

# CITY OF OAKLAND



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**Bicycle and Pedestrian Advisory Committee, Monthly Meeting**  
**Thursday, November 21, 2013; 5:30-7:30 pm**  
**Oakland City Hall, Sgt Daniel Sakai Hearing Room (aka Hearing Room 4), Second Floor**

**AGENDA**

Time	Item #	Topic	Topic Type
5:30	1	<b>Introductions, appointment of note taker</b> (5 minutes)	Ad
5:35	2	<b>Approval of meeting minutes</b> (5 minutes)—Seek motion to adopt the October meeting minutes.	A
5:40	3	<b>Lake Merritt BART Station Area Plan</b> (30 minutes)—Christina Ferracane of the Planning Division will present the <a href="#">Draft Lake Merritt Station Area Plan</a> (Draft Plan) and its associated <a href="#">Draft Environmental Impact Report</a> (DEIR). The DEIR analyzes potential environmental impacts, and suggest possible mitigation measures, related to implementation of Phase I transportation improvements identified in the Draft Plan, including bicycle lanes on portions of 8 <sup>th</sup> , 9 <sup>th</sup> , 10 <sup>th</sup> , Oak and Madison Streets, and streetscape improvements throughout the Plan Area.	A
6:10	4	<b>Broadway Valdez District Specific Plan Attachment</b> (45 minutes)—Ed Manasse of the Planning Division will present the Draft Broadway Valdez District Specific Plan, which is located between Grand Avenue and I-580 on either side of Broadway. The emphasis of this presentation will be on the Specific Plan circulation improvements (Chapter 6 of the Specific Plan) and to receive comments from the Committee and the public. Proposed circulation improvements include completing the bicycle network in the Plan Area that is envisioned in the City of Oakland's 2007 Bicycle Master Plan along with various pedestrian improvements including: sidewalk widening, limiting curb cuts, landscaping, lighting, creating bulb-outs and crosswalk markings at key pedestrian intersections, and access to transit.	A
6:55	5	<b>City Council Appointed BPAC Attachment</b> (25 minutes)—The Metropolitan Transportation Commission recently adopted a resolution requiring jurisdictions wishing to claim Transportation Development Act Article 3 bicycle/pedestrian funds to have projects first reviewed by a <b>City Council-appointed</b> Bicycle Advisory Committee. The Oakland Bicycle & Pedestrian Advisory Committee is not Council appointed (having an informal membership structure). To be eligible for \$300,000 in 2014 TDA funding the City must create a City Council-appointed body in time for BPAC review of projects in March 2014. Jason Patton will describe the proposed Ordinance that would create the Bicyclist and Pedestrian Advisory Commission, and take comments from the committee.	A
7:20	8	<b>Announcements, suggestions for next meeting topics</b> (10 minutes)	Ad

**\* Topic Types:**

I=informational; A=action item; Ad=administrative

**Agenda online at:** [www2.oaklandnet.com/n/OAK039266](http://www2.oaklandnet.com/n/OAK039266)

**CITY OF OAKLAND**  
Interoffice Memorandum



**Bicycle and Pedestrian Advisory Committee**

**TO:** City of Oakland Bicycle and Pedestrian Advisory Committee  
**FROM:** Laura Kaminski, Planner II, Strategic Planning, Planning and Building  
Department  
**DATE:** November 21, 2013  
**SUBJECT:** Broadway Valdez District Specific Plan

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**SUMMARY**

The City is preparing the Draft Broadway Valdez District Specific Plan which includes a Draft Environmental Impact Report (DEIR) and the associated General Plan and Planning Code amendments (text and map changes), and Design Guidelines to accompany and implement the concepts and policies contained in the Draft Specific Plan. These implementation documents will help establish the future character of the area by providing detailed guidance on land use activities and the design of buildings, streets, and public plazas.

The focus of this memorandum is on the bicycle and pedestrian aspects of the Draft Broadway Valdez District Specific Plan which are in **Chapter 6: Circulation** as well as **Appendix C: Design Guidelines**. The full draft zoning chapter and General Plan amendments will be presented at an upcoming Zoning Update Committee (ZUC) on December 11, 2013, as described in the Next Steps section of this report.

The Draft Specific Plan can be viewed online at: [www.oaklandnet.com/bvdsp](http://www.oaklandnet.com/bvdsp) (under the section called 'Reference Documents') and then click on *Chapter 6, Circulation*. The Specific Plan is also available for review at the Oakland Public Library, Social Science and Documents, 125 14th Street, Oakland CA 94612 and the City of Oakland Planning Department (250 Frank Ogawa Plaza, Suite 3315).

**PLAN AREA BOUNDARY**

The Broadway Valdez District Plan Area ("Plan Area") is located at the north edge of Oakland's Central Business District. The Plan Area, which includes land along both sides of Broadway, extends 0.8 miles from Grand Avenue to I-580. The Plan Area includes approximately 95.5 acres, including 35.1 acres in public right-of-way and 60.4 acres of developable land.

**BACKGROUND**

In January 2009, the City of Oakland received a funding grant from the Metropolitan Transportation Commission (MTC) to study the Broadway Valdez District Specific Plan Area for potential destination retail, housing and Transit-Oriented Development (TOD). The Specific Plan process commenced upon the receipt of the funding agreement from MTC.

The Broadway Valdez District Specific Plan process offers an important opportunity for the community to engage in discussions about how the area should develop into the future. The Specific Plan aims to develop a coordinated vision for new development, especially focusing on the potential for retail developments, diverse housing options, transportation and open space improvements, and general quality of life gains that balances Citywide and neighborhood priorities, and builds on the area's existing vibrancy and potential catalyst development projects.

Oakland is one of the most under-retailed major cities in the United States, with limited options for “comparison goods” shopping - a retail category that includes stores for apparel (clothing, accessories, shoes), home furnishings/appliances, specialty goods (gifts, jewelry, books, stationery and cards, sporting goods, etc.), and department and other general merchandise stores.

In 2006-2007, Oakland commissioned two retail enhancement studies, the *Citywide Retail Enhancement Strategy* (Conley, 2006) and the companion *Upper Broadway Strategy – A Component of the Oakland Retail Enhancement Strategy* (Conley, 2007), which identified the City’s need to reestablish major destination retail in Oakland as being critical to stemming the retail leakage and associated loss of tax revenue that the City suffers annually. These reports also identified the Broadway Valdez District as the City’s best opportunity to re-establish a retail core with the type of comparison shopping that once served Oakland and nearby communities, and that the City currently lacks.

On October 3, 2013 a Public Workshop was held to present the Draft Broadway Valdez District Specific Plan which included the draft Design Guidelines. Planning staff presented a PowerPoint presentation highlighting key aspects of the Plan which was followed by an open house where participants were able to view plan summary boards and ask questions of City staff. The workshop closed with a large group comment period.

On October 14, 2013 a Landmark Preservation Advisory Board (LPAB) meeting was held and on October 16 and October 30, 2013, two Planning Commission hearings were held to solicit comments from the LPAB, Planning Commission, and the public on the Draft Environmental Report (DEIR) for the Draft Broadway Valdez District Specific Plan, the Draft Specific Plan, and the associated General Plan amendments, Planning Code amendments (text and map changes), and the new Design Guidelines.

On November 13, 2013 a Design Review Committee (DRC) meeting was held on the Design Guidelines to solicit comments from the DRC and the public.

The 45-day public review period on the Draft EIR began with its publication on September 20, 2013, and ended on November 12, 2013 (*the comment period on the DEIR was extended by the Planning Commission at their Oct. 16, 2013 public meeting from November 4th to November 12<sup>th</sup>, 2013*).

## **REGULATORY AND POLICY FRAMEWORK**

Citywide policies, such as the Historic Element of the City’s General Plan, the Land Use and Transportation Element (LUTE), the Bicycle Master Plan, Pedestrian Master Plan, and Planning Code, contribute to defining the potential future for the Broadway Valdez District.

### **Historic Preservation Element**

Because of the long history of the Broadway Corridor as the City’s historic Auto-Row, a number of policies in the Historic Preservation Element (HPE) of the Oakland General Plan apply to the area. The Historic Preservation Element encourages the preservation and enhancement of significant historic properties that contribute to Oakland's economy, affordable housing stock, overall image, and quality of life.

### **Land Use and Transportation Element (LUTE)**

The City’s General Plan Land Use and Transportation Element (LUTE) identifies policies for utilizing Oakland’s land as change takes place and sets forth an action program to implement the land use policy

through development controls and other strategies. The General Plan LUTE identifies five “Showcase Districts”, each representing a dynamic area of regional importance in the City Of Oakland targeted for continued growth. These places contain the facilities, transportation system, communication network and infrastructure to support far-reaching economic activities. The Plan Area falls within Oakland’s Downtown Showcase District intended to promote a mixture of vibrant and unique districts with around-the-clock activity, continued expansion of job opportunities, and growing residential population.

The General Plan LUTE organizes the City into six general planning areas, each with distinct sets of key geographic areas targeted for community and economic expansion. The Plan Area falls within the Central/Chinatown planning area’s Auto Row target area for improvement strategies. Goals and policies within the LUTE focus on the need to develop business attraction strategies for the area with the intent to support existing automobile dealership activities while developing complementary uses and improving physical conditions of pedestrian and bicycle facilities. The LUTE also identifies a strategy objective of growth and change for the Broadway Corridor.

Most of the Plan Area currently falls within the *Community Commercial* General Plan land use designation, which is intended to identify, create, maintain, and enhance areas suitable for a wide variety of commercial and institutional operations along the City’s major corridors and in shopping districts or centers. Smaller portions of the Plan Area also fall within *Institutional*, *Urban Residential* and *Neighborhood Center Mixed Use* land use designations.

#### Proposed General Plan Changes

The Draft Specific Plan proposes a number of changes to the Area’s General Plan land use designations (see **Appendix A** in the Specific Plan ). While much of the Community Commercial land use designation would be maintained or expanded to those areas that were formerly designated Institutional throughout the North End subarea, the Draft Plan would expand the Central Business District designation further north to encompass most of the Valdez Triangle. In addition, areas along Brook Street and Richmond Avenue would be designated Mixed Housing Type Residential to protect existing residential uses, and a small area between Harrison Street and Bay Place that is currently designated as Urban Residential and Neighborhood Center Mixed Use would be designated Community Commercial.

#### **Bicycle Master Plan and Pedestrian Master Plan**

The City of Oakland Bicycle Master Plan calls for the implementation of the bikeway network improvements including Bike Lanes, Arterial Bike Routes, and Bicycle Boulevards throughout the Plan Area. The Pedestrian Master Plan identifies policies and implementation measures for achieving General Plan LUTE policies that promote a walkable city. The Pedestrian Master Plan designates a Pedestrian Route Network throughout Oakland with a concentration of high priority projects (including “City Routes”) within the Plan Area.

The adoption and development under the Draft Specific Plan would not conflict with the Bicycle Master Plan or Pedestrian Master Plan because all development within the Plan Area would comply with City of Oakland’s Standard Conditions of Approval that ensures the submittal, approval and implementation of plans to the City to implement bicycle storage and parking facilities to accommodate the bicycle parking spaces required for the potential development projects. Compliance with the Standard Conditions of Approval would also ensure pedestrian safety.

## **Planning Code**

The Oakland Planning Code serves to implement General Plan policies and is found in Title 17 of the Oakland Municipal Code. Almost the entirety of the North End Subarea, and the majority of the Valdez Triangle Subarea, currently falls within the **CC-2 Community Commercial Zone - 2**. The CC-2 Zone is intended to create, maintain, and enhance areas suitable for a variety of commercial and institutional operations and is specifically focused on areas with direct frontage, and access to frontage, along the City's major corridors and commercial areas. A small portion of the North End Subarea, east of Brook Street and on either side of Richmond Avenue, are currently zoned **RM-4** and **RM-3 Mixed Housing Type Residential Zone**. Various other zoning districts currently exist in the southern portion of the Plan Area. South of Bay Place and east of Valdez Street, including **Urban Residential (RU-4 and RU-3)** and **CN-2 Neighborhood Center Commercial - 2**. The most southerly parcels fronting Grand Avenue are zoned **CBD-P Central Business District – Pedestrian Retail Commercial Zone**.

All zones, within the Plan Area, aside from the CBD-P parcels also currently fall within the **D-BR Broadway Retail Frontage District Interim Combining Zone**, which combines with the commercial and residential zones. This interim combining zone, which was originally adopted in 2008, is designed specifically for the Plan Area in anticipation of the more comprehensive and detailed regulations associated with adoption of the Draft Specific Plan. The overall intent of these interim regulations, which are supplementary to the underlying base zones, is to attract ground-level retail opportunities through permitted, restricted, and limited (including automotive-related) new uses, building height minimum, and minimum setbacks from the sidewalks portions of the Plan Area.

### Proposed Planning Code Amendments

The Draft Specific Plan proposes four (4) new district-specific zoning classifications that would replace the existing zoning, (see **Appendix B** in the Specific Plan ). These district-specific zones follow a nomenclature established by the City in other districts, such as the Wood Street District, Oak to Ninth, and the Kaiser Permanente Medical Center areas. The new Broadway Valdez zone districts are identified by the descriptive prefix of "D-BV" which signifies "District - Broadway Valdez."

In summary, the four (4) new district-specific zoning classification would be as follows **D-BV-1** Retail Priority Sites would be the most restrictive regarding uses and ground floor uses in particular; **D-BV-4** Mixed Use would be the least restrictive regarding uses; **D-BV-2** Retail would require that ground floor uses consist of retail, restaurant, entertainment, or arts activities; and **D-BV-3** Mixed-Use Boulevard would allow for a wider range of ground floor office and other commercial activities than in D-BV-2.

Mixed Use would allow the widest range of uses on the ground floor, including both residential and commercial businesses. D-BV-1 Retail Priority Sites would only allow residential uses if a project were to include a certain size/type of retail component.

### *Retail Priority Sites and Incentives*

As noted above, to help achieve the Draft Plan's goal of promoting the Plan Area as a retail destination, the Draft Plan's land use concept includes a series of "Retail Priority Sites," which are implemented by the proposed new zoning district D-BV-1 Retail Priority Sites (see **Figure 4.4** in the Specific Plan). The regulatory framework of D-BV-1 is intended to ensure that larger sites and opportunity areas, particularly within the Valdez Triangle, are reserved primarily for new, larger retail development to accommodate

consumer goods retail, at least on the ground floor. In addition to size, the Retail Priority Sites are also well served by transit, have excellent vehicular access, and are in areas of good visibility. The Draft Plan proposes to use a combination of incentives and regulation to achieve its retail objectives on the Retail Priority Sites. The main incentive is that the right to develop residential would be earned upon development of a retail project of a specified size and type; additional incentives could apply for retail projects that are larger than the minimum requirement, such as higher heights and allowed density, as well as reduced parking and open space for the residential component of a proposed project.

### Proposed Height Limits

Proposed height limits would remain the same or be reduced along the northeastern portion of the Plan Area; increased height limits are proposed in areas west of Broadway, near the elevated I-580 freeway and Alta Bates Summit Medical Center, ranging from 135 feet – 200 feet (formerly 75 feet), as well as in the southern portion of the Plan Area between Broadway and Valdez Street north of 23rd Street (with a height maximum of 250 feet instead of the existing 120 feet); there is also the potential for certain portions of the Valdez Triangle (in the Retail Priority Sites) that will have a “by right” height maximum of 45 feet, to have increased height limits ranging from 200 feet to 250 feet, provided that specified amounts/configuration of retail space are included in a development proposal (see **Appendix B** in the Specific Plan).

## **PROJECT DESCRIPTION**

The Draft Broadway Valdez District Specific Plan provides a vision and planning framework for future growth and development in the approximately 95.5-acre area along and surrounding Oakland’s Broadway corridor between Grand Avenue and Interstate 580 (I-580) (see **Attachment A**). The Draft Specific Plan has been developed with input from residents, business owners, land owners, real estate experts, City decision-makers, and the community at large, as well as a careful analysis of the Plan Area’s economic and environmental conditions. The Draft Plan provides a comprehensive vision for the Plan Area along with goals, policies and development regulations to guide the Plan Area’s future development and serves as the mechanism for insuring that future development is coordinated and occurs in an orderly and well-planned manner.

The CEQA project analyzed in this DEIR is the Broadway Valdez Development Program, which sets forth a maximum allowable development that could occur within the Plan Area during the life of the Plan. The EIR is intended to cover the maximum allowable amount of projected development that can reasonably be expected to occur in the Plan Area over the 25-year planning period. Once this level of development is reached, additional projects that go beyond the development maximum established in this DEIR would be required to undertake additional environmental review.

Some of the key goals of the Draft Specific Plan include:

- Creating an attractive, regional destination for retailers, shoppers, employers and visitors that serves in part the region’s shopping needs and captures sales tax revenue for reinvestment in Oakland.
- Encouraging the establishment of a “complete” mixed-use neighborhood that is economically and socially sustainable and well-served by an enhanced and efficient transit system— providing quality jobs, diverse housing opportunities, and a complementary mix of retail, dining, entertainment, and medical uses.

- Incentivizing the creative reuse of historic buildings that maintains a link to the area’s social, cultural and commercial heritage while accommodating contemporary uses that further City objectives to establish a vibrant and visually distinctive retail and mixed use district.
- Establishing a balanced and complete circulation network of “complete streets” that accommodates the transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic.
- Encouraging a multi-pronged approach to sustainability that integrates land use, mobility, and design strategies to minimize environmental impact, reduce resource consumption, and prolong economic and social cohesiveness and viability.

The Draft Specific Plan divides the Plan Area into two distinct but interconnected subareas: the **Valdez Triangle** and the **North End** (see **Attachment A**). Each of these subareas is proposed to have a different land use focus that responds to specific site conditions and development contexts in order to create and reinforce distinct neighborhood identities and provide variety to development along this section of Broadway. Each is described in detail below. The Development Program for the Draft Specific Plan, which represents the reasonably feasible maximum development within these subareas, is listed in Table 4.2 below.

### **Valdez Triangle Subarea**

The Draft Specific Plan would promote the development of a destination retail district within the Valdez Triangle Subarea that is focused on comparison goods type retailers and takes advantage of its adjacency to the Uptown and “Art Murmur Gallery Districts,” and its accessibility to transit and regional routes. The Draft Specific Plan would also encourage development of a complementary mix of entertainment, office, and residential uses within the Valdez Triangle. The Valdez Triangle is envisioned as an extension of the Downtown, and to support this concept, the Draft Specific Plan would amend the General Plan boundaries for the Central Business District land use designation to extend north to 27th Street and incorporate the Valdez Triangle. General Plan and zoning designations for the Valdez Triangle would support mixed-use development and provide flexibility in development type and configuration.

In terms of the Valdez Triangle’s identity and presence, the Draft Specific Plan aims to develop a pedestrian-oriented environment by encouraging active street-fronting retail, complementary dining and entertainment on the ground level, and vibrant public spaces. The Valdez Triangle has a number of historic buildings that contribute to the Plan Area’s character. The Draft Plan would encourage a mix of new buildings along with renovated and repurposed historic buildings in the district with the goal of maintaining an authentic local character.

The Draft Specific Plan prioritizes the development of retail uses in designated areas of the Valdez Triangle called “Retail Priority Sites” (see **Figure 4.4** in the Specific Plan) by only allowing residential activities in these areas as a bonus to developments providing a specified minimum amount of larger format retail space that is suitable for comparison goods retail.

### **North End Subarea**

The Draft Specific Plan envisions the North End Subarea as an attractive, mixed-use district that would link the Downtown to the Piedmont Avenue, Pill Hill, and North Broadway areas, and be integrated with the adjoining residential and medical districts. As in the Valdez Triangle, the concept for the North End is to promote mixed use development with active ground-floor commercial uses, while also encouraging a

complementary mix of residential, office, retail, dining, and entertainment uses that activate the area during both day and night and on weekdays and weekends. The Draft Specific Plan policies for the North End would encourage development of a compatible mix of commercial services to complement the regional retail envisioned for the Valdez Triangle and address the needs of adjoining and nearby neighborhoods.

In the North End, the Draft Specific Plan would promote uses that complement and support the adjoining Alta Bates Summit and Kaiser Permanente Medical Centers, including visitor and workforce housing, professional and medical office uses, and medical supplies outlets. New automobile dealerships would be permitted with a Conditional Use Permit (CUP).

The North End Subarea, like the Valdez Triangle, has a significant number of historic buildings that contribute to the Plan Area's character. The Plan would encourage the renovation and repurposing of many of the existing historic garages and auto showroom buildings along this stretch of Broadway while at the same time integrating new buildings that can accommodate the transition to new uses.

The North End contains a number of underutilized properties that have been identified in the Draft Specific Plan as "Large Opportunity Sites" because of their relatively large size and the prevalence of surface parking lots on each (see **Figure 4.4** in the Specific Plan). Each site has the potential to accommodate large developments that can significantly enhance the character of the subarea. The Draft Specific Plan would also permit the development of large-format retail on these sites; however, more emphasis would be placed on introducing mixed use development that includes residential, commercial, and office uses.

In terms of physical design, the Draft Specific Plan proposes to enhance the pedestrian environment by improving sidewalks and creating new plazas and public spaces in the North End. The design concept emphasizes the adaptive reuse of the substantial inventory of automobile showrooms and automotive garages that line Broadway to maintain a connection to the area's Auto Row heritage. It also calls for the protection and enhancement of the residential and medical areas that adjoin Broadway, and the sensitive vertical and horizontal integration of new uses with existing development.

## **Development Program**

As stated above, the Draft Specific Plan development program represents the amount of projected development that can reasonably be expected to occur in the Plan Area over the 25-year planning period, rather than the area's ultimate development potential. It also is the basis for the Draft Plan's environmental analysis. However, as a market-driven plan that will be implemented through the decisions that individual landowners make for their properties, it is difficult to project the exact amount and location of future development with any precision. Thus, in order to evaluate the potential environmental impacts of Plan implementation, particularly as it relates to traffic generation, assumptions have been made about the reasonable distribution and intensity of new development within the Plan Area.

The development program shown in Table 4.2 of the Draft Broadway Valdez Specific Plan and below is not intended as a development cap that would restrict development in the Plan Area or either of its two subareas, but rather the amount of reasonably foreseeable development that will be studied for the purpose of environmental analysis. The Draft Plan allows for flexibility in the quantity and profile of future development within each subarea, and between subareas, as long as it conforms to the general traffic generation parameters established by the Draft Plan. For example, if significantly more residential and less office development than projected occurs in the North End, it will be allowed as long as the

projected traffic generation is within the ranges assumed by the Draft Plan.

<b>Table 4.2: Development Program</b>								
	Residential Units	Office (sq. ft.)	Retail (sq. ft.)	Hotel Rooms	Non-Residential Development (sq. ft.)	Non-Residential FAR	Total Development (sq. ft.)	FAR
<b>Valdez Triangle</b>	1,030	116,085	793,504	180	1,027,289	1.13	2,056,894	2.26
<b>North End</b>	767	578,804	320,546	-	899,350	1.38	1,666,111	2.56
<b>Total Plan Area (Rounded)</b>	1,800	695,000	1,114,000	180	1,927,000	1.24	3,723,000	2.39

### Chapter 6 Circulation

The following is a summary of information contained in Chapter 6 Circulation of the Draft Broadway Valdez District Specific Plan, for more information please read the entire chapter of the Specific Plan.

#### Pedestrian Environment

The street network in the Broadway Valdez District and surrounding areas is generally a modified grid over a flat terrain providing good pedestrian connectivity, especially to the west and south. Immediately to the east of the Plan Area, the combination of hilly terrain and the Glen Echo Creek corridor result in a more irregular and less interconnected street network. However, the blocks continue to be short, and public walkways provide additional connectivity to the area. Immediately to the north of the Plan Area, I-580 limits the number of connections to and from the neighborhoods to the north.

The pedestrian facilities in the Plan Area and the surrounding neighborhoods are typical of an urban environment. Pedestrian circulation within and surrounding the Plan Area is provided via sidewalks and marked crosswalks. Sidewalks vary in width, physical conditions and amenities provided—making some more attractive for walking than others.

Goals and policies of the Specific Plan include:

- A balanced and complete circulation network;
- Quality pedestrian facilities and amenities that encourage walking;
- Reduce and minimize future driveways and curb-cuts along key pedestrian streets;
- Widen sidewalks on key pedestrian streets;
- Reduce street crossing widths and increase pedestrian visibility with bulb-outs and crosswalk markings at key pedestrian intersections;
- Improve pedestrian experience by implementing landscaping on Broadway and key pedestrian streets;
- Provide pedestrian-scale lighting;
- Ensure sidewalks provide a minimum 5 ½ feet of clearance for pedestrian circulation;
- Remove channelized right-turns that are not needed to improve pedestrian safety; and

- Improve uncontrolled pedestrian crossings.

## **Bicycle Network**

The 2007 Oakland Bicycle Master Plan identifies the following types of bicycle facilities:

- **Class 1 Paths:** These facilities are located off-street and can serve both bicyclists and pedestrians. Class I paths are typically 8 to 12 feet wide excluding shoulders and are generally paved.
- **Class 2 Bicycle Lanes:** These facilities provide a dedicated area for bicyclists within the paved street width through the use of striping and appropriate signage. These facilities are typically five to six feet wide.
- **Class 3 Bicycle Routes:** These facilities are found along streets that do not provide sufficient width for dedicated bicycle lanes and are also provided on low-volume streets that have no bicycle lanes. The street is designated as a bicycle route through the use of signage informing drivers to share the street with bicyclists.
- **Class 3A Arterial Bicycle Routes:** Bicycle routes may be used on some arterial streets where bicycle lanes are not feasible and parallel streets do not provide adequate connectivity. These streets should promote shared use with lower posted speed limits (preferably 25 miles per hour), shared lane bicycle stencils (i.e., “sharrows”), wide curb lanes, and signage.
- **Class 3B Bicycle Boulevards:** These are bicycle routes on residential streets that prioritize through trips for bicyclists. The route appeals to cyclists of varied skill levels by providing direct connections on streets with low traffic volumes. The route reduces delay to bicyclists by assigning right-of-way to travel on the route. Traffic calming is generally used as needed to discourage drivers from using the boulevard as a through route. Intersections with major streets are also generally controlled by traffic signals with bicycle actuation.

**Figure 6.2** of the Specific Plan, shows the existing and proposed bicycle facilities in the Plan Area as outlined in City of Oakland’s 2007 Bicycle Master Plan. The bicycle network will connect the Plan Area to the rest of the City of Oakland. The majority of the planned bicycle network in the Plan Area has been completed. Class 2 bicycle lanes on Broadway serve as the primary north-south bicycle connection and Class 2 bicycle lanes on 27th Street and Grand Avenue serve as the primary east-west bicycle connections.

In addition, Webster Street is designated as a Class 3A Arterial Bicycle Route south of Broadway (Webster Street and Franklin Street form a one-way couplet south of Grand Avenue and provide the primary bicycle access to and from Downtown Oakland) and Class 3B Bicycle Boulevard north of 29th Street. Class 2 bicycle lanes on Broadway and Class 3B facilities on 29th Street connect the two segments of Webster Street.

Major bicycle facilities in the Plan Area and surrounding areas that need to be completed include Class 2 bicycle lanes on Piedmont Avenue north of Broadway and on Broadway north of I-580, and a combination of Class 2 bicycle lanes and Class 3A arterial bicycle route on Harrison Street.

Goals and policies of the Specific Plan include:

- A bicycle network with safe and efficient connections to major destinations within the Plan Area and throughout the City of Oakland;
- Complete the bicycle network in the Plan Area and surrounding areas as envisioned in City of Oakland’s 2007 Bicycle Master Plan;
- Enhance bicycle facilities at key intersections with high bicycle and automobile traffic, such as bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, etc.
- Minimize activities, that block existing or planned bicycle lanes;
- Increase bicycle parking supply in the public realm, such as pedestrian plazas, intersection bulb-outs, or in on-street bike corrals; and
- Private development to provide bicycle parking by following the Planning Code.

**NEXT STEPS**

Staff will present various aspects of the Draft Specific Plan at the upcoming public meetings:

<b>Date</b>	<b>Public Body</b>	<b>Meeting Topic</b>
December 4, 2013	Parks and Recreation Advisory Committee	• Plaza and open space aspects of the Specific Plan
December 11, 2013	Zoning Update Committee	• Draft Zoning and General Plan Amendments (text and map)

Changes will be made to the draft Specific Plan from the input received and then the Final Plan and associated documents will be presented at the anticipated upcoming public hearings with dates still to be determined:

<b>Date</b>	<b>Public Body</b>	<b>Meeting Topic</b>
February 2014	Landmarks Preservation Advisory Board Planning Commission	<ul style="list-style-type: none"> <li>• Final Plan</li> <li>• Final Zoning and General Plan Amendments</li> <li>• Final Design Guidelines</li> <li>• Final Environmental Impact Report</li> </ul>
March 2014	City Council	Adoption of: <ul style="list-style-type: none"> <li>• Final Plan</li> <li>• Final Zoning and General Plan Amendments</li> <li>• Final Design Guidelines</li> <li>• Final Environmental Impact Report</li> </ul>

**RECOMMENDATIONS:**

Provide comments on the Draft Broadway Valdez District Specific Plan, and Design Guidelines on aspects that relate to bicycles and pedestrians.

**ATTACHMENTS:**

Attachment A – Subareas (Draft Specific Plan Figure 4.2)

The Draft Broadway Valdez District Specific Plan is located on the project webpage: [www.oaklandnet.com/bvdsp](http://www.oaklandnet.com/bvdsp). Click on the “Schedule and Meetings” link and find the documents under the “Reference Documents” table, Chapter 6: Circulation is where most of the bicycle and pedestrian aspects are discussed along with Appendix C: Design Guidelines.



## **Bicycle & Pedestrian Advisory Committee (November 21, 2013)**

### **Agenda Attachment: City Council-appointed BPAC**

Recent legislation by the Metropolitan Transportation Commission (MTC) requires jurisdictions requesting funds from Transportation Development Act Article 3 to have a Bicycle Advisory Committee that is appointed by City Council. This attachment provides background on Oakland's Bicycle and Pedestrian Advisory Committee, information on the MTC legislation, and a summary of next steps for creating a Bicyclist and Pedestrian Advisory Commission.

The City of Oakland has a Bicycle and Pedestrian Advisory Committee (BPAC) that meets monthly to advise the Public Works Agency (PWA) on policies, projects, and programs that affect bicycling and walking in Oakland. The committee was formed in 1994 by PWA staff in response to a request from the East Bay Bicycle Coalition for such an advisory body. The BPAC began meeting in 1995 and was involved in the development of the Land Use and Transportation Element of the General Plan (1998), Bicycle Master Plan (1999), Pedestrian Master Plan (2002), and the 2007 update to the Bicycle Master Plan. Over the years the BPAC has reviewed many projects including streetscapes, area plans, bikeways, Safe Routes to School improvements, development projects, Waterfront Trail segments, transit projects, and the Measure DD improvements at Lake Merritt. BPAC also participates in the annual review and prioritization of projects for Transportation Development Act Article 3 funds, a portion of the state sales tax dedicated to bicyclist and pedestrian projects. These funds are apportioned by formula based on population and in recent years the City has received approximately \$300,000 per year from this source.

Transportation Development Act Article 3 funds are administered by the Metropolitan Transportation Commission as stipulated by MTC Resolution 4108, adopted June 16, 2013. The resolution requires jurisdictions requesting TDA Article 3 allocations to have a BPAC appointed by City Council:

Each county and city is required to have a Bicycle Advisory Committee (BAC) to review and prioritize TDA Article 3 bicycle and pedestrian projects and to participate in the development and review of comprehensive bicycle plans. BACs should be composed of both bicyclists and pedestrians. A city BAC shall be composed of at least 3 members who live or work in the city. More members may be added as desired. They will be appointed by the City Council. The City or Town Manager will designate staff to provide administrative and technical support to the Committee.

MTC Resolution 4108 supersedes MTC Resolution 875, adopted November 26, 1980, that also required a City Council-appointed BAC. Historically, the requirement for City Council appointment was not enforced and the City's current BPAC has provided for the review of TDA Article 3 projects. Following the adoption of MTC Resolution 4108,

MTC staff communicated to jurisdictions that this requirement will now be enforced. In order for the City to receive TDA Article 3 funds for FY2014-2015 and future years, City Council must create a Bicyclist and Pedestrian Advisory Commission.

Staff is preparing an ordinance and agenda report recommending the creation of a Bicyclist and Pedestrian Advisory Commission. If the recommendations move forward, City Council could hear the item as early as January 2014. In order to receive TDA Article 3 funds in Fiscal Year 2014-2015, the commission needs to be created so that it can review proposed projects prior to City Council approval of the funding request in May 2014. The ordinance creating the Bicyclist and Pedestrian Advisory Commission will establish the following aspects of the commission: commission purpose and purview, number of members, qualifications for members, term length, and term limits.