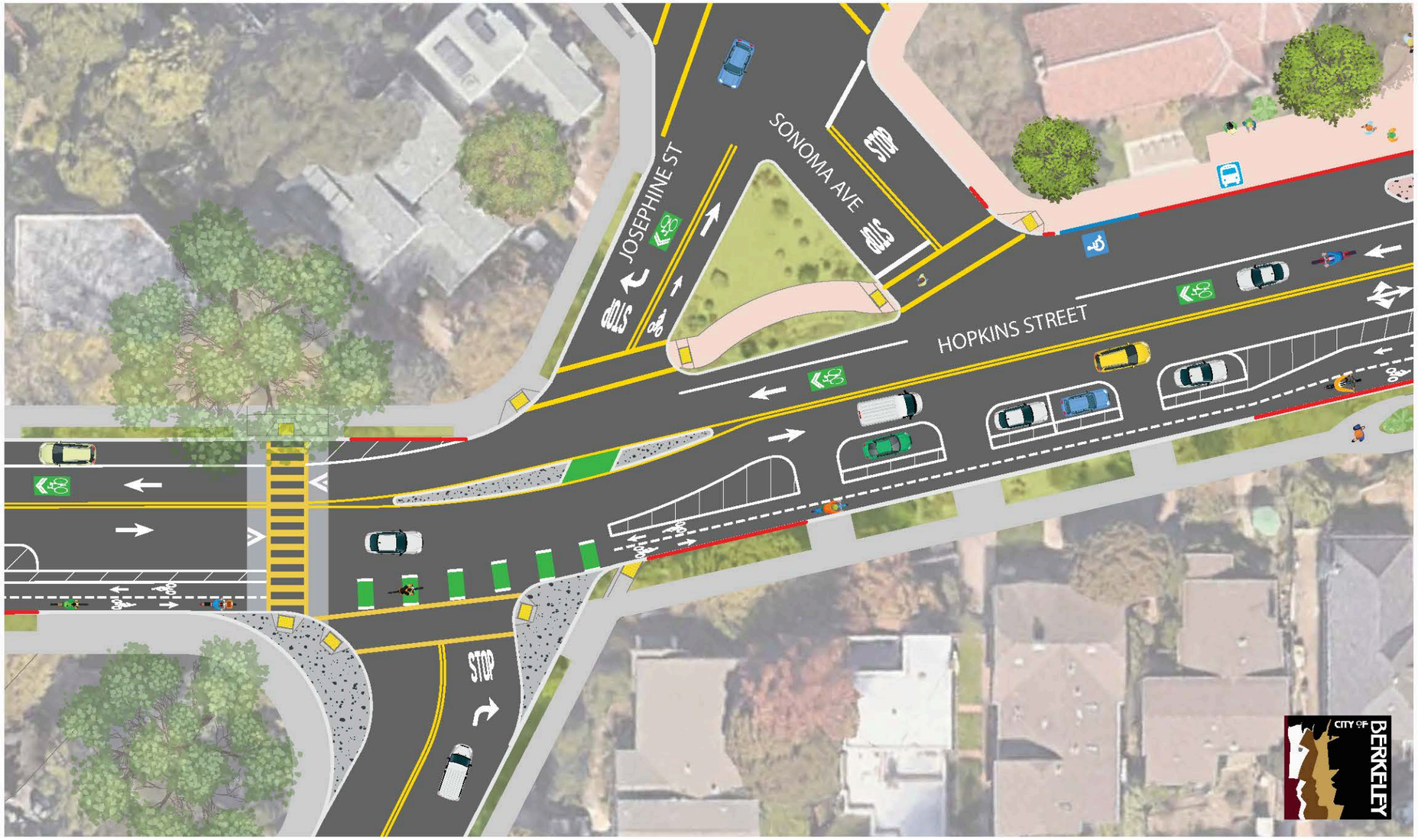
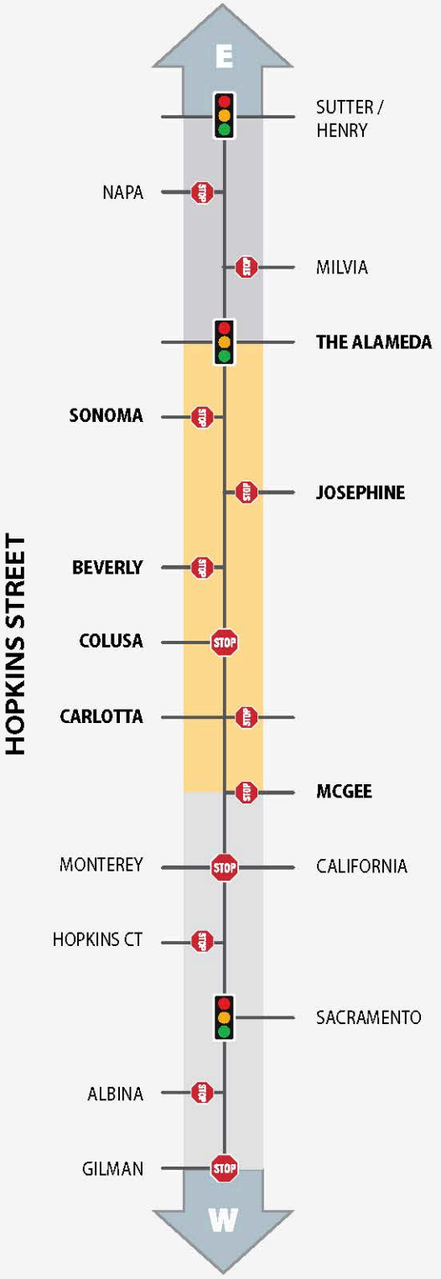
Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

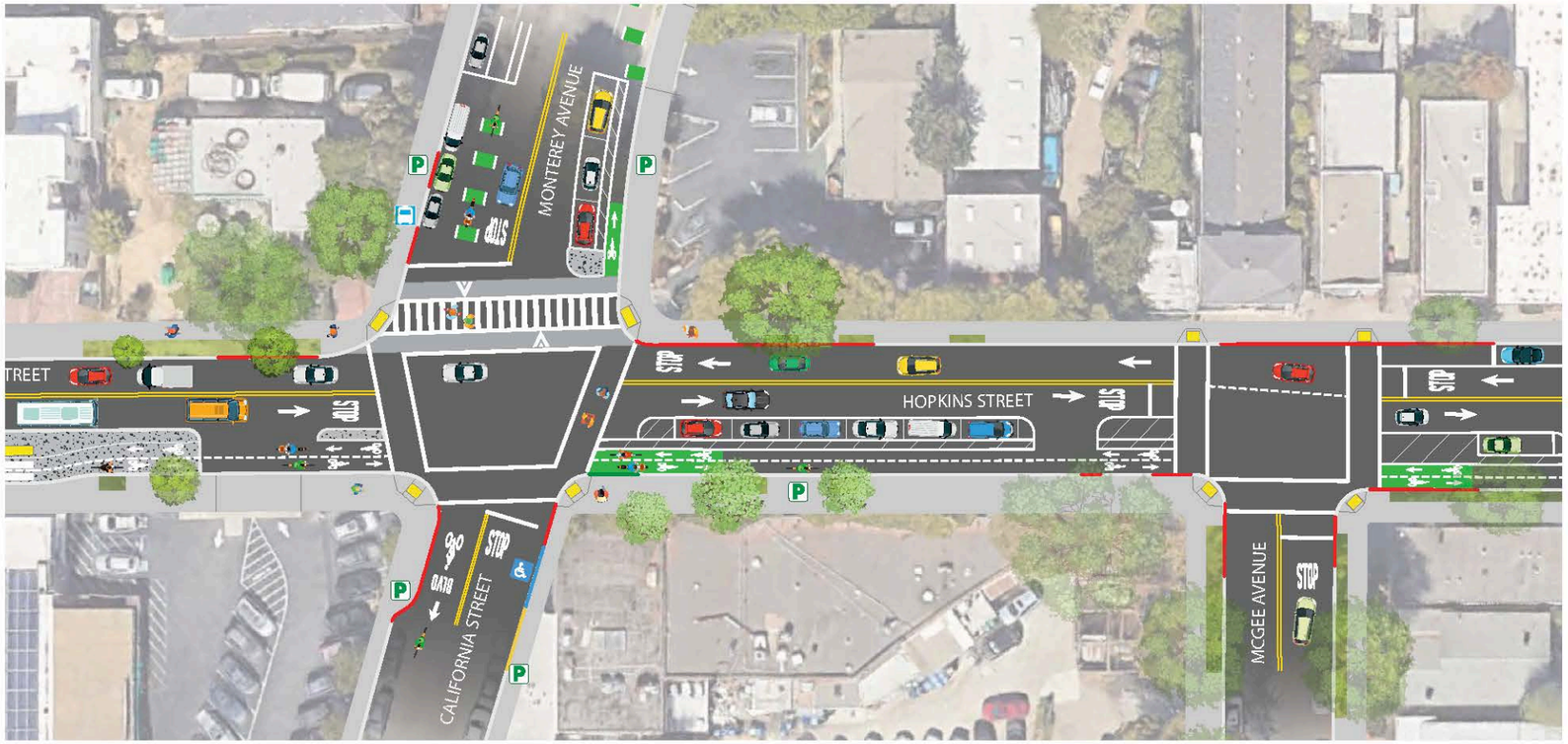
Segment 2: Josephine Street and Hopkins Street Intersection

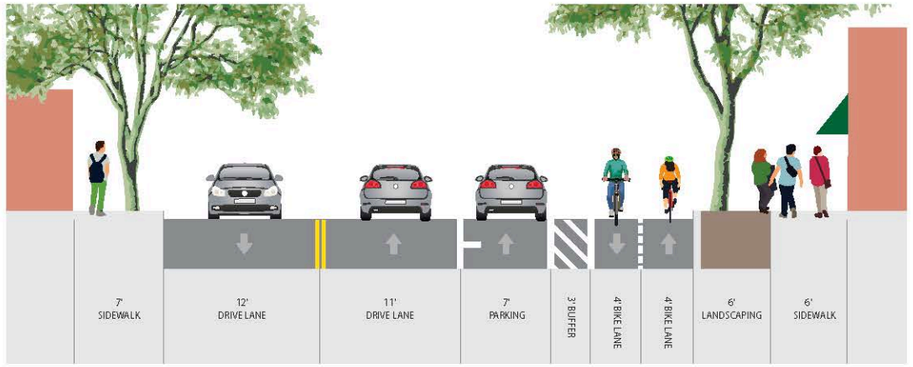


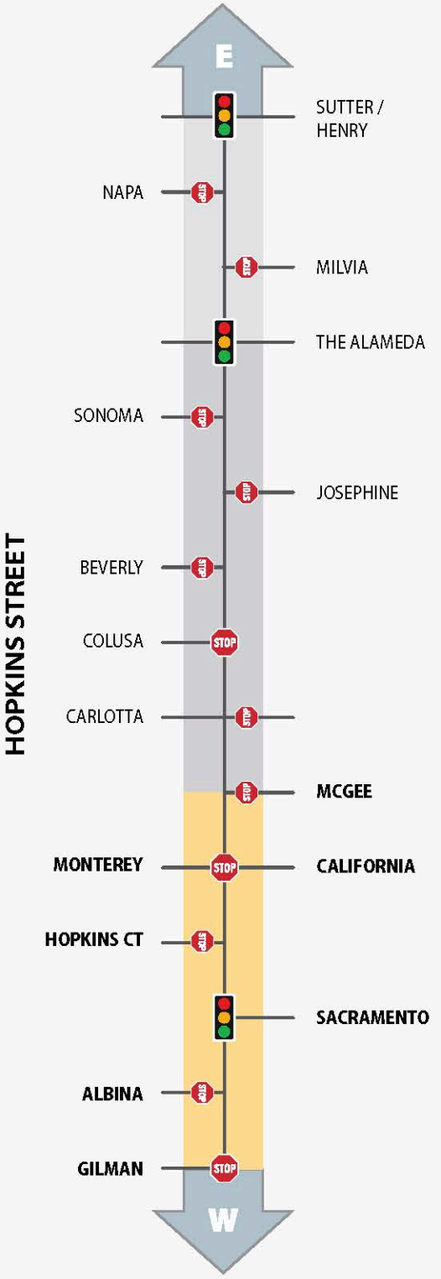


Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

Segment 3: McGee Avenue to Gilman Street







Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

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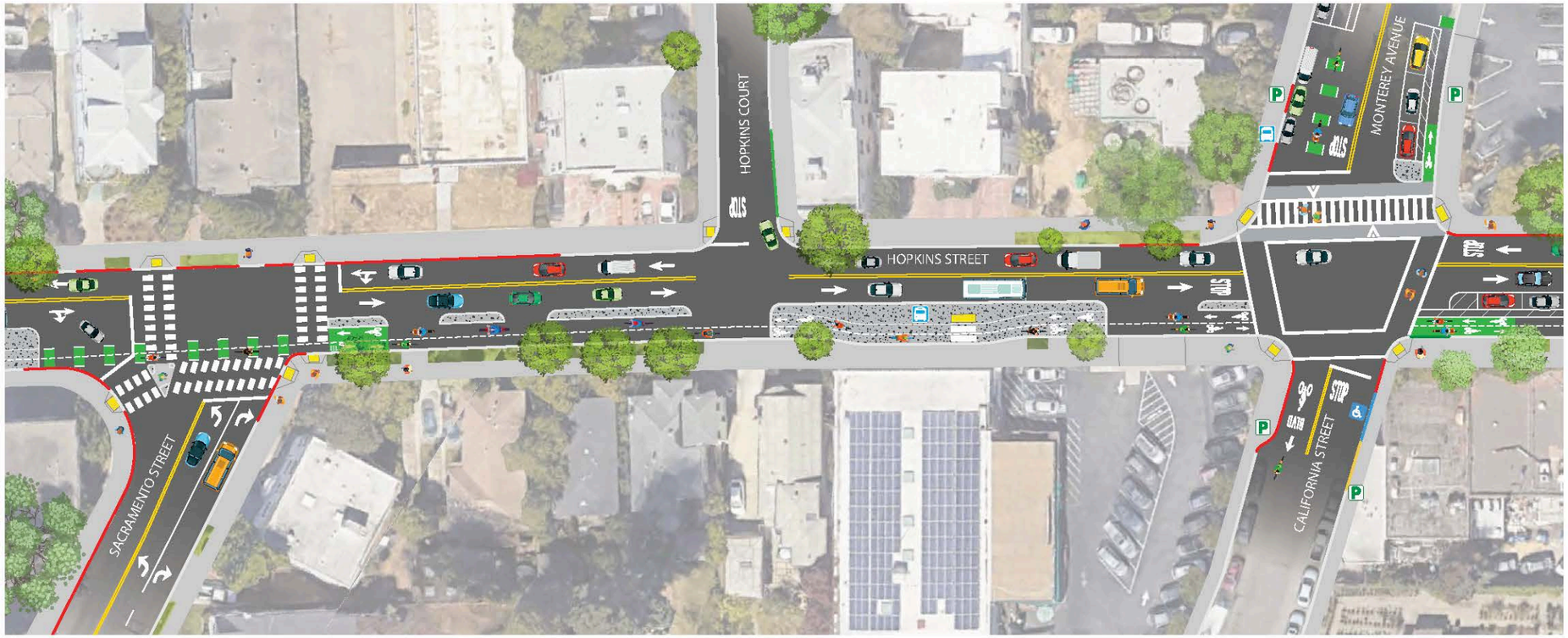

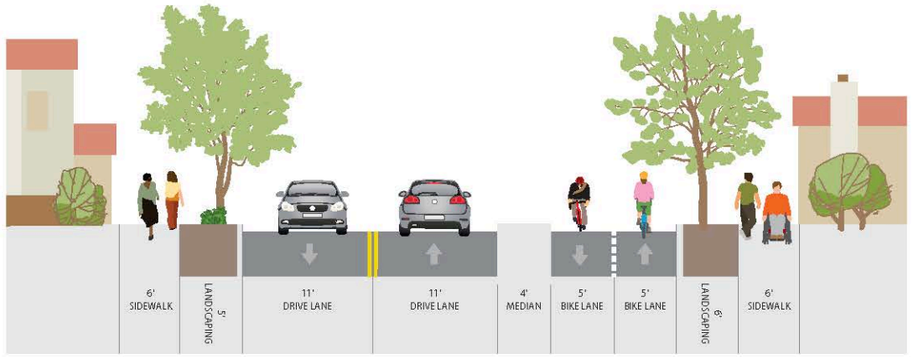

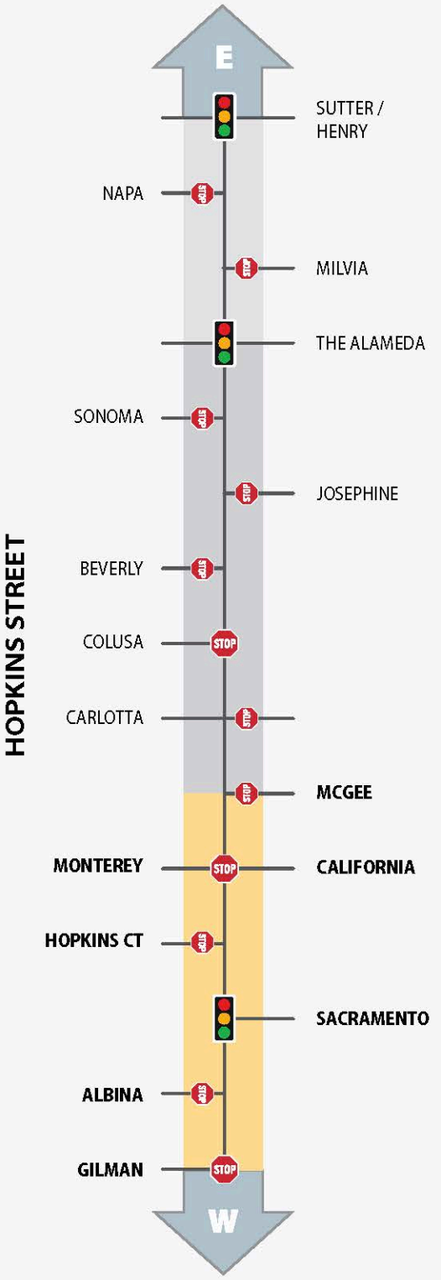

Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

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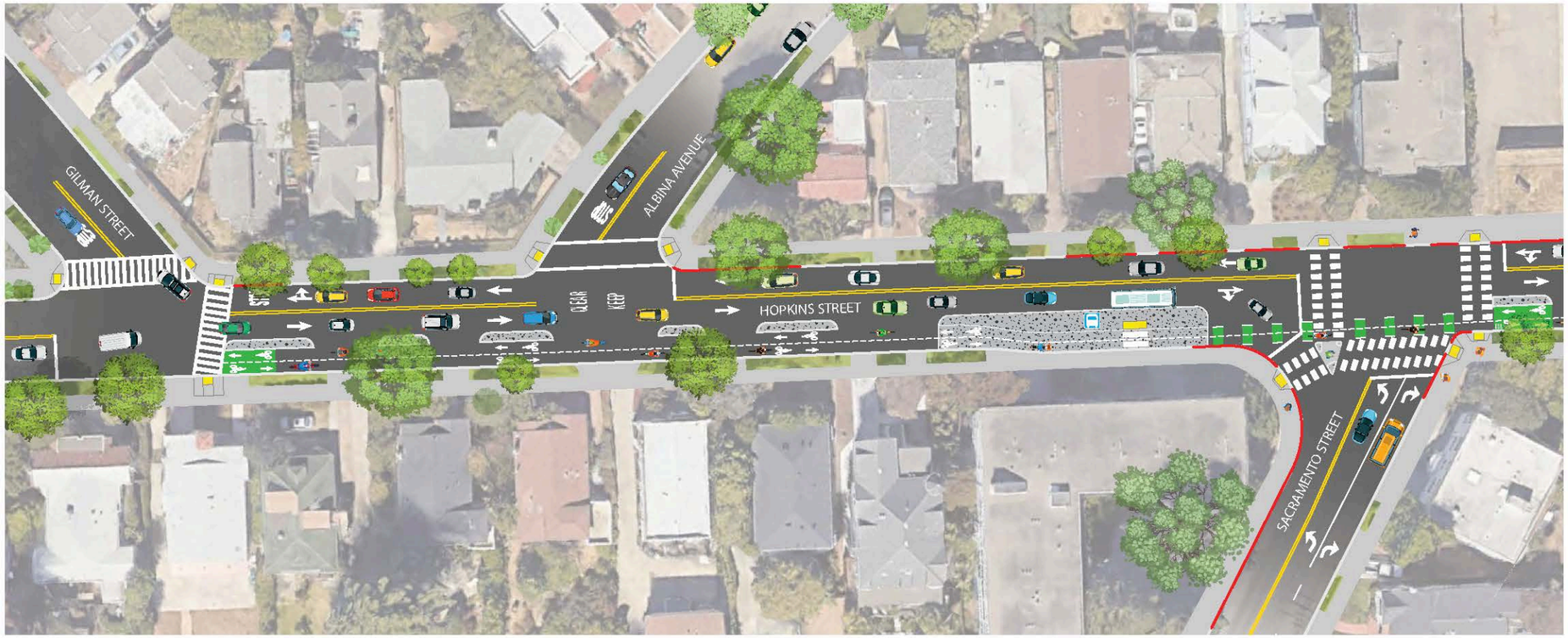

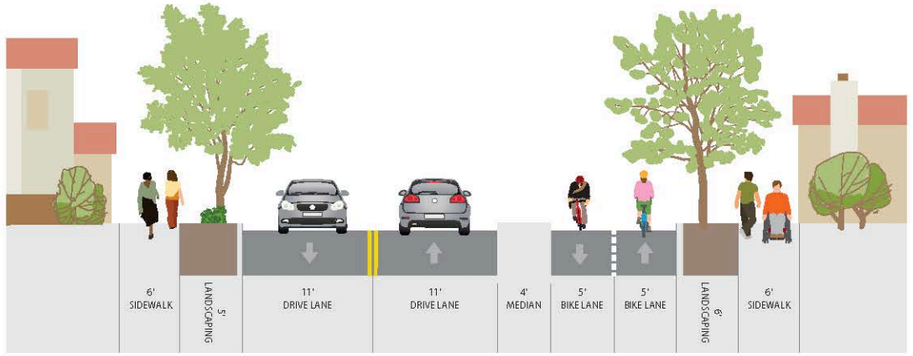

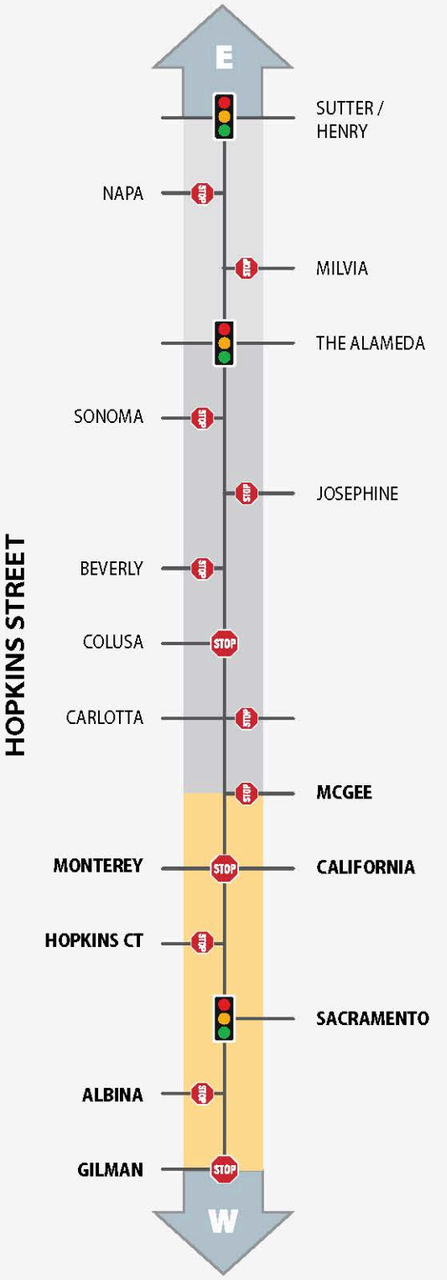

Hopkins Corridor Traffic and Placemaking Study Near-Term Design Alternative

Hopkins Street and Monterey Avenue Intersection