



City of Oakland, Bicyclist & Pedestrian Advisory Commission
Minutes from the September 15, 2016 meeting
City Hall, Hearing Room 3

Meeting agenda at www2.oaklandnet.com/OAK056331

Meeting called to order at 6:03pm by BPAC Vice-Chair, Rosa Villalobos.

Item 1. Roll Call/Determination of Quorum/Introductions

At roll call, quorum was established with all Commissioners present except Kidd (excused) and Wheeler (who arrived shortly thereafter).

Introductions were made.

- Other attendees (who signed in): Tom Holub, Carol Levine, Scott Amundson
- Oak Knoll developers and consultants: Michael Olsen, Daniel Bucko, Sam Velty, Sam Tabibnia, Francisco Martin, Crescentia Brown, Hal Williams, Scott Gregory
- Staff: Sarah Fine, Iris Starr, Jennifer Stanley

Item 2. Approval of meeting minutes (Action Item)

→ A motion to **adopt the Bicyclist & Pedestrian Advisory Commission meeting minutes from August 18, 2016** was made (Tabata) and seconded (Prinz), and approved with all present commissioners voting in favor except Hwang who abstained (wasn't present at meeting).

→

Adopted minutes online at www.oaklandbikes.info/BPAC.

Item 3. Open Forum / Public Comment

No comments.

Item 4. Public Hearing: Oak Knoll Mixed use Community Plan Project (City Case Number PLN15378, PLN15378-PUDF01, ER15-004), Draft Environmental Report

Scott Gregory, planning consultant to the City, gave an overview of the project (see agenda packet for details). He explained that the Draft Environmental Impact Report (DEIR) includes a substantial section on transportation which looks at all transportation modes and includes issues of regional significance. The purpose of this meeting, he stated, is to collect comments. Comments are also being solicited from the City's Landmarks Board, Planning Commission and the public at large, specifically as to whether the DEIR sufficient. But, all comments are welcome. [Note: this meeting was recorded by a Court Reporter.]

Scott gave an overview of the staff report and attachments included in the meeting agenda. He noted the steep site geography and that the project will construct public amenities including: rehabilitation of a section of Rifle Range Creek; a 14 ft ped/bike path along the creek from Mountain Blvd to Keller Ave; bike lanes on Mountain Blvd; improved sidewalks along the Mountain Blvd frontage; a Class 3 bike route with sharrows on Main St; 6' sidewalks separated from traffic by planters throughout the development;

and a ped/bike-only bridge across the creek. Written comments can be sent to Heather Klein (see staff report).

Summary of discussion/comments:

- The DEIR estimates that the transportation mode share of this development is predicted to be 96.9% car trips. This ratio is due to the current lack of existing transit service in the area. The City should strive to reduce auto trips resulting from the development.
- Consider including internal stairways (like Oakland's older street car neighborhoods) to facilitate walking throughout the development.
- Mountain Blvd bike lanes are minimum width—consider eliminating the proposed median to widen and buffer the bike lanes. Avoid making changes that would worsen conditions for cyclists. Scott noted that Jason Patton, Oakland's Bicyclist & Pedestrian Program Manager, has been providing guidance on bikeway design and that significant and unavoidable impacts to traffic delay are not recommended for mitigation.)
- The City should find safe connections to neighborhood schools despite the freeway barrier.
- Include traffic calming measures on the internal streets (e.g. speed humps and traffic circles) especially where the speed differential between modes is likely to be high.
- There are no transit options and vehicular traffic in the area is congested particularly on the weekends (Oakland Zoo traffic). Traffic on Golf Links Rd should be evaluated on a Saturday (no weekend evaluation was performed for the DEIR), due to long freeway backups.
- The proposed retail will be good for the area.
- The project is required to have a Transportation Demand Management (TDM) program. The goal is to increase the transit mode share to 20%, and includes a shuttle to the Fruitvale BART station which has the potential to increase mode share by 10%. The City is in discussion with AC Transit about increasing headways on an existing bus line that serves the area.
- Consider bike improvements along Keller Ave; such improvements have the potential to meet the mode split required by TDM plan.
- The draft TDM plan is in the DEIR appendix [online at www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060438.pdf], and the goal is to release the final approved TDM plan with the final EIR. The TDM plan will be included in the Conditions of Approval (COA) for the development and will be approved by staff or the Planning Commission.
- There is a pinch point where Mountain Blvd crosses under I-580. On the west side of Mountain Blvd, the overcrossing is resting on piers. Consider a plan to widen the roadway under the overcrossing. If the plan could be cleared as part of DEIR, it could be funded either by the City or by the developer as part of the TDM.
- The ped/bike bridge width, shown in the plans at 8-10', is not completely set. Consider bikeways on Creekside Parkway and Loop since bikes will use bridge anyway.
- Sign and name paths as well as streets. Include signage directing travelers to other nearby park areas (like Leona Park).
- Include lighting on the ped/bike bridge and elsewhere.
- Make sure to provide bike parking per the pending updated City Bike Parking Ordinance requirements.

The next public meeting is October 5, a comprehensive review at the Planning Commission. October 12 is the end of the public comment period. The Final EIR will respond to all comments received. Depending on the number of comments, the Final EIR could take several months. The project can return to BPAC if desired. The Planning Commission will certify the FEIR. Zoning changes will be submitted as an

Ordinance to the City Council for approval. City staff working on project is interested in hearing and incorporating comments on the design, and will work with applicant to address comments received.

Almost all of the permits and infrastructure plans are available on the project website at www2.oaklandnet.com/Government/o/PBN/OurOrganization/PlanningZoning/OAK052335.

Speakers other than Commissioners and staff: Carol Levine, Hal Williams

Item 5. Proposed Implementation of Senate Bill 743: CEQA

Sarah Fine, Senior Transportation Planner explained the background of City of Oakland's proposed action to eliminate automobile delay from City of Oakland CEQA Thresholds, implementing the directive from Senate Bill 743 and applying proposed guidance from the Governor's Office of Planning & Research (OPR). See PowerPoint.

A presentation to BPAC on this topic was made at the April 2016 meeting. Staff will be asking the Planning Commission to approve these changes next week on Wednesday, September 21. See staff report at www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060721.pdf. Sarah explained that OPR has engaged many stakeholders, including cities. For the purpose of project review under CEQA, OPR's proposal is to replace motor vehicle Level of Service (LOS) with a new metric, Vehicle Miles Traveled (VMT). This reflects that the current metric of LOS penalizes infill development and rewards greenfield development.

The City proposal will codify the OPR's new CEQA significance criteria and adopt thresholds of significance based on VMT rather than LOS. Sarah outlined how these requirements would affect different types of projects that require CEQA evaluation and how the thresholds would be calculated differently for residential, office, and retail projects. These changes are part of a more comprehensive set of changes that also include addressing development impacts outside of CEQA including: Transportation Demand Management (TDM) plans as part of the Conditions of Approval (COA) for development projects; the creation of a Complete Streets Evaluation Framework and design guidelines; and updating the City's Transportation Impact Studies guidelines/manual. The goal is to have projects align with the larger City goals of Equity, Safety, VMT Reduction, and Cost/Maintenance.

Summary of discussion/comments:

- A project that generates VMT in excess of the thresholds could still be approved. Just like when LOS was the metric used to evaluate transportation impacts, City Council can approve projects that have significant but unavoidable environmental impacts as measured by VMT.
- The proposal for the road diet on 40th St, for example, might have been found to have no CEQA impacts. However, it would still have been subject to the new framework which requires the City to consider larger multimodal goals. The City will be using the Alameda County Transportation Commission's priority networks for transit. Where modal conflicts arise, the City's evaluation framework would help guide the project.
- The deadline for cities to comply with the OPR rules will be two years after the rulemaking is final.
- The City's CEQA changes are scheduled to be approved next week. The Complete Streets Design Guidelines are hoped to be available this fall and the TDM guidelines sometime between those two.
- Road diets will be evaluated using a tool now under development as part of the Bicycle & Pedestrian Facilities Program's "Bikeways 2.0" project, currently underway.

→ A motion to **empower the BPAC Chair to write a letter in support of the proposed replacement of LOS with VMT** was made (Chan), seconded (Tabata), and passed with seven commissioners voting in favor. (One had departed the meeting.)

Item 6. Three-month agenda look-ahead, suggestions for meeting topics, announcements

Suggestions:

- Report back on the changes to parks rules proposed by Oakland Parks and Recreation (October).
- Strategic Plan for the new DOT, Organization Chart (Jeff Tumlin).

Announcements:

- The OBAG-funded Lake Merritt Bikeways paving project is underway with Oak St and Madison St paved and striping layout underway.
- The Latham Square project won First Prize in the Urban Place Development category from the American Society of Civil Engineers. The Transportation Planning & Funding Division Manager recognized City staff members Nick Cartagena, Diane Tannenwald, and Alan Chiang for their work on this project.

Meeting adjourned at 7:45p.

Attachments

- PowerPoint: Aligning CEQA in Oakland; SB743 Implementation

Minutes recorded by Jennifer Stanley, City of Oakland Bicycle & Pedestrian Facilities Coordinator, emailed to meeting attendees for review on September 20, 2016, with comments requested by noon, Friday, September 23 to jstanley@oaklandnet.com. Revised minutes were attached to the October 2016 meeting agenda and adopted at that meeting.

Aligning CEQA in Oakland

SB743 Implementation

City of Oakland Bicyclist and Pedestrian Commission
September 15, 2016

Sarah Fine, Senior Transportation Planner
sfine@oaklandnet.com
510-238-6241



City of
Oakland

Glossary

SB743	Senate Bill 743
CEQA	California Environmental Quality Act
LOS	Level of Service (Automobile Delay)
VMT	Vehicle Miles Traveled

Today's Goals:

Background

- ✓ Understand Senate Bill 743 and why it's important for land use and transportation projects

Our Proposal

- ✓ Understand the changes the City of Oakland is proposing to make to local environmental analysis

Next Steps

- ✓ Learn about other parts of transportation studies that will change

Timeline: Senate Bill 743 and SB743 Implementation

2013

SB743 passed, directs OPR to amend CEQA guidelines to replace LOS

2014 - 2015

OPR issues discussion draft proposal identifying VMT as LOS replacement

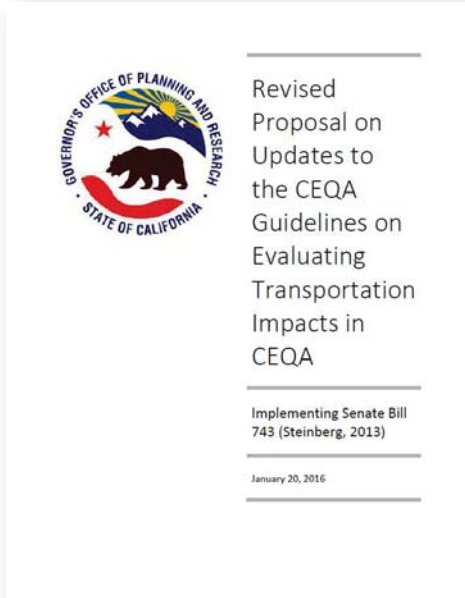
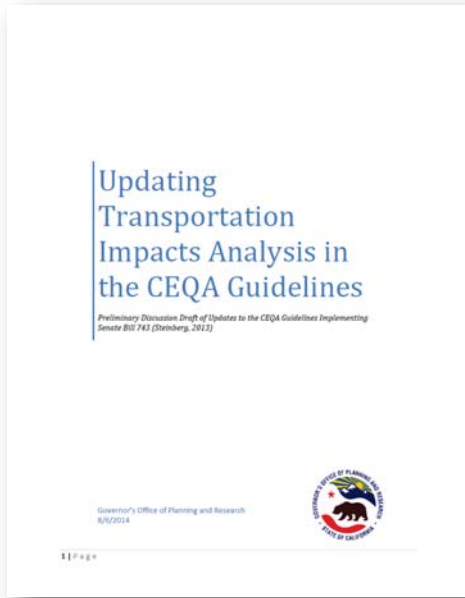
Lead CEQA agencies comment on discussion draft

2016

OPR issues draft proposal for changes to CEQA Guidelines

San Francisco updates local CEQA Guidelines to reflect OPR

State Level of Service Reform History

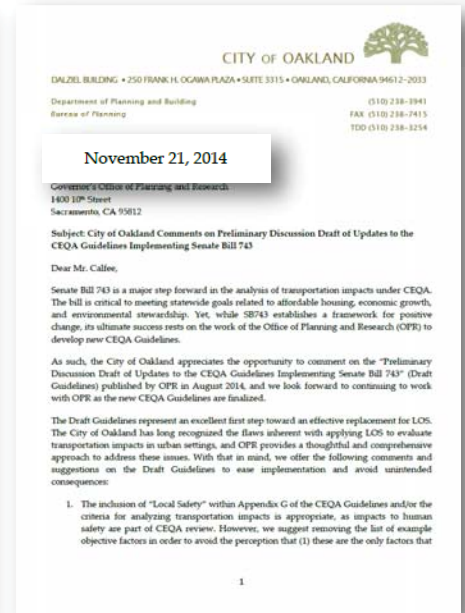


How things are:
Level of service is the metric that determines significant impacts for transportation as part of environmental analysis.

i.e., requiring mitigations

As required by the California Environmental Quality Act (CEQA)

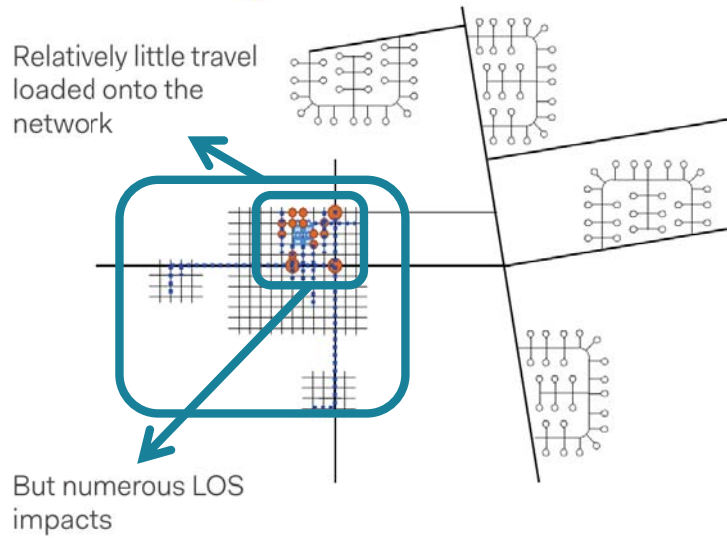
Oakland Participated in State Reform Process



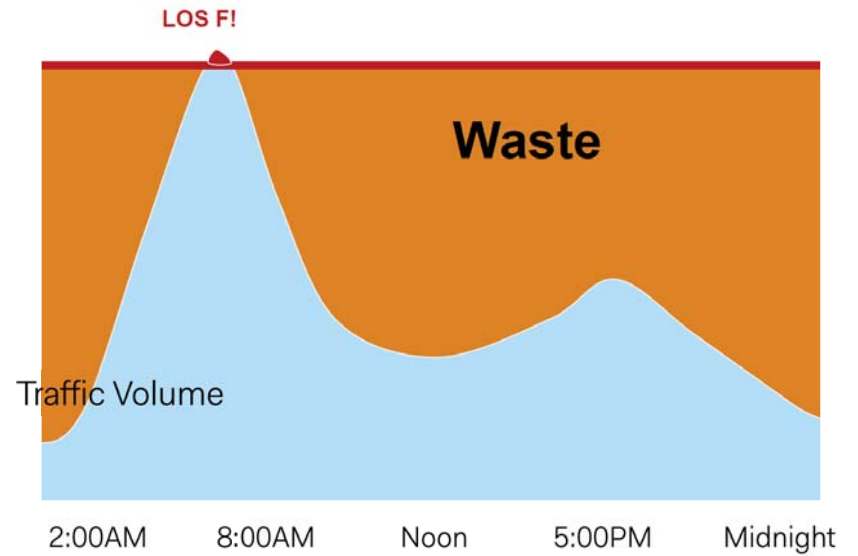
DEFINITION Level of Service

LOS	Average delay per vehicle	Description of motorist perception
A	<10 seconds	Free-flow traffic; "Good" LOS
B	10.1 – 20	Reasonable free-flow
C	20.1 – 35	Delay begins to occur
D	35.1 – 55	Borderline "bad" LOS
E	55.1 – 80	"Bad" LOS: long queues
F	>80	Unacceptable; very high delay, congestion

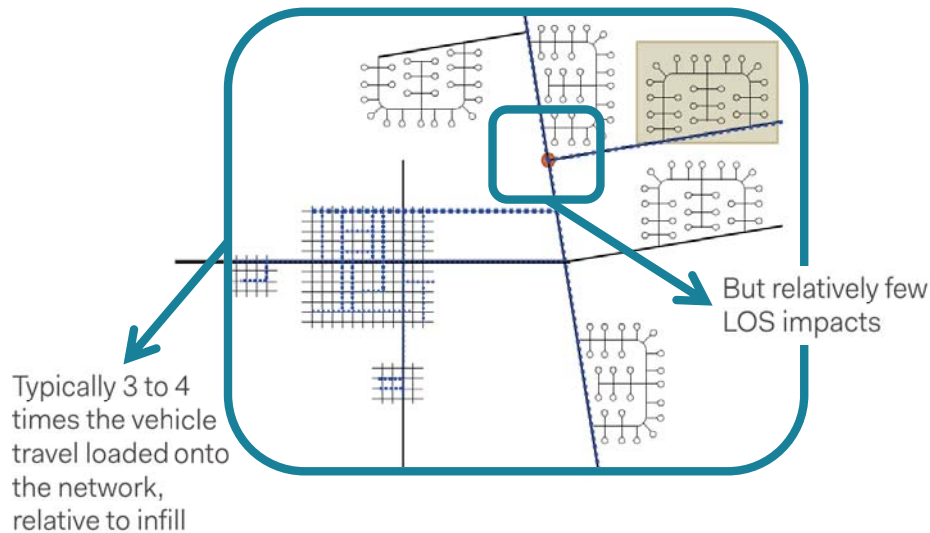
LEVEL OF SERVICE
Infill development



LEVEL OF SERVICE
Planning for the Peak of the Peak



LEVEL OF SERVICE
Greenfield development



DEFINITION
Level of Service



Traffic engineer	A	F
Economist	F	A

How things are, since SB743:
The Governor's Office of Planning & Research has proposed replacing LOS with vehicle miles traveled.

Updating Local Guidelines

January 20, 2016

A lead agency may use models to estimate a project's vehicle miles traveled, and may revise those estimates to reflect professional judgment based on substantial evidence. Any assumptions used to estimate vehicle miles traveled and any reasons to model outputs should be documented and explained in the environmental document prepared for the project.

(c) Applicability.

The provisions of this section shall apply prospectively as described in section 15007. A lead agency may elect to be governed by the provisions of this section immediately provided that it updates its own procedures pursuant to section 15022 to conform to the provisions of this section. After two years from expected adoption date, the provisions of this section shall apply statewide.

Note: Authority cited: Sections 21083 and 21083.05, Public Resources Code; Reference: Sections 21089 and 21100, Public Resources Code; California Clean Energy Committee v. City of Woodland (2014) 225 Cal. App. 4th 173.

Proposed Changes to Existing Appendix G

VMT TRANSPORTATION IMPACTS – Would the project:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact
a) Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the safety or performance of the circulation system, including transit, roads, bicycle lanes and pedestrian paths, except for automobile level of service ¹² , where the project would cause a significant adverse effect on the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?	☐	☐	☐	☐
b) Conflict with an applicable transportation management program, including, but not limited to, transit, bicycle lanes and pedestrian paths, and mass transit, or other standards established by the county?	☐	☐	☐	☐

RECREATION

The project would have a significant impact on the environment if it would:

1. Increase the use of existing neighborhood or regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
2. Include recreational facilities or require the construction or expansion of recreational facilities which might have a substantial adverse physical effect on the environment.

TRANSPORTATION/TRAFFIC¹⁷

The project would have a significant impact on the environment if it would:

PROJECT IMPACTS

Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass and non-motorized travel and relevant components of the circulation system, including but not limited to, intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit, specifically:

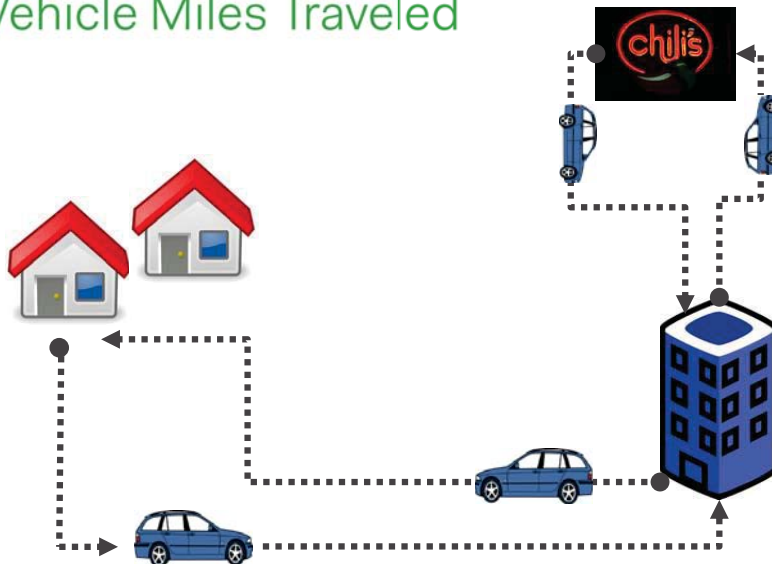
Traffic Load and Capacity Thresholds¹⁸

1. At a study, signalized intersection which is located outside the Downtown area and that does not provide direct access to Downtown, the project would cause the motor vehicle level of service (LOS) to degrade to worse than LOS D (i.e., LOS E or F) and cause the total intersection average vehicle delay to increase by four (4) or more seconds;
2. At a study, signalized intersection which is located within the Downtown area or that provides direct access to Downtown, the project would cause the motor vehicle LOS to degrade to worse than LOS E (i.e., LOS F) and cause the total intersection average vehicle delay to increase by four (4) or more seconds;
3. At a study, signalized intersection outside the Downtown area and that does not provide

¹² Refer to the City's current Transportation Impact Study Outline (included in a separate document) for additional guidance on the transportation analysis.

¹³ All LOS measurements shall be based on the methodologies in the current Highway Capacity Manual.

DEFINITION Vehicle Miles Traveled



Types of Projects Impacted by the Proposed Change

Project Types	Example
Land Use Development Projects	Brooklyn Basin
Land Use Plans	Downtown Specific Plan
Transportation Plans	Pedestrian Master Plan
Transportation Projects	Telegraph Complete Streets

Proposed Significance Criteria

The project would have a significant effect on the environment if it would:

- **Conflict with a plan, ordinance, or policy** addressing the safety or performance of the circulation system, including transit, roadways, bicycle lanes, and pedestrian paths (except for automobile level of service or other measures of vehicle delay); or
- **Cause substantial additional VMT per capita**, per service population, or other appropriate efficiency measure; or
- **Substantially induce additional automobile travel** by increasing physical roadway capacity in congested areas (i.e., by adding new mixed-flow lanes) or by adding new roadways to the network.

Proposed Thresholds of Significance

(Cont.)

- **For residential projects**, a project would cause substantial additional VMT if it exceeds both the existing City household VMT per capita minus 15 percent and existing regional household VMT per capita minus 15 percent.
- **For office projects**, a project would cause substantial additional VMT if it exceeds the existing regional VMT per employee minus 15 percent.
- **For retail projects**, a project that would cause substantial additional VMT would result in a net increase in total VMT. The City would use a VMT efficiency metric approach for retail projects consistent with residential projects: a project would cause substantial additional VMT if it exceeds the existing regional VMT per capita minus 15 percent.

Proposed Thresholds of Significance

The following are recommended as thresholds of significance related to substantial additional VMT and substantially inducing additional automobile travel:

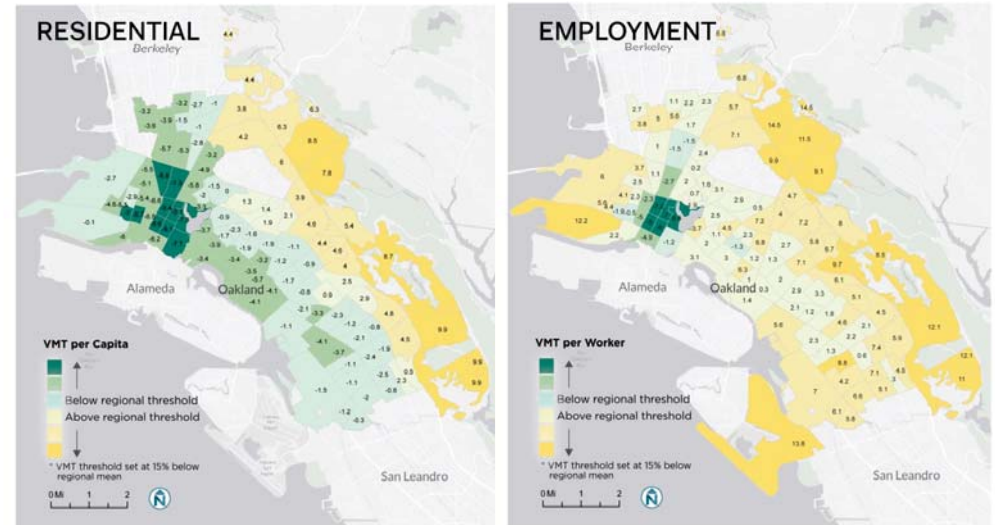
- **Any land use project or plan** located outside of an area specified for development in the most recently adopted Sustainable Communities Strategy **would** cause substantial additional VMT.

Proposed Thresholds of Significance

(Cont.)

- **A land use plan** may have a significant impact on VMT if it is not consistent with the relevant Sustainable Communities Strategy.
- **A transportation project** would substantially induce automobile travel if it exceeds the fair share VMT amount allocated to transportation projects to avoid conflicting with California's long-term greenhouse gas emissions reduction goals.

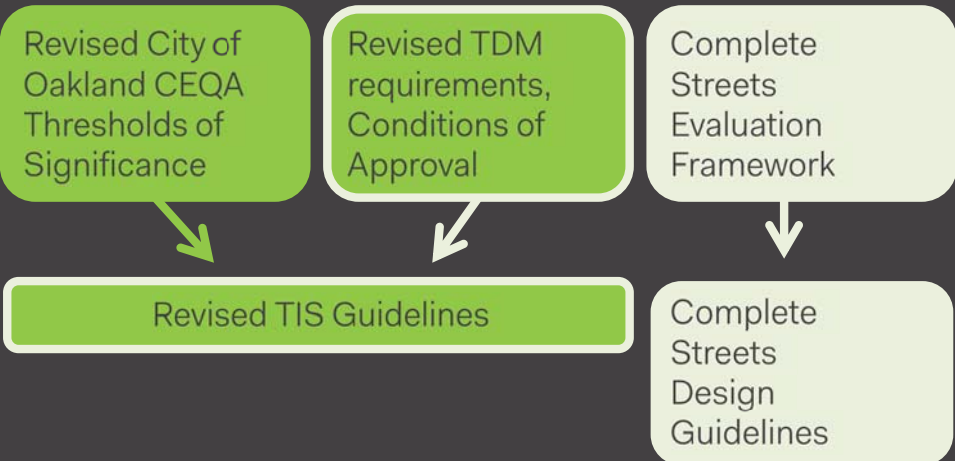
Sample Map of VMT Screening Criteria



How things would be:
 Certain development projects (small, in low-VMT areas, near transit) would be presumed to have less than significant transportation impacts.

How things would be:
 Transit and active transportation projects would be presumed to have less than significant transportation impacts.

Implementing Reform



Implementing Reform

will determine the required scope of work in consultation with the Transportation Services Division and Planning and Zoning Division.

Table 1: Level of Analysis

LEVEL OF ANALYSIS REQUIRED	Peak Hour Vehicle Trip Generation Threshold (T)		
	T=50	50<T=100	T=100
SITE PLAN LEVEL OF ANALYSIS			
Vehicle Trip Generation Letter, including any vehicle trip reduction factors applied	✓	✓	✓
Vehicle Trip Distribution & Assignment		✓	✓
Vehicle, Ped & Bike Access and Circulation		✓	✓
Queueing			
Sight Distance		✓	✓
Off-street parking and loading		✓	✓
OFF-SITE LEVEL OF ANALYSIS			
Vehicle Level of Service for study roadways		✓	✓
Collision analysis for Level of Service study roadways		✓	✓
Traffic Control Device Criteria/Warrant Analyses for study roadways		✓	✓
Bicycle and pedestrian analysis for intersections and roadways adjacent to site		✓	✓
On-Street Parking and Loading		✓	✓
SCENARIOS			
A cumulative analysis is required by CEQA. A Future Year analysis is necessary for some small projects, including those that remove travel lanes.			
Existing		✓	✓
Existing+ Project		✓	✓
Future Years Cumulative for Existing, and Existing + Project		✓	✓

Non-CEQA analysis

Current CEQA analysis

Implementing Reform: Draft Strategies for Land Use Development

Goal Area	Methodology/Definition
Equity	Improve access to jobs, schools, and services Support community health co-benefits
Safety	Improve ped-bike safety and comfort Maintain livability of residential streets
VMT Reduction	Prioritize sustainable transportation choices Maintain and improve transit performance
Cost/Maintenance	Support investment in Oakland's transportation system

Implementing Reform

Revised TIS Guidelines and Conditions of Approval

Project Types	CEQA	Non-CEQA
Land Use Development Projects	X	X
Land Use Plans	X	X
Transportation Plans	X	X
Transportation Projects	X	X

City of Oakland CEQA Thresholds of Significance

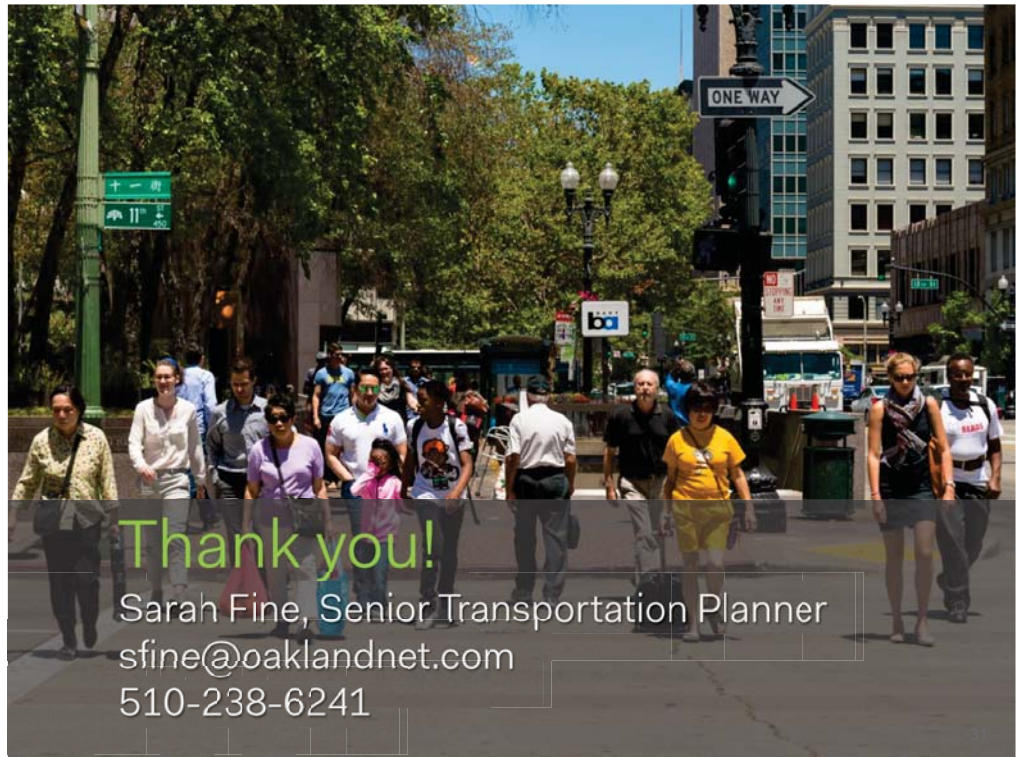
Complete Streets Design Guidelines & Implementation

Implementing Reform: Draft Evaluation Measures for Transportation Projects

Category	Criteria	Methodology/Definition
Equity	<ul style="list-style-type: none"> Increased access Public health impacts Geographic equity Communities of Concern 	<ul style="list-style-type: none"> Change in number of jobs, retail, and customers reachable within 30 mins on transit Route connectivity analysis Benefits, cisbenefits to priority public health impact area Benefits, cisbenefits to Communities of Concern
Safety	<ul style="list-style-type: none"> Collision history Crash likelihood Safety improvements Volume of users 	<ul style="list-style-type: none"> 5-year collision history Traffic signal delay/priority (ped, bike) Safety countermeasures score (reduced conflicts) Pedestrian, bike, vehicle, rider counts Passenger load Route diversion
VMT Reduction	<ul style="list-style-type: none"> User satisfaction Service reliability Travel time Person throughput Wayfinding Comfort and convenience 	<ul style="list-style-type: none"> Intercept surveys (transit, bike, ped) Route level on-tme performance Travel time and speed by segment Travel time versus auto travel time Level of traffic stress Transfers/connectivity to intersecting routes
Cost/Maintenance	<ul style="list-style-type: none"> Near and long-term obligations 	<ul style="list-style-type: none"> Lifecycle capital and maintenance costs

SB743 & BEYOND

What will it mean for Oakland?



Thank you!

Sarah Fine, Senior Transportation Planner

sfine@oaklandnet.com

510-238-6241

SB743 & BEYOND

What will it mean for Oakland?

