



**City of Oakland, Bicyclist & Pedestrian Advisory Commission**  
**Minutes from the March 17, 2016 meeting**  
**City Hall, Hearing Room 3**

Meeting agenda at <http://www2.oaklandnet.com/oak056325>.

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

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

At roll call, Commissioners Chan, Hwang, Kidd, McWilliams, Prinz, and Tabata were present and quorum was established. (Commissioner Wheeler arrived later.) Introductions were made.

Other attendees (who signed in):

- Amanda Leahy, Ben Eversole, Tom Holub, Kit Vaq, Carrie Modi, Scott Amundson, Dianne Yee, Bob Fearman
- Staff: Jennifer Stanley, Iris Starr, Jason Patton, Alicia Parker, Joanna Winter, Michael Ford, Mohamed Alaoui, Sarah Fine

**Item 2. Approval of meeting minutes**

- A motion to **adopt the Bicyclist & Pedestrian Advisory Commission meeting minutes from February 18, 2016** was made (Tabata), seconded (McWilliams), and passed with all in favor. Adopted minutes online at [www.oaklandbikes.info/BPAC](http://www.oaklandbikes.info/BPAC).

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

No speakers.

**Item 4. TDA Article 3 Funding Recommendation and Bicycle Master Plan Update**

Jason Patton, Bicycle & Pedestrian Program Manager, explained staff's recommendation to use the \$440,000 available in FY 2016-17 Transportation Development Article 3 funding for the City's Bicycle Master Plan (BMP) update. (Details were provided in the agenda packet.) TDA guidelines allow funds to be used for bike plan updates once every five years. Staff proposes to use TDA for this purpose rather than for smaller bike/ped projects as has been typical. The recommendation will go to City Council for approval in late April.

Summary of comments/discussion:

- The \$440,000 is new money plus unspent balances (~ \$50k) from previous cycles.
- This year, BPAC review of TDA projects is not paired with proposed allocations from the Pedestrian Capital Improvement Program due to the availability of new funding from Measure BB and a desire to wait on programming funds based on the outcome of the Pedestrian Master Plan, in progress.
- The outcome of several initiatives currently underway will be reflected/included in the BMP. These include:
  - "Bikeways 2.0": technical assistance grant from MTC to develop a new methodology for studying travel lane removal based on CEQA changes at the state level.

- Level of [Bicyclist] Traffic Stress (LTS) methodology: to identify network gaps and help develop an “all ages and abilities” bikeway network.
  - Zone analysis: Oakland has a 3.7% bike mode share. Depending on the area, mode share can exceed 10% or 0%.
  - Ensure equity is included.
  - There are models available other than LTS.
  - Staff is confident that Council will support use of TDA funds for the required BMP update. Any budget shortfalls could be covered by the new resources from Measure BB, a flexible fund source.
  - Regarding scheduling questions (Amanda Leahy): Required environmental review will post-date City implementation of SB743 (streamlining CEQA traffic analysis by eliminating LOS analysis), so is not expected to delay the BMP. The consultant contract award is unlikely to be awarded in May as initially planned.
  - The City should substitute Vehicle Miles Traveled (VMT) for LOS as San Francisco has done.
  - New funds for additional staff might be possible as part of the mid-cycle budget (coming up in June). New positions will be proposed but aren’t typically approved mid-cycle.
- Motion (Chan): ***BPAC endorses use of TDA funds as described.*** Seconded (Kidd), and passed with all in favor. Adopted minutes online at [www.oaklandbikes.info/BPAC](http://www.oaklandbikes.info/BPAC).

#### **Item 5. Laurel Access to Mills, Maxwell Park & Seminary Avenue (LAMMPS)**

Mohamed Alaoui, Supervising Civil Engineer, explained that the conceptual design was challenged by Caltrans based concerns about impact on freeway operations. Caltrans approval is needed to get environmental clearance, so funds were at risk. Thus, the design has changed as follows (see LAAMPS Plan View attachment):

- Proposed signal at Calaveras/Buell was eliminated.
- Signals at MacArthur/Calaveras and MacArthur/Buell were added.
- A Class 1 path from Mills College at Richards Rd under I-580 and along the freeway to the intersection just east of High St was added.
- Eastbound from High St, a bike ramp, jug handle turn, and push button for flashing beacon was added to create a more visible bike crossing.

The cost has increased by \$2 million, with this shortfall to be covered through another grant (application submitted).

Summary of discussion:

- California’s restrictive guidance on bike signal heads may soon be replaced by the Federal level guidance. If this occurs during LAAMPS implementation, it’s possible that the design could change to take advantage of the newer standard.
- The green bikeway crossing detail (recently posted on the City’s bike details web page) should be used.
- The paths shown are Class 1 (bike/ped, two-way, and 10’ wide (in general).
- New signals will have bike detection and ped push buttons; advance bike detection is recommended.
- Though rapid flashing beacons are a pedestrian, not bike, traffic control, the City feels that this is a practical application in this instance.

## **Item 6. Downtown Specific Plan**

Alicia Parker from the Planning Department gave a presentation on the Downtown Specific Plan (DSP); see attached PowerPoint and report in agenda packet.

Summary of comments/discussion:

- The Comprehensive Circulation Study has now been incorporated into the DSP. An additional Federal Transit Administration grant (\$600,000) in partnership with BART will allow for study of transportation recommendations in more detail.
- Details on proposed transfers of development rights are to be determined via policy decisions regarding, for example, building heights in different areas.
- The illustration of the Complete Streets concept in the PowerPoint appears to favor bike/ped but not transit. More bike-bus separation is needed Downtown, especially with BRT coming. Broadway should have bike-transit priority with autos kept to one lane.
- Kit Vaq (ACCE-Action Riders for Transit Justice): members from East and West Oakland are opposed to the proposed streetcar—it's expensive, less flexible, and doesn't serve greater Oakland. Neighborhoods outside of Downtown are being left out of the discussion.
- Is signal timing being studied? Bikeways should have preferential signal timing.
- Will minimum sidewalk width requirements be updated? Sidewalk cafes should be parklets instead. San Francisco has a good sidewalk cafe ordinance.
- Consider "kiss and ride" drop off near downtown BART stations, especially near senior residences.
- The concept to transform I-980 to a boulevard should not emulate the narrow park along Mandela Parkway.

There will be more opportunities to comment in the coming months.

## **Item 7. Downtown Parking Plan**

Michael Ford, Transportation Services Division, explained that the Downtown Parking Plan (DPP) has been a year-long process, funded by a Technical assistance grant from MTC, with Nelson Nygaard as consultant. The project web page has links to three technical memos. The plan is more of a report that will inform other plans. Page 5 of the Executive Summary (included in agenda packet) includes a summary of recommended strategies. The City is asking for comments on this section as soon as possible.

Parking is now understood as part of a multi-modal network. The DPP has already helped the City secure (\$3 million???) in funding through a federally-funded "Downtown Demand Responsive Parking and Mobility Initiative" grant through MTC that will use parking pricing to manage transportation demand.

Summary of comments/discussion:

- Performance-based parking pricing was first initiated in Montclair and has been extended to Jack London, Temescal, and Downtown.
- Amanda Leahy comment/question: Disabled parking is a priority--but what about enforcement? A downtown transportation management committee will be established including people in the ADA committee to help address accessibility and the problem of illegal placard use. The City should review what's been done in San Francisco.
- What about using City-owned garages to test differential pricing (e.g. cheaper in garages, more expensive on-street)?

- The federal grant will allow the City to incorporate ideas from the DPP in four neighborhoods: Montclair, Chinatown, Lake Merritt, and Civic Center/Old Oakland.
- Response to comments from Dianne Yee: Survey results are available on the project web page [<http://www2.oaklandnet.com/Parking/DowntownParkingStudy/index.htm>, Technical Memo #3]. Based on staff experience working on this issue in Montclair, staff is confident that there will be community support and political will for evening and weekend parking pricing.

→ Motion (Chan): **extend meeting time to 8:15 pm**, seconded (Kidd), and passed with all in favor.

### **Item 8. Report back from the BPAC Open Forum Policy Committee**

Commissioner Tabata summarized the committee proposal from the agenda packet. This includes establishing a permanent committee to follow up every month's open forum speakers and update the commission every month. Commissioner Kidd explained that the intent is to make clear what it is that BPAC can and cannot provide.

A tracking sheet (see attachment) will be maintained by the Open Forum committee.

Summary of discussion:

- BPAC won't/can't take action on every item.
- All items would be tracked in spreadsheet, and the spreadsheet would be included in every agenda packet.
- Items can be in the public record even if BPAC cannot take action.
- How do people hear about BPAC meetings beyond BPAC web page? Via the Transportation Planning & Funding Division "govdelivery" agenda distribution list (almost 800 recipients), the Mayor's boards and commissions web page [<http://www2.oaklandnet.com/Government/o/Mayor/Partners/BoardsandCommissions/index.htm>], via Bike East Bay, and other sources.

→ Motion (Chan): **Accept the recommended actions of the Open Forum comment committee per the agenda packet**, seconded (Wheeler), and passed with all in favor.

Commissioners Tabata and Kidd agreed to be interim committee members to recruit members of the public.

→ Motion (Chan): **extend meeting time for another five minutes**, seconded (Prinz), and passed with all in favor.

### **Item 9. Three month look-ahead, suggestions for meeting topics, announcements**

*Three month look-ahead, suggestions for meeting topics*

- Re: Broadway bus stop, Council Member Kaplan has requested a report on the issue to the Public Works Committee in April, so this issue probably won't come to BPAC.
- Instead of "SB743 and approach to Downtown Plan CEQA," substitute Oakland implementation of SB743 transportation impact guidance.
- Add: early prep for Cycle 3 Active Transportation Program grant applications (probably in April).
- Report back: Oakland Smart City grant application didn't make it into the second round.
- The committee to review OMC bike sections is ready to report back.

- Paving plan committee (Chan, Prinz, Hwang), convened last month should be added to the ongoing 3-month look-ahead meeting attachment.
- Add: information about the proposed infrastructure bond.

#### *Announcements*

- On April 7. the countywide BPAC will review and comment on the design for Gilman interchange, which includes a double roundabout and a bike/ped overpass.
- Tuesday, March 22, 5-7pm, Transport Oakland is holding an elections campaign kickoff event at Mad Oak Bar, 135 12<sup>th</sup> St.
- Sarah Fine, Senior Transportation Planner, asked for BPAC volunteers to advise on Complete Streets policies and principles, a two-meeting commitment. Commissioner Wheeler volunteered, others interested can email [sfine@oaklandnet.com](mailto:sfine@oaklandnet.com).
- Car free happy hour will be on Thursday, April 14, 5-8 pm at Telegraph Beer Garden, 2318 Telegraph Ave.
- WOBO is sponsoring a bike ride Sunday, March 20, in collaboration with Motivate (Bike Share company) leaving from the 19th St/Uptown BART Bikestation at 20pm.
- WOBO, in partnership with other organizations, is hosting transportation related events at SPUR, 1544 Broadway, on the evenings of March 29 and April 21. Details on WOBO website.
- Commissioner Prinz report that a recently published FHWA case study regarding bikeway inclusion in pavement projects gave kudos to Oakland.
- Iris Starr reported that a reporter from the Los Angeles Times spoke with Jason Patton today on the relationship between bikeways and CEQA.

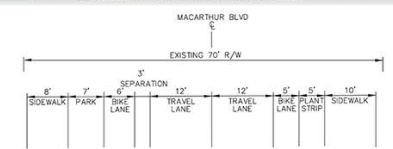
Meeting adjourned at 8:29.

#### **Attachments**

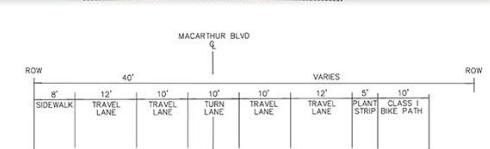
- LAAMPS Plan View
- Downtown Oakland Plan (PowerPoint)
- Open Forum Committee intake spreadsheet

Minutes recorded by Jennifer Stanley, City of Oakland Bicycle & Pedestrian Facilities Coordinator, emailed to meeting attendees for review on March 24, 2016, with comments requested by 5pm, March 31, 2016, to [jstanley@oaklandnet.com](mailto:jstanley@oaklandnet.com). Revised minutes were attached to the April 21, 2016 meeting agenda and adopted (with one small revision) at that meeting.





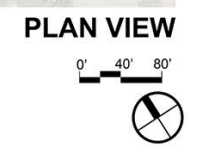
SECTION A-A



SECTION B-B

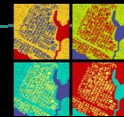
**LEGEND**

	CALTRANS RIGHT OF WAY		LANDSCAPE TREATMENT: PLANTS OR GRAVEL/BOULDER UNDER FREEWAY
	EXISTING RIGHT OF WAY		MULTI-USE PATH/BIKE LANE (CLASS I)
	PROPOSED STOP SIGN		BIKE LANE (CLASS II)
	EXISTING SIGNAL TO REMAIN		BUFFER SPACE FOR BIKE LANE
	PROPOSED EXISTING SIGNAL MODIFICATION		PROPOSED NEW TREE
	PROPOSED NEW SIGNALIZED INTERSECTION		EXISTING TREE TO BE REMOVED
			EXISTING PEDESTRIAN LIGHT
			NEW PEDESTRIAN LIGHT
			PAVERS





## why plan?



- Guide growth to match community's vision
- Promote equity, livability and sustainability
- Find out what the community wants, to guide future policy decisions



**Like** **Dislike**

Stimulate the growth we DO want, discourage the growth we DON'T want

## why now?



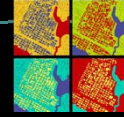
- Growing population
- Affordability crisis
- Hot real estate market can benefit community
- No current plan!



23%  
population  
increase

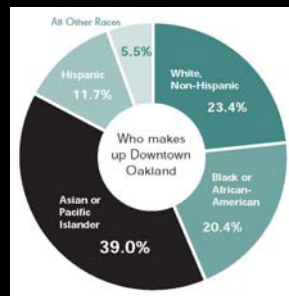


# why downtown?

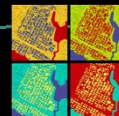


- Heart and soul of Oakland
- Economic engine that runs the city
- Damaged by past decisions
- Transit-served, more appropriate for intense development than other neighborhoods

## demographic snapshot



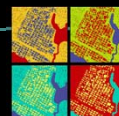
## Community Engagement



- Charrette (open studio, stakeholder meetings, and community events)
- Community Advisory Group
- Targeted outreach to neighborhood groups, organizations and individuals
- Youth engagement
- Equitable development caucus
- Speak Up, Oakland!
- Streetwyze Mobile Mapping App



## big ideas



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

# equitable development

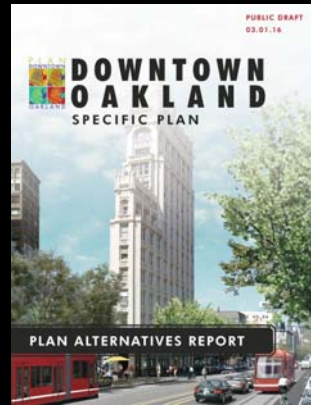
- Amenities, transportation, jobs and housing for all
- Growth that brings wealth for *everyone*
- Meaningful community voice, participation and leadership
- Existing residents, artists & businesses stay in the community



# plan alternatives report

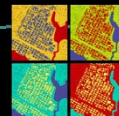
# purpose

- Analyze existing conditions
- Summarize community input
- Provide drafts of:
  - Vision and goals
  - Potential policy options
  - Designs that implement the vision
- Get feedback for the *preferred alternative*



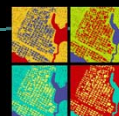
Preserve Character, Maintain Diversity, and Grow Strategically



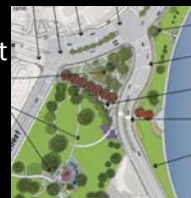


# Circulation and Access

## Related Transportation Projects



- Downtown Oakland Parking Study
- 20<sup>th</sup> Street & Telegraph Avenue Complete Streets Study
- Complete Streets Typology and General Plan Amendment
- Bus Rapid Transit (BRT)
- Impact Fee Nexus Study
- Bike Network 2.0
- Transportation Impact Review Streamlining
- Pedestrian Master Plan Update
- Broadway Transit Circulator Study
- Freeway Access Project
- Safe Routes to Transit Grant
- Bike/Pedestrian Bridge over Lake Merritt Channel
- Lakeside Green Streets
- Bikeway Striping Projects/Traffic Studies (various)

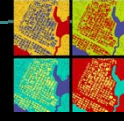


Lakeside Green Streets



Embarcadero Bridge over Lake Merritt Channel

# Community Input



- Infrastructure of transit service Downtown needs to be improved to encourage more people to use transit instead of driving
- Many students and their parents who live outside Downtown do not feel safe traveling to or on the streets Downtown; bus connections are not convenient from East Oakland
- 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.
- Bicycle and pedestrian infrastructure is inadequate; 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
- Downtown streets feel 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
- 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

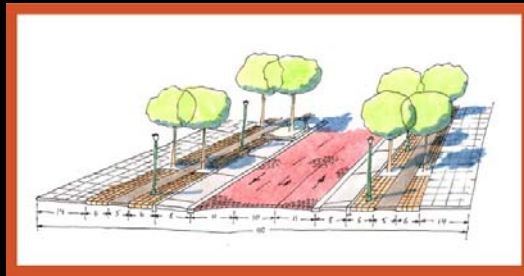
## vision



Neighborhoods in the Downtown connect seamlessly to one another, and Oaklanders from the rest of the city and region are easily able to take advantage of Downtown's jobs and services by foot, bike, transit or car. The community has taken full advantage of its excessively wide streets to add protected bicycle lanes, street trees, street furniture and improved lighting, shifting the streets from fast-moving onramps to the freeway to people-focused public spaces. The streets are calm and provide a pleasant environment for retail and other ground-floor commercial uses. Major barriers that once separated Downtown from its waterfront and West Oakland have been softened or removed - providing safe, pleasant and direct pathways between these areas.

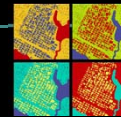
# Big Themes

- “Complete” streets
- Environmentally sustainable and accessible street designs
- Two-way streets
- Sidewalks are the city’s front porch
- Replace I-980 with a boulevard and new neighborhood



# cultural spaces

- Define arts districts in Downtown, which might include a series of arts districts within specific neighborhoods, that are well-connected and coordinated with one another
- Identify open spaces for performance, cultural celebration & gathering
- Prioritize pedestrian/streetscape improvements near important cultural assets



Destiny Arts Center featuring Alex



Malonga Center for the Arts



Left: Wowhaus Watershed markers Lakeshore Ave



Right: Chinatown pedestrian scramble

Oakland, CA

14<sup>th</sup> Street Black Arts Movement & Business District

**DRAFT**



Oakland, CA

14<sup>th</sup> Street Black Arts Movement & Business District

**DRAFT**





Oakland, CA

14<sup>th</sup> Street Black Arts Movement & Business District

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## open spaces

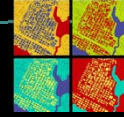


- Replace I-980 with boulevard lined with open space and street trees & bicycle and pedestrian infrastructure



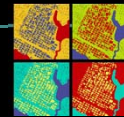
I-980 reverted to surface boulevard

# sustainability



- Use green infrastructure in public spaces
  - Street trees
  - Pervious pavers
  - Rain gardens
  - Drought-tolerant plantings
- Encourage green infrastructure (particularly in office buildings)
  - Green roofs
  - Rooftop gardens

# public realm



- Complete streets with trees, bicycle and pedestrian amenities, improved lighting, transit, and narrower lanes of two-way traffic (particularly Broadway & Telegraph)

9<sup>th</sup> StreetTelegraph between 25<sup>th</sup> & 26<sup>th</sup>

# public realm



- Shared-space street on 15<sup>th</sup> between Broadway and Harrison



15<sup>th</sup> Street shared space



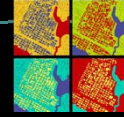
15<sup>th</sup> Street shared space between Webster & Franklin



15<sup>th</sup> Street between Martin Luther King Jr. Way & Castro



# public realm



- Multi-use, shared-space plaza at the 17<sup>th</sup> and San Pablo gateway to the Downtown



17<sup>th</sup> & San Pablo shared space

# street types: 25 MPH

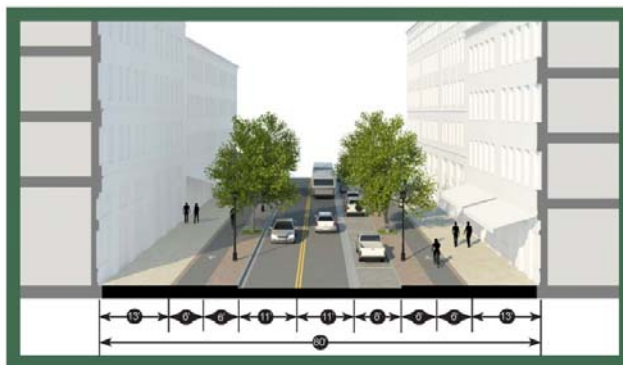
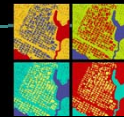


Figure D-17: 25 MPH Streets. Asphalt travel lanes, separated, buffered bike lanes, vertical curbs, street trees along with cars, buses, and bikes all share space on this street. Parallel parking occurs on one side of the street. This design is recommended for streets like 14th Street, 20th Street, Grand Avenue and Jefferson Street.



## street types: 25 MPH (center turn lane when approaching an intersection)

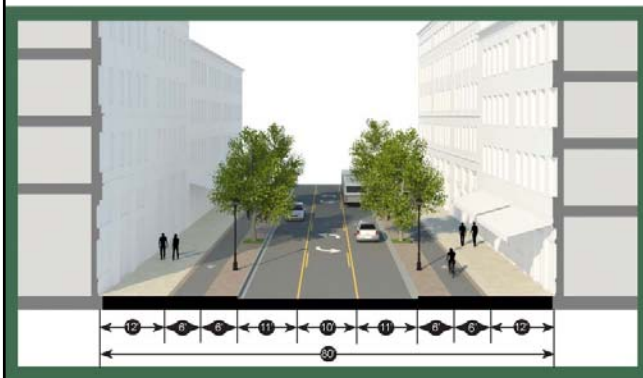


Figure D-18: 25 MPH Streets - with Center Turn Lane. For specific portions of the street depicted in the figure above, a center turn lane may be required as the street approaches an intersection. Asphalt travel lanes, separated, buffered bike lanes, vertical curbs, street trees along with cars, buses, and bikes all share space on this street. Parallel parking does not occur on this part of the street. This design is recommended for streets like 14th Street, 20th Street, Grand Avenue and Jefferson Street.

## street types: 25 MPH (with parking on each side)

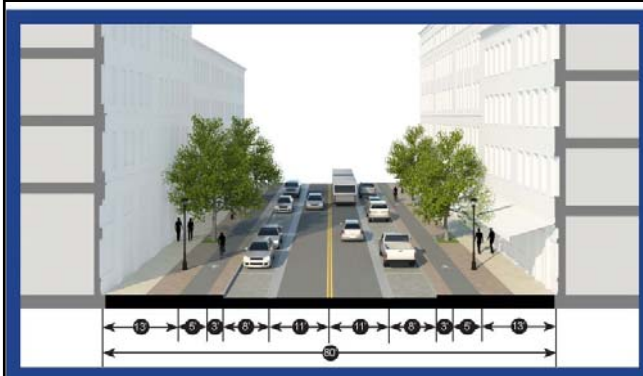


Figure D-19: 25 MPH Streets - with parking on each side. Asphalt travel lanes, separated bike lanes, vertical curbs, street trees along with cars, buses, and bikes all share space on this street. Parallel parking occurs on both sides of the street. This design is recommended for streets like 8th street and other side streets.

# street types: 25 MPH (with 2-way cycle track on each side)

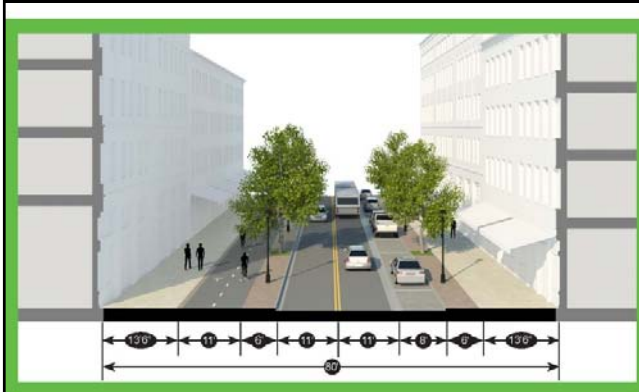
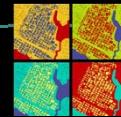


Figure D-20: 25 MPH Streets - with two-way cycle track on one side. Asphalt travel lanes, a separated, two-way cycle track on one side of the street, vertical curbs, street trees along with cars, buses, and bikes that all share space. Parallel parking occurs on one side of the street. This design is recommended for streets like Oak Street and Lake Merritt Boulevard.

# Broadway



- Energize Downtown's "main street" through:
  - Return of the streetcar
  - Extended bus service
  - Dedicated bike lanes & generous sidewalks
  - Supportive small business programs



Broadway near Latham Square



## street types: 25 MPH (narrowest section of Broadway)

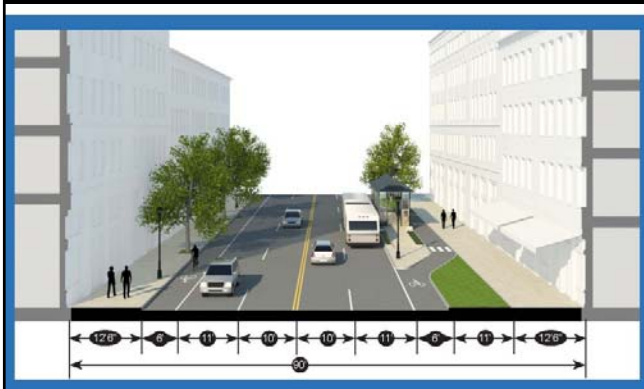


Figure D-21: Narrowest Section of Broadway. The right-of-way on Broadway varies. At its narrowest, the street section should include two BRT lanes, two car lanes, two bike lanes and sidewalks with street trees. When the right-of-way is larger, additional space can be added to the sidewalk and/or on-street parking may be added.

## street types: 25 MPH (northern and southern part of Broadway)

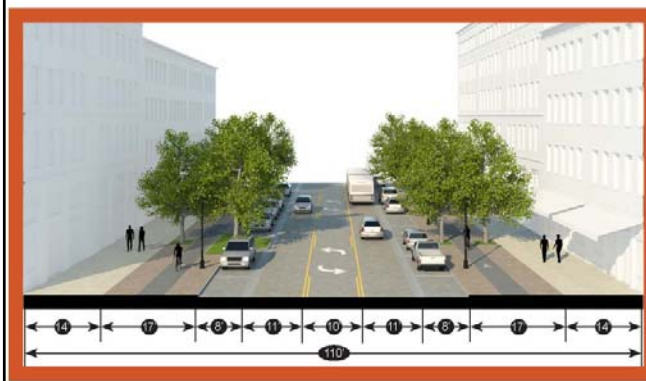


Figure D-22: 25 MPH Streets - Northern Part of Broadway and Southern Part of Broadway. The northern and southern portions of Broadway have a larger right-of-way. For these sections, when BRT stations are not present, the street design can accommodate transit, cars, separated bike infrastructure as well as parallel parking.

## street types: 20 MPH (cars, buses, and bikes share space)

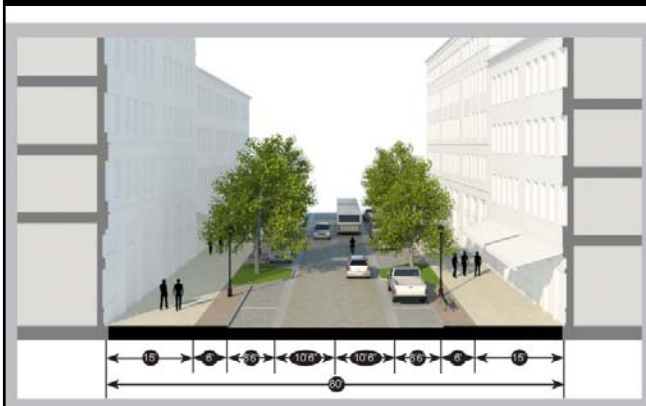
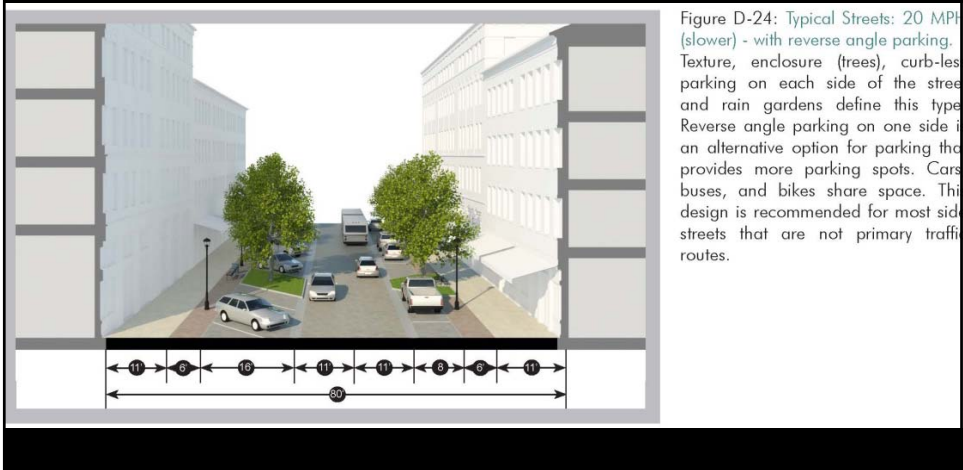
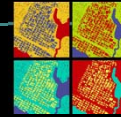


Figure D-23: Typical Streets, 20 MPH (slower). Texture, enclosure (trees), curb-less, parking on each side of the street and rain gardens define this type. Cars, buses, and bikes share space. This design is recommended for most side streets that are not primary traffic routes.

## street types: 20 MPH (with reverse angle parking)



## BPAC feedback



- Priorities for bicycles and pedestrians
- Other comments or questions



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

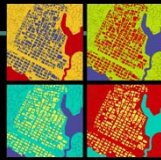
**#plandowntown**

**Speak Up, Oakland!:**

<https://oakland.granicusideas.com/projects>

**Streetwyze Mobile Mapping App:**

[tcruz@streetwyze.com](mailto:tcruz@streetwyze.com)



Response Tracking Form for issues raised at BPAC open comment period

**Tier 1: Issue Addressed/Answered at BPAC**

Commenter (name)	Issue Raised	Response provided by (name)	Response

**Tier 2: Referred to Standing Issues Committee**

Commenter (name)	Issue Raised	Commissioner Assigned or Referred to Dept/Agency	Latest progress made by committee