

BART
Sustainable Access Strategy for
BART's Transit-Oriented
Development
Task 2.2 Existing Conditions Report

Final | March 25, 2019

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 6M6091

Arup North America Ltd
560 Mission Street
Suite 700
San Francisco 94105
United States of America
www.arup.com

ARUP

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APPENDIX

El Cerrito Plaza BART Station Access Survey Results – To be included at a later date.

1 Introduction

BART's Sustainable Access Study of El Cerrito Plaza Station aims to identify best practices and strategies for encouraging sustainable transportation choices for station access. The study is motivated by the planned development of TOD on the station's surface parking lots, which may reduce the amount of available parking and generate more person-trips to and from the station area.

In 2016, BART adopted a systemwide policy to identify goals and prioritize investments for improving the safety and comfort of access to stations. This Station Access Policy describes five station types on a scale from "urban" to "auto-dependent," as well as the primary and secondary investments to be pursued for each type. Depending on the station type, investment priorities may variably emphasize improvements in biking, walking, passenger loading, or bus connections. Also in 2016, BART adopted a set of guidelines for TOD at its stations. Among the six goals identified in the guidelines is a call to "increase sustainable transportation choices using best practices in land use and urban design." The TOD policy includes a range of guidelines, which vary by station character, including parking maximums for residential and office space and target development heights. By collating information to guide the prioritization of future access strategies, this report will enable BART to meet the goals set forth in the Station Access and TOD policies as development moves forward at El Cerrito Plaza Station.

El Cerrito Plaza is the next station in BART's queue for TOD. The Station Access Policy describes it as a "balanced intermodal" station currently, with aspiration to be "urban with parking" (See Figure 1). Based on the aspirational designation, BART will strive for no to limited replacement parking after development. This Study will identify a preferred replacement parking scenario compliant with this policy directive, and explore alternative access strategies to ensure continued adequate access in light of potential parking reduction. In addition to considering existing station access needs, this Study will take a future-oriented approach to addressing station access, including how the station may evolve due to technological advances in mobility.

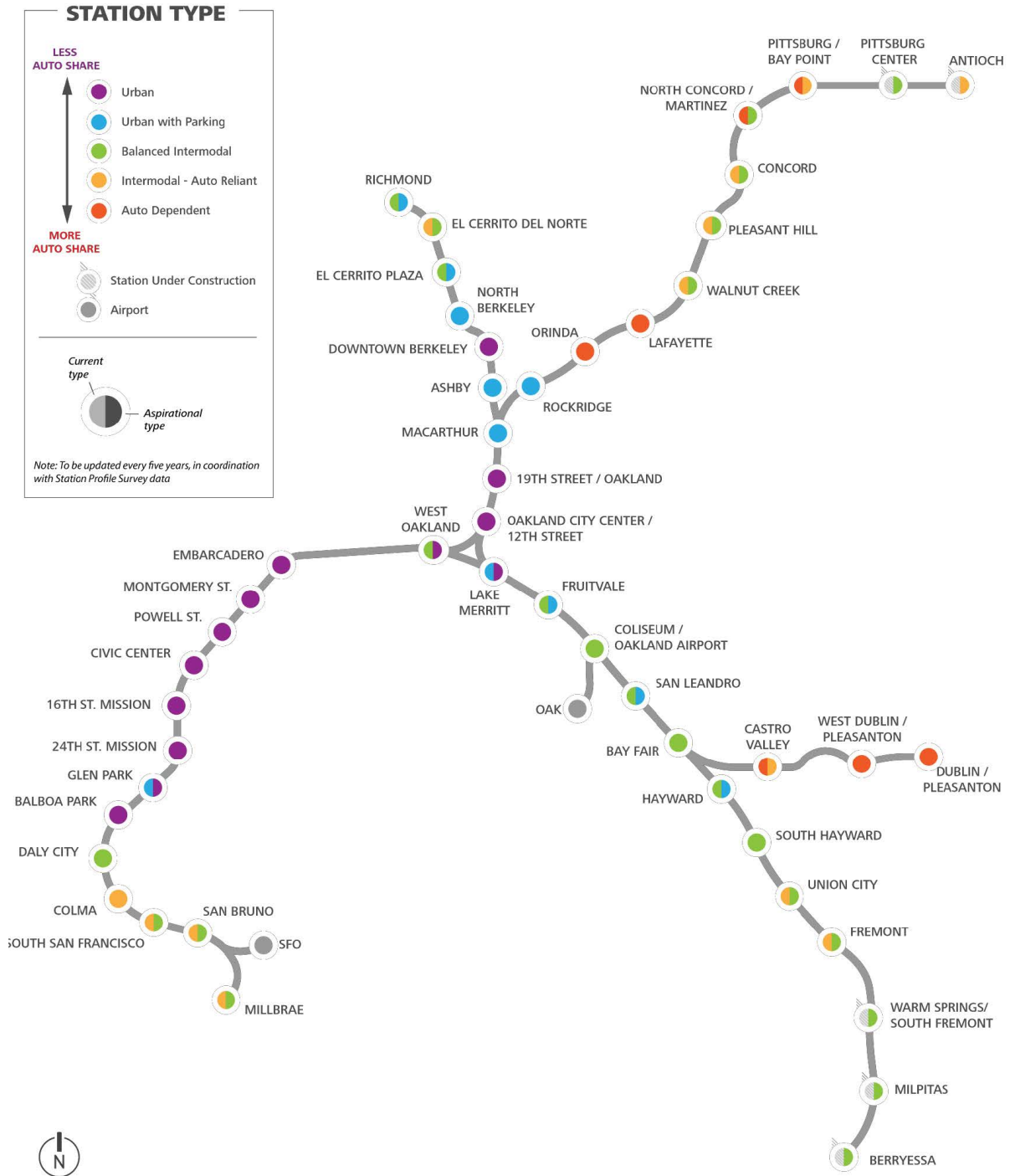
As BART seeks a developer and a viable way forward to construct a high-density, mixed-use development at the station, the level of parking required of the development will directly affect project feasibility. Additionally, the city of El Cerrito is studying the Plaza station as a site for a new branch of the Contra Costa County Library System; the potential parking needs of a new civic destination will need to be considered in conjunction with any parking requirements made of the site developer. Any opportunities to share parking across multiple land uses in the immediate vicinity of the new development will be explored.

This report on existing conditions provides information about current patterns of use at El Cerrito Plaza Station. It reviews documents produced by both BART and the City of El Cerrito for salient information concerning development plans and guidelines, parking, and access. This document:

- Collates the most pertinent information from related policies/studies/guidelines,
- Documents key findings of travelshed and access survey analyses, and
- Identifies implications of these existing conditions for the remainder of the sustainable access study.

This document will guide the analysis of parking replacement needs and mitigation strategies to inform BART's procurement of a developer and redesign of the station's drop-off area.

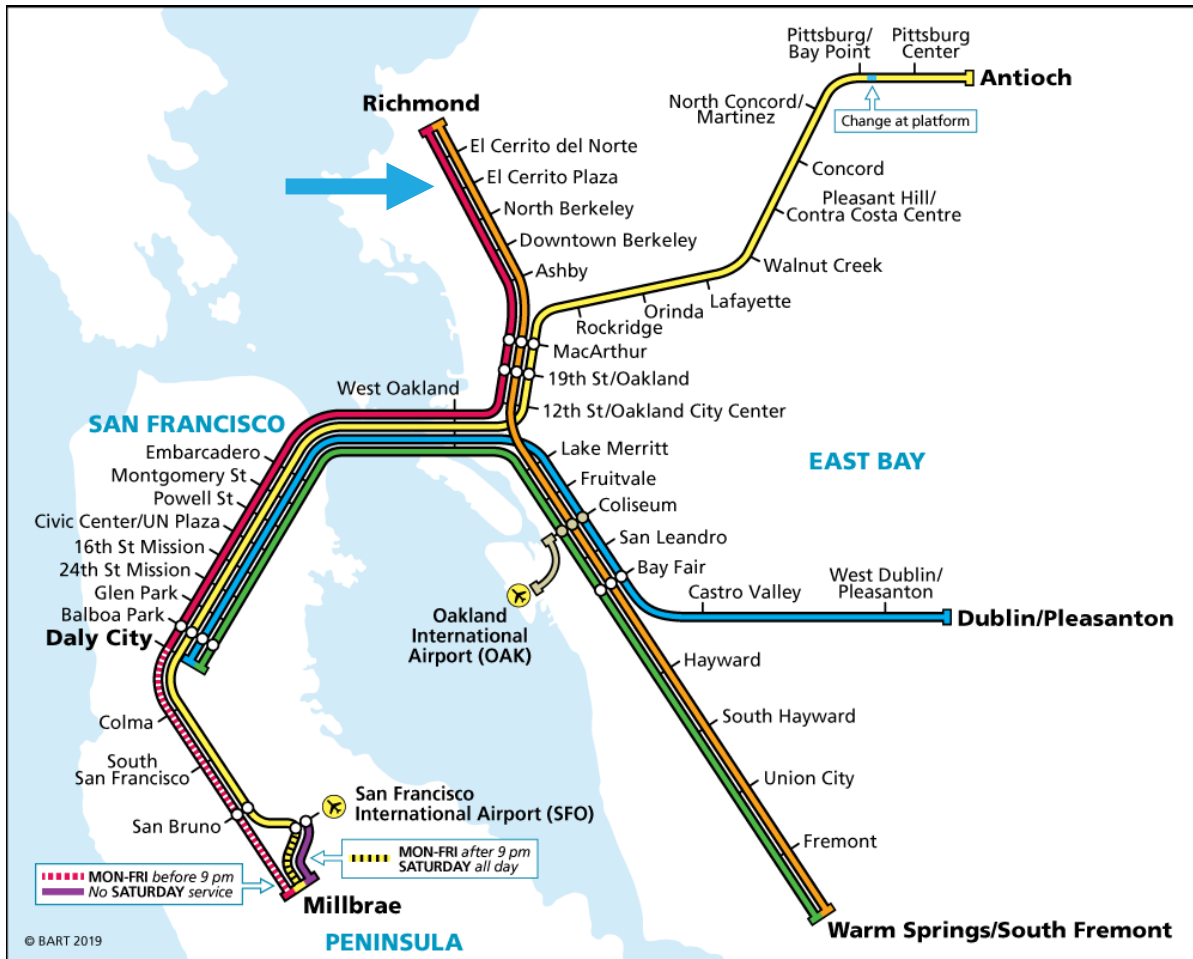
FIGURE 1: BART STATION ACCESS TYPOLOGY SYSTEM MAP



1.1 System context

El Cerrito Plaza Station is served by two of the three northernmost BART lines, which provide one-seat access to Richmond (the northern terminus), Millbrae, and Warm Springs/South Fremont (both southern termini) (see Figure 2). When the BART extension to the South Bay is completed (estimated 2026), El Cerrito Plaza will have one-seat service to new stations in Milpitas, San Jose, and Santa Clara.

FIGURE 2: BART SYSTEM



BART's TOD guidelines classify El Cerrito Plaza Station as an opportunity for "urban or city center" development (see Figure 3). BART's access typology currently classifies El Cerrito Plaza Station as "balanced intermodal" in recognition of the relatively high density and walkability of the area as well as the continued predominance of car travel. As noted above, the aspirational classification for the station is "urban with parking" as the station area builds more transit-oriented development and becomes less dependent on cars (see Figure 1). While the immediate station area can be made more transit-oriented in the near future, the surrounding BART catchment area will likely remain auto-oriented in the foreseeable future, despite recent efforts by the City of El Cerrito to add more high density residential in the surrounding area.

FIGURE 3: BART TRANSIT-ORIENTED DEVELOPMENT PLACE TYPES

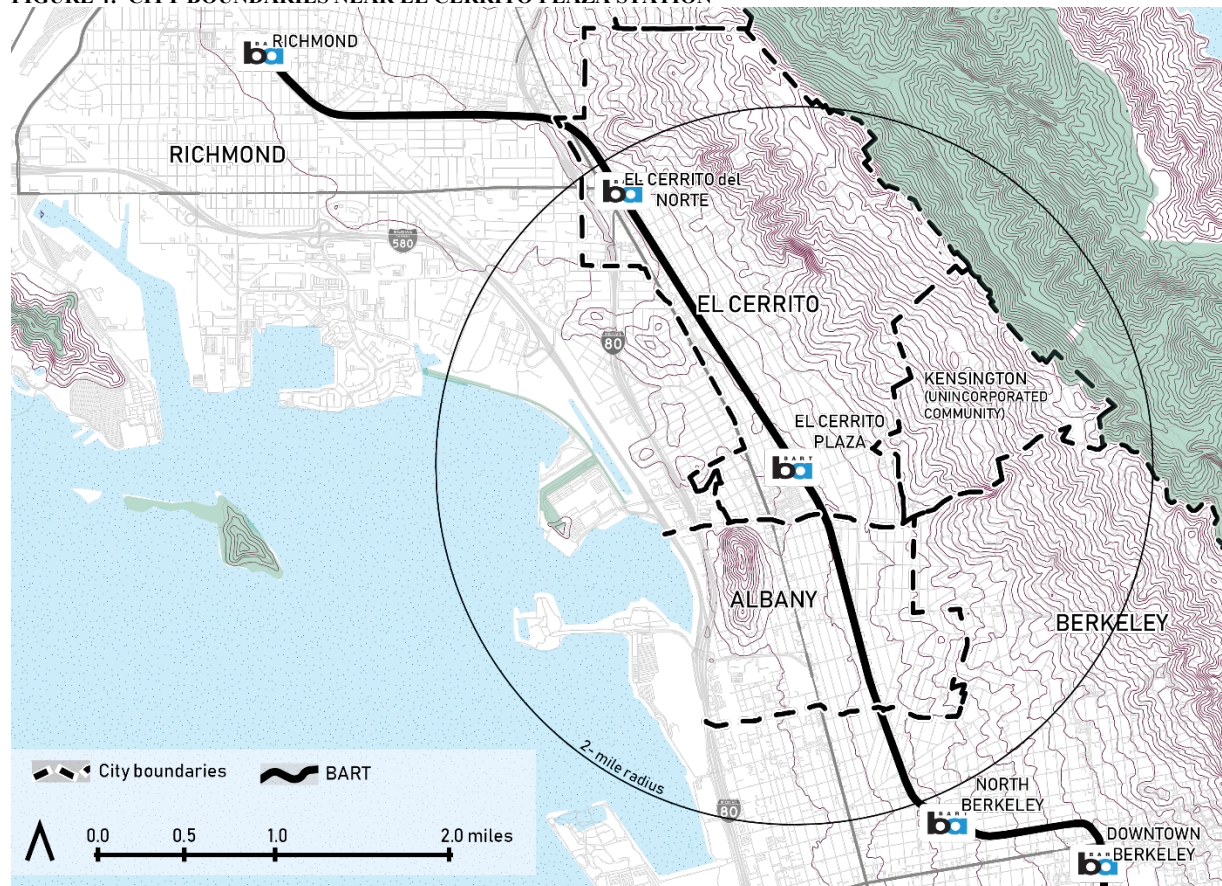


2 Site Overview

El Cerrito Plaza Station sits within the boundaries of the City of El Cerrito. However, the cities of Albany and Richmond, and unincorporated Kensington, are in close proximity to the station and comprise a significant portion of ridership (see Figure 4). While the topography immediately around the station is relatively flat, there is a major topographic change approximately half a mile east of the station characterized by steep grades (see Figure 4).

This area east of the San Francisco Bay is characterized by a moderate density of land uses, relative proximity to major regional freeways (I-80, I-580), and an extensive, if disconnected, network of bike infrastructure. A dense, continuous grid sidewalk network and variety of land uses in the immediate station area (e.g., grocery stores, restaurants, clothing stores) contribute to a relatively high Walk Score of 88 (“very walkable”). Sidewalk access is strong to most nearby destinations, although desire lines (dirt paths) leading to the El Cerrito Plaza Shopping Center indicate that not all pedestrian needs are met by the current sidewalk network. The station abuts the Ohlone Greenway, a 5.3-mile recreational path (Class I bikeway) that runs along the BART tracks from the city of Richmond, through El Cerrito, and terminates at Hearst and Martin Luther King Jr. Blvd north Berkeley. This trail, along with the surrounding residential and relatively low-speed streets, contribute to an area Bike Score of 92 (“biker’s paradise”). The San Francisco Bay Trail, comprised of over 300 miles of separated trail (Class I bikeway), runs along the Bay less than a mile west of the Plaza station.

FIGURE 4: CITY BOUNDARIES NEAR EL CERRITO PLAZA STATION

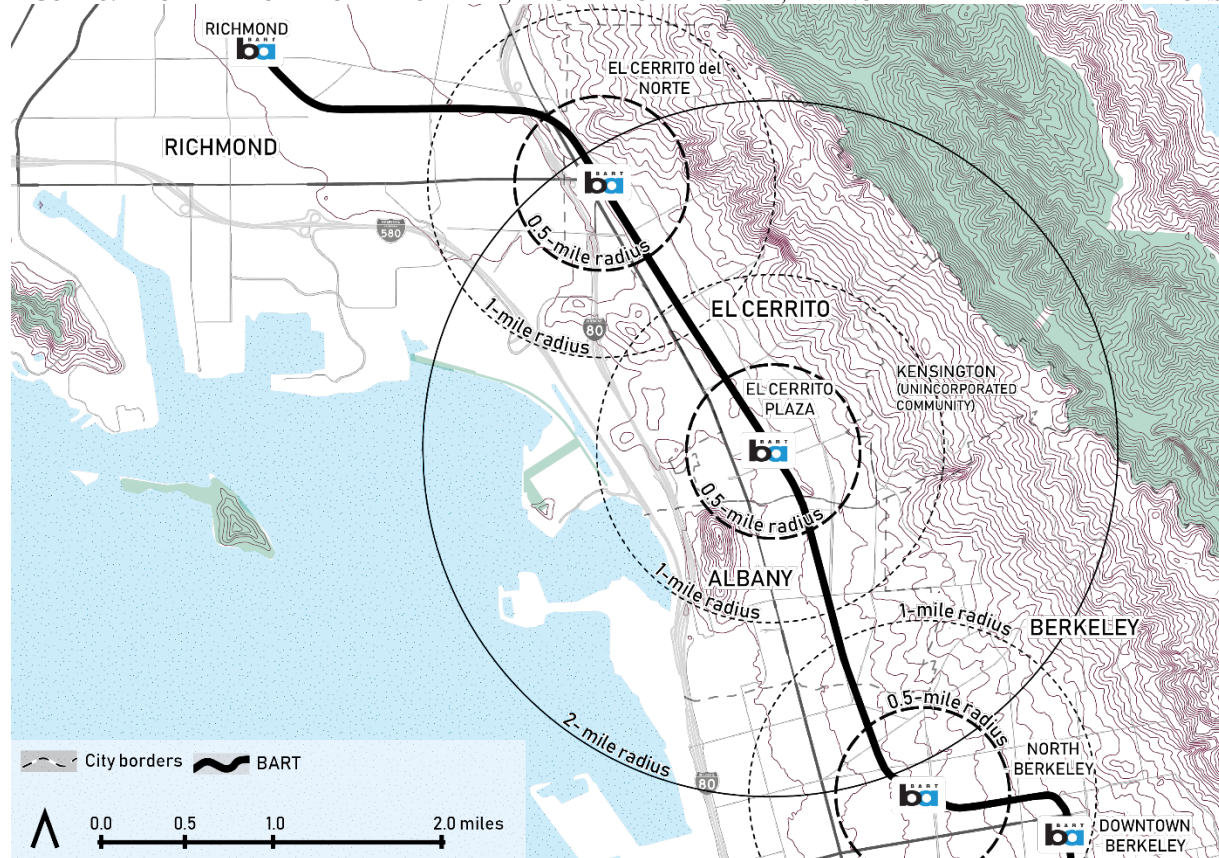


2.1 Surroundings

The neighborhood surrounding El Cerrito Plaza Station has a distinct character: a network of tree-lined sidewalks connects residential blocks with BART, nearby elementary and high schools, and a variety of retail options along San Pablo Ave and the El Cerrito Plaza Shopping Center. Single-family homes predominate, and the existing and planned multifamily housing generally abuts BART or the retail centers.

The two neighboring BART stations, El Cerrito del Norte and North Berkeley, are approximately two miles to the north and south of El Cerrito Plaza, respectively (see Figure 5). El Cerrito Plaza primarily serves nearby residents. El Cerrito del Norte is better-served by local and regional buses and the highway than El Cerrito Plaza, which contributes to the local-serving orientation of El Cerrito Plaza Station. The results of the intercept survey conducted in January 2019 (details in Appendix) confirm El Cerrito Plaza's neighborhood orientation – 80% of respondents lived within a mile and a half of the station.

FIGURE 5: PROXIMITY OF EL CERRITO PLAZA, EL CERRITO DEL NORTE, AND NORTH BERKELEY BART STATIONS



The El Cerrito Plaza Station sits at the confluence of three jurisdictions, though the BART-owned property is entirely within the City of El Cerrito. Surrounding property within a half mile of the station is consequently subject to multiple parking and zoning policies. Most areas around the station are characterized by lower density commercial and residential land uses. In El Cerrito, parcels along San Pablo Avenue to the west and in the El Cerrito Plaza Shopping Center to the south allow for commercial uses. Most residential parcels in El Cerrito, Albany, Richmond, and Kensington are single-family residential units. However, the San Pablo Avenue Specific Plan allows for significantly more dense

residential and commercial uses to be built within the vicinity of the station compared to what exists there today.

2.2 Demographics

Most BART patrons at El Cerrito Plaza Station live within two miles of the station (see Section 123.1); the following overview focuses on residents living within this catchment area, which includes El Cerrito, Albany, Richmond, and Kensington. The catchment area straddles Alameda and Contra Costa counties.

This demographic review intends to provide a baseline for future discussions of equity in the context of parking or parking replacement strategies. This demographic data will inform the discussion of tradeoffs around parking at the station, and will enable BART to make a balanced decision around parking tradeoffs that is responsive to the needs of traditionally underserved or at-risk populations. It describes different groups of residents who may be adversely affected by parking removal, who may be good candidates for shifting away from auto access to the station, or who may already be unable to access the station by car.

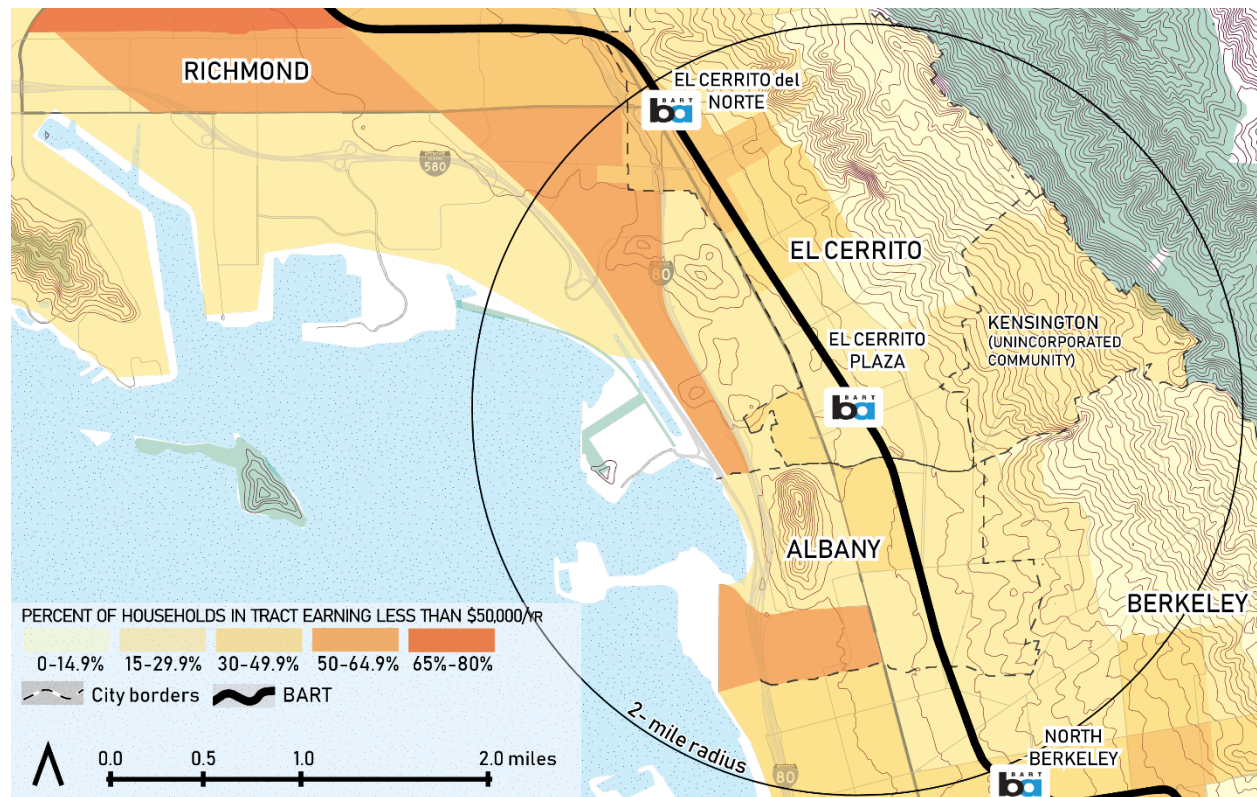
Median income

Table 1 shows the median household income for residents of El Cerrito, Albany, Richmond, and Kensington. The median household income for Contra Costa and Alameda counties as well as the broader nine-county Bay Area are included for comparison. Figure 6 maps the presence of households earning less than \$50,000 a year at the Census tract level. Tracts in darker orange have a higher percentage of households earning less than \$50,000 per year, and lighter yellow tracts have a comparatively low percentage of households earning below \$50,000 annually. Of note are the western tracts where the majority of households earn less than \$50,000 a year.

TABLE 1: MEDIAN HOUSEHOLD INCOMES NEAR EL CERRITO PLAZA STATION

Geography	Median income
El Cerrito	\$92,670
Albany	\$85,458
Richmond	\$57,107
Kensington	\$140,690
<i>Alameda County</i>	<i>\$89,979</i>
<i>Contra Costa County</i>	<i>\$91,045</i>
<i>Bay Area (9-county region)</i>	<i>\$88,800 (2015)</i>

Source: U.S. Census Bureau, American Community Survey (2016 and 2015) 5-year estimates, table B19001

FIGURE 6: HOUSEHOLDS WITH MEDIAN ANNUAL INCOMES OF \$50,000 OR LESS

Source: U. S. Census Bureau, American Community Survey (2017) 5-year estimates, table B19001

Race and ethnicity

The racial and ethnic makeup of the population within the station catchment area is majority minority, although the single largest race or ethnicity is white (see Figure 7 and Figure 8). The Metropolitan Transportation Commission's (MTC) Communities of Concern screening process has flagged two Census tracts along the western edge of the catchment as Communities of Concern (see Figure 9). MTC defines Communities of Concern as areas with a high concentration of both minority and low-income residents, or that have a concentration of low-income residents and three or more disadvantage factors: limited English proficiency, zero-car households, seniors over the age of 75, people with one or more disabilities, single-parent households, and rent-burdened households (50% or more of income spent on rent). Particular effort should be made to conduct thorough outreach and engagement with the people living in these neighborhoods.

FIGURE 7: RACE AND ETHNICITY OF PEOPLE WITHIN A TWO-MILE RADIUS OF EL CERRITO PLAZA STATION

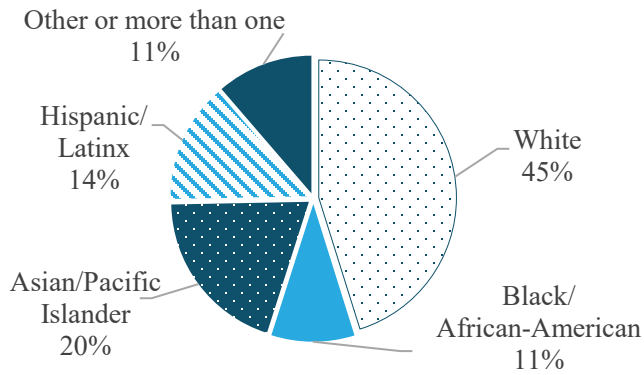
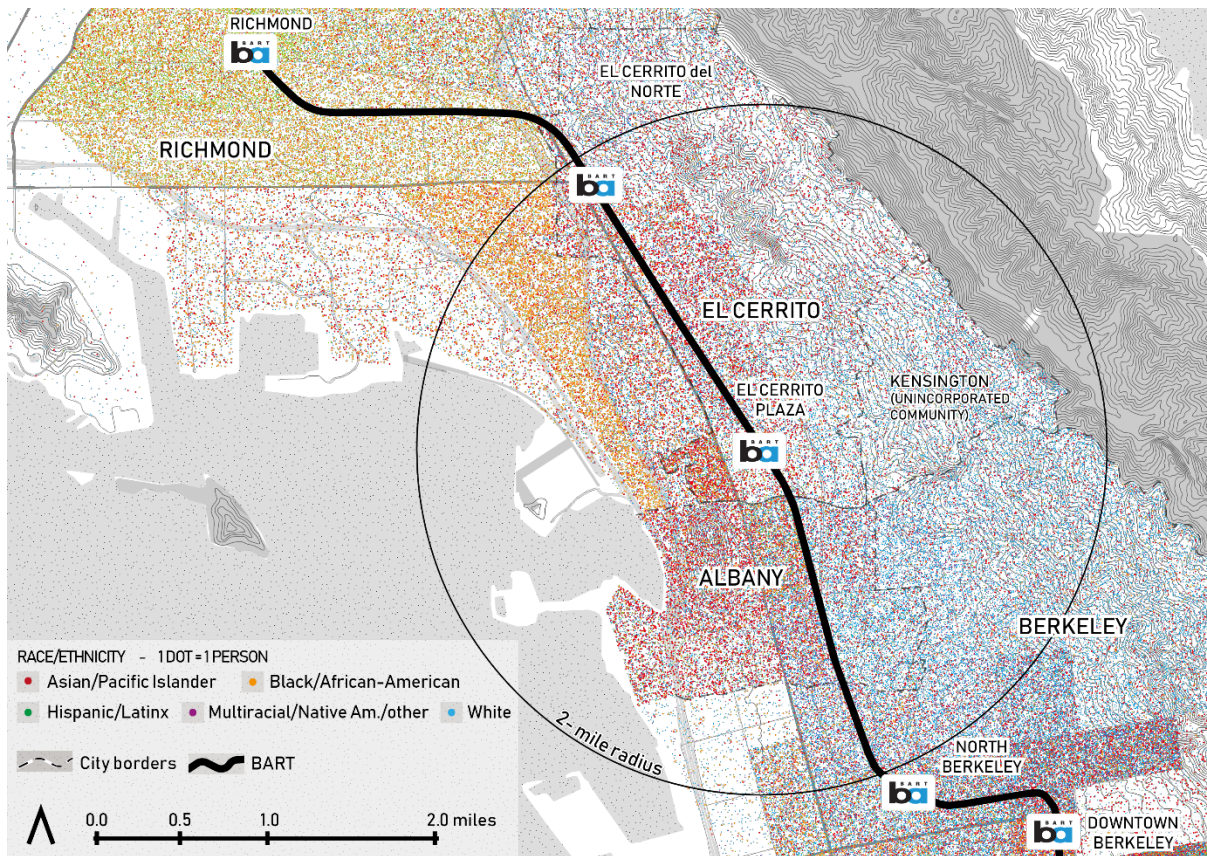
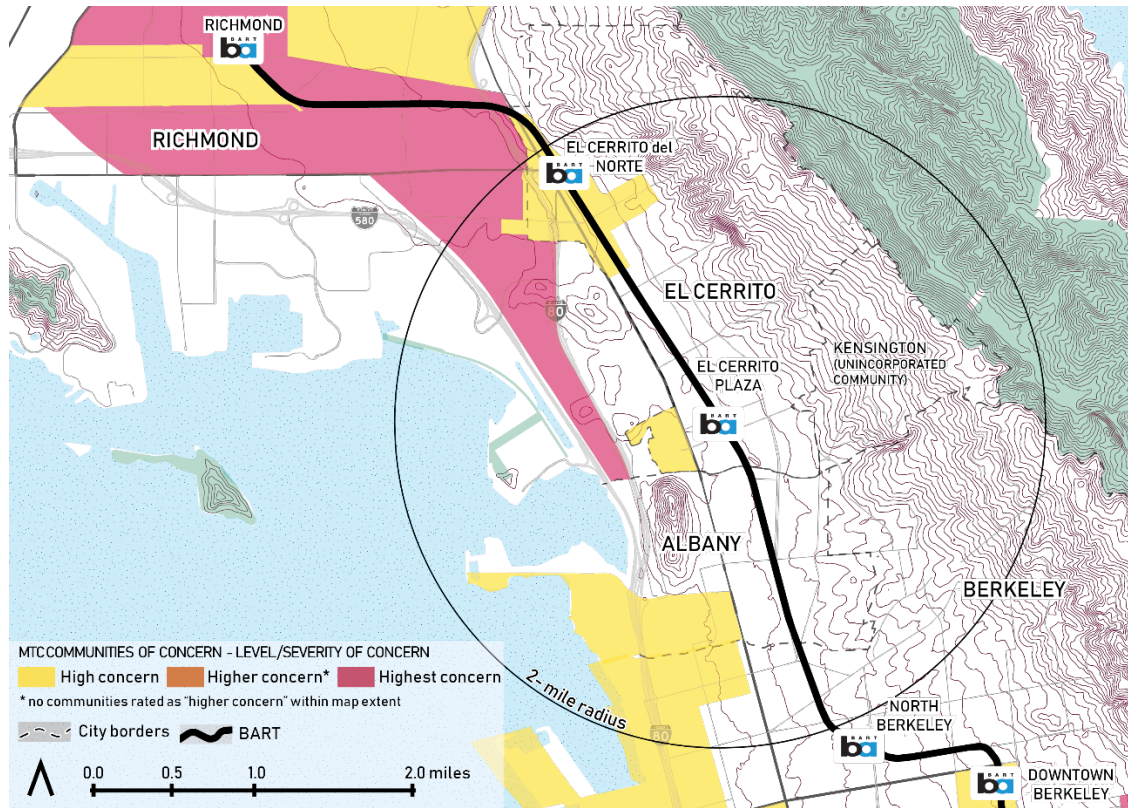


FIGURE 8: RACE AND ETHNICITY IN THE EAST BAY – DOT DENSITY



Source (for Figures 7 and 8): American Community Survey (2017) 5-year estimates, table B03002

FIGURE 9: METROPOLITAN TRANSPORTATION COMMISSION'S COMMUNITIES OF CONCERN



Source: Metropolitan Transportation Commission (2018).

Car ownership

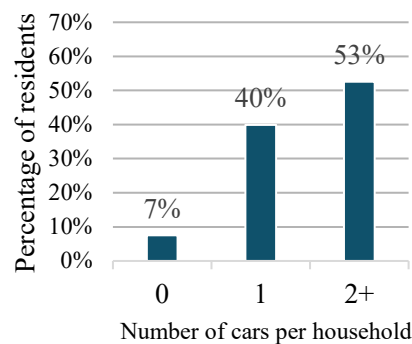
Of the people living within two miles of El Cerrito Plaza Station, roughly half have at least two cars at home (see Table 2 and Figure 10), while only 7% have no car. However, the large number of BART patrons who access El Cerrito Plaza Station on foot (41%) suggests that some residents who do have cars (93%) opt out of driving to the station. These rates of car ownership are markedly lower than those of Alameda and Contra Costa counties. This difference is particularly notable in the proportion of households near El Cerrito Plaza Station who own only one car, which is double that of the two counties.

TABLE 2: HOUSEHOLD CAR OWNERSHIP

<i>Geography</i>	<i>No cars</i>	<i>One car</i>	<i>Two or more cars</i>
El Cerrito Plaza Station (2-mile radius)	7%	40%	53%
Alameda County	4.8%	22.5%	72.7%
Contra Costa County	2.1%	15.7%	82.2%

Source: U.S. Census Bureau, American Community Survey (2017) 5-year estimates, table B08201

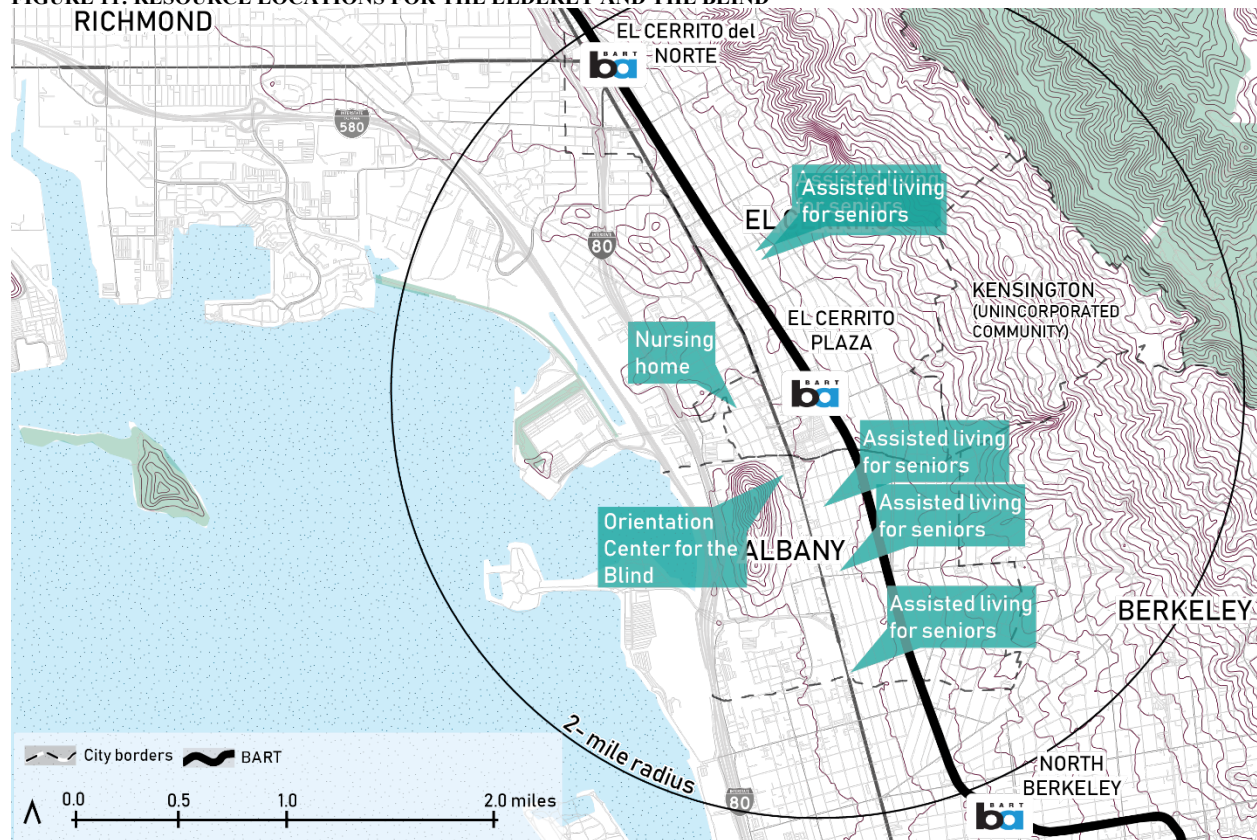
FIGURE 10: CAR OWNERSHIP, 2-MILE CATCHMENT



Mobility impairments

While a relatively small portion of area residents are elderly – 17% are age 65 or older – the presence of multiple assisted living facilities, as well as a nursing home and a resource center for the blind, highlight the need to ensure universal access to the station (see Figure 11). Appropriate design to support non-car travel between BART and these facilities, as well as adequate passenger loading, should be included in station redevelopment.

FIGURE 11: RESOURCE LOCATIONS FOR THE ELDERLY AND THE BLIND



Source: American Community Survey (2017), 5-year estimates; table B01001.

3 Station Access

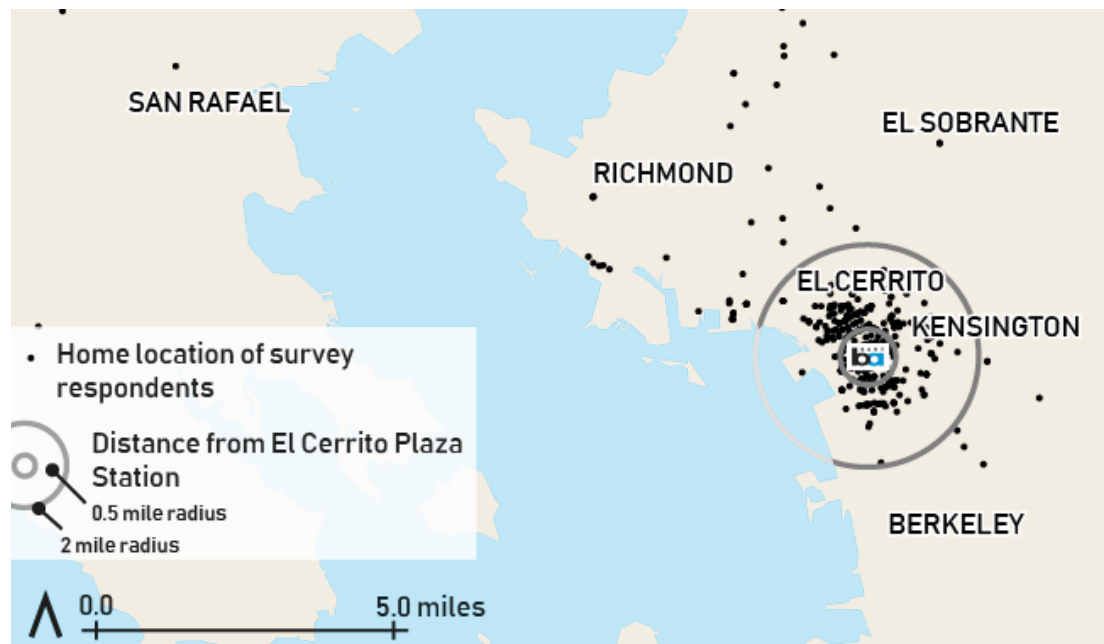
Per BART's TOD Policy, stations designated "urban with parking" will strive for limited to no replacement parking when building TOD. The city of El Cerrito currently enjoys an oversupply of parking at the city scale (see Section 4 El Cerrito Parking Demand and Management Strategy). The following section outlines current travel patterns of El Cerrito Plaza patrons, analyzes the potential impact of the road network and station design on station accessibility by non-auto modes, and reviews the status of parking availability and policies.

3.1 Station Access Travel Choice Analysis

Most El Cerrito Plaza patrons arrive at BART on foot. As part of this existing conditions analysis, BART conducted an intercept survey at the El Cerrito Plaza BART station in January 2019 that provides insight into the variety of travel modes to the station. Patrons received postcards linking to an online survey, which garnered a 38% response rate. This survey provides an important interim snapshot of station access behavior between the previous Station Access Profile Survey (2015) and the next (2020).¹

Some of the key findings from this analysis are presented below; a complete list of findings and a summary of the full survey responses is included in the Appendix. Survey respondents were asked to note their home location, either by address, nearby intersection, or a nearby landmark. Most respondents live within a mile and a half of the station, but around 20% live outside of the immediate station catchment (see Figure 12).

FIGURE 12: HOME LOCATIONS OF SURVEY RESPONDENTS



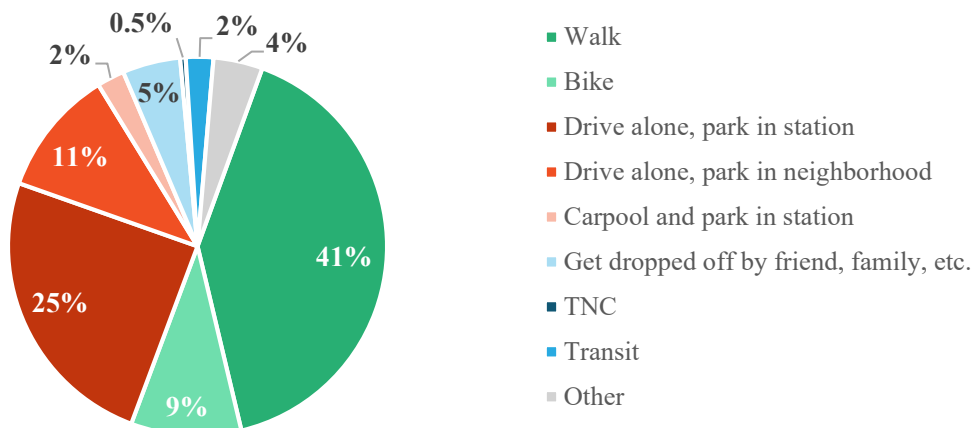
Note: The map does not show 13 respondents (out of the 467 total respondents), who are considered outliers from more distant home locations.

¹ This section reviews data collected from two surveys: a scientific survey conducted as part of BART's Station Profile Study in 2015, which included interviewer-administered surveys; and an intercept survey handed out to BART patrons for completion online.

The majority of BART patrons (for whom El Cerrito Plaza Station is their home station) access the station through active modes of transportation. Walking and biking account for half of the access modal split, at 41% and 9%, respectively (see Figure 13). In comparison to access modal split system-wide, walking and biking account for less than the El Cerrito Plaza BART station access modal split, at 37% and 6%, respectively. Compared to other stations that have current designation of “balanced intermodal,” only West Oakland and San Leandro had higher walking access mode shares of 41%. All other “balanced intermodal” station types had walking mode shares ranging from 24% (South Hayward) to 35% (Richmond).² Other “balanced intermodal” stations had biking mode shares ranging from 3% (Daly City) to 17% (West Oakland). San Leandro had the same biking mode share as El Cerrito Plaza at 9%.

82% of respondents live within a mile and a half of the station, reinforcing the above assessment of the local orientation of the station and its relatively small catchment area. However, as shown in Figure 13, nearly 40% of respondents drive and park at or near the station (mostly alone, although this number includes carpooling), including some who live only a half-mile from the station.³ The combination of residents who live nearby and a significant auto mode share represents an opportunity to reduce the drive-alone mode share through sustainable access strategies and improvements.

FIGURE 13: MODE SHARE FOR TRIPS TO EL CERRITO PLAZA STATION



Source: El Cerrito Plaza Station Access Survey (January 22-24, 2019).

Barriers to access

Survey respondents from all access modes indicated a series of improvements that would either enhance their commute by active transportation, or enable them to switch to an active mode. Barriers to access by mode are outlined in subsequent sections. In particular, the change in topography to the east of the station from relatively flat areas immediately surrounding the station to steep grades beginning a half-mile to the east of the station pose a barrier to walking and biking.

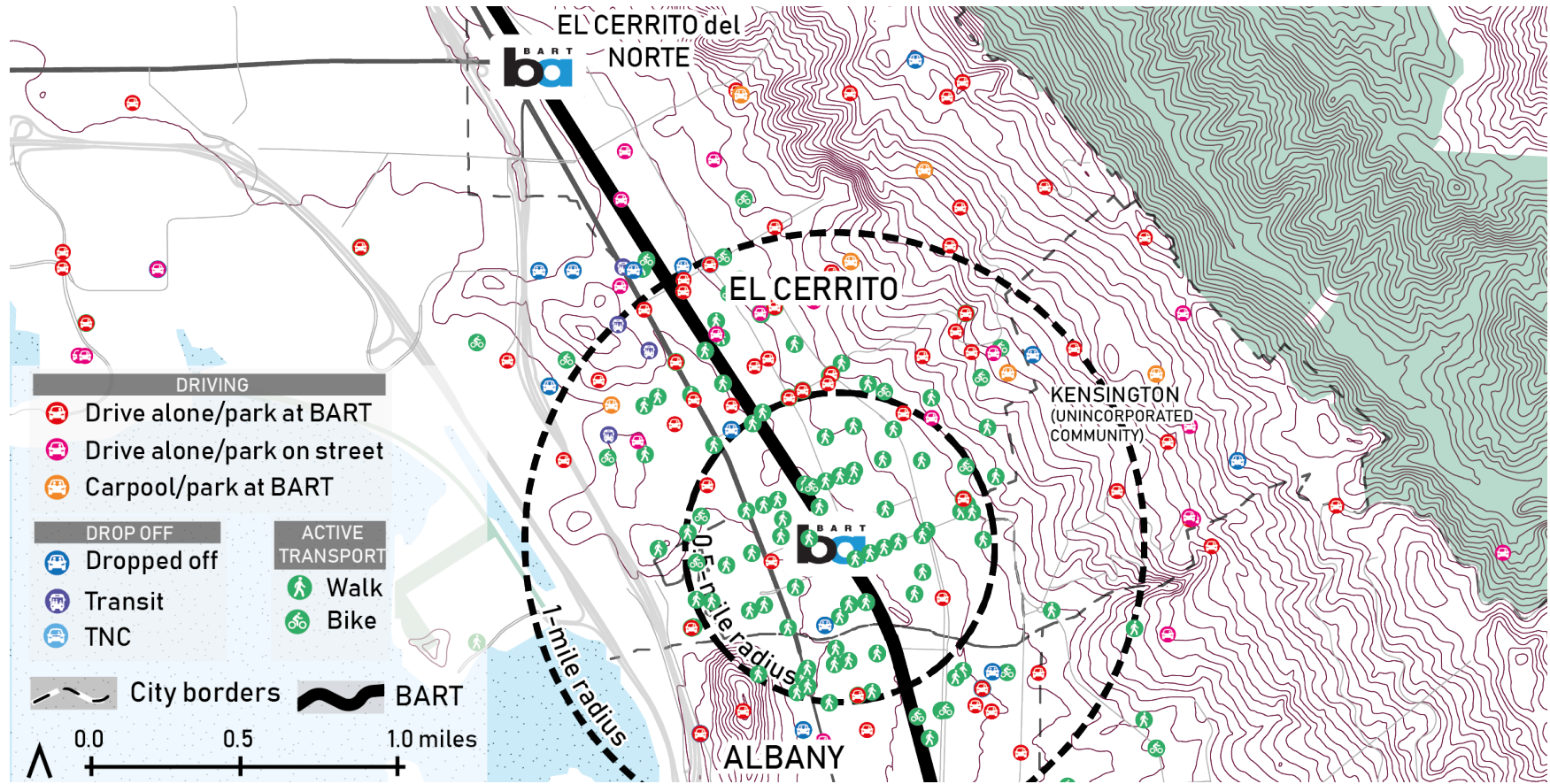
² https://www.bart.gov/sites/default/files/docs/StationProfile2015_HomeOriginOnePagers_rev0629.pdf Note: Data comparisons are from the 2015 Station Profile Survey, while the El Cerrito Plaza BART station access mode split is from a 2019 survey. In the 2015 Station Profile Survey, walking and biking mode split for El Cerrito Plaza was 38% and 5%, respectively.

³ Most patrons who drive to the station do so alone. The data from the 2015 Station Profile Survey groups solo and carpooling drivers together, as a result of very low carpooling responses and a possible response error in the survey.

In general, respondents who bike to the station expressed both a desire for more secure bike parking, as well as satisfaction with the Bike Link lockers' security.⁴ They also noted the safety (from traffic) and comfort of the Ohlone Greenway after recent renovations. Respondents who indicated that they were amenable to biking or walking but choose to drive noted a need for convenient trip chaining, such as dropping children off at childcare or school prior to going to BART, as a barrier. Reluctance to walk to and from the station was also characterized by concerns about safety and crime.

⁴ Although the September 2018 bike parking audit identified availability in the bike link lockers (see Figure 21), multiple survey respondents noted that the lockers are not regularly available during the morning peak.

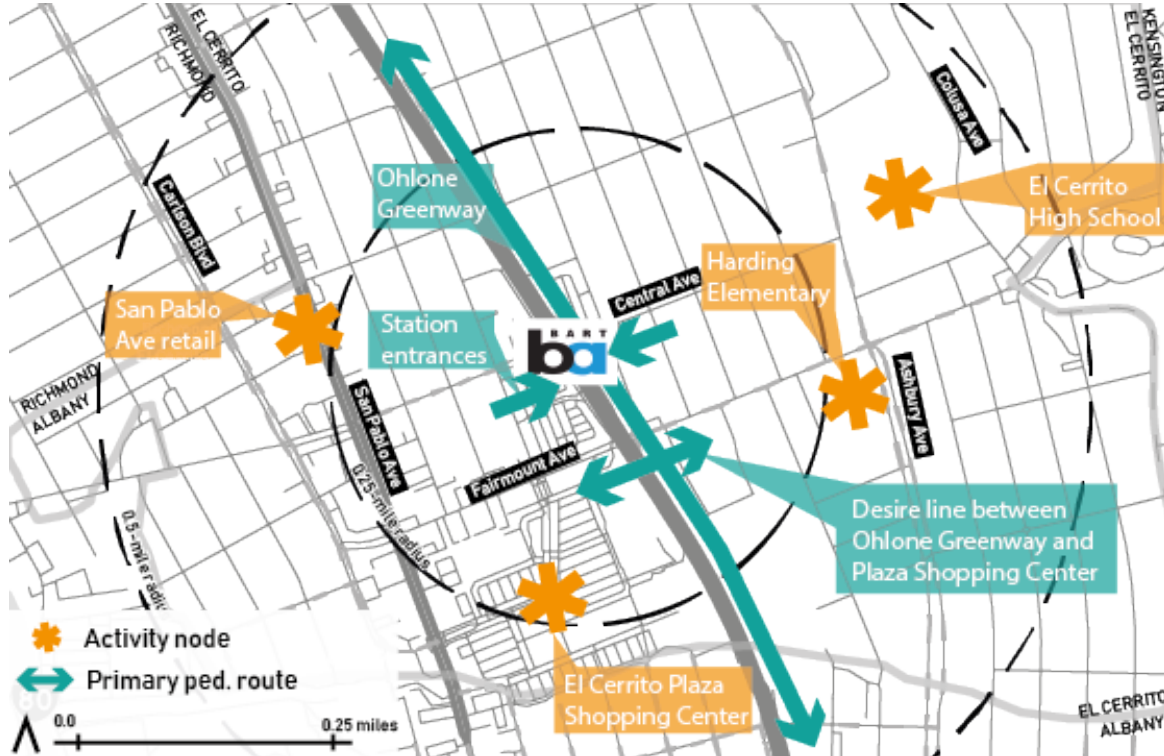
FIGURE 14: MODE SHARE FOR TRIPS TO EL CERRITO PLAZA STATION, BY HOME LOCATION



Source: El Cerrito Plaza Station Access Survey (January 22-24, 2019).

Several major destinations in the immediate vicinity of El Cerrito Plaza Station are likely to impact travel patterns and mode choice of BART patrons (see Figure 15).

FIGURE 15: KEY CONNECTIONS AND NODES



Source: Key Connections and Nodes (Arup)

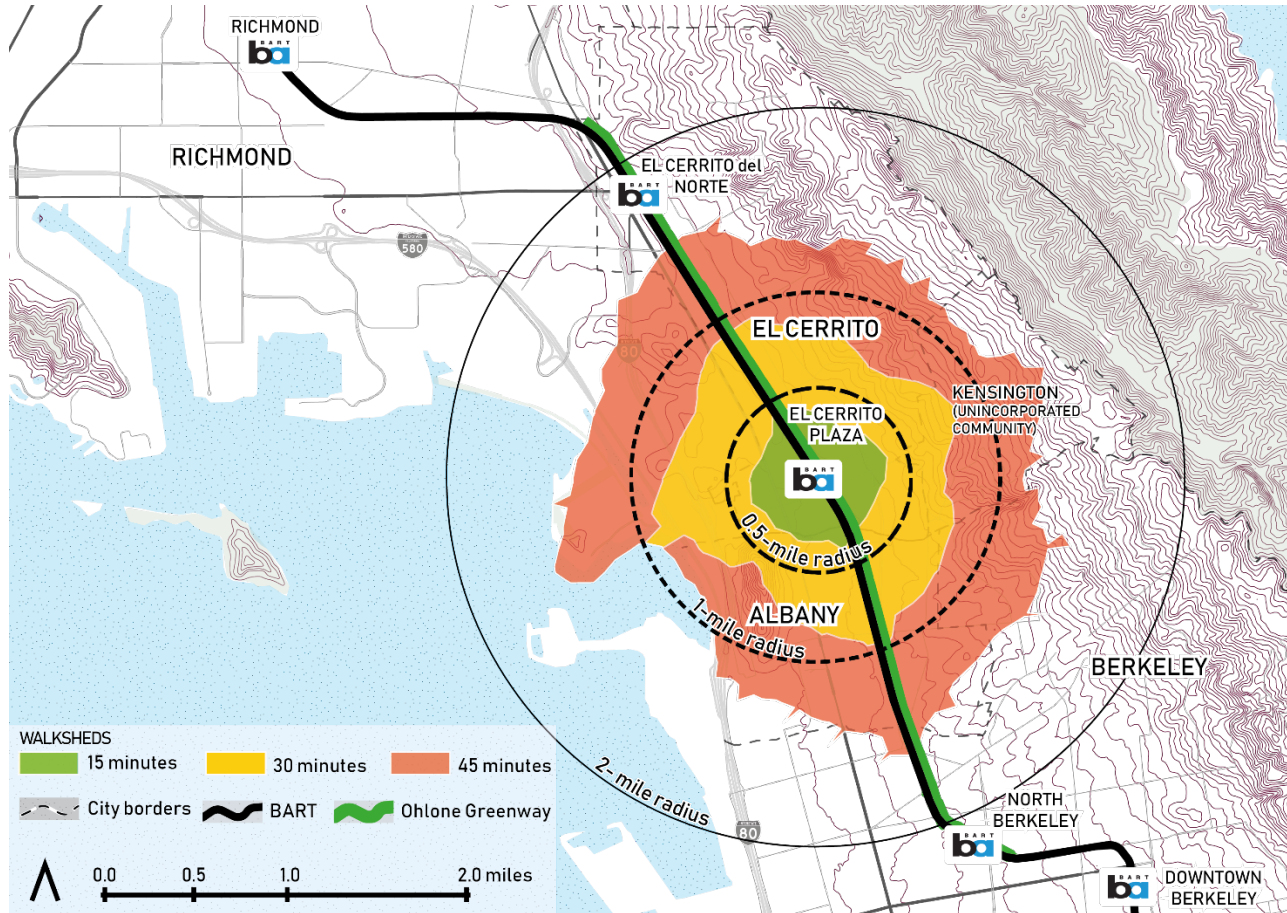
3.2 Station Access for Pedestrians

Walking accounts for the bulk of home-origin trips to El Cerrito Plaza Station (over 40% of the modal split). As noted above, this is in part a function of El Cerrito Plaza Station's neighborhood-oriented character, and the presence of adjacent stations within approximately two miles of Plaza Station. The close proximity of most Plaza patrons means that a large proportion of people for whom it is the closest station live within a relatively short walk (see Figures 14, 16).

The 30-minute walkshed for El Cerrito Plaza Station reaches to the edge of the San Francisco Bay, into Richmond and Albany, and into the hills (see Figure 16). The wide-ranging context of this geography should be accounted for in planning for improved pedestrian facilities:

- In the east, the ease of access provided by generally safe pedestrian environments is disconnected from the station by steep topography.
- Neighborhoods to the north and south of the station are linked to BART by a shared recreational path (the Ohlone Greenway), but perceptions of crime and feelings of the path being unsafe – particularly at night – deter people from using it.

FIGURE 16: 15-45 MINUTE WALKSHED FROM EL CERRITO PLAZA STATION



Source: Transportation Travel Time Analysis (Arup)

- Residents in neighborhoods to the immediate west of the station must cross busy roads (including San Pablo and Central Aves) and face excessive car traffic from the El Cerrito Plaza Shopping Center; concerns in this area are focused more on traffic safety than on crime.
- The topography of the far western neighborhood disrupts the regular street grid, reducing the ease with which people can travel east; traffic concerns remain in this neighborhood.
- Southwest of the station, in Albany, traffic concerns from heavy traffic on San Pablo Ave remain, as do topographical constraints.

BART has already conducted an analysis of pedestrian safety in the project area and identified key near-term safety improvements (see Table 8 and Figure 29 in Section 5). Most recorded collisions between 2015 and 2017 and involving pedestrians in the vicinity of El Cerrito Plaza Station occurred on San Pablo Ave (see Figure 17). However, multiple collisions involving fatal/severe injuries or minor injuries have also been reported on Central and Fairmount Avenues, two major gateways to the station.

Barriers to access

Two key themes arose in respondents' assessments of the conditions of pedestrian access to BART: safety, particularly after dark, and managing childcare trip chaining. In particular, some survey respondents who currently drive to the Plaza station indicated that they would walk if there was more lighting and an increased perception of safety at night, or if they could manage childcare duties without a car (e.g., dropping children off at childcare or school). While no respondents noted the steep elevation change to the east of the Plaza station, in regard to walking, the topography may be a limiting factor in people's mode choices.

FIGURE 17: PEDESTRIAN COLLISIONS NEAR EL CERRITO PLAZA STATION



Source: BART. (2019). Walk and Bicycle Network Gap Study.

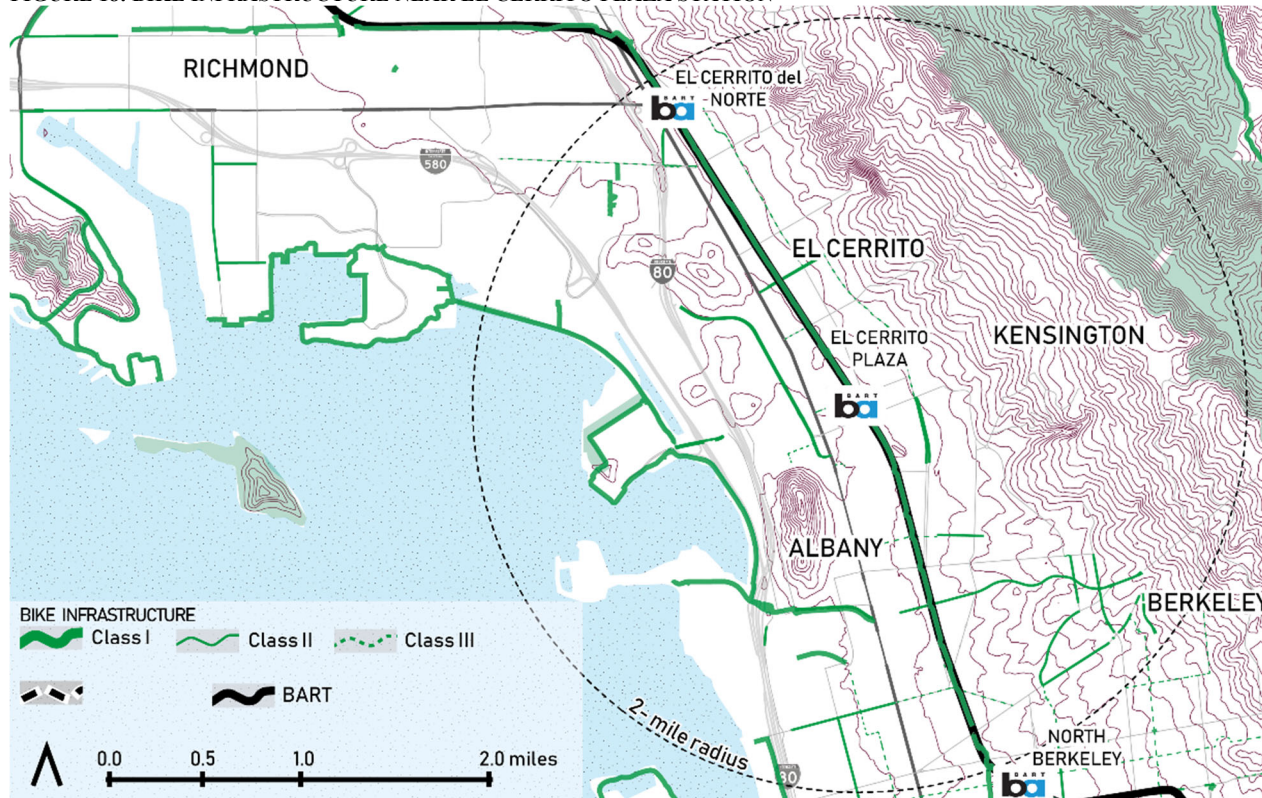
3.3 Station Access by Bike

Two key characteristics define station access by bike:

- Steep hills that rise a few blocks east of Plaza Station, with the flatlands extending from Colusa Avenue to the shore of the Bay in the west. Consequently, BART patrons can travel farther faster when approaching from the north, south, or west (see Figure 18).
- The Ohlone Greenway, a Class I bikeway that runs north-south through the station, provides low-stress access to BART (although few low-stress, dedicated routes connect into the Greenway) (see Figure 19). As shown in Figure 19, people can bike beyond a mile along the Greenway in 10 minutes compared to less than 1-mile in the same time to the east or west.

Access survey respondents who biked to El Cerrito Plaza Station live within a mile and a half of the station, and many indicated that the safe route provided by the Ohlone greenway and/or the security against bike theft provided by Bike Link lockers improved or enabled their bike ride to BART.

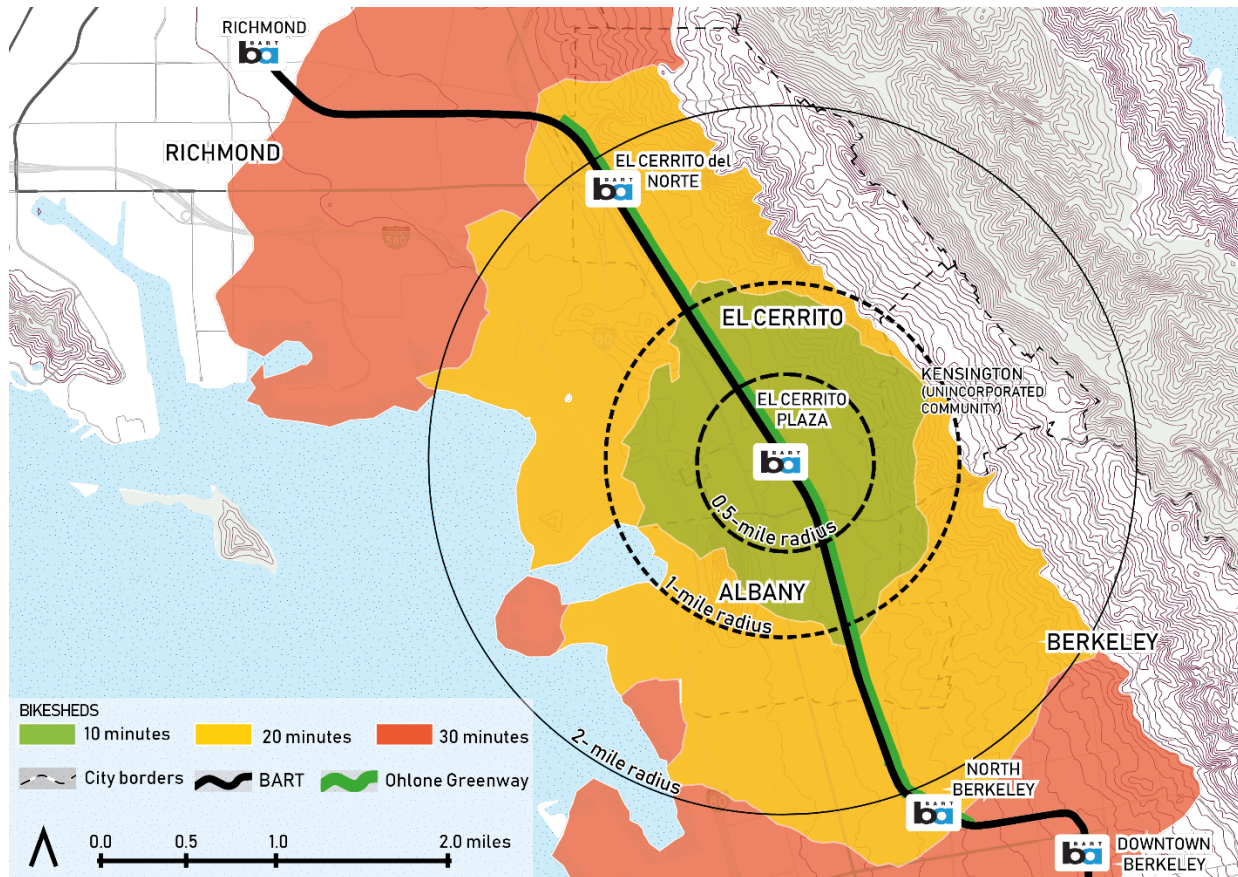
FIGURE 18: BIKE INFRASTRUCTURE NEAR EL CERRITO PLAZA STATION



Source: Metropolitan Transportation Commission, Open Data: Regional Bike Facilities (2018).

The Ohlone Greenway and Bay Trail offer protected, segregated Class I bike routes near the station. Most other designated bikeways in El Cerrito are Class III (sharrows), with a few Class II striped lanes (see Figure 19). BART's Gap Study of pedestrian and bicycling infrastructure in station areas indicates bicycle collisions resulting in injuries or fatalities happened throughout the half-mile designated bikeshed, suggesting a need throughout the station area for improved safety (see Figure 20).

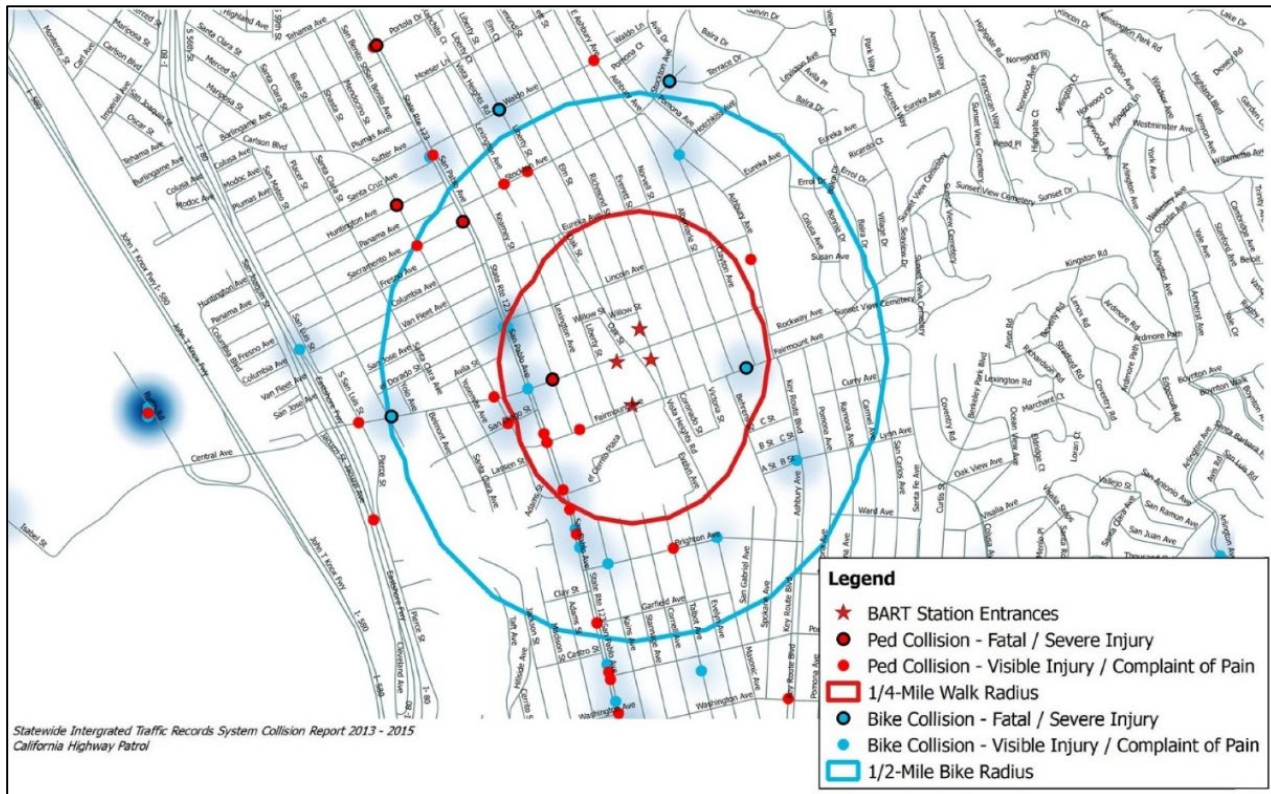
FIGURE 19: 10 - 30 MINUTE WALKSHED FROM EL CERRITO PLAZA STATION



Source: Transportation Travel Time Analysis (Arup)⁵

⁵ To account for elevation, the bikeshed isochrones were edited based on slope change and willingness to bike attributes. The contour line was selected based on the point where slope increased by more than 3%. An additional 10% of total travel distance buffer was applied to the 3% slope contour based on academic literature indicating people's willingness to bike at slopes greater than 3% as long as it represents less than 10% of total commuting distance.

FIGURE 20: BICYCLE COLLISIONS NEAR EL CERRITO PLAZA STATION



Source: BART. (2019). *Walk and Bicycle Network Gap Study*.

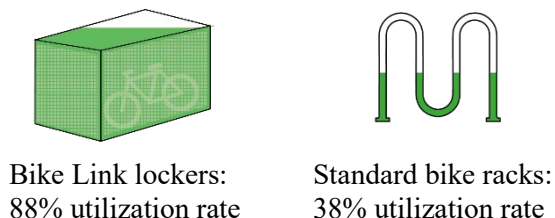
Both the station access survey and the bike parking utilization survey indicate the low use of dockless bike share. Until 2019, Lime Bike was the sole (non-TNC) shared mobility provider in the station catchment area, following a six-month pilot in El Cerrito and Albany in 2018. However, following a decision to focus only on e-scooters, the company pulled all of its bikes from service by April 2019. No other cities or communities in the immediate vicinity of the Plaza Station – Albany, Richmond, Kensington, Berkeley – had Lime Bike. No other shared mobility companies have indicated plans to expand into El Cerrito, Albany, Richmond, or Kensington (including electric scooter and various bikeshare programs). Ford GoBike, which offers both standard and electric pedal-assist bikes, is well-established in Berkeley.

BART is actively in the process of negotiating property use agreements with dockless mobility providers, and is establishing dockless device corrals and signage at stations across the system to accommodate increasing usage of shared mobility devices.

Throughout the BART District, protected bike parking is far more coveted by cyclists than unprotected racks outside of the fare gates. El Cerrito Plaza station is no exception to this: bike parking utilization at Plaza Station, per a September 2018 survey, indicated a limited availability of bike parking for secured Bike Link lockers, and wide availability of standard bike racks outside the station faregates (see Figure 21). Multiple

survey respondents noted the desirability of the secure lockers as a benefit of the station, and the lack of availability of adequate secured storage as a barrier to expanding the use of privately owned bicycles as a mode to access the station.

FIGURE 21: BIKE PARKING UTILIZATION AT EL CERRITO PLAZA STATION



Source: BART bike parking occupancy inventory (September 2018).

Barriers to access

A recurring critique among survey respondents who bike to El Cerrito Plaza Station was a lack of secure bike parking, although some bicyclists noted that the availability of secured parking has been a valuable asset to the station. Of patrons who commented on why they do not bike to the station the difficulty of the topography featured prominently. Respondents also noted that childcare duties affected their ability to ride regularly (e.g., one respondent drives her children to childcare, instead of biking, during the winter). Additionally, the Bay Trail offers very safe, protected biking conditions just west of the station, but is minimally connected to the Ohlone Greenway or the station.

3.4 Station Access by Transit

Few patrons regularly access the station by bus; the relative closeness of passenger origins to the station, as well as the lack of frequent bus service in the hills, are likely primary factors. The Station Access Profile Study from 2015 records 4% transit access to Plaza Station, while del Norte had a 13% transit mode share and the system average was 8%.

Five bus routes deliver passengers to El Cerrito Plaza Station, including the G Transbay, though the G makes no local stops and is unlikely to be used to access the station (see Table 3 and Figure 22). A few survey respondents expressed interest in a bus service to collect residents from the surrounding neighborhood and drop them off at the station.

TABLE 3: AC TRANSIT BUS SERVICE NEAR EL CERRITO PLAZA STATION

Route	Weekday frequency	Weekend frequency
71	30 minutes	60 minutes
72, 72M	30 minutes	30 minutes
72R	12 minutes	16 minutes
79	33 minutes	30 minutes
80	20 minutes	20 minutes
675	Every 17 minutes (2 buses/day)	-
G	20 – 30 minutes	-

Source: AC Transit website. Accessed February 2019.

FIGURE 22: BUS ROUTES NEAR EL CERRITO PLAZA STATION



Source: AC Transit website. Accessed February 2019.

Barriers to access

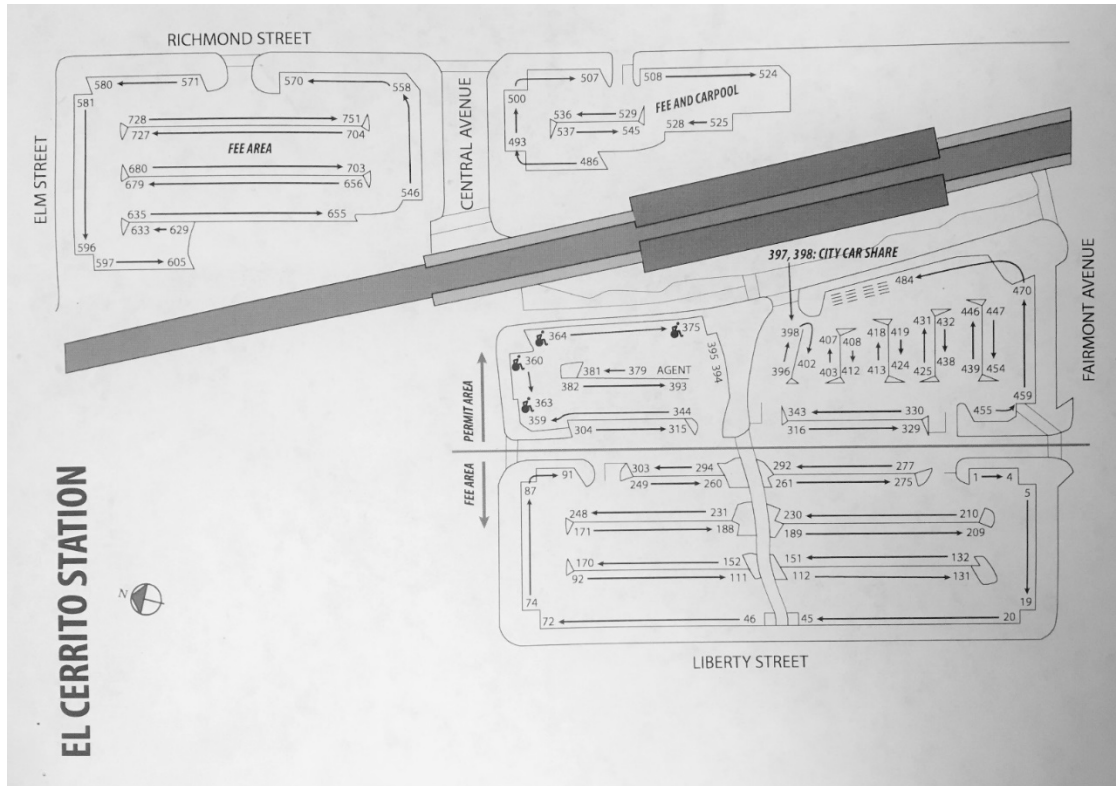
The key barrier to greater transit mode share to access El Cerrito Plaza Station is the combination of relatively short distances most riders live from BART, and the paucity of high-frequency bus lines to the station outside of San Pablo Avenue. While residents east of the station have previously expressed interest in a shuttle or other transit service to connect homes in the hills to the station, the relatively low density and therefore likely low ridership numbers makes such a service unlikely (at least if operated as a conventional bus or shuttle service).

3.5 Station Access for Automobiles

El Cerrito Plaza Station offers two park-and-ride lots directly to the west and northeast of the station. These lots include daily fee (\$3/day), monthly permit spaces, handicapped spaces, and carpool-only parking spaces (see Figure 23). A total of 508 daily fee spaces, 125 monthly permit spaces, and 59 fee/carpool spaces are currently provided, for a total of 692 revenue parking spaces. According to the BART website, the parking lots at El Cerrito Plaza are usually full by 7:50am on a typical weekday.

Curb striping at Plaza Station delineates a passenger drop-off zone in the western parking lot, where it abuts the station entrance. The station access survey and on-site observations indicate the regular use of the northeastern lot's station edge for passenger loading as well, with dropped-off patrons descending a flight of stairs, crossing the Ohlone Greenway, and crossing the bus access lane before entering the station.

FIGURE 23: EL CERRITO PLAZA STATION PARKING LOT

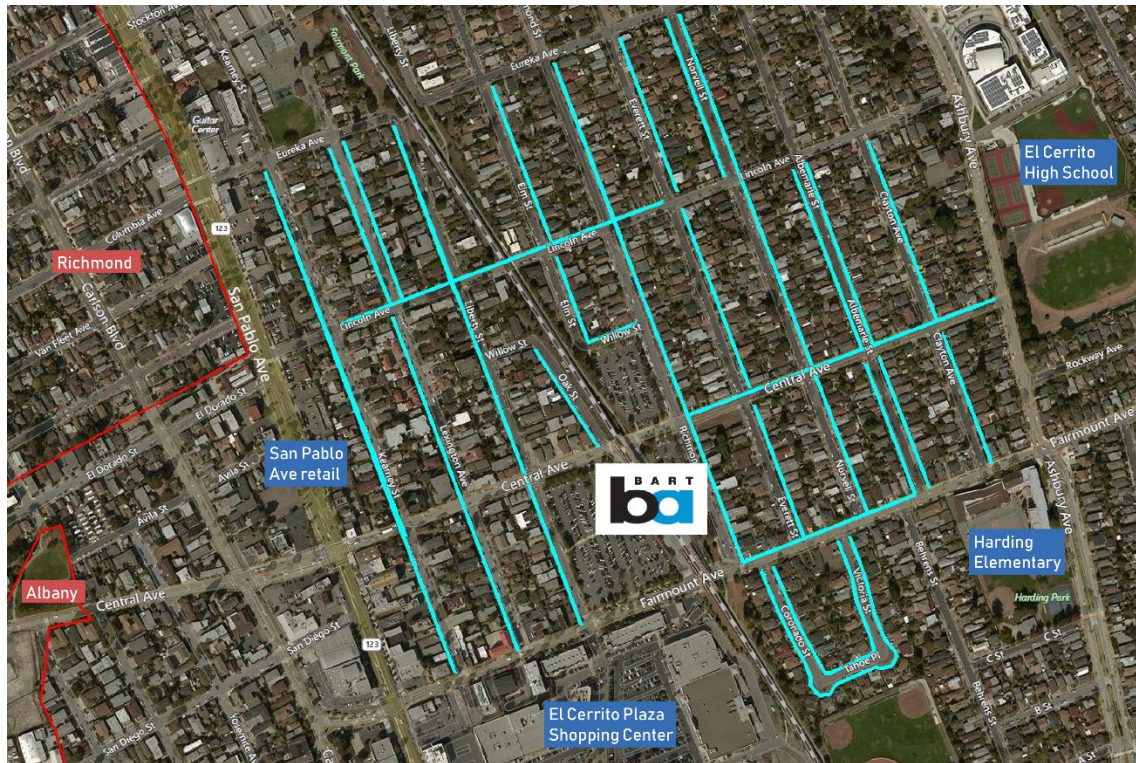


Source: BART.

Many of the residential streets immediately surrounding the station provide unregulated parking, although some are subject to the City of El Cerrito's residential parking permit program policies (see Figure 24). The program allows residents to request permitted parking between 6am and 7pm on weekdays if they live within a half-mile of the Plaza or del Norte stations.

As shown in Figure 24, many of the blocks have regulated parking on one side of the street and unregulated parking on the other side of the street, resulting in inconsistent parking regulations from one block face to the next. The utilization rate is not known for the area covered by the residential permit parking program; the City of El Cerrito's 2019 parking study only collected usage data for one permitted block face (see Section 4).

FIGURE 24: CITY OF EL CERRITO RESIDENTIAL PARKING PROGRAM PERMITTED STREETS



Source: City of El Cerrito.

4 El Cerrito Parking Demand and Management Strategy

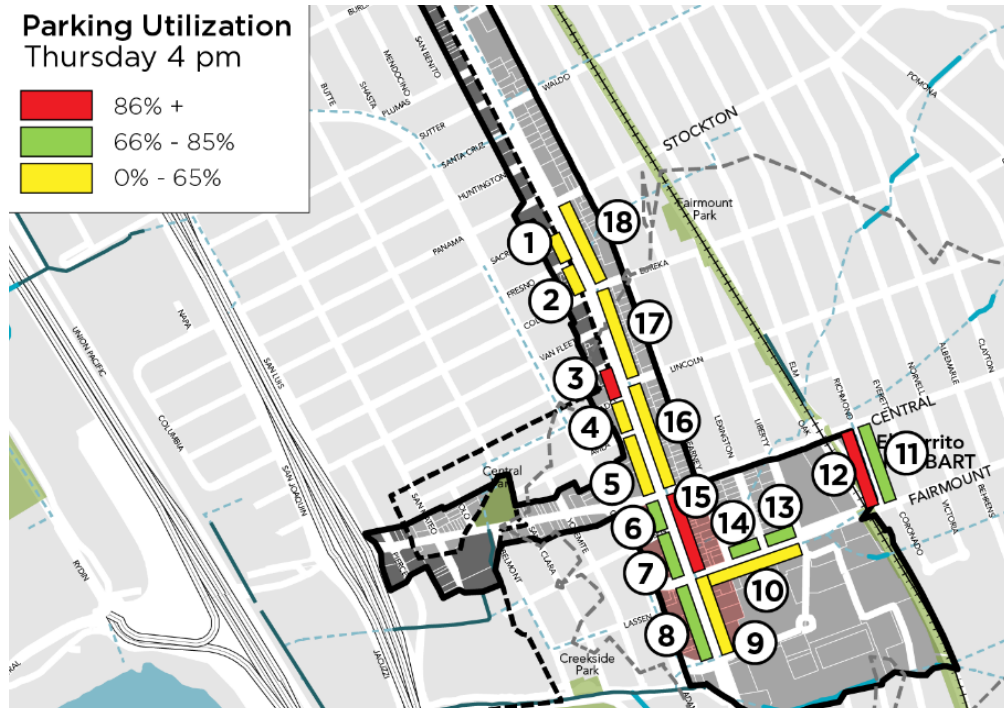
The El Cerrito Parking Demand and Management Strategy within the El Cerrito Parking Studies Report is in progress and expected to be completed in 2019. The strategy provides an analysis of current parking conditions and an estimate of future parking needs to improve the management of on-street parking in the San Pablo Specific Plan Area. The plan includes an existing conditions analysis, recommendations for parking management, and a memo in an appendix on best practices for on-street parking.

The study focused on a number of areas important to the City of El Cerrito, including a portion that is within the Downtown section of the San Pablo Avenue Specific Plan area. This area encompasses block faces along San Pablo Avenue and portions of Fairmount Avenue within a half-mile of the station. These are adjacent to primarily commercial uses in El Cerrito's entertainment/theater and shopping district. The study also includes one block of Richmond Street between Central Ave and Fairmount Ave, which abuts BART parking and the Ohlone Greenway on the west side of the street and residential uses on the east side of the street (see Figure 25).

However, the on-street parking study area only includes a small portion of the block faces near the BART station. It includes neither all block faces within a half-mile of the station, nor many of the nearby residential streets where parking overflow may occur. In addition, the block faces studied all have time limits, except for Block 12, which is the block face adjacent to the BART station. Many of the block faces within ½ mile of the station are currently unregulated.

A parking utilization study of all block faces within a half-mile of the station, particularly on residential streets and private parking areas (e.g., the El Cerrito Plaza Shopping Center) would enable a better understanding of existing parking capacity around the station, particularly since these areas were not the focus of the El Cerrito Parking Studies Report.

FIGURE 25: PARKING UTILIZATION ON BLOCK FACES NEAR EL CERRITO PLAZA STATION



Source: *El Cerrito Parking Studies Report Draft (2019)*

A summary of the key findings from the El Cerrito Parking Studies Report for the Downtown Plaza BART station area includes:

- The report notes that for the block faces surveyed, a parking surplus exists, with a few hot spots of high demand (see Figure 25). The overall peak occupancy in the study area occurred at 4 p.m. on Thursday and noon on Saturday when 54% and 49% of on street spaces were occupied, respectively. However, most of these spaces have 1-2 hour time limits and are adjacent to commercial uses, which make them incompatible for use by BART riders.
- Notably, the hot spots of high occupancy include the parking on Block 12 (a residential block without time limits adjacent to the station) and some blocks of on-street parking immediately in front of commercial uses. The report notes that even at the busiest hour, these highly utilized facilities sat next to underutilized ones. This could be explained in part by the different time limitations associated with the different block faces even from one block to the next and is only partially true for the the block analyzed nearest the BART station. For example, on Richmond Street between Central Ave and Fairmount Ave, while one side of the street (Block Face 12) has unlimited parking and has 100% utilization for 6 of the hours between 10am-6pm, the other side of the street (Block Face 11) has 81% parking utilization for 6 of the hours during that same timeframe (see Table 4). Note that 81% utilization falls within what is considered optimal utilization for parking.
- Parking facilities are underutilized for the block faces surveyed. Even during the busiest hour on Thursday, 46% of the parking supply in the study area was vacant. That is, approximately 100 parking spaces sat unused at even the busiest times of day. However, these unused spaces have time

limits and are mostly adjacent to commercial uses. A different pattern of utilization may be observed for block faces without time restrictions and adjacent to residential uses.

- The only segment of San Pablo Avenue in El Cerrito that showed on-street parking occupancies greater than 90% during peak periods was in the vicinity of El Cerrito Plaza Station.
- Parking limits do not guarantee availability. Approximately 12%-14% of parked cars violated the parking time limits on Thursday and Saturday. This is likely an underestimate because counts were conducted every two hours and did not include cars that violated one-hour parking spaces.
- There is a large variety of time limits for all types of on-street spaces, which may be confusing to motorists. On-street spaces within the studied area are governed by at least five different time limit lengths, including 90 minutes, 1 hour, 2 hours, 4 hours, and unlimited. Simplifying these time limits and rationalizing their locations may help to improve compliance and could better distribute short- and longer-term parking throughout the area.

Overall, these results indicate that in general there is a surplus of parking in the study area, and that any shortages at key locations can be improved through parking management strategies of the existing supply. However, many of the spaces that are underutilized have restrictions on how long a car can be parked there, making the spaces unusable for most BART patrons. In addition, the areas surveyed focused on spaces adjacent to commercial uses, which may have a different utilization compared to residential blocks. The Parking Demand and Management Strategy Plan also did not consider future parking needs and utilization given the potential future TOD and reduction of parking at the BART station.

TABLE 4: PARKING OCCUPANCY IN EL CERRITO, ON A THURSDAY 10AM-8PM

Block	Parking Type*	Occupancy Rate						Avg. Occupancy Rate
		10 a.m.	12 p.m.	2 p.m.	4 p.m.	6 p.m.	8 p.m.	
Block 1	1 hr (4), Comm (1)	0%	50%	17%	50%	50%	0%	28%
Block 2	1 hr (6)	13%	25%	50%	0%	38%	63%	31%
Block 3	2 hr (4)	50%	50%	75%	100%	25%	0%	50%
Block 4	2 hr (3), Pass (1)	0%	0%	0%	0%	0%	0%	0%
Block 5	2 hr (10)	0%	10%	0%	0%	0%	10%	3%
Block 6	1 hr (3)	25%	25%	0%	75%	75%	100%	50%
Block 7	1 hr (13)	69%	62%	69%	69%	62%	8%	56%
Block 8	1 hr (17)	88%	65%	76%	82%	88%	71%	78%
Block 9	2 hr (8)	0%	40%	0%	10%	20%	0%	12%
Block 10	1 hr (7), 30 min (13), Pass (1)	50%	55%	55%	55%	50%	10%	46%
Block 11	4 hr (15)	81%	100%	81%	81%	75%	88%	84%
Block 12	Unlimited (23)	100%	95%	100%	100%	81%	67%	90%
Block 13	1 hr (4)	100%	100%	100%	75%	0%	0%	63%
Block 14	1 hr (4)	75%	50%	75%	75%	100%	25%	67%
Block 15	1 hr (18), Comm (2), 30 min (2)	32%	77%	50%	86%	82%	82%	68%
Block 16	2 hr (23)	35%	39%	39%	43%	52%	43%	42%
Block 17	2 hr (22)	0%	5%	14%	14%	0%	14%	8%
Block 18	1 hr (19)	32%	63%	68%	53%	42%	58%	53%

* Parking type (Number of parking spaces), Comm = Commercial Loading Zone, Pass = Passenger Loading Zone

Source: El Cerrito Parking Studies Report Draft (2019)

The El Cerrito Parking Studies Report includes specific recommendations for managing parking around the El Cerrito Plaza BART station that will be considered during this project, which include:

- **Charge BART Commuters for On-Street Parking:** This strategy would be implemented using smaller, context-sensitive residential permit zones. Using smaller zones than currently exist would reduce the “cross-commuting” that occurs when permit holders park further from their home in order to be close to other destinations (e.g., BART or retail). For the residential streets nearby the station, the report states that parking fees likely cannot go above \$4-\$5 a day. It could include three elements:
 1. Create a BART Commuter Permit
 2. Install Parking Meters

3. Use Pay-by-Phone to Charge for Parking
 - Allow Residential Permit Program Beyond a Half Mile from BART Stations: This would expand the RPP beyond the half mile radius of the BART station to prevent parking spillover. An expanded residential parking permit program could support the creation of a parking benefit district, in which revenue collected from parking permitting is dedicated to public service funding in the immediate area.

2011 El Cerrito Parking Study – Best Practices and Recommendations

An El Cerrito Parking Study was also completed in 2011. Many of the parking management strategies from this study have been implemented. Although the more recent 2019 study discussed earlier in this section exists, this summary of the 2011 study includes additional strategies that could be considered and important context of work previously completed. The 2011 parking study outlined 26 best practices in parking management (see Table 5). The forthcoming 2019 study identifies a shorter list from these 26 strategies for recommended implementation.

TABLE 5: BEST PRACTICE EXAMPLES: PARKING MANAGEMENT STRATEGIES AND POLICIES

Transportation & Parking Strategies	Hayward	Oakland	Mountain View	Redwood City	Pasadena	Portland
1 Reduced Parking Near Transit/ TOD Zoning Overlay	•	•	•	•	•	•
2 Elimination of Minimum Parking						•
3 Shared Parking	•	•	•	•	•	•
4 Flexible Parking Space Size	•					
5 In-Lieu Payment	•		•	•	•	
6 Transportation Demand Management Program	•	•				
7 Credit Bicycle & Motorcycle Parking	•					
8 Universal Transit Pass	•	•				•
9 Parking Cash Out	•					
10 CarSharing Program	•	•				
11 Unbundled Parking	•	•		•		
12 Market Rate BART Parking		•				
13 Metered Parking	•	•		•	•	•
14 Parking Benefit District	•	•		•	•	
15 Remote Parking for BART		•				
16 Transit Discounts/Preferential Parking for Car/Vanpool		•				
17 Attended Parking		•				
18 Parking Exemption			•			
19 Flexible Zone			•			
20 Innovative Parking/Site Design			•			
21 Parking Maximum	•			•	•	•
22 On-Street Parking Credit				•		
23 No New Surface Parking						•
24 TOD Property Tax Exemption						•
25 Free Rail Zone						•
26 Establish Transportation Management Association						•

Source: El Cerrito. (2011). *El Cerrito Parking Study Report, for the City of El Cerrito*

The 2011 El Cerrito Parking Study Report also includes specific recommended parking management strategies – some of which address parking management for the El Cerrito Plaza BART station. While some of these recommendations have been implemented, others may still be valid to consider for inclusion in the station access strategy and include:

- **10-Hour Paid Parking:** Increase the streets in the residential parking permit zone from 4-hour limits to installing 10-hour paid parking in the on-street parking spaces immediately surrounding the BART station and potentially in non-residential permitted parking spaces in the residential areas near each BART station.
- **Charge BART Patrons for On-Street Parking via Permit:** As an alternative to the 10-Hour Paid Parking, the City could consider designating all residential streets in the Residential Permitting Zones to pay for a parking permit to park in those zones. The price for parking would be set to not exceed a parking occupancy of 85%. This is consistent with the process and policy BART uses to increase its parking prices, which is to increase the fee by 50 cent increments each 6 months as long as occupancy stays above an optimal level determined by BART. The fee for BART parking is currently capped at \$3 for daily parking.
- **Carshare Services:** Expand carshare services at the El Cerrito Plaza BART station, which currently has 3 carshare pods.
- **Free BART Parking for Carpool and Vanpool Vehicles:** Provide free parking for carpool and vanpool vehicles. The revenue loss would be offset by increasing parking fees for SOV parkers.
- **Attended Parking:** Utilize attended parking at El Cerrito Plaza BART station in order to increase parking capacity at the station.

The full set of proposed parking strategies from the El Cerrito Parking Study Report is shown in Table 6.

TABLE 6: PROPOSED PARKING MANAGEMENT STRATEGIES FROM THE EL CERRITO PARKING STUDY REPORT

Proposed Parking Strategies	Priority	Effectiveness
1. Unbundled Parking	High	High
2. 10-Hour Paid Parking	High	High
3. Charge BART Patrons for On-Street Parking	High	High
4. Increase BART Parking Fee	High	High
5. Establish Joint Powers Association	High	High
6. Allow On-Street Parking to Meet Off-Street Parking Requirements	High	Moderate
7. CarShare Services	High	Moderate
8. Innovative Site Design and Requirements to Promote Bike Usage	High	Low-Moderate
9. Credit Bicycle and Motorcycle Parking	High	Low-Moderate
10. Transportation Demand Management Program	High	Moderate
11. Establish a Transportation Management Association	High	Moderate
12. Peer-to-Peer CarSharing	Moderate	Low
13. EcoPass for Residents	Low-Moderate	High
14. Free Parking for Carpool/Vanpool	Low	Low
15. Attended Parking	Low	Low

Source: El Cerrito. (2011). *El Cerrito Parking Study Report, for the City of El Cerrito*

5 Past and Current Planning Efforts

There are several past and current planning efforts underway in the vicinity of the El Cerrito Plaza station with implications for station access. These include plans for future residential and mixed-use development, proposed infrastructure improvements, and specific studies for potential land uses at the El Cerrito Plaza BART station. City-wide El Cerrito planning and policy documents will be used to provide guidance on the scale and character for potential development at the BART station, particularly for parking and access considerations. The proposed and approved plans will be used to consider access needs from areas with higher densities planned in the future. The specific proposed capital improvement projects will be considered for inclusion on the list of potential access improvements for prioritization.

San Pablo Avenue Form-based Code and Specific Plan

The City of El Cerrito adopted a form-based code for the San Pablo Avenue Specific Plan. In the Specific Plan, the El Cerrito Plaza BART station area is in the Transit-Oriented Higher-Intensity Mixed Use Zone, which is characterized by higher building heights compared to the rest of the city with a minimum of 2-3 stories for residential and commercial uses, low to no automobile parking requirements, with shared, stacked or bundled parking allowed and bicycle parking requirements.

The streets immediately surrounding the station are designated as specific types as described below. Each street type has specific dimensions for building form and the zones of the sidewalk and travel lanes (see Figure 30).

- **Fairmount Ave: Major Commercial Street.** To strengthen a sense of place, streets should be designed to walk, shop and socialize with building frontages that activate the street. Commercial uses are prioritized at corners and intersections with flex spaces on the ground floor throughout.
- **Central Ave: Gateway Street.** To establish a sense of place in El Cerrito, new developments along these major auto routes maximize the large-scale commercial opportunities provided by proximity to the freeway, while using distinct building form and landscaping elements to buffer pedestrians from traffic and soften the urban feel of wide, busy streets.
- **Ohlone Greenway.** To enhance this major regional pedestrian and bicycle connection, adjacent buildings orient windows, doors and balconies towards the Ohlone Greenway, while providing connections, ground floor uses and additional open spaces along the Greenway to increase activity, connectivity and safety.
- **Other streets surrounding the station. Neighborhood Street:** To support and maintain the character of existing neighborhoods, new developments along low traffic volume residential and commercial streets respect existing building types by stepping down the building's height, breaking up the building's mass and incorporating pedestrian design elements.

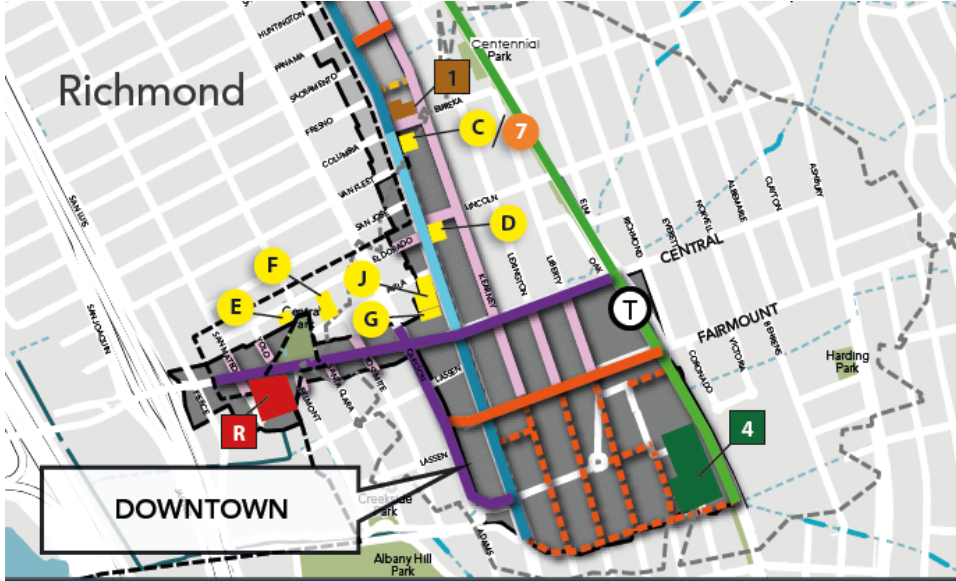
FIGURE 26: SAN PABLO AVE SPECIFIC PLAN STREET TYPOLOGY



Source: City of El Cerrito. San Pablo Avenue Specific Plan.

The El Cerrito San Pablo Avenue Corridor Major Projects map includes several proposed, approved, under construction and completed development projects in the vicinity of El Cerrito Plaza Station. As shown in Figure 27 and 7, most of the residential units are planned for west of San Pablo and north of the station, which totals 218 approved units. Additionally, another 121 units are proposed, approved, or under construction to the north of the station, and east of San Pablo. Of the total approved projects on the list, the average parking ratio is 0.8, which is lower than what was initially anticipated for these developments. All of the development within the downtown subset is within $\frac{1}{2}$ mile of the station and most are within $\frac{1}{4}$ mile of the station, which is in easy biking or walking distance for most people, respectively. The transformation of the community that is underway could create new or more pronounced mobility and access needs. Assuming development will occur as planned, more accommodations for biking and walking should be made at the station. Also, station access improvements should consider barriers to walking to the station from these higher density locations. A higher population in this area, could also mean that more people will be seeking to drive and park their cars at the station. Access and mobility solutions to SOV travel will be needed to mitigate the impact of overflow parking to neighbors.

FIGURE 27: EL CERRITO SAN PABLO AVENUE CORRIDOR, MAJOR PROJECTS - DOWNTOWN SUBSET



Source: City of El Cerrito. (Feb 5, 2019). City Council Meeting Packet. <https://www.el-cerrito.org/ArchiveCenter/ViewFile/Item/4720>

Note: The figure shows a subset of the projects listed in the table.

TABLE 7: EL CERRITO SAN PABLO AVENUE CORRIDOR, MAJOR PROJECTS – FULL LIST

Key	Project	Product	Units		Commercial Space (SF)	Status
			MR	BMR		
1	11965 San Pablo Ave (Former Taco Bell)	R	136	10	-	Proposed*
2	11645 San Pablo Ave (Cutting Hotel)	Hotel (117 Rms)	-	-	80,060	Proposed*
3	10919 San Pablo Ave	RMU	90	-	2,998	Proposed*
4	921 Kearney Street	R	69	-	-	Proposed*
5	1755 Eastshore Blvd (Former OSH)	RMU	-	629****	3150	Proposed*
6	11795 San Pablo Ave	RMU	117	13***	3,695	Proposed*
7	10290 San Pablo Ave	RMU	49	6***	-	Proposed*
R	Central Ave Housing** (City of Richmond)	R	-	46	-	Approved
1	10300 San Pablo Ave (Former Guitar Center)	RLW	32	-	547	Under Construction
2	10534 San Pablo Ave (Cinque Terre)	RMU	5	-	813	Under Construction
3	10848 - 10860 San Pablo Ave (Hana Gardens)	Senior RMU	1	62	2,300	Completed; 2018
4	Southeastern Corner of El Cerrito Plaza (Metro510)	R	109	19	-	Completed; 2018
5	6431 - 6495 Portola Dr (Ohlone Gardens)	RMU	1	56	4,650	Completed; 2015
A	11600 - 11690 San Pablo Ave (Mayfair)	RMU	156	67	8,894	Approved
B	1715 Elm St	R	14	-	-	Approved
C	10290 San Pablo Ave	R	14	-	-	Approved
D	10192 San Pablo Ave	R	26	-	-	Approved
E	5730 El Dorado St (El Dorado Apartments)	R	9	-	-	Approved
F	5828 El Dorado St (El Dorado Town Homes)	R	29	-	-	Approved
G	10167 San Pablo Ave (McNevin)	R	62	-	-	Approved
H	10810 San Pablo Ave (Village at Town Center)	R	40	-	-	Approved
I	10963 San Pablo Ave	R	50	-	3,000	Approved
J	10135 San Pablo Ave (McNevin)	RMU	72	-	4,435	Approved
K	11060 San Pablo Ave	RMU	173	-	1,500	Approved

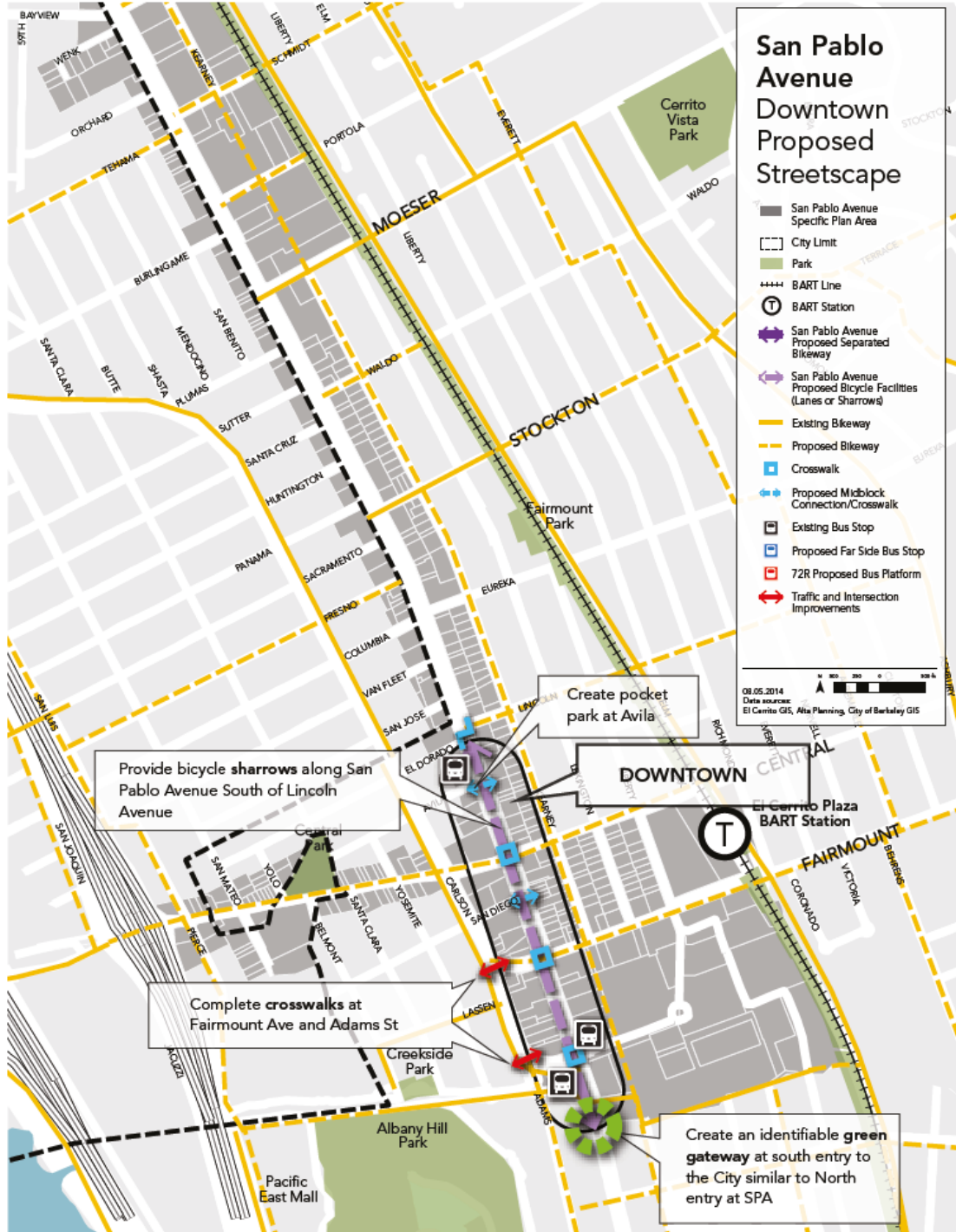
Source: City of El Cerrito. (Feb 5, 2019). City Council Meeting Packet. <https://www.el-cerrito.org/ArchiveCenter/ViewFile/Item/4720>

San Pablo Avenue Complete Streets

The San Pablo Avenue Complete Streets chapter of the San Pablo Avenue Specific Plan includes proposed streetscape improvements in the vicinity of the El Cerrito Plaza BART station, including sidewalk and crossing improvements along Fairmount and Central Avenues, Carlson Boulevard and Richmond Street (see Figure 28). Planned bike improvements adjacent to the station are limited to signing Fairmount as a Class III bike route with sharrows, upgrading the Ohlone Greenway and striping shared use facilities through the shopping center.

The City's Active Transportation Plan calls for a series of roadway and trail improvements to link the BART station with the Bay Trail. The Caltrans District 4 Bicycle Plan identifies the need for Class IV separated bikeways on San Pablo Avenue north of Central Avenue and Class II bike lanes south of Central Avenue, and intersection improvements at Central and Fairmount Avenues, including a bike signal, bike lane detection and a bike box to facilitate left turns.

FIGURE 28: EL CERRITO SAN PABLO AVENUE DOWNTOWN PROPOSED STREETScape



Source: San Pablo Avenue Specific Plan. San Pablo Avenue Complete Streets Chapter.

BART Walk and Bicycle Network Gap Study

The Draft Walk and Bicycle Network Gap Study documents a planning process that took place in 2017/18 to identify ways to make it safer and easier to walk and bike to and from BART stations, to gather systemwide information to inform the selection of additional stations for similar BART efforts in the future, and to gather systemwide access data and other statistics about each station area for other BART access activities. The report identifies the most apparent near-term improvements to walk and bike access for each station. The draft list of near-term walk and bike network access improvements identified for El Cerrito Plaza BART station are listed below and shown in Table 8 and Figure 29:

- To/from the north: P8, P9, P10 and P11 identify opportunities to improve walking conditions along Central Avenue. P8 and P9 look at making crossing Central safer. P10 connects the corner of Central and Oak Street with the station entrance using an accessible path in the parking lot. P11 widens the sidewalk on the south side of Central between Richmond Street and the Ohlone Greenway since the more direct route – through the station's east parking lot – is not ADA-compliant.
- To/from the west: P6/7, B2 and B3 suggest improvements to walking and biking along Carlson Boulevard. P6/7 makes the intersection with Central Avenue more pedestrian-friendly, by installing countdown signals and studying reducing the corner curb radius. B2 and B3 standardize existing bike lane striping and study adding buffers to existing bike lanes, respectively.
- To/from the south: P2, P3, P4 and P5 improve walking conditions on Fairmount Avenue, including cleaning up plant debris, removing sidewalk obstructions and improving the intersection with San Pablo Avenue. P1 makes walking across the western parking lot at night to reach Fairmount west of the station more secure. B1 moves the southbound Ohlone Greenway stop sign so it also controls southbound bicycles before they cross Fairmount Avenue.

TABLE 8: RECOMMENDED BICYCLE AND PEDESTRIAN IMPROVEMENTS AT EL CERRITO PLAZA STATION

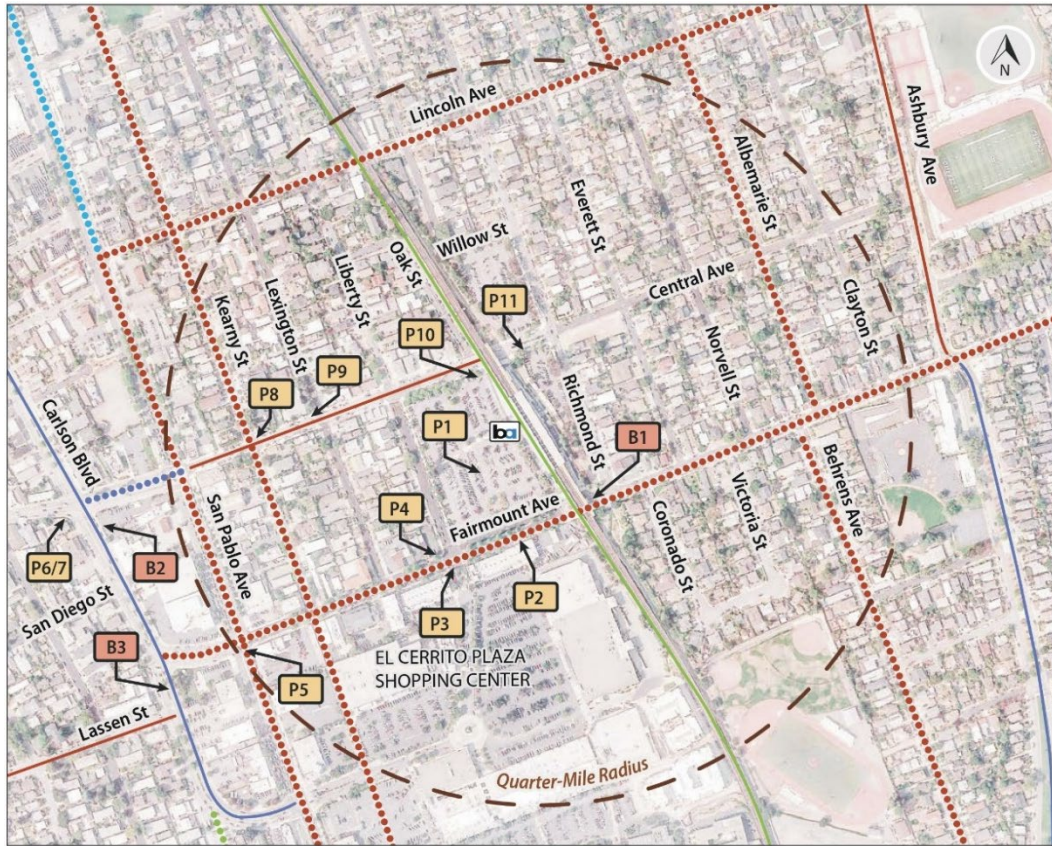
El Cerrito Plaza Station			
	<i>Recommended Improvement</i>	<i>Lead Agency</i>	<i>Estimated Cost</i>
Pedestrian Safety & Access			
P1	BART parking lot Increase pedestrian-scale lighting. (BART)	BART	\$100,000
P2	Fairmount Ave, along BART parking lot (north side of street) Clean up leaf/branch debris.	El Cerrito	\$5,000
P3	Fairmount Ave/Liberty St (northeast corner) Move pedestrian wayfinding sign to avoid blocking sidewalk.	El Cerrito	\$1,500
P4	Fairmount Ave/Liberty St (northwest corner) Move trash can to landscaped area.	El Cerrito	\$500
P5	Fairmount Ave/San Pablo Ave Consider bulb-outs and lead pedestrian intervals at NW, NE & SE corners.	Caltrans/ El Cerrito	\$12,500
P6	Carlson Blvd/Central Ave Upgrade pedestrian signals to countdown.	El Cerrito	\$4,000
P7	Carlson Blvd/Central Ave Study reducing corner curb radius at SW corner.	El Cerrito	\$7,500
P8	Central Ave/Kearney St Study supplementing crosswalk with pedestrian beacons.	El Cerrito	\$150,000

P9	Central Ave/Lexington Ave Add pedestrian warning signs at crosswalk.	El Cerrito	\$300
P10	Central Ave/Oak St (SW corner) Connect corner with accessible path in parking lot.	El Cerrito	\$10,000
P11	Central Ave/Richmond St-Ohlone Greenway: Widen sidewalk on south side of street.	El Cerrito	\$10,000

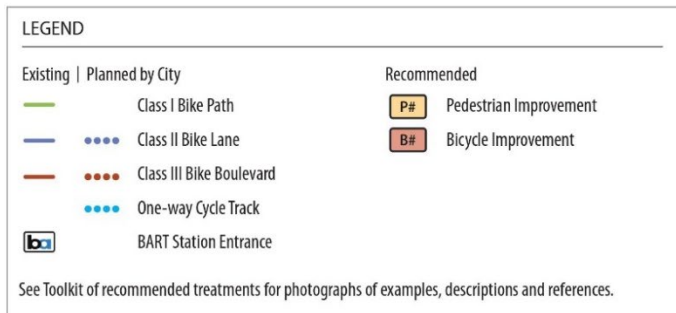
Bicycle Safety & Access

B1	Ohlone Greenway/Fairmount Ave Move N side stop sign to outside edge of curb and add stop bar at edge of sidewalk to match S side condition.	El Cerrito	\$300
B2	Carlson Blvd, San Diego St-Central Ave Dash NB bike lane striping for at least 50' in advance of bike lane drop, per CA MUTCD.	El Cerrito	\$250,000
B3	Carlson Blvd, El Dorado-San Pablo Ave Study converting existing bike lanes into buffered bike lanes or cycle track in conjunction with a road diet.	El Cerrito	\$500,000

FIGURE 29: RECOMMENDED BICYCLE AND PEDESTRIAN IMPROVEMENTS AT EL CERRITO PLAZA STATION



2018



Source: BART. (2019). Walk and Bicycle Network Gap Study.

El Cerrito TOD/Library Feasibility Study

The City of El Cerrito is exploring possibilities to construct a new safe and modern library. The City completed a Library Space Needs Assessment in 2014 to guide the development of a new library. The 2014 San Pablo Avenue Specific Plan identified the El Cerrito Plaza BART surface parking lot as a potential location for the new library. The City placed Measure B on the 2016 ballot to fund the construction of a new library. However,

the measure failed to meet the two thirds needed to pass. In July of 2017, the City Council re-affirmed their commitment to move ahead with planning for a new library facility. This City is considering a number of options for siting of the library and is working with BART to explore the potential of including a library facility as part of the future TOD at the El Cerrito Plaza Station.

San Pablo Avenue Corridor Plan, Alameda County Transportation Commission (ACTC)

ACTC is leading a Corridor Plan for the length of San Pablo Avenue, which traverses multiple towns and counties. The Commission is currently in the process of developing sections of the plan, one of which will cover the portion in El Cerrito to the west of the El Cerrito Plaza BART station. This Corridor Plan should be consulted as it becomes available.

6 BART Station Access Policies, Guidelines and Best Practices

BART has several policies, guidelines and tools to support implementing sustainable access at BART stations. The following BART policy documents will be used to guide and frame the sustainable access strategies developed for this project and will serve as evaluation criteria for establishing BART's priorities for strategies or infrastructure improvements. In June 2016, BART adopted new Station Access and Transit Oriented Development (TOD) policies, followed by corresponding Performance Measures and Targets adopted in December 2016.

BART Station Access Policy, Performance Measures and Targets

The BART Station Access Policy is designed to support the broader livability goals of the Bay Area, reinforce sustainable communities, and enable riders to get to and from stations safely, comfortably, affordably, and cost-effectively. It includes an Access Hierarchy and a Station Access Investment Framework, both of which prioritize the active modes (walking, then biking) over high-occupancy vehicle (HOV) modes (buses, shuttles) over single-occupancy vehicle (SOV) modes (driving/parking, drop-offs).

As shown in Table 9, the El Cerrito Plaza Sustainable Access strategy and concept will support the advancement of the following goals consistent with the BART Station Access Policy.

TABLE 9: APPLICATION OF BART STATION ACCESS POLICY GOALS TO THE EL CERRITO PLAZA SUSTAINABLE ACCESS STRATEGY AND CONCEPTUAL DESIGN

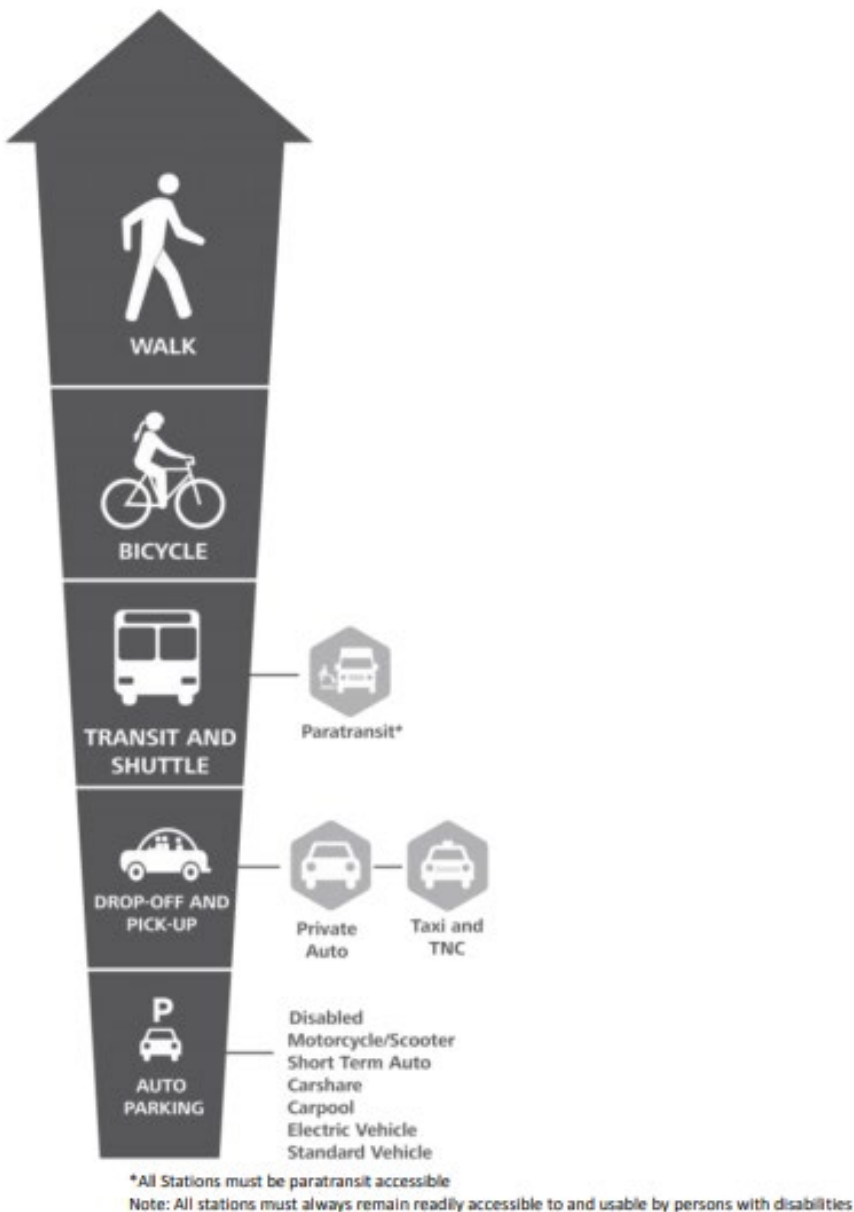
<i>BART Station Access Policy Goal</i>	<i>Description</i>	<i>Application to El Cerrito Plaza Sustainable Access Strategy and Conceptual Design</i>
Safer, Healthier, Greener.	Advance the region's safety, public health, and greenhouse gas (GHG) and pollution-reduction goals.	The strategies and concept will promote investment in active transportation access improvements, encouraging healthier lifestyles and reducing GHG emissions associated with single occupancy vehicle (SOV) travel.
More Riders	Invest in station access to connect more riders cost-effectively, especially where and when BART has available capacity.	The strategies and concept will improve non-SOV access to the station, enabling off-peak ridership without the need of a car.
More Productive and Efficient	Manage access investments, programs, and current assets to achieve goals at the least cost.	The strategies and concept developed will support the aspirational station type from the Station Access Investment Framework for the El Cerrito Plaza station of "Urban with Parking."
Better Experience	Be a better neighbor, and strive for an excellent customer experience, including on the first and last mile of the trip to and from BART stations.	The strategies and concept will seek to maximize the TOD potential on the BART property. The process of identifying station access improvements will be collaborative with the City of El Cerrito and surrounding communities to implement access improvements outside of BART property.

Equitable Services	Invest in access choices for all riders, particularly those with the fewest choices.	The strategies and concept will seek to support low-income TOD on the BART property and improve safety and access options for those with fewer mobility choices or those who may not be able to afford to drive and park at the station.
Innovation and Partnerships	Be an innovation leader, and establish durable partnerships with municipalities, access providers, and technology companies.	The strategies and concept will include input and feedback from community members and stakeholders and will incorporate new and emerging technologies. Strategies for first/last-mile solutions will consider partnerships with municipalities, transit operators, developers, technology providers, corporate shuttle providers, Transportation Network Companies, bike share operators, advocacy groups and other entities.

The El Cerrito Plaza BART station access strategies and conceptual design will implement the Station Access Design Hierarchy and Station Access Investment Framework (shown in Figure 30 and Table 10, respectively). Both the Station Access Design Hierarchy and Station Access Investment Framework prioritize active modes (walking, then biking) over high-occupancy vehicle (HOV) modes (buses, shuttles) over single-occupancy vehicle (SOV) modes (driving/parking, drop-offs).

The strategies and concept for TOD at El Cerrito Plaza will reflect this hierarchy: safe, convenient pedestrian and bicycle paths should take priority in the conceptual design. Transit and shuttle drop off areas, as well as auto passenger drop off and pickup should be convenient to the station itself but should not be designed in a way that impinges upon pedestrian and bicycle access. Except for parking for those with disabilities, auto parking should be located further from the station. The Station Access Investment Framework, along with the stated goals for this project, will be used to evaluate and prioritize strategies for investment that are suggested by the consultant team or are solicited through stakeholder and community input.

FIGURE 30: BART STATION ACCESS DESIGN HIERARCHY



Station Access Investment Framework

El Cerrito Plaza BART station is currently designated as a “balanced intermodal” station type with an aspirational station type of “urban with parking” (see Table 10). The access strategies and concept will support the aspirational “urban with parking” station type to provide walking and biking as primary investments and transit and shuttle as secondary investments. Under this aspiration station type, curb space will be managed to accommodate taxis/TNCs and drop-off and pick-ups will be accommodated, while auto

parking is not encouraged. Stations included in this category have small parking lots with limited spaces which fill up in the early morning. BART's goal is to provide no or limited parking replacement when building TOD in "urban with parking" station types.

Consistent with the BART definition of an "urban with parking" station, the strategies and design for El Cerrito Plaza station will be designed to achieve an access mode share target of 60-70% for combined walk, bike, and transit access, with transit contributing the lowest amount. Likewise, the strategies and design concept will support a drive alone access mode share target of 25%.

TABLE 10: STATION ACCESS INVESTMENT FRAMEWORK

STATION TYPE	PRIMARY INVESTMENTS	SECONDARY INVESTMENTS	ACCOMMODATED	NOT ENCOURAGED	
URBAN	Walk Bicycle	Transit and Shuttle	Taxi and TNC Drop-Off and Pick-Up	Auto Parking*	Primary Investment: BART will prioritize investments of funds and staff time on and off of BART property, consistent with access goals; priority projects best achieve policy goals, focus on safety and sustainability.
URBAN WITH PARKING	Walk Bicycle	Transit and Shuttle	Taxi and TNC Drop-Off and Pick-Up	Auto Parking*	Secondary Investment: BART will invest funds and staff time on and off of BART property, consistent with policy goals; secondary investments balance policy goals.
BALANCED INTERMODAL	Walk Bicycle	Transit and Shuttle Drop-Off and Pick-Up	Taxi and TNC Auto Parking*		Accommodated: BART will maintain and manage existing assets, and partner with other access providers as needed.
INTERMODAL/AUTO RELIANT	Walk	Bicycle Drop-Off and Pick-Up Transit and Shuttle	Taxi and TNC Auto Parking*		Not Encouraged: BART will not invest in construction of parking expansion.
AUTO DEPENDENT	Walk	Bicycle Drop-Off and Pick-Up Auto Parking* Transit and Shuttle	Taxi and TNC		Note: TNC is for Transportation Network Company (shared use mobility)

*Parking Management is a secondary investment at all stations with parking.

*Parking replacement for transit-oriented development to be determined by BART's Transit-Oriented Development Policy.

BART Multimodal Access Design Guidelines

The 2017 BART Multimodal Access Design Guidelines (MADG) provide guidance on minimum and maximum standards for planning pedestrian, bicycle, transit, and vehicle access within BART's station areas, and are designed to update and complement the Passenger Station Sites section of the BART Facility Standards (BFS). The guidance covers the area from the station faregate to the edge of BART's property and applies to connecting intersections. The MADG are intended to be applied alongside BART's Station Experience Design Guidelines, which provide additional guidance on the design and location of customer amenities on BART property and inside stations.

These guidelines will be referenced during *Task 2.5: Establish Conceptual Development and Replacement Parking Level Alternatives for El Cerrito Plaza TOD* to inform the conceptual design for overall circulation

of pedestrians, bikes, transit and automobiles (including drop-off and TNCs), location of bus stops/bays, curb management, location and design of replacement parking and other access considerations.

TOD Policy and Performance Targets

The BART Board adopted a new TOD policy in June 2016. The TOD Policy was followed by adoption of TOD Performance Measure and Targets in December 2016 that greatly increase the pace and scale of BART's TOD projects, and set new goals for growth envisioned within the half mile station area. The 2017 TOD Design Guidelines are intended to clearly articulate BART's process for development and expectations for station area planning to achieve the TOD targets and implement the TOD policy.

The amount and type of parking replacement for transit-oriented development will be guided by BART's TOD Policy which states that there should be "no or limited parking replacement at 'urban with parking' stations." For all land use contexts and development scales, BART has set no auto parking minimums and has established parking maximums as shown in Table 11.

TABLE 11: PARKING MAXIMUMS BY DEVELOPMENT SIZE AND PLACE TYPE

BART Draft Parking Proposal for TOD Guidelines				Development (75 res units/acre min)	
BART TOD Place Type	Parking Overall	Residential Auto Parking Maximum (Spaces/Unit)	Office Auto Parking Maximum (Spaces/1,000 sf)	Residential Target Height	Office Target Height
Regional Center	No Auto Parking Minimum. Shared /Unbundled. Secure Bike Parking – min 1 space/unit	0.375	0	High rise (if feasible) – Minimum 12 stories	
Urban Neighborhood/ City Center		0.5	1.6	Mid-rise - 7 stories minimum	
Neighborhood / Town Center		1	2.5	Mid-rise - 5 stories minimum	

Source: BART. (2017). TOD Design Guidelines.

While BART strives for no to limited customer parking replacement at stations designated as "urban with parking," it uses a Parking Replacement Model to determine the appropriate parking replacement levels for other station types, based on the relative ridership/farebox recovery and revenue returns from TOD and parking. The Parking Replacement Model is a planning tool to quantify the ridership and revenue impacts of different TOD scenarios. The tool is used to calculate the revenue generated by ridership and parking, so different development scenarios can be compared against each other. Since El Cerrito Plaza is designated as "urban with parking" station, the goal will be to have no to limited customer parking replacement.

The TOD Guidelines recommends using the following principle attributes to right-size parking at a station in an area that is evolving to become less auto dependent, which should be considered in developing the strategies and concept for El Cerrito Plaza:

- Parking unbundled provided on a district basis (i.e. shared uses) rather than building by building. Ultimately, parking should be managed by the city or a business district as a shared resource.
- Eliminate minimum parking requirements.
- Reduce maximum parking requirements to meet BART's performance targets.
- Parking facilities should be located behind buildings, in parking structures with ground floor retail, and screened from adjacent land uses with minimal curb cuts.
- On street parking on all key streets in station area.
- Parking design integrated with the development to relate to the streetscape and circulation routes.
- Design parking in early developments that require more parking to be unbundled from housing costs and designed to be readily shared with other projects later on to reduce overall parking ratio of the station area.
- Paid parking or time-limited free parking.

The TOD Guidelines also provides a checklist that includes questions for parking in TOD areas that should be considered in the strategies and concept for El Cerrito Plaza:

- Are the parking ratios at or below the BART maximums?
- Are parking requirements reduced in close proximity to transit, compared to the norm?
- For residential and small format retail is it possible to develop buildings with zero parking?
- Is parking being managed on a district basis as opposed to building-by building?
- Is structured parking encouraged rather than surface lots in higher density areas?
- Is most of the parking located to the side or to the rear of the buildings?
- Where transit commuter parking is provided is it located on the edge or perimeter of the TOD core?

Affordable Housing Policy

BART adopted an affordable housing policy in January 2016, which requires that cumulatively, a minimum of 20 percent of all residential units built on BART property must be affordable, with a preference for low and very-low income housing units and housing for transit-dependent populations. This policy is consistent with the TOD Policy's objective to ensure 35 percent of all units districtwide are affordable.

Assembly Bill 2923 (Chiu/Grayson)

Inspired by BART's Transit-Oriented Development Policy and Performance Targets, California Assembly members David Chiu and Timothy Grayson introduced Assembly Bill 2923 in the 2018 legislative cycle. The bill was signed by Governor Jerry Brown on September 30, 2018. The bill requires the BART Board to set standards for height, floor-area-ratio, parking minimums and maximums and density for development on BART-owned property within ½ mile of stations in Alameda, Contra Costa, and San Francisco Counties. Standards must be set at a minimum of the thresholds shown in Table 7 (note that El Cerrito Plaza is classified as an "urban neighborhood/city center" station), and a maximum of 50% more than these guidelines or 1 story above the highest approved height within a half-mile of the station. Local jurisdictions must rezone BART-owned property by July 1, 2022 to meet these guidelines.

The bill requires BART to develop a parking replacement policy as well. BART has expressed an intention to utilize its existing station access strategy and typology as the basis for its parking replacement policy.

Best Practices in BART Parking Management

BART has implemented different parking management solutions at various BART stations that could serve as examples for El Cerrito Plaza BART station. For example, at the Coliseum BART station, the BART parking lot at Snell Street and 70th has been recently redeveloped into a 110-unit residential development. As part of the project, a replacement parking plan was developed that includes 12 parking spaces on Snell Street, including curb space reserved for bus, taxi and ZipCar along 71st and Snell. The station also guarantees a parking spot in the permitted area for passengers who carpool using the Scoop app. BART provides parking management and enforcement of these spaces, while the City is responsible for maintenance, lighting, and striping. The City and BART split the revenue 50/50, plus BART receives payment from the City's portion of the revenue to cover the cost of enforcement.

7 Conclusion / Implications for Remaining Tasks

The information gathered for this report provides useful insight into how people currently access the station, the access challenges and improvements identified through previous planning efforts, the current planning climate and appetite for development, and the concerns of community members. The following are key findings from the existing conditions report that will be used in developing the station access strategies and concept:

- Since there are two other BART stations within two miles from El Cerrito Plaza BART station, it was assumed that the primary catchment area for Plaza is within close proximity to the station. This was confirmed by the station access survey, which showed that 80% of survey respondents accessed the station from within a mile and a half of the station. Station access strategies should therefore focus on areas and solutions that help people access the station within a mile and a half of the station.
- Half of the riders access the station using active modes of walking and biking, indicating that station access strategies should focus on improvements to support people who bike, walk, or take transit, and to increase the share of active modes.
- Over 40% of people access the station through walking, indicating that the strategies and concept should focus on improving walking infrastructure specifically.
- Noted barriers to walking and biking from the survey include perceptions of crime and safety, traffic safety, topography, lack of secure bicycle parking options, and a need to trip-chain.
- The current residential parking permit program is not resulting in an optimal level of parking occupancy. A parking permit program for BART patrons and/or parking fees for on-street parking should be explored. This effort should also examine how to mitigate the impacts of BART shared parking on surrounding neighborhoods.
- BART has developed a lot of policy guidance and standards that will be useful in guiding the development and prioritizing the station access strategies and concept.
- BART has the goal of no to limited replacement parking for stations designated as “urban with parking,” which is the aspirational designation for the El Cerrito Plaza BART station. Based on the data presented, there is a menu of access strategies that can maintain access to station without onsite parking.
- Only 38% of riders accessed the station by car, many of which are located within a half-mile of the station. Improvements and strategies should focus on how to make it easier to shift from driving to biking or walking. Of riders that drive to the station, nearly a third already park in the surrounding neighborhoods. This indicates a need for better parking management that can capture the lost parking revenue that could be generated through managing on-street parking.
- New mobility solutions, such as Lime Bike, have the potential to encourage people to not drive to the station. 40% of respondents to the station access survey indicated a willingness to use such options if

they were available at the Plaza station. However, encouraging companies to provide their service at the Plaza is challenging without consistent policies for neighboring cities. The access strategies should suggest an approach for intergovernmental “new mobility” policies and regulations.

- Significant residential development will be located to the northwest of the station across San Pablo Ave. As indicated by the bike and pedestrian collision maps, a high number of bike and pedestrian collisions happen along San Pablo Ave; as such, special focus should be given to this area, relying on current and past plans to improve the street design.
- The San Francisco Bay Trail, a protected Class I path, is located within a mile of the station to the west. However, there are few and poor bicycle connections from the Bay Trail to the El Cerrito Plaza BART station. Improving bicycle access to the station from this path would provide a safer parallel route to San Pablo Ave. for residents living near the trail.
- Steep grades approximately ½ mile east of the station presents a major barrier to active access modes (primarily walking and biking). Other parking or mobility solutions should be considered for maintaining station access for these residents.
- Significant residential and mixed-use development is planned to north of the station and east of San Pablo Avenue. While no major barriers are readily apparent for those accessing the station from the north, general improvements to improve station access and mobility should be considered to address issues raised in the survey such as lighting, safety, and more accommodations for bikes.
- The Ohlone Greenway provides off-street bicycle and pedestrian access directly to the station from the northeast and southeast. Ways to increase access to the station using this amenity could include: 1) creating or improving connections off of the greenway, 2) including clear, bike- and pedestrian-oriented wayfinding to make it easier for people to use it as a route, 3) improving wayfinding off of the spine itself to help people navigate to the station using it, 4) improving bike/pedestrian connections to the greenway itself so that it can be used more comfortably to access BART.
- The Orientation Center for the Blind, is located to the southwest of the station in Albany within a 12 minute walk. The center provides training for those who are visually impaired to gain the tools necessary to pursue employment. Consideration of the specific needs for those that are visually impaired should be given to access improvements to and from this area and for enhancements to the station itself.