

# CITY OF OAKLAND



DALZIEL BUILDING . 250 FRANK H. OGAWA PLAZA . SUITE 4344 . OAKLAND . CALIFORNIA . 94612  
Public Works Department TEL: (510) 238-3466  
Transportation Planning & Funding Division FAX: (510) 238-7415

**Bicyclist and Pedestrian Advisory Commission, Monthly Meeting**  
**Thursday, March 17, 2016; 6:00-8:05 pm**  
**City Hall, 2<sup>nd</sup> Floor, Sgt Daniel Sakai Hearing Room (aka Hearing Room 4)**

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**Commissioners**

Ryan Chan, Chris Hwang, Christopher Kidd, Fred McWilliams, Robert Prinz,  
Midori Tabata, Royston Taylor, Rosa Villalobos, Kenya Wheeler

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**AGENDA**

[www2.oaklandnet.com/w/OAK056325](http://www2.oaklandnet.com/w/OAK056325)

Time	#	Topic	Type
6:00	1	<b>Roll Call/Determination of Quorum/Introductions</b> (5 minutes)	Admin
6:05	2	<b>Approval of meeting minutes Attachment</b> (5 minutes)—Seek motions to adopt the February 2016 BPAC minutes.	Action
6:10	3	<b>Open Forum / Public Comment</b> (10 minutes)—Members of the public may raise or comment on an issue within BPAC’s subject matter jurisdiction (other than what is on the agenda).	Info
6:20	4	<b>TDA Article 3 Funding Recommendation and Bicycle Master Plan Update Attachment</b> (20 minutes)—Jason Patton, Bicycle & Pedestrian Program Manager, will present staff’s recommendation to use FY2016-17 Transportation Development Article 3 funding for the update to the City’s Bicycle Master Plan. The presentation will include a summary overview of the draft scope of work for the Bicycle Master Plan Update.	Action
6:40	5	<b>Laurel Access to Mills, Maxwell Park &amp; Seminary Avenue (LAMMPS) 35% design review</b> (15 minutes)—Engineering staff will share the completed 35% design for the LAAMPS project, take input, and discuss next steps.	Info
6:55	6	<b>Downtown Specific Plan Attachment</b> (20 minutes)—The City Planning Department is preparing a specific plan for Downtown Oakland to ensure continued growth and revitalization to benefit both Downtown residents and the larger community. Staff will present aspects of the recently released Plan Alternatives Report that address circulation, access and bicycle and pedestrian issues; all public comments are due by April 6.	Action
7:15	7	<b>Downtown Parking Plan Attachment</b> (20 minutes)—Transportation Services staff will share the draft Downtown Oakland Parking Study (Executive Summary Attached) and take comments from the commission. (More information at <a href="http://www2.oaklandnet.com/Parking/DowntownParkingStudy">http://www2.oaklandnet.com/Parking/DowntownParkingStudy</a> .)	Action

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| 7:35 | <b>8 Report back from the BPAC Open Forum Policy Committee</b> <i>Attachment</i><br>(15 minutes)—The Committee will discuss recommendations and take comments. | Action |
| 7:50 | <b>9 Three-month agenda look-ahead, suggestions for meeting topics, announcements</b> <i>Attachment</i> (15 minutes)   | Info   |
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This meeting is wheelchair accessible. To request materials in alternative formats, or to request an ASL interpreter, captioning, or assistive listening device, please call Adriana Mitchell 238-5219 (V) or 238-2007 (TTY) at least three (3) business days before the meeting. Please refrain from wearing scented products to this meeting so persons who may experience chemical sensitivities can attend. Thank you.



**City of Oakland, Bicyclist & Pedestrian Advisory Commission**  
**Minutes from the February 18, 2016 meeting**  
**City Hall, Hearing Room 3**

Meeting agenda at <http://www2.oaklandnet.com/oak050732>

Meeting called to order at 6:03pm by BPAC Chair, Ryan Chan.

**Item 1. Roll Call/Determination of Quorum/Introductions**

At roll call, quorum was established with all Commissioners present except Taylor and Villalobos who arrived shortly thereafter. Introductions were made.

- Other attendees (who signed in): Kit Vaq, Wes Nelson, Melissa Nelson, Robert Fearman, Carol Levine, Phoenix Mangrum, Amanda Leahy, Barry Bergman, Michael Gregory, Verónica Martinez, Nate Williams, Scott Admunson, Carrie Modi, Thomas Kronemeyer, Melissa Nelson, Wes Nelson, Reh-Lin Chen, Jennifer Anderson
- Staff: Jennifer Stanley, Iris Starr, Sarah Fine, Christina Blackston, Joe Wang

**Item 2. Approval of meeting minutes**

Under Item #9, last bullet, Commissioner Tabata should be added to the Open Forum committee.

- A motion to **adopt the Bicyclist & Pedestrian Advisory Commission meeting minutes from January 21, 2016 with the aforementioned correction** was made (Chan), seconded (Kidd), and passed unanimously. Adopted minutes online at [www.oaklandbikes.info/BPAC](http://www.oaklandbikes.info/BPAC).

**Item 3. Open Forum / Public Comment**

- Melissa Nelson would like a crosswalk striped on Shattuck between 51st and 55th St and has submitted the request via SeeClickFix. Iris Starr said she will forward the request to traffic engineering. Jennifer Stanley also recommended logging the request by calling the Public Works Call Center at (510) 615-5566.
- Kit Vaq with ACCE Action shared information about the continuing campaign to restore bus stop at Broadway and 30th St.
- Verónica Martinez with the Santa Fe Neighborhood group asked BPAC to support trial installations of painted curb extensions and development of design guidelines (see handout). Christina Blackston, City Pedestrian Planner, noted that the pedestrian master plan update in progress will respond to this topic and the first trial of painted safety zones is likely to be installed around the Lake Merritt BART Station as part of a Safe Routes to Transit Grant.
- Ms. Martinez suggested that community feedback be part of trials.
- Bob Fearman requested that draft BPAC minutes be distributed to others than those who attended the meeting. (Draft minutes are included in meeting agendas.)
- Will Roscoe with Open Oakland offers his time as a data analyst for bike stuff; email [wroscoe@gmail.com](mailto:wroscoe@gmail.com).

**Item 4. San Leandro Creek Trail Master Plan project update —> see attached PowerPoint presentation.**

Barry Bergman, Rails to Trails Conservancy, described the project including funding (\$200k from the Caltrans Partnership Planning for Sustainable Transportation grant program) and partners (cities of San

Leandro and Oakland, and RTT). The project team is requesting community member(/s) from Oakland to serve on the Community Advisory Committee (CAC). Other attendees speaking on behalf of the project were Michael Gregory with the Friends of San Leandro Creek (and former San Leandro city council member) and Robert Raburn, BART director. Both stressed how the trail would help underserved neighborhoods cut off by Hegenberger Rd and I-880. The project will include work to determine the feasibility of various trail alignments and outreach to various stakeholders including neighborhoods, homeowners associations, churches, community organizations, businesses, business groups, and affected agencies including the Alameda County Flood Control District and Caltrans that own property along the proposed route). More information at <https://www.sanleandro.org/depts/cd/projects/slccreek/>.

Comments:

- The south bay Stevens Creek Trail project experience may have lessons.
  - ATP funding may not be a good match for construction due to timing.
  - The CAC process for Oakland's pedestrian master plan update is a good example.
  - Commissioner McWilliams agreed to serve on the CAC with Commissioner Tabata as backup.
- A motion to **support Commissioner McWilliams role as BPAC representative on the CAC with Commissioner Tabata as backup** was made (Chan), seconded (Wheeler), and passed unanimously.

**Item 5. Accommodating bicyclists and pedestrians through construction zones**

Joe Wang, Supervising Transportation Engineer, gave an overview of the responsibilities of the unit he supervises: to respond to traffic issues in Oakland (except signals) including traffic signs and striping, speed bumps, on-street parking, review of Temporary Traffic Control (TTC) plans, feasibility studies, and consultation for other divisions and the Oakland Police Department. There are six people on his team, four of them engineers.

Last year, the City received 345 Traffic Control Plan (TCP) applications from utility companies, contractors, and city-initiated streetscape projects. Guidance on preparing a TCP is in the Manual on Traffic Control Devices and some of it is not very detailed. The draft supplemental guidance for bikes is attached to the agenda.

Comments on the memo:

- Include more guidance on how to design bikeway detours.
- Clarify whether bicyclist detours are required for all streets, or just established bikeways.
- Clarify whether the Bicycle & Pedestrian Program Manager is required to review all bikeway detours, or just those that last longer than a week.
- Never use the Share the Road sign. Instead use "Bicyclists May Use Full Lane."
- Include diagrams of typical treatments for contractors (and they would've also been useful in the presentation to BPAC).
- State that lanes other than the adjoining one can be narrowed to 9' to preserve a bike lane.
- The Oakland Option where there are multiple auto approach lanes to convert an auto lane to a bike lane should be the default. Specific conditions should be provided where this would not be done.
- Include more "shalls" and fewer "shoulds."
- Include bike-specific TTC signage. Jennifer Stanley noted that the memo references an attachment on sign layouts. This document is available on the City's Bike Program web page Design Guidelines section; see [www.oaklandbikes.info](http://www.oaklandbikes.info) and go to Design Guidelines.

Other comments:

- More detailed guidance is also needed for pedestrian and ADA facilities; Christina noted that the pedestrian master plan update will include a recommendation to develop further guidance.
- Look to other jurisdictions for ideas (San Francisco, Portland).
- Enforcement/compliance is an issue. There is a fine for non-compliance but only two inspectors citywide. Would this issue be handled by the new Dept of Transportation? (As yet unknown.)
- Require construction signs that give a phone number of the Contractor and City representative so people can directly register their complaints. Problems can also be reported to Call Center.
- BPAC requests another presentation on guidance for TTC specific to pedestrian facilities.

### Item 6. Complete Streets

Iris Starr explained that the term “Complete Streets” has different definitions. See pages 3-8 of the agenda addendum. Generally, the emphasis is on pedestrians, transit, and bikes, but it doesn’t mean prioritizing every mode on every street.

The Complete Streets (CS) Plan is related to the Land Use and Transportation Element (LUTE) of Oakland’s General Plan. The strategy is to write a CS policy that could override what’s in the LUTE. CS design guidelines are being developed, but they won’t be adopted so they can be more easily included and updated. Plan consultants from Fehr & Peers (Carrie Modi) and CD+A (Thomas Kronemeyer) were introduced and helped answer questions.

Summary of discussion:

- Modal conflicts on Oakland's street network would be addressed via public process.
- Under design guidelines #4, Intersections is blank because it refers to typologies from the National Association of City Transportation Officials (NACTO) that we don’t currently have.
- Design guidelines would not be adopted by City Council to allow for flexibility to update them when needed. Guidelines enshrined in the Municipal Code are difficult to remove or change as needed.
- The Transit Streets section should be broader than bus stops.
- Bus stop relocation process should be moved from the Curb Management section to the Transit Streets section.
- Build on/reference existing efforts (like AC Transit studies).
- Allow for street cars or other future transportation options.
- Include metrics to measure when certain treatments are provided.
- Note that in SF, Vision Zero enforcement clause may be, or is perceived to being, used to ticket bikes.
- CS can reinforce structural inequities. Include things like street vending to be inclusive. Early community engagement will ensure our streets are built for a broad range of constituents.

→ A motion to ***extend the meeting by 15 minutes*** was made (Chan), seconded (Kidd), and passed unanimously.

The pedestrian master plan will reference Vision Zero to guide enforcement of traffic violations. For example, SF identified the top five causes of pedestrian-vehicle collisions and is asking their police department prioritize enforcement of the most dangerous traffic behaviors.

Send comments directly to [istarr@oaklandnet.com](mailto:istarr@oaklandnet.com).

## Item 7. Proposed BPAC by-laws revision

The by-laws revision proposed in the agenda was changed, and

- A motion to **revise the BPAC by-laws to assign the duties of tracking and sharing the ongoing creation, work, and dissolution of committees to the Chair, Vice-Chair, or designee** was made (Chan), seconded (Hwang), and passed unanimously.
  
- A motion to **form a committee to address Oakland's paving plan and its alignment with bicyclist and pedestrians concerns to report back in March or April** was made (Chan), seconded (Prinz), and passed unanimously.

Committee members are Prinz, Hwang, and Chan. Members of public are welcome to participate.

- A motion to **extend the meeting to 8:20 pm** was made (Chan), seconded, and passed unanimously.

## Item 8. Three month look-ahead, suggestions for meeting topics, announcements

### *Suggestions for meeting topics*

- Detailed update on the Telegraph Ave bikeway project.
- In-person City Administrator update on plan for DOT director recruitment.
- Presentation of Transportation Impact Fee.
- City Administrator update on proposed DOT reorganization.
- Review of projects proposed for next ATP grant cycle.

### *Announcements*

- The "I (bike) Oakland" newsletter was just published and is available at [www.oaklandbikes.info](http://www.oaklandbikes.info).
- Upcoming Bike East Bay leadership summit in San Lorenzo (see Bike East Bay newsletter)
- Walk Oakland, Bike Oakland and Motivate are leading a bike ride on March 13, 11am (check WOBO website for details)
- Commissioner Kidd will be making a presentation on the Google bike plan at the San Francisco Bay Institute of Transportation Engineers at AC Transit HQ, 1600 Franklin St, March 17, 11:30am.
- The next meeting on Bike Share is on Feb. 29

Meeting adjourned at 8:20 pm.

### ***Attachments [to be appended to adopted minutes]***

- Santa Fe Neighbors handout
- San Leandro Creek Trail Master Plan Powerpoint
- Complete Streets handout

Minutes recorded by Jennifer Stanley, City of Oakland Bicycle & Pedestrian Facilities Coordinator, emailed to meeting attendees for review on February 22, 2016, with comments requested by 5pm, Tuesday, March 1 to [jstanley@oaklandnet.com](mailto:jstanley@oaklandnet.com). Revised minutes will be attached to the March 2016 meeting agenda and considered for adoption at that meeting.

## City of Oakland Bicyclist & Pedestrian Advisory Commission

**Meeting Date:** March 17, 2016

**Item Name:** TDA Article 3 Funding Recommendation and Bicycle Master Plan Update

**Contact:** Jason Patton ([jpatton@oaklandnet.com](mailto:jpatton@oaklandnet.com), 510-238-7049)  
Bicycle & Pedestrian Program Manager  
Oakland Public Works, Bureau of Engineering and Construction,  
Transportation Planning & Funding Division

### Requested Action

Staff requests BPAC review of the City's programming recommendation for FY2016-17 Transportation Development Act Article 3 funds. This review is required by the Metropolitan Transportation Commission. Staff also requests BPAC input on a draft scope of work for the forthcoming update to the City's Bicycle Master Plan.

### Background & Key Issues

Staff recommends that the City of Oakland's FY2016-17 allocation of Transportation Development Act (TDA) Article 3 funds be used for an update to the City of Oakland's Bicycle Master Plan. This Plan was originally adopted in 1999 and last updated in 2007. It is anticipated that approximately \$400,000 will be available for this allocation.

TDA Article 3 funds are derived from the State of California ¼ cent transportation sales tax. Article 3 specifically reserves a portion of these funds for bicycle and pedestrian projects. These funds are distributed annually, on a per capita basis, to jurisdictions statewide. The City of Oakland typically uses these funds to support small bicycle or pedestrian projects citywide. Funds may also be used for the development of a comprehensive bicycle and/or pedestrian facilities plan, but such an allocation for citywide planning may only be received once in any consecutive five fiscal years.

The Metropolitan Transportation Commission (MTC) administers TDA Article 3 funds for the San Francisco Bay Area, and imposes certain requirements on fund recipients through MTC Resolution No. 4108. One requirement is that projects must be reviewed by the jurisdiction's Bicycle Advisory Committee (BAC). The City of Oakland's Bicyclist and Pedestrian Advisory Commission (BPAC) is designated to fulfill this role.

A summary overview of the draft scope of work for the Bicycle Master Plan Update is included in the following pages of this attachment.

## **2017 Bicycle Master Plan Update: Process and Scope of Work Summary Presentation for BPAC 3/17/16**

### **A. Introduction/Process**

The City will be releasing a Request for Proposals in the near term that will request consultant assistance in developing a new Bicycle Master Plan for the City of Oakland. This summary document is NOT the RFP, but is intended as an overview of the possible approach and content of the Plan. Comments and suggestions on the structure, content, or other matters related to the Bicycle Master Plan Planning Approach are welcome and will be recorded and reported as a separate section in the March meeting minutes, which will then be distributed after the meeting to everyone on the BPAC mailing list. However, comments and suggestions may or may not be incorporated into the RFP. If your firm or you know of a firm that is interested in becoming a City of Oakland vendor in regards to this or other opportunities, go to: <http://www2.oaklandnet.com/Government/o/CityAdministration/d/CP/index.htm>

### **B. Proposed Planning Approach**

This project proposes to use the City of Oakland's 2007 Bicycle Master Plan as its starting point, preserving the basic structure of the document while making significant changes to the content of specific sections. The chosen consultant will be expected to perform the bulk of the work on this project. For certain subtasks, City staff will play a lead role in creating the content. Unless otherwise noted, all sections should receive basic editing to update and refresh their content to reflect existing conditions and best practices.

#### *Background & Project Goals*

Oakland's first Bicycle Master Plan was begun in 1994 and adopted in 1999 as part of the Land Use and Transportation Element of the City's General Plan. The Master Plan defined a policy vision and established a citywide bikeway network of bike paths, lanes, and routes. This Master Plan was reaffirmed by City Council in 2005, the same year that work began on a comprehensive update to the Plan. Completed in 2007, this update refined the bikeway network through a citywide feasibility analysis of street grades, street widths, roadway capacity, and bicycle/bus interactions. It added arterial bike routes and bike boulevards to Oakland's bikeway types. A methodology for the evaluation of road diet projects was adopted as part of the 2007 Plan along with an accompanying programmatic Environmental Impact Report. The 2007 Plan was subsequently reaffirmed by City Council in 2012.

The 2017 Bicycle Master Plan can add to the evolution of Oakland's bicycle planning by:

- Planning for a network of high-quality bikeways to serve "all ages and abilities."
- Establishing a methodology for measuring the quality and connectivity of bikeways.
- Developing an action-oriented plan with performance measures for increasing bicyclist mode share, decreasing bicyclist crashes, and improving the quality of bikeways.

The Plan Update will also include the following key elements:



- A comprehensive update to the Plan’s vision, goals, and policies.
- Documentation on existing conditions and current best practices.
- Recommendations to streamline the project implementation process.
- The development of a concise plan with a modular format that anticipates and facilitates future five-year updates of select sections.
- Project development for a set of priority projects.

### *Schedule*

The City of Oakland’s Master Funding Agreement with the Alameda County Transportation Commission requires that the City’s Bicycle Master Plan be updated by December 2017. To meet this deadline the City intends to award a consultant contract in May 2016 and provide authorization to proceed by July 2016. The design-related tasks listed under plan implementation could continue into 2018 but should be completed no later than June 2019.

### *Key Work Completed by Other Projects*

In addition to the 2007 Bicycle Master Plan, this project should build upon the successful work of multiple concurrent efforts. Bicycle-specific efforts include a methodology for evaluating road diets; a citywide Level of Traffic Stress (LTS) model for measuring roadway performance for bicyclists; a bikeway typology that classifies bikeway segments into three categories; a zone-based approach to bikeway planning; preliminary design guidelines for a network of family bikeways; a comprehensive overhaul to Oakland’s design details for bicycle facilities; and a growing inventory of bicyclist counts. Other related efforts include the changes to environmental review triggered by Senate Bill 743 and the City of Oakland’s Complete Streets General Plan Amendment.

## **C. Anticipated Work on the Plan**

### **1. Vision, Goals, and Objectives**

The Plan’s vision, goals, and objectives could be newly developed or existing aspirations updated and revised based on a combination of the “Public Engagement Strategy” described in section 2, studies of state of the art practice, a review on the existing sections of the Master Plan, or other ideas. For example, members of the public may wish to see greater emphasis on low stress bicycle networks, protected bicycle lanes, strategies to remove parking, or strategies for future public engagement on specific projects. In addition to the 2007 Plan goals on infrastructure, education, and coordination, (which could also be altered) we could consider a bicycle mode share goal based on historical data and the potential for increasing bicycle use in Oakland. The Plan’s objectives could also focus on recommendations to become a Gold-level Bicycle Friendly Community, drawing upon the successes of peer cities. Oakland could be compared to other US cities through the data available from the American Community Survey (US Census Bureau), Bicycling and Walking in the United States Benchmarking Report (Alliance for Biking & Walking), and the Bicycle Friendly Community Program (League of American Bicyclists). A wide range of ideas could be considered.

## **2. Public Engagement Strategy**

The project's outreach and public engagement strategy will be central to defining the Plan's vision, goals, objectives, and policies, and for developing recommended changes to the bikeway network and types of facilities. The engagement strategy could include at least these components:

- The e City's BPAC will be closely involved and may create a committee to provide oversight and detailed input.
- Open invitation public meetings could be held.
- Listening sessions could be scheduled (with interpretation and translation) and be held with neighborhood, merchant, or other groups throughout the City.
- Other agencies could be involved through a technical advisory committee and key meetings with individual agencies.
- A resident survey could provide broad input from a statistically significant and geographically equitable sample of Oaklanders.
- Formal Plan adoption will include actions by the BPAC, Planning Commission, Public Works Committee, and City Council.

These efforts will build upon Oakland's twenty-year history of bikeway planning as memorialized in two citywide plans, monthly BPAC meetings, 100+ stakeholder meetings, and 50 project-specific mailers. Second, formal Plan adoption will include actions by the BPAC, Planning Commission, Public Works Committee, and City Council

## **3. Existing Conditions**

This task addresses bicycling rates based on, for example, data from the US Census Bureau, Oakland's bicyclist counts program, and local transit operators. It could include the development of a bicycle mode share figure that includes bicycle trips to transit (which is not captured by the US Census data). It could also include an analysis of the existing conditions that shape Oakland's potential for bicycling. Specifically it could include a resident survey to categorize Oakland's population into the four categories of cyclists initially defined by Roger Geller: Strong & Fearless, Enthused & Confident, Interested but Concerned, and No Way No How. This survey could build upon the zone analysis described below in order to obtain statistically significant results for each of eight zones that will encompass Oakland. This task could also include an analysis of bicyclist-involved crashes. The detailed inventory of existing bicycle facilities is addressed in subsequent tasks. The discussion of "Transit Connections" could be expanded to include bike share as a transit system.

## **4. Bikeway Network**

The proposed bikeway network could be revised in two respects. First, the alignment of bikeways may be modified through refinements to particular corridors or through the addition

or deletion of corridors. This process could be based on community input plus the information developed and lessons learned since the 2007 Plan. Second, the type of proposed bikeways could be revised by applying a street typology of primary, secondary, and tertiary bikeways. This new approach could focus on the quality of bikeway connections and include an “all ages and abilities” network. The bikeway typology could nest within the street typology for the City’s Complete Streets General Plan Amendment. The bikeway typology could use the level of traffic stress (LTS) methodology to measure performance and determine the proposed bikeway types.

## **5. Bicycle Parking and Support Facilities**

The primary effort associated with this task is a review of Oakland’s bicycle parking ordinance with respect to national best practices. This evaluation could solicit input from developers and the City’s case planners who process development applications. The task could also analyze the feasibility of requiring that bicycles be allowed in office buildings (as in San Francisco). The task includes working with BART to prioritize bicycle parking improvements at BART stations. The chapter could also address the siting and spatial requirements of bike corrals, bike share stations, and shared mobility hubs.

## **6. Prioritization and Streamlining Implementation**

The Implementation chapter could reflect changes in the bikeway network and revise the project prioritization criteria to develop a current list of priority projects. Priority programs could be identified that include the work of the Bicycle Facilities Program and the additional programs in education, encouragement, and enforcement that are needed to achieve Gold-level recognition from the League of American Bicyclists. Opportunities to streamline bikeway implementation could be developed through a workflow audit of how bikeways are currently developed. Bikeway cost estimates could be developed by bikeway type on a per mile basis. These costs could be applied to the proposed projects along with roadway paving costs based on the City’s inventory of current pavement conditions. The bikeway cost estimating could identify which proposed bikeways are and are not part of the City’s Five Year Paving Plan. An organizational analysis could be completed that compares Oakland’s capacity for delivering bicycle projects to that of peer cities.

## **7. Environmental Analysis/Document**

At this time there is uncertainty on the type of environmental analysis/document that will be necessary to accompany the City Council’s adoption of the Bicycle Master Plan. This is primarily due to California State Senate Bill 743 which, once implemented, will prohibit the use of Level of Service (LOS) in environmental review under the California Environmental Quality Act (CEQA). This task assumes that this reform could be implemented in 2016, allowing for the environmental determination for the Bicycle Master Plan to occur in 2017 under a new paradigm. In their proposals, consultants will be encouraged to describe possible alternatives and recommend a preferred alternative, which may need to clear specific projects.

## **8. Appendices & Implementation Guidelines**

The Bicycle Master Plan will have associated Appendices and Implementation Guidelines for the following two purposes. First, the appendices will be used to satisfy the requirements of the State's Active Transportation Program (ATP) and ACTC's master funding agreement while keeping the Plan concise and focused on the topics most important to Oakland. The Appendices will be adopted as part of the Plan. Second, the Implementation Guidelines will not be adopted as part of the Plan so that staff can maintain the content without requiring City Council approvals and later General Plan amendments. This content could include the detailed evaluation of the bikeway network and project prioritization as well as the methodologies for feasibility studies.

## **9. Data Management & Analysis- Contingency**

This task is a contingency, based on funds available, for improvements to Oakland's bicycle-related data and the analysis of those data. Currently City staff has multiple projects underway to improve the available data and develop increasingly sophisticated analyses. The Bicycle Master Plan process is likely to identify additional data shortcomings, recordkeeping deficiencies, and new analyses that would be beneficial to citywide complete streets planning. Under this task, examples of possible projects include improving the accuracy and functionality of Oakland's bikeway-related data; applying and extending the "Level of Traffic Stress" (LTS) model currently under development; and developing web-based dynamic maps to communicate data and analysis to the public.

## **10. Specific Project Implementation- Contingency**

This task is included as a contingency, based on funds available, to expedite plan implementation by completing the evaluation and design of priority projects. The particular projects could be selected based on the project prioritization developed for the Plan update. Types of possible projects include the following: implementation of traffic calming on bicycle boulevards; a demonstration project of innovative intersection treatments (two-stage turn boxes, bike boxes, bicycle signal heads); road diet feasibility studies; project-specific outreach; and final design of priority bikeways.

**CITY OF OAKLAND**  
Interoffice Memorandum



**Bicycle and Pedestrian Advisory Committee**

**TO:** City of Oakland Bicycle and Pedestrian Advisory Committee  
**FROM:** Alicia Parker, Strategic Planning, Planning and Building Department  
**DATE:** March 17, 2016  
**SUBJECT:** Downtown Oakland Specific Plan – Plan Alternatives Report

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**SUMMARY**

The process of developing a Specific Plan for Downtown Oakland began in July 2015. Through a series of community meetings, public workshops, stakeholder meetings, focus groups and interviews, as well as technology-based engagement including an online forum and a mobile mapping app, community members have been encouraged to be involved at every stage of the planning process – developing the project goals, plan alternatives, and eventually, the preferred Plan (anticipated by summer), and draft Plan (anticipated by winter) and final Plan (anticipated by early 2018). Review of the Plan’s potential environmental impacts is required, and will occur during the later stages of the plan development process.

Benefits of a Specific Plan include:

- Creating a level of certainty and predictability as to how Downtown Oakland will grow and change over time;
- Balancing land-use goals with environmental, economic, preservation and quality of life-related interests;
- Identifying the need for improved infrastructure (utilities, roads, and parks); and
- Providing a certified environmental document which will expedite the entitlements process.

The development of a Specific Plan for Downtown Oakland presents a rare opportunity for the City to leverage new investment to propel Downtown toward a future of thriving, diverse, sustainable commerce, culture, entertainment, housing and employment; a place where Oakland's authenticity and varied cultural identities are reflected in the built environment. Clear plans for connecting Oakland's distinct districts, waterfront areas and abundant transit options that prioritize the pedestrian, bicycles and transit, while also accommodating cars, can be detailed, and future investment decisions can rely on these plans. The Plan will be projected to improve Downtown’s role as the economic engine of the City, and thereby support the delivery of services to residents throughout the whole city. Shared prosperity is a central theme to the development of the specific plan for Downtown.

Many of the big ideas and themes in the Plan Alternatives Report, the subject of this memo, call for broad policy changes that would create an improved Downtown. Historically, cities have a reputation for changing, growing, and adapting to the needs of the citizens. A clear plan that documents the way that downtown Oakland should look in the future, coupled with a series of policies and recommendations for implementing the vision, is essential. With a clear plan, when and where growth may occur can become predictable.

The Downtown specific plan study area encompasses approximately 900 acres from 27<sup>th</sup> Street to the north, I-980 and Brush Street to the west, the Jack London estuary waterfront to the south, and Lake Merritt and Channel to the east. The Downtown Specific Plan and related environmental impact report (EIR) will provide a roadmap for how the area develops over the next 20 to 25 years. A planning effort for Downtown Oakland, which has the potential to shape the prospects for the entire city, requires tremendous coordination among City departments, the City administration, City Council, partner

agencies and the broader community. The Oakland Bureau of Planning is committed to conducting a transparent, inclusive and empowering planning process.

This report presents concepts contained in the Plan Alternatives Report related to bicycle and pedestrian facilities. Staff would like to solicit preliminary input from the Bicycle and Pedestrian Advisory Committee on the concepts included in the Plan Alternatives Report. Feedback is also being sought from the Landmarks Preservation Advisory Board, Parks and Recreation Advisory Commission, Bicycle and Pedestrian Advisory Commission, Public Art Advisory Committee, and Planning Commission.

Feedback heard at the advisory body meetings and the Planning Commission will be incorporated into the Preferred Plan which will be publicly vetted. The Draft Specific Plan, based on the Preferred Plan, will once again be presented to the advisory bodies and Planning Commission for comment tentatively scheduled for the winter of 2016.

## **BACKGROUND**

Downtown Oakland is the cultural, business, government, and entertainment hub of the East Bay with excellent transit service, including three Bay Area Rapid Transit (BART) stations, multiple Alameda County (AC) Transit bus lines, Amtrak train service, and ferry service. The specific plan will help to ensure that Downtown remains a place of continuing growth and revitalization, as well a valuable resource for the larger Oakland community through increased employment, arts, and cultural opportunities. The plan will provide sound policy guidance on land use, transportation, economic development, housing, public spaces, cultural arts, and social equity.

Initiated in July of 2015, the Downtown specific plan will incorporate recommendations from the recently completed specific plans adjacent to downtown, the Mayor's Housing Cabinet, the Downtown Oakland Parking Supply Study and the Complete Streets Implementation Plan. The Downtown specific planning process will closely coordinate with parallel planning studies including the Alameda County Transportation Commission's "Freeway Access Project" which will study access to and from Interstate 880; Citywide Impact Fee Nexus Study and Implementation Strategy for transportation, affordable housing, and capital improvements; Broadway Transit Circulator Study; and a State Law SB743 Standard Procedures Update, which removes Level of Service (LOS) as a traffic input analysis methodology from the California Environmental Quality Act (CEQA).

### **Community Engagement**

The initial centerpiece of the public participation process in the Downtown Specific Plan process was a design charrette held over a 10-day period in October 2015. During the charrette process, a series of tours, stakeholder meetings, surveys, and community workshops were held that provided opportunities for group brainstorming and input. The charrette was advertised in local newspapers, electronic newsletters, and via flyers posted in local businesses, community centers, residential hotels, and other public venues. Well over 200 people attended each of the initial public meetings held before and during the charrette, such as the project kick-off meeting, the hands-on design workshop, and the work in progress presentation. During the 10-day charrette, the city and its consultant team welcomed the public into an open studio housed in a temporary storefront on Broadway that allowed community members to have one-on-one conversations with members of the consultant team as draft ideas were being explored. Surveys were available throughout the charrette period, allowing anonymous written feedback for the consultant team. Finally, a virtual "town hall" was created on the Speak Up Oakland website to facilitate participation from anywhere, any time of day. Last fall's charrette kicked off the specific plan's public engagement efforts. Community comments from the charrette are available on the project website at [www.oaklandnet.com/plandowntownoakland](http://www.oaklandnet.com/plandowntownoakland), see the "past meetings," "charrette" section.

The ongoing Specific Plan engagement process has been designed to encourage authentic participation by both traditionally well-organized groups, such as local business improvement districts, property owners, community-based organizations, and developers; as well as traditionally underrepresented lower-income, renter communities, small businesses and arts and culture organizations. A youth engagement component is also underway, with a youth summit scheduled for March 16th. City staff has attended over 10 neighborhood group/coalition meetings (see notes from these meetings available on the project webpage at [www.oaklandnet.com/plandowntownoakland](http://www.oaklandnet.com/plandowntownoakland), see the “community input” section) and continues to meet with stakeholder groups. General feedback received (via email transmission or hard copy surveys left at the Plan Downtown display in the lobby of the Planning Department) are also available on the project website.

Another public workshop was held on February 1, 2016, at the Malonga Casquelourd Center for the Arts to introduce the Plan Alternatives. This public outreach event was attended by over 300 people. In addition to presenting the Plan Alternatives, the new “Streetwyze” public input platform was unveiled. Launching of the web-based Streetwyze application is meant to provide a culturally responsive method for engaging the community, particularly those who would not otherwise engage using traditional processes such as city-sponsored public meetings or city-hosted online survey tools. Community comments from this meeting are available on the project website at [www.oaklandnet.com](http://www.oaklandnet.com), see the “past meetings” section.

The Specific Plan process is also supported by a project Community Advisory Group (CAG) is comprised of individuals from a variety of fields who provide technical knowledge on issues such as urban design and real estate development, feasibility, as well as larger housing organizations and business improvement districts. Additionally, the group includes representatives of the local neighborhood groups, artist community, as well as youth, health and advocacy organizations to help direct the policies and decisions of Plan Downtown.

Community feedback from each of these avenues has been folded into the Plan Alternatives Report that is the subject of this report.

## **PLAN ALTERNATIVES**

The Plan Alternatives Report includes a summary of background information, a summary of the community vision for Downtown Oakland (to date), and a series of plan options and scenarios. The plan alternatives are reflective of the community vision and goals that have emerged through a series of small group meetings, large public events, and a 10-day public interactive design charrette. These working concepts and goals are grouped into the following categories:

- Affordability & Equity;
- Arts & Cultural Heritage;
- Built Environment, Preservation & Housing;
- Open Space & Recreation;
- Environmental Sustainability;
- Connectivity & Access; and
- Economic Development.

The Plan Alternatives Report contains the “Big Ideas” that the city and consultant team have heard from the community to date, and are discussed as goals on pages 1.10-1.11 of the Plan Alternatives Report.

The big ideas and goals will continue to be refined and edited throughout the planning process.

The Vision/Goals specific to circulation and access are as follows:

- Convert most of the one-way streets in Downtown Oakland to two-way streets.
- Ensure that every street in Downtown Oakland is a “complete” street that is safe and comfortable for pedestrians and cyclists.
- Ensure that Downtown and the surrounding region are connected by transit to lessen the environmental impact of vehicle emissions, provide equitable access to jobs and services for all residents, and refocus the civic sphere from car traffic to lively pedestrian activity.
- Make better connections to West Oakland, Chinatown, Lake Merritt, and Jack London Square.
- Replace the I-980 freeway with an at-grade boulevard and lively development to stitch the fabric between West Oakland and Downtown back together.

The entire Plan Alternatives Report is available on the project webpage:

[www.oaklandnet.com/plandowntownoakland](http://www.oaklandnet.com/plandowntownoakland).

## **PRELIMINARY CIRCULATION AND ACCESS ISSUES AND RECOMMENDATIONS**

The following section provides an assessment of existing bicycle and pedestrian infrastructure, a summary of community feedback and analysis of the transportation and street network and preliminary design solutions included in the Plan Alternatives Report for repurposing Downtown's generous street space to prioritize pedestrians, bicyclists and transit.

### **Assessment of Existing Transportation Infrastructure Downtown**

Access to Downtown Oakland is available by either transit (via three BART stations and extensive AC Transit coverage); by vehicle along highways I-880 and I-980; along a network of surface roads; and from surrounding neighborhoods by walking and biking. Although the interstates do provide vehicular access, they also serve as barriers to pedestrians and cyclists due to infrequent undercrossings, which are poor quality. The rail line in the Jack London neighborhood (and noise associated with it) also creates separation between Downtown and the waterfront. The free Broadway Shuttle operates day and evening service, six days per week, along Broadway between 27<sup>th</sup> Street and the Jack London District with extended hours on the weekends.

Downtown is comprised of a series of walkable “pedestrian sheds” (defined as the area within a circle of a quarter-mile). Bikeways are key connectors within Downtown and to surrounding neighborhoods; many have existing “sharrows,” which indicate shared lanes. Recent street improvements have included “road diets” which reallocate some street area to pedestrian and cyclist facilities, increasing safety for these modes.

The existing system of one-way streets disrupts wayfinding, increases vehicular speeds, and is not conducive to a multimodal, walkable Downtown. Prioritizing opportunities for safe access to all travel modes (walking, biking, driving, and taking transit) within and between Downtown neighborhoods would improve the character of the streets while offering the community more travel choices.



## **Summary of Community Feedback and Analysis of the Transportation and Street Network**

The major issues that the community has communicated and that have emerged from analysis of the transportation and street network include the following:

- The one-way streets Downtown are unnecessarily wide, and cars move too fast for pedestrian and bicyclist comfort and safety.
- Many streets have buildings with long blank walls or gaps in the street wall, which are unpleasant and discourage people from walking or riding a bicycle between destinations.
- Bicycle and pedestrian infrastructure on Downtown Oakland streets is inadequate. Although the City is increasing the number of bike lanes, there are currently no protected cycle tracks; pedestrian crossings are long; there are few street trees, benches, bicycle racks, and other amenities; and cars dominate the public realm.
- More pervious surfaces along Downtown streets would allow rainwater runoff to be treated before flowing into Lake Merritt and the estuary.
- The City of Oakland has a long-term interest in improving downtown Oakland transit circulation, particularly along its central downtown “main street”, Broadway, in order to create a welcoming, recognizable brand to better connect all of the neighborhoods, destinations and transit stations along Broadway.
- Streets are the civic realm or collective “front porch” of the city, and yet in Downtown they often function more like fast-moving on-ramps for the adjacent highways, rather than vibrant, safe places for people. This is particularly true along the streets that lead directly to an on-ramp to Interstate 880 or the Webster Tube, including but not limited to Broadway, Webster, Jackson, Madison, 5th and 7th Streets. Community members would prefer to see the character of Downtown streets changed so they feel more pleasant both to drive and walk along.
- Trains traveling along the Embarcadero are a barrier for safe and easy access to the waterfront. Also, the frequent train whistles are uncomfortably loud and disruptive.
- Youth-serving organizations report that students and their parents who live outside Downtown do not feel safe traveling to or on the streets of Downtown Oakland. Bus connections are not convenient from East Oakland. As a result, many families are not accessing valuable services.
- Interstate 980 cuts off West Oakland from Downtown and is inefficient because it is overbuilt for the amount of traffic it carries.
- The heart of Downtown needs to be better connected to the Jack London District and the waterfront; it is currently blocked by Interstate 880, which has underpasses that feel uninviting to pedestrians, and even to vehicles.
- Streets in Downtown are congested and the speed, reliability, ride quality, and street infrastructure of transit service Downtown needs to be improved to encourage more people to use transit instead of driving; a reliable and convenient streetcar should be implemented.

## **Preliminary Design Solutions for a Multi-Modal Street Network that Prioritizes Pedestrians and Bicyclists and Enhances the Streetscape in the Downtown**

The design options are varied, depending on the context; however, every Downtown street can be designed to be a complete street where all modes of traffic share the street space (such as bikes, pedestrians, transit users, cars and eventually self-driving-cars, etc.). In addition, all street designs should include adequate space for green infrastructure, such as bioswales and rain gardens. These options are described and illustrated on pages 4.15-4.19 of the Plan Alternatives Report.

The overall design intent will ensure that cars are welcome, but won't dominate. The proposed re-designs are safer, slower and prevent the downtown streets from being "on-ramps" for the surrounding highways. Instead they are designed to contribute to the place-making of a vibrant downtown. These streets are for people too, not just cars.

Nearly all of the streets downtown have very low traffic counts even at peak hour, and many lack bike infrastructure. Downtown streets require traffic calming techniques to become vibrant, walkable environments. . Therefore, the design solutions recommend a reduction in the number of car travel lanes in some cases and the addition of additional bicycle, pedestrian and transit infrastructure.

The first street type option described in the Alternatives Report is for roads that have a 25 Mile Per Hour (MPH) design speed (such as 14th Street, 20th Street, Grand Avenue and Jefferson Street). In these locations, streets could be narrowed to one car travel lane in each direction; separated bike lanes, vertical curbs, on-street parking and street trees could be added to create a sense of enclosure (another traffic calming technique); and sidewalks could be widened to a minimum of ten feet. The majority of these street types are primary corridors for all modes of traffic, connecting primary destinations.

The second street type option is designed to move cars more slowly (20 MPH), while also accommodating all types of transportation, and is appropriate for most side streets that are not primary traffic routes (such as 15<sup>th</sup> Street). These slower streets can greatly contribute to place-making. The streets could be curbsless, have more parking (parallel or back-in, which is safer than front-in angled parking) contributing to a sense of enclosure, and include street trees and shared space for pedestrians, cyclists, buses and cars. By design, shared space streets require vehicle operators to drive at slower speeds. Shared space streets are also often the most memorable places in a city, since they are plaza- like, and are typically a great location for daily, weekly or monthly activities and street festivals.

These street design recommendations are suggested to be implemented through a Capital Improvement Plan (CIP) that incorporates policy recommendations for creating complete streets in all of Downtown (the capital improvements can be recommended in the City's existing CIP), as well as grant funding.

Additional recommendations include:

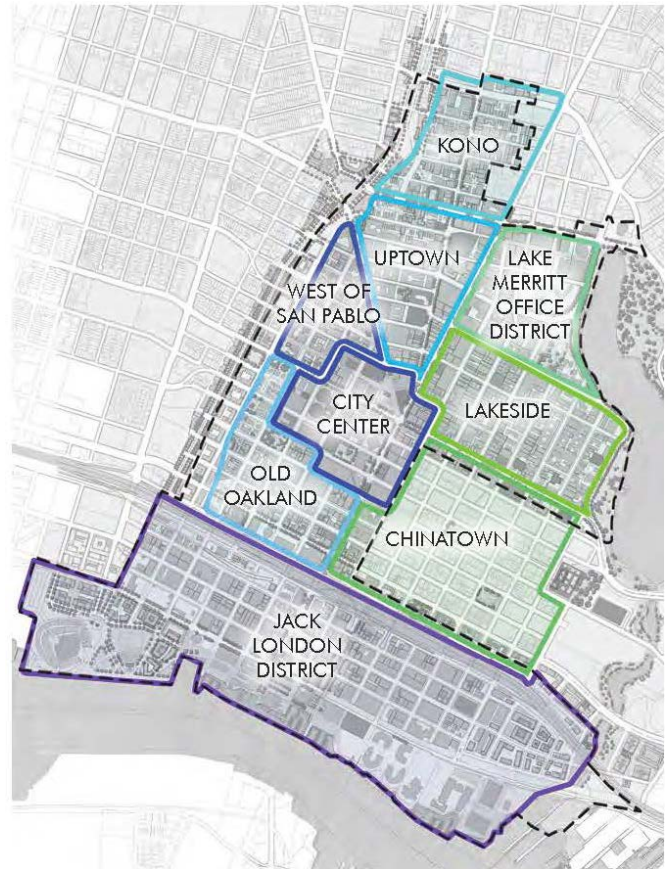
- Evaluate all freeway access points Downtown, and modify where necessary to ensure that pedestrians and cyclists feel safe and comfortable.
- Work with AC Transit to provide better ride quality and permanent infrastructure, such as transit shelters/platforms, dedicated transit lanes and signage, are all needed on primary and secondary streets.
- Study policy options that will result in a two-way restoration of as many downtown streets as is feasible; categorize and prioritize streets for a two-way conversion.
- Include a street atlas in the Specific Plan, with recommended design details and amenities for each street in Downtown.
- Develop a parking strategy that accommodates current and future demand, balances on-street and

off-street options, and provides for easy access and efficient use of space.

- Prioritize transit improvements, such as a streetcar line in Downtown.

## ADDITIONAL TOPICS DISCUSSED IN THE PLAN ALTERNATIVES REPORT

Based on community ideas and feedback to date, a series of draft alternative scenarios for the future of downtown's neighborhood districts have been created and analyzed. They are intended to illustrate ways to achieve the community's vision for an improved public realm that serves residents better while accommodating both growth and preservation. Basic circulation improvements are assumed to apply regardless of the specific alternatives chosen that prioritize pedestrians, bicycles, and transit including: all streets are re-designed to be "complete streets" and traffic calming techniques will be applied where appropriate; working with AC Transit, transit infrastructure is enhanced such as transit shelters/platforms and dedicated transit lanes and signage; policy options that result in two-way restoration of as many downtown streets as is feasible; a strategy to green the streets with bioswales, trees and other natural elements; in partnership with the Downtown Parking Supply Study, a parking strategy will be developed that accommodates current and future demand and balances on-street and off-street options. Additionally, in partnership with the Freeway Access Project, all freeway access points will be evaluated and modified where necessary to ensure that pedestrians and cyclists feel comfortable and safe.



Downtown Neighborhoods

This section summarizes the draft ideas and vision statements related to each Downtown neighborhood, with considerations demonstrating how the envisioned concepts could be achieved. For a complete description and analysis of the draft alternatives, see Sections 5 (Illustrating the Downtown Neighborhoods) and 6 (Evaluating Alternatives) on pages 5.2 to 6.17 of the Plan Alternatives Report. The neighborhoods identified below are identified on a map on page 5.2 of the Plan Alternatives Report.

### **Koreatown Northgate (KONO)**

#### *Urban Design Vision*

New development in Downtown's KONO neighborhood should focus on vacant, surface parking lots and underutilized lots. Preserving the smaller, early 20<sup>th</sup> century production buildings will help maintain the industrial character of the neighborhood by introducing minimal changes to these buildings: such as openings, awnings, signage and building lighting. Large- to medium-scale building types are envisioned on transit-rich Telegraph Avenue and 27<sup>th</sup> Street. A network of open spaces such as a mid-block pedestrian paseo connecting the blocks along 24<sup>th</sup>, 25<sup>th</sup>, and 26<sup>th</sup> Streets could be linked by tree-lined streets

and rain gardens that filter stormwater. Streets would share the use of curbs for passenger loading zones and mobility hubs that accommodate bike share, on-street car share and ride share. Implementation of the Telegraph Avenue Complete Streets Plan, including a separate cycle track, will provide a comfortable path for cyclists of all experience levels.

*Development Potential*

The development potential for the two alternatives is summarized below:

	Alternative 1*	Alternative 2
Total new residential units	1,368 units	1,721 units
Total new commercial space	187,653 square feet	196,465 square feet
Total office space	-- square feet	261,896 square feet
Total new parking area	96,750 square feet	111,150 square feet

\*Alternative one would prohibit residential near the core of 25<sup>th</sup> Street.

*Getting There: Plan Considerations*

An Industrial/Maker designation (that permits work-live spaces while also encouraging or providing incentives for preserving industrial buildings) could be implemented to help preserve existing artist and production spaces, and introduce new artist and maker spaces within the Garage District between Telegraph Ave. and Broadway. Standards and regulations for historic designations may need to be examined and revised to preserve the artists and maker building fabric, as well as potentially identifying any additional buildings to add to the historic building survey. Historic designation can be a tool, by providing eligibility for incentives (Mills Act, historic code, tax credits) that could help make preserving the existing building fabric economically attractive. A Transfer of Development Rights (TDR) program could occur with this area and other properties in Downtown. This would enable needed housing to increase in another neighborhood, while maintaining the historic buildings and uses in KONO and providing incentive for KONO landlords to maintain their properties and provide community benefits. Affordable work/live units could be achieved by implementing a workforce housing policy that incentivizes units that house residents who meet specific income or occupational requirements (such as artists and makers). Alternatively, affordability could also be achieved “by design” with creative housing models. For example, small yet high- quality work-live units could be designed above a shared commercial space at the ground level enabling small businesses to share operational costs.

**Uptown**

*Urban Design Vision*

The Plan Alternative’s vision for Uptown includes an improved public realm, strategic infill and the re-purposing of underutilized and historic buildings to meet current needs —such as incubator space for small businesses. There are a variety of building types in Uptown, from office towers to Victorian homes, including several parking garages. One idea for the future involves retrofitting parking garages at the ground level into commercial spaces the depth of an individual parking bay. This would add commercial space in Uptown, repair damaged street frontages, and re-purpose underutilized portions of parking structures. Along 20th and 21st Streets, a pedestrian connection is envisioned along this very long city block. A “road diet” (road narrowing) is already being implemented for Telegraph Avenue; the new street design includes separated bike lanes in each direction, narrowed travel lanes, the addition of drought tolerant street trees, and a central street space that accommodates cars and buses which collectively make the center of Uptown more walkable and bikeable to reduce traffic congestion, support business and create a more livable public realm. A redesign of the Uptown section of Broadway could better prioritize pedestrians, cyclists and transit users, and provide better connections to City Center to the south.

### *Development Potential*

The development potential for Uptown is summarized below:

	Alternative 1
Total new residential units	1,228 units
Total new commercial space	38,076 square feet
Total office space	19,302 square feet
Total new parking area	39,404 square feet

### *Getting There: Plan Considerations*

New design guidelines can be implemented to ensure that storefronts are inviting to the pedestrian. For example, minimum transparency on the first floor, signage that is visible to the pedestrian, and the presence of awnings, can result in a more comfortable and inviting experience. Additionally, programs can be implemented that encourage existing blank walls to be transformed by local artists into murals or art installations. This will help to establish continuity between active storefronts. Programs can also be created to encourage incubator spaces and pop-up retail, like shipping containers or food trucks, on underutilized sites. These temporary solutions can catalyze permanent change within a neighborhood.

Height allowances within the Uptown neighborhood already permit tall buildings; buildings in this Plan alternative are at least 7 stories tall, and as tall as 12 to 15 stories along Broadway and Telegraph. This would accommodate at least 689 new housing units, as well as additional retail and office space at the heart of the city. Several options could be pursued to target more affordable housing in this scenario, including the City allocating an impact fee for subsidy and allowing more creative housing models such as “Micro Living Quarters” (very small units which are more affordable by design).

## **City Center**

### *Urban Design Vision*

Broadway, the “main street” of downtown Oakland, travels through the core of City Center. Improvements suggested for this historic street in the Plan Alternative Report include the addition of transit-only lanes, bike infrastructure, and street trees to help to connect the Civic Center to Uptown and facilitate successful ground-floor commercial businesses. A distinctive characteristic of Broadway is its many small, well-loved, and unique retail businesses. Improving the sidewalk and street space will encourage pedestrian traffic to support them while making public spaces more comfortable and secure. The restoration of a streetcar system could also energize Broadway by adding another mode of transit to this busy corridor. The return of the streetcar to Oakland would complement other improvements, such as extended bus service along the corridor, the implementation of dedicated bike lanes, and generous sidewalks. These improvements would not preclude car traffic, but would add more and different modes of transportation to Oakland’s iconic “main street.” The City Center could be infilled with mid-sized buildings with retail on the ground floor and residences above to create more activity beyond weekday office hours, boosting safety and the local economy. To improve walkability along streets with exposed parking garages, small retail units could be introduced on the ground floors of parking garages, providing usable space along the street. These “liner” units would face the street, providing activity and security.

*Development Potential*

The development potential for the City Center is summarized below:

	Alternative 1
Total new residential units	240 units
Total new commercial space	10,071 square feet
Total office space	12,000 square feet
Total new parking area	19,250 square feet

*Getting There: Plan Considerations*

One of the key concepts for implementing this new vision for City Center is a redesign of Broadway as it travels through the core of Downtown. The envisioned street retrofit includes a transit priority lane to accommodate the forthcoming Bus Rapid Transit route that will pass through Broadway. The proposed street design could include car travel lanes in each direction, dedicated and separated bike lanes, and large sidewalks adjacent to retail storefronts. On street parking could be removed in some areas, and while not recommended for every street, given the importance of this segment of Broadway as a multi-modal center of the City, the benefit of increased bike and transit facilities could outweigh the impact from the lost parking. A program could be implemented that encourages local artists to partner with property owners to add murals to existing large blank walls at the ground level. Adding temporary mural art or other art installations on blank or covered frontages along Broadway will help to establish continuity from Uptown to the City Center and from the City Center to the Jack London neighborhood.

**Lake Merritt Office District**

*Urban Design Vision*

New high-rise towers on vacant, surface parking and underutilized lots are envisioned to join those already located in the Lake Merritt Office District. New high-rises would be encouraged to have “tower” forms, which are more slender and have less impact on views and light. Regularly spaced street trees, rooftop gardens and green roofs would create an urban canopy. Pocket parks, plazas and courtyards would add to the quality of life for new and existing residents. Improvements to the street frontages of existing buildings are also proposed, allowing local businesses to expand and reinvest in the area to provide goods and services to new and current residents and workers, while streets provide pedestrian-oriented places throughout the day and into the night. Connections to Lake Merritt and other downtown districts would be improved as pedestrian and bicycle routes are enhanced and more people commute to work by transit or bicycle. Key connections in this neighborhood include 20th Street and Grand Avenue. 22nd Street could be re-made with decorative paving and special lighting (such as a “necklace of lights”) between Telegraph Avenue and the Kaiser/Cathedral plaza to create an intimate, plaza-like street corridor through Downtown to Lake Merritt. The former section of Valdez Street between 22nd Street and Grand Avenue is also envisioned to re-open to auto traffic to better connect the Lake Merritt Office District to the future retail corridor along Valdez Street north of Grand Avenue.

*Development Potential*

The development potential for the Lake Merritt Office District is summarized below:

	Alternative 1	Alternative 2
Total new residential units	598 units	1,288 units
Total new commercial space	74,512 square feet	104,512 square feet
Total office space	1,395,586 square feet	1,565,600 square feet
Total new parking area	143,617 square feet	188,617 square feet

*Getting There: Plan Considerations*

New development should provide a variety of housing types, including one-, two-, and three-bedroom units. Coupled with an adjusted zoning ordinance that incentivizes a variety of unit types, the Lake Merritt District can offer opportunities for much needed housing supply and affordability. Additionally, policies to incentivize shared office and commercial spaces so that small businesses can share the costs of office and commercial spaces at the ground floor should be included to implement the vision for this district. In both alternatives evaluated, the overall vision is met; however, the second alternative includes no additional parking for the added development. A lower parking requirement in this transit-rich neighborhood would give developers more options to achieve more units with a variety of development types in the same footprint.

**Lakeside**

*Urban Design Vision*

The Plan Alternative’s vision for the Lakeside neighborhood would preserve existing high-quality buildings and cultural centers, including the Malonga Casquelourd Cent for the Arts, while integrating new infill development and civic spaces that support and enhance local cultural institutions. Infill development would focus on vacant, surface parking and underutilized lots to accommodate additional residential development, as well as supporting arts, office, entertainment, and retail uses. The planned intensity would allow large-scale buildings between Broadway and Harrison, as well as fronting 14<sup>th</sup> Street, Lake Merritt and 19<sup>th</sup> Street, to encourage an increase in the supply of housing. Contextually sensitive small-, medium- and large-scale buildings could fill in the residential portion of the Lakeside District. The Black Arts Movement and Business District designation along 14th Street would be celebrated with improved streetscapes, distinct signage, and other visual and architectural cues that reinforce the character and significance of this area to Oakland’s culture and history. A network of great public spaces, including a shared street right-of-way space (plaza-like streets with a priority on the pedestrian, designed to eliminate the separation between pedestrians and car traffic) along 15th Street, pocket plazas, and greens, could be linked by shaded, tree-lined streets to pedestrian paths along Lake Merritt and Snow Park. Both 14th and 17th Streets are key links between neighborhoods as is Lakeside Drive as it meanders around Lake Merritt. The unifying elements of these corridors will include generous sidewalks and transparent shopfronts along the street edge, street trees, dedicated bike and transit infrastructure, and memorable architecture.

*Development Potential*

The development potential for the Lakeside neighborhood is summarized below:

	Alternative 1
Total new residential units	2,147 units
Total new commercial space	236,163 square feet
Total office space	588,000 square feet
Total new parking area	165,062 square feet

*Getting There: Plan Considerations*

As in other Downtown neighborhoods, workforce housing is a priority; several policies could be considered to achieve plan goals including incentives with new development, or design approaches that incorporate a diverse range of housing types, including smaller affordable-by-design units or cooperative housing. Infill will be encouraged to occur at the scale of the building and lot, and not by entire city blocks. This will help retain the existing neighborhood character and scale. The proposed vision for improvements to public spaces in the Lakeside District should be created and implemented in partnership with the community to ensure improved streets, plazas and shared spaces meet community needs for celebration of arts and cultural heritage. Establishing institutional leadership, such as an arts commission, or partnering with existing community groups, to work in conjunction with the City in establishing priorities, defining specific projects, and detailing designs could be a first step.

**West of San Pablo**

*Urban Design Vision*

Street-oriented infill will help to better define both 17th Street and 20th Street, which are gateways to Downtown. Streetscape improvements and traffic calming along these streets could also make them more welcoming gateways. Replacing the I-980 Freeway with an at-grade boulevard would help to re-connect West Oakland to Downtown and this neighborhood (see further description on the I-980 proposal on page 15 of this report). Historic buildings – commercial on San Pablo, houses throughout the district – are maintained and appropriately used. Innovative small businesses and venues continue to thrive. Improvements to 17<sup>th</sup> Street (including narrowing the street, adding a planted buffer between the new protected bike lane and auto travel lanes) could catalyze private investment in the area (as the public realm improves) and would improve the gateway appearance of this importance entrance to Downtown. Shared street features (such as decorative paving allowing for easy conversion to festivals and street fairs, etc.) on San Pablo at 17<sup>th</sup> Street and 15<sup>th</sup> Street could provide additional plaza amenities.

*Development Potential*

The development potential for the West of San Pablo is summarized below:

	Alternative 1
Total new residential units	537 units
Total new commercial space	86,559 square feet
Total office space	77,849 square feet
Total new parking area	47,798 square feet

*Getting There: Plan Considerations*

The West of San Pablo neighborhood is uniquely situated adjacent to Interstate 980, the City Center, and parts of Old Oakland. It is somewhat cut off from the north edge of the Old Oakland-Preservation Park neighborhood by 14th and 17th Streets but it is historically continuous with that neighborhood and shares its physical character. Many of the existing lots are small and have intact



19<sup>th</sup> century housing that is similar to the housing in West Oakland. Local incentives to preserve and re-use historic structures, such as a transfer of development rights (TDR) program or code provisions to facilitate continued use of older housing stock, could be used to help maintain the buildings. Public and private partnerships between the City and civic organizations are another option. Changes to I-980 could have transformative impacts on the neighborhood, and the high associated costs could be offset by the potential for new public land and improved connections to West Oakland and Old Oakland.

## Old Oakland

### *Urban Design Vision*

Vacant or underutilized lots could be built out with small, context-sensitive buildings that contribute to the public realm. Underutilized parking garages could be adapted and reused as micro-housing units or incubator retail space. Ninth Street can be transformed from one-way into two-way, as well as reconfigured with head-in diagonal parking converted to back-in diagonal parking. The addition of textured paving would help to increase safety for bicyclists because it signals to motorists to drive slower and more cautiously. New street trees could be added to fill in the tree canopy, making the street more comfortable and inviting for pedestrians. Respecting the existing and historic buildings, new development can complement the character of Old Oakland. At the west edge, the transformation of I-980 into a surface boulevard enhances the neighborhood by creating a better experience on Castro Street.

### *Development Potential*

The development potential for Old Oakland is summarized below:

	Alternative 1	Alternative 2
Total new residential units	467 units	1,107 units
Total new commercial space	33,323 square feet	157,823 square feet
Total office space	64,052 square feet	291,552 square feet
Total new parking area	--	--

### *Getting There: Plan Considerations*

A TDR (Transfer of Development Rights) program to assist preservation efforts Downtown can be studied and implemented. Rehabilitated buildings in Old Oakland should be protected by carefully crafted and enforced historic design guidelines. Additional historic designations should encourage Local Register or National Register, etc. to provide additional protections and incentives

## Jack London District

### *Urban Design Vision*

Maintaining the existing character of the Jack London District by preserving historic warehouse structures is a community priority; these can be repurposed for work/live uses that increase the vibrancy and mix of uses in the district. There are opportunities for infill on underutilized lots, appropriately-scaled to fit with the surrounding context. These new buildings can repair gaps in the pedestrian network by introducing continuous, interesting building facades that line and activate sidewalks, creating a memorable and comfortable experience. New streets and development could be extended into the "Victory Court" area between Oak Street and the Lake Merritt channel.

The historic produce market in the Jack London District provides a useful hub for commerce, but there may be an opportunity to develop a better equipped facility for the produce market in a more appropriate location, while taking advantage of the current market's historic buildings for adaptive reuse. Oakland's produce market buildings could then be revitalized to become a unique destination

similar to the French Quarter in New Orleans (with the appropriate relocation of the existing produce businesses to a suitable location).

The Webster Green is an envisioned a new linear greenway that could be constructed over the alignment of the Webster Tube, and connect to additional open spaces in Chinatown and near the estuary waterfront. The waterfront would be improved with better lighting, pedestrian and bicycle paths, and open space amenities. Connections between the Jack London District and the rest of Downtown would also be improved by enhancing the I-880 freeway under-crossings with new lighting, wider sidewalks, and public art. In the near-term, the impact of the rail lines on the Embarcadero could be significantly reduced through implementation of a “quiet zone”. To implement a quiet zone, intersection and other safety improvements must be installed to allow trains to travel across streets without having to blow their horn. The plan also considers developing a new transit hub near Howard Terminal that could serve Jack London, West Oakland and Downtown.

Howard Terminal is no longer utilized as a container shipping terminal by the Port of Oakland; however, the land continues to support Port operations through accessory activities such as truck parking and cargo and container storage. A visionary long-term plan for Howard Terminal that lays out a phased transition to other uses could bring new energy to the Jack London District and Downtown. Numerous jurisdictions have regulations applicable to the property. Despite the complicated system of approvals, there is still optimism over the range of future development possibilities. The Plan Alternatives Report contains three scenarios for the reuse of the site: stadium scenario, transit oriented development scenario and combined scenario. The development potential of each scenario is presented below.

*Development Potential*

The development potential for the Jack London District is summarized below:

		<b>Total new units</b>	<b>Total new commercial space (square feet)</b>	<b>Total new office space (square feet)</b>	<b>Total new parking area (square feet)</b>
<b>Alternative 1</b>	Jack London	1,219	320,524	68,000	61,575
	Howard Terminal	--	509,884	571,129	49,465
<b>Alternative 2</b>	Jack London*	1,219	320,524	68,000	61,575
	Howard Terminal	578	228,329	582,679	49,465
<b>Alternative 3</b>	Jack London*	2,347	610,049	1,075,800	186,900
	Howard Terminal	895	347,749	900,995	42,099

\*This alternative explores options for infill and revitalized sites that surround the I-880 Freeway and the BART line.

*Getting There: Plan Considerations*

The Jack London neighborhood includes a variety of historic warehouse and industrial buildings, which should be preserved and re-used. East of Broadway the area has already

been extensively redeveloped with live/work conversions of existing buildings and new construction at a much larger scale. West of Broadway and in the Produce Market much more original building stock remains. A Transfer of Development Rights system would support preservation. Redevelopment of the Howard terminal site, either as a stadium or transit oriented development, would dramatically change Oakland's waterfront, yet is a costly investment. However, the Howard Terminal site is large enough to accommodate a mix of uses, such as a potential new stadium, a waterfront park, and other new development. Together, the mix of uses on the site may help to offset a portion of the infrastructure costs. If I-980 is removed in the future, the new housing and commercial opportunities that could be created in its place would further strengthen connections to the Howard Terminal site.

## **Interstate 980**

### *Urban Design Vision*

Approximately 15 blocks long and cutting through several neighborhoods, the I-980 is an existing barrier between West Oakland and Downtown and only carries a fraction of the traffic it was originally designed for. A "big idea" in the Plan Alternatives Report is to eventually replace the swath of land that is currently I-980 with an attractive, walkable and bikeable surface boulevard that accommodates the former I-980 traffic, but takes up a fraction of the land. The remainder of the land could be used to reconnect the downtown street grid to West Oakland, and thereby create a new set of blocks for both public spaces and appropriately scaled development with a mix of market and affordable housing.

### *Development Potential*

The development potential for the I-980 is summarized below:

	<b>Alternative 1</b>	<b>Alternative 2</b>
Total new residential units	1,010 units	1,150 units
Total new commercial space	379,900 square feet	337,700 square feet
Total office space	242,200 square feet	988,050 square feet
Total new parking area	29,715 square feet	29,715 square feet

### *Getting There: Plan Considerations*

The potential is great for new development around the envisioned multi-way boulevard replacement for I-980; however, attention will need to be given to the details, such as specifying the urban form (defining areas of intensity, as well as areas where buildings should step down to meet the scale of surrounding neighborhoods) and including provisions for affordability, mix of housing types, and variety of uses.

## **NEXT STEPS**

City staff is currently soliciting feedback from a number of bodies including:

- Landmarks Preservation Advisory Board (LPAB)
- Parks and Recreation Advisory Commission (PRAC)
- Bicycle and Pedestrian Advisory Commission (BPAC)
- Public Art Advisory Committee
- Planning Commission

Based on input from these advisory bodies and Planning Commission, the Preferred Plan will be prepared and publicly vetted at a community workshop and meeting of the Community and Economic Development Committee of the City Council. The draft Specific Plan will then be prepared, including proposed design standards and guidelines and supportive policies reflective of community and City priorities. Once the draft Specific Plan is prepared, it will be presented to the advisory bodies and Planning Commission for comment (anticipated in winter 2016).

The next public workshop will be held in the summer of 2016, when key elements of the Preferred Plan will be presented for public input. The public review draft Specific Plan is anticipated to be circulated in fall/winter 2016 and will be presented to the LPAB and other City advisory bodies, Planning Commission and City Council for review and comment. Development of an Environmental Impact Report (EIR) will begin after the preferred alternative is selected. Once the Specific Plan and EIR are complete, adoption hearings will be held (anticipated for late 2017).

**RECOMMENDATIONS:**

Receive comments from interested citizens; and provide comments on the Bicycle and Pedestrian discussion and specific plan mechanisms contained in the Plan Alternatives Report for consideration by the Oakland Planning Commission.

**ATTACHMENTS:**

Plan Alternatives Report available online at [www.oaklandnet.com/plandowntownoakland](http://www.oaklandnet.com/plandowntownoakland).

# DOWNTOWN OAKLAND PARKING PLAN - DRAFT

## EXECUTIVE SUMMARY

The Downtown Oakland Parking Study set out to understand existing parking conditions in downtown, in order to recommend parking management and technology strategies. This report, the *Parking Management Plan*, is the fourth and final deliverable of the study. It builds upon the research and analysis conducted in previous phases, and presents a cohesive slate of recommendations for managing parking in ways that achieve the City of Oakland's overarching goals for economic growth, environmental sustainability and social equity.

**These recommendations are designed to implement, throughout the Downtown study area, the *Parking Principles for Commercial Districts* which were unanimously adopted by the Oakland City Council on October 15, 2013.<sup>1</sup>** In addition, the recommendations in this plan (e.g., the recommended methodology for adjusting parking meter rates) are designed to be easily extended citywide, so that Oakland's adopted *Parking Principles* can be fully implemented. Those principles are set forth in the section below.

### **Oakland's Parking Principles for Commercial Districts**

"RESOLVED, that the city shall adopt the following Parking Principles as official policy to guide actions dealing with parking in commercial districts citywide:

#### **Parking is part of a multimodal approach to developing neighborhood transportation infrastructure.**

- Users of commercial districts (shoppers, employees, visitors) have varied needs for access, via private auto, transit, bicycle and foot.
- Curbside parking must be balanced with multiple complementary and competing needs, including but not limited to delivery vehicles, taxis, car share vehicles, bus stops, bicycle parking and sidewalk widening.

#### **Parking should be actively managed to maximize efficient use of a public resource.**

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<sup>1</sup> Brooke A. Levin, Interim Director, PWA. *Agenda Report re: Ordinance Supporting a Flexible Parking District Program*, August 23, 2013. <https://oakland.legistar.com/View.ashx?M=F&ID=2638143&GUID=B82816CE-EF18-4D2D-87D4-6017CA050209>.

- Parking should be treated as an asset that helps bolster the economic vitality of neighborhood commercial areas.
- Parking should be managed to achieve an approximate 85% maximum occupancy per block so that there will always be some parking available to shoppers and visitors.
- Parking should be priced to achieve usage goals ("market rate pricing"); market prices may vary by area; by time of day and may be adjusted occasionally to reflect current use.
- Pricing and policies should encourage use of off-street parking lots where they are available.

**Parking should be easy for customers.**

- Costs, rules and penalties should be easily comprehensible.
- Fees should be payable by a variety of fare media (prepaid cards, credit cards, cash and cell phones).
- If possible, and where appropriate, time limits should be avoided in favor of market pricing.
- The role of tickets should be minimized in generating parking revenue; it should be easier to pay parking fees, which may lower the incidence of tickets.

**Parking policy and regulations should help the City meet other transportation, land use and environmental goals.**

- Pricing policies should encourage a "park once" approach, to minimize driving from store-to-store within a commercial district and adding to congestion and air pollution.
- Whenever possible, a portion of parking revenue should be reinvested directly back to neighborhood commercial district improvements, potentially through a mechanism such as a parking benefit district.”

**Progress on Implementing Oakland’s Parking Principles**

The City has been moving steadily forward on implementing these principles. On July 31, 2014, the City completed the \$5.8 million Smart Parking Meter Upgrade Conversion Project.<sup>2</sup> The project replaced all 3,800 remaining single-space, coin-only parking meters in commercial districts across Oakland with new “Smart Parking Meters”. The new meters are solar-powered and wirelessly networked, have backlit displays to communicate parking prices and rules, and accept payment by credit cards, debit cards, coins and pay-by-phone. By providing better information and multiple payment options (including the option of extending time remotely by phone), the new meters have made it easier for customers to pay, and easier to avoid citations.

The new meters also set the stage for implementing performance-based parking pricing (i.e., varying parking prices to achieve an occupancy goal for each block) throughout the City. The meters wirelessly communicate, in real time, information about which meters been paid, providing most of the information needed to easily (a) estimate hour-by-hour occupancy on each block and (b) adjust parking prices by block, day of week, and time of day to meet occupancy goals. Each meter’s electronic display allows easy communication of the day’s parking prices and rules for that block.

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<sup>2</sup> <http://www2.oaklandnet.com/Parking/SmartMeters/index.htm>

On August 18, 2014, the City implemented the Montclair Village Flexible Parking Pricing Pilot Project. The project varies parking prices on each block to achieve the City's goal of an approximate 85% maximum occupancy on each block. The project created the city's first parking benefit district: 50% of any net increase in parking revenues resulting from the flexible parking pricing will be reinvested into improving public infrastructure within the district. Overall, the project has been well-received, and the Montclair Village Association has expressed its support for the City's continuing efforts to implement "smart" parking and related strategies that build on the Montclair flexible parking pricing pilot program.

### **Peer Review, Existing Conditions Review & Public Outreach**

The recommendations in this plan also draw upon lessons learned from the many cities – including San Francisco, Berkeley, Glendale, Los Angeles, Redwood City, Seattle and Ventura – which have successfully implemented performance-based parking pricing. These cities found that adopting performance-based pricing improved parking availability; reduced unnecessary vehicle miles traveled and pollution due to vehicles circling in search of underpriced curb parking; and (particularly in those cities which returned a portion of meter revenue to the neighborhoods where the revenue was collected) has maintained majority support from local merchants and residents. This study's *Technical Memorandum #1 – Context Analysis* summarizes results achieved and lessons learned from several of these cities.

In addition to the principles listed above, the recommendations in this plan are also based on a major data collection and public outreach effort. These efforts included a comprehensive parking inventory, occupancy counts of on-street and City-owned off-street parking, a survey of Disabled Person Parking Placard use at on-street meters, stakeholder focus group meetings, and merchant and shopper surveys. The results of that work are described in *Technical Memorandum #2 – Existing Conditions* and *Technical Memorandum #3 – Public Outreach Summary*.

These efforts uncovered numerous important findings. Respondents to the merchant and shopper surveys said that:

- Shoppers use a variety of modes to visit downtown Oakland.
- Merchants acknowledge the multimodal nature of how customers and employees arrive to their place of business.
- Merchants are dissatisfied with parking, perceiving high prices, inconsistent enforcement, and overly restrictive time limits.

Nelson\Nygaard's mapping and analysis of the parking inventory and occupancy data yielded several key findings. These include:

- **In total, more than 20,000 parking spaces exist in the study area.** This includes 6,330 on-street spaces, 4,036 City-owned off-street spaces, 446 off-street spaces owned by other public agencies, and more than 9,656 privately-owned off-street spaces.
- **When the City-owned downtown parking spaces are considered as a whole, a parking surplus exists.** Overall parking occupancy for both on- and off-street City-owned spaces reached 79% at the peak hour of demand during the parking survey (Thursday, 12 p.m.

to 1 p.m.). At this hour, more than 2,000 parking spaces remained vacant in the City-owned supply.<sup>3</sup>

- **Hot spots of high parking demand and localized parking shortages exist, while other lots and garages simultaneously remain underutilized.** In core business areas such as Chinatown and City Center, finding available curbside parking spots can be difficult during much of the day, both on weekdays and Saturdays. The occupancy survey results appear to confirm the findings of previous studies such as the 2014 Lake Merritt Station Area Plan, which noted frequent curbside parking problems in the core of Chinatown, including merchants using curbside parking spaces for storage throughout the day; illegal parking in loading zones and no parking zones; and double parking and street loading.
- **At peak hour on Thursday, three City lots and garages (Telegraph Plaza, the 18th Street Uptown Lot, and the Franklin Plaza Garage) are either nearly or entirely full.** In two other City facilities (the Dalziel Garage and the Clay Street Garage), while the “reserved” parking spaces may remain mostly vacant, “regular” parking spaces are full at the peak hour, making these facilities effectively full for the average member of the public.
- **Parking occupancy on Saturday is far lower, with overall parking occupancy reaching just 49% at the busiest hour (12 p.m. to 1 p.m.).** At this time, more than 5,000 parking spaces remain vacant in the City-owned downtown parking supply, and all of the City’s off-street lots and garages have substantial excess capacity.
- **Prices for City-owned parking spaces, both on-street and off-street, are significantly below market rate.** Hourly parking rates for City-owned spaces range from \$0 to \$4, while rates for nearby private garages generally range from \$4 to \$8 per hour. Monthly permit rates for City-owned garages are also significantly below market rate. These prices make City-owned spaces the “best deal in town” and result in overcrowding of the most popular City-owned lots, garages, and on-street spaces.
- **Disabled parking placard use at metered curbside spaces is a significant issue.** Surveys of disabled placard use found that on numerous blocks in downtown Oakland, motorists using disabled placards to park for free occupy most of the metered curbside parking spaces most of the time. On some blocks, vehicles with disabled placards occupy more than 80% of metered curbside parking spaces at the peak hours of the day. Approximately 23% of disabled placard vehicles remained parked at a meter for seven or more hours.

The findings from the existing conditions step of this study process support many of the observations about parking policy delineated in the Metropolitan Transportation Commission’s (MTC) recent Value Pricing Pilot Parking Regional Analysis. Many of the key findings of the MTC report are ones that this Plan intends to address, such as the following:

- There are localized shortages and nearby surpluses of parking, contributing to a growing perception of an inadequate parking supply.
- There is a lack of coordination of prices between on-street and off-street parking, resulting on drivers circling for cheaper on-street parking and adding to congestion and greenhouse gas emissions.

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<sup>3</sup> Parking occupancy data for non-City owned parking lots and garages was not available from the owners of these facilities. Due to both budget limitations and the difficulty of obtaining permission to conduct occupancy counts in private facilities, non-City-owned facilities were not included in the occupancy surveys.



- Minimum parking requirements in the zoning code are not properly aligned with population demand or City goals. Minimum parking requirements make housing less affordable.

Based on this data analysis and in light of the \$1.3 million grant recently awarded to the City by the Metropolitan Transportation Commission to implement performance-based parking pricing and accompanying transportation demand management measures (TDM) in the downtown area, this plan focuses on specific approaches for implementing performance-based parking pricing, returning a portion of the revenue to the blocks where it was collected, reforming off-street parking requirements, and strategic management of parking demand.

Of course, parking prices are only one lever—albeit an important one—available to help the City achieve its policy goals. Many other techniques—reallocating types of parking spaces, removing time limits, improving enforcement, providing better wayfinding, and so on—can and should play strong supporting roles. These techniques have also been evaluated for their potential to (a) help alleviate localized parking shortages and make use of nearby surpluses, and (b) help Oakland achieve its broader economic, environmental, social equity, and quality of life goals.

### **Summary of Recommended Strategies**

This Plan recommends a holistic parking management strategy which integrates all aspects of parking: pricing, regulations, enforcement, and policy for both on-and off-street facilities. The Plan’s recommended strategies can be summarized as follows:

#### To improve management of on-street parking:

1. Adopt a clear hierarchy for the use of scarce curb space, prioritizing (in order from highest to lowest priority):
  - i. public safety measures, such as pedestrian safety measures and fire hydrant access;
  - ii. pedestrian movement;
  - iii. public transit;
  - iv. bicycle facilities;
  - v. active freight and passenger loading, including taxi stands;
  - vi. places to linger, such as parklets and sidewalk dining;
  - vii. short-term parking for people with disabilities;
  - viii. short-term parking for all others;
  - ix. long-term parking for shared vehicles, such as car share vehicles;
  - x. long-term parking for people with disabilities;
  - xi. long-term parking for existing residents;
  - xii. long-term parking for all others.
2. Implement performance-based parking pricing with rates that vary by time of day, day of week and by block.
3. On each block, charge for parking whenever necessary – including evenings and weekends, if needed – to achieve an approximately 85% maximum occupancy per block.
4. Use prices rather than time limits to achieve curb parking availability.

5. Use the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco's *SFpark* performance-based parking pricing to adjust meter rates, calibrating it for Oakland's commercial districts.
6. Establish one or more parking benefit districts for the commercial and residential areas of downtown, in order to provide an institutional structure for returning a portion of curb parking revenue to the blocks where it was collected to fund neighborhood improvements.
7. Return 50% of any net increase in curb parking revenues to the parking benefit district where the revenue is collected, to fund improved public infrastructure and services.
8. Give existing merchant and neighborhood organizations, such as Business Improvement Districts, a significant advisory role in deciding how to spend their local parking benefit district's revenues.
9. Establish a committee, with significant representation from people with disabilities, charged with proposing reforms to (a) improve curb parking availability for people with disabilities, and (b) reduce Disabled Placard fraud and abuse.
10. Improve parking monitoring and enforcement with integrated "smart" meters, off-street Parking Access and Revenue Control Systems, and license plate recognition (LPR) systems.
11. Evaluate emerging parking occupancy sensor technologies (in-ground and/or on-meter) and consider deploying them if and when current reliability, accuracy and cost problems are overcome.
12. Improve parking signage.

To improve management of City-owned off-street parking:

1. Refrain from subsidizing automobile storage and use: require that City-owned lots and garages in downtown be operated as an *enterprise operation*, which pays for itself through user fees.
2. Require that this Off-Street Parking Enterprise Operation support itself solely through lot and garage user fees, without additional support from other taxpayer dollars or curb parking revenues.
3. Plan and budget for the long-term financial sustainability of this Enterprise Operation, including setting parking rates which are sufficient to provide for long-term facility maintenance, renovation, reconstruction, staffing, and pension liabilities.
4. Implement performance-based parking pricing with rates that vary by time of day, and day of week.
5. Specifically, raise or lower both monthly and hourly rates at each lot and garage as necessary to (a) eliminate wait lists and "lot full" signs, and (b) raise all funds necessary to support the Off-Street Parking Enterprise Operation.
6. Extend or contract parking lot and garage hours of operation as necessary, with the goal of ensuring that public and/or private parking is readily available within a reasonable walk of all significant destinations.

7. Reassess the number and location of reserved off-street parking spaces to ensure they are well used.
8. Improve parking signage.
9. Develop a real-time parking wayfinding system.
10. Place a moratorium on construction of any City-owned new or replacement off-street parking, until the following have been completed: (a) the now-in-progress *Downtown Specific Plan*; (b) the establishment of maximum parking requirements; and (c) a “highest and best use” analysis of city-owned lots and garages.

*To manage future growth in ways that minimize traffic congestion and pollution, while improving economic vitality and social equity:*

1. Remove minimum parking requirements from the Zoning Code.
2. Establish maximum parking requirements in the Zoning Code.
3. Require new developments to: (a) unbundle the cost of parking from the cost of other goods and services; (b) offer carsharing agencies the right of first refusal for a limited number of parking spaces and require that those spaces be provided to the carsharing agencies free of charge; and (c) provide free transit passes to the project’s residents and/or employees.

*To improve transportation choices, while minimizing congestion and pollution:*

1. Assess the most cost-effective mix of investments in pedestrian, bicycle, transit, ridesharing and parking infrastructure and services for meeting Oakland’s economic, environmental and social equity goals.
2. Develop transportation demand management (TDM) programs with clear, quantifiable goals for reducing parking capital and operating costs, vehicle trips and pollution.
3. Plan, fund and staff TDM programs with the same clarity of purpose, level of expertise and seriousness normally accorded to a parking garage construction project.
4. Use a portion of parking revenues to fund TDM programs, focusing particularly on helping commuters leave their cars at home, in order to free up more space in City-owned garages for high-priority, high-revenue hourly customer parking.
5. Establish deep-discount group transit pass programs for both existing and future residents and employees.
6. Encourage and enforce compliance with California’s parking cash-out law.
7. Establish a Transportation Management Association for downtown Oakland, to improve traveler information about, marketing of, and employer participation in programs and services regarding walking, bicycling, ridesharing and transit.

Fully implementing Oakland’s Parking Principles, and making cost-effective investments in improving transportation choices, can help Oakland make real progress towards its economic, environmental, and social equity goals. Performance-based parking pricing has been shown to be one of the single most effective ways to improve parking availability for customers, reduce double parking and circling in search of underpriced curb parking, and to thereby reduce unnecessary frustration, vehicle miles traveled, wasted gasoline, and pollution. Better parking management – in particular, ending below-market rate parking pricing, and the judicious use of a portion of

parking revenues to fund better transportation choices – can also significantly increase walking, bicycling and transit trips, which translates directly to reductions in vehicle use and the improved vitality and livability of commercial districts and adjacent neighborhoods.

Managing parking with social equity goals in mind can also reduce inequality. On average, low-income families own fewer cars and drive less than the average family. They rely more heavily on walking, bicycling and transit. Wealthy families own more cars, drive more, and park more often. Parking management policies that remove public subsidies for automobile parking can therefore increase social equity. For example, removing minimum parking requirements increases housing affordability. Similarly, using a share of curb parking revenues to fund free transit passes can help low income families, who often cannot afford an automobile, meet their daily needs.

Finally, but not least, effective parking management make convenient parking readily available on every block, resulting in positive economic impacts for local businesses, as employees, residents, and visitors can all better utilize the parking supply to shop, dine, or recreate.

**March 17, 2016 BPAC meeting: Agenda three-month look-ahead**

**April**

- Public Ethics Commission

**May**

- Pedestrian Plan

**April, May, or June (or tentative)**

- Broadway bus stop relocation
- OBAG applications
- SB743 and approach to Downtown Plan CEQA
- Caltrans Guidance for Class IV
- Resurfacing update
- Transportation Prioritization Tool
- “Smart City” grant application

**BPAC Committees**

<b>Committees</b>	<b>Date convened</b>	<b>Status</b>	<b>Members</b>
review OMC bicyclist-related sections	1/21/2016		Wheeler (chair), Prinz, Tabata
decide how to respond to Open Forum public comments	1/21/2016	report back in March 2016	Kidd, Villalobos
develop a recommendation in support of Bike Share to be presented by a BPAC member at the Public Works Committee meeting on January 12	12/17/2015	work completed	Hwang, Villalobos, Prinz, McWilliams
review BPAC commissioner applications and bring recommendations to the BPAC in November	10/15/2015	work completed	Wheeler, Tabata, Chan
draft strategic plan	1/15/2015	document adopted at December 2015 meeting pending resolution of final concerns presented by commissioners and staff	Kidd, Sahar Shirazi, others

## Recommended Actions to Deal with Public Comments at BPAC Meetings

The committee of Chris Kidd, Midori Tabata, and Rosa Villalobos met and recommend the following:

1. State the commission duties, as established by the ordinance, on both the BPAC website (rather than just a link) and at the top of each monthly agenda. Duties should be posted at the top of the BPAC website, included in the first paragraph that discusses the commission. We recommend language along the lines of:

The stated duties of the BPAC according its establishing ordinance are:

- a. Review and advise on proposed projects for Transportation Development Act Article 3 funding;
  - b. Provide input to staff on the expenditure of Measure B Bicycle & Pedestrian Pass-through funds;
  - c. Provide input to staff in implementation of the Bicycle Master Plan, the Pedestrian Master Plan, and other related Plans;
  - d. Identify projects and plans that are pertinent to the Commission's purpose and prioritize those projects and plans for design review by the Commission.
2. Put into practice a tiered system of categorizing public requests received at BPAC meetings (see attached spreadsheet):
    - a. Tier 1. Those that can be handled in the moment at the meeting, like how to deal with glass on the street
    - b. Tier 2. Those that need further work or referral to another department or agency

We recommend a standing committee to take all Tier 3 items under advisement and discuss the appropriate resolution with staff. The committee should consist of 3 commissioners and 2 members of the public who wish to participate.

A tracking spreadsheet for all public comments at BPAC will be created, listing outcomes and whom it was referred to. This list will be available online and as part of the agenda package.

3. Inform and refer people to Oakland's Bicycle and Pedestrian Program website page and in particular the FAQs <http://www2.oaklandnet.com/Government/o/PWA/o/EC/s/BicycleandPedestrianProgram/OAK024652#answers> for information and reference. Put this on the first page of each agenda package.