



MEMORANDUM

Date: December 12, 2009
To: Bruce Williams, City of Oakland
From: Rob Rees, Fehr & Peers
Subject: East Bay Bus Rapid Transit – Policy Context

WC09-2645

This memo summarizes the City of Oakland policy context for the East Bay Bus Rapid Transit (BRT) Project. Three documents, the City General Plan, the Pedestrian Master Plan, and the Bicycle Master Plan, contain important policies pertaining to BRT corridors within the City of Oakland. **Table 1, Table 2, and Table 3** present the relevant objectives and policies.

The Land Use and Transportation Element (LUTE) of the Oakland General Plan was adopted in March 1998 after a three-year planning process involving the General Plan Congress and the public. The LUTE is divided into five sections, Industry/Commerce, Transportation, Transit-Oriented Development, Downtown, Waterfront, and Neighborhoods. All but the Waterfront section are relevant to the BRT project. The LUTE generally advocates a multi-modal approach (which includes automobiles, pedestrians, bicyclists, and transit) to transportation policy and emphasizes safety, connectivity, and accessibility.

The City's "Transit-First" policy is incorporated into the General Plan through Policies T3.6 and T3.7. Policy T3.6 states that on designated 'transit streets' (such as the BRT alignment) "The City should encourage and promote use of public transit in Oakland by expediting the movement of and access to transit vehicles." A method for resolving conflicts between modes is detailed in Policy T3.7 which states that the "mode that has the potential to provide the greatest mobility and access for people, rather than vehicles, giving due consideration to the environmental, public safety, economic development, health, and social equity impacts" should be favored.

Other Land Use and Transportation Element General Plan policies encourage the use of infrastructure investments as a tool for economic development, enforce the importance of retaining parking for commercial businesses, and prioritize the protection of neighborhoods from high speed or high volume cut-through traffic.

Policy T4.5 of the LUTE of the General Plan recommends adoption of a Pedestrian Master Plan and a Bicycle Master Plan. The Pedestrian Master Plan was adopted four years later in 2002 and has policies which are applicable to the BRT Project. Policies within the Plan call for safety improvements in high traffic areas, increasing pedestrian connectivity to activity centers, and implementation of pedestrian improvements along AC Transit lines to strengthen connections to transit. The Bicycle Master Plan was adopted in 2007 and includes similar policies related to bicycles, including the promotion of bicycle safety, access to transit, and connectivity.

**TABLE 1
 OAKLAND POLICY CONTEXT – 1998 GENERAL PLAN
 FOR EAST BAY BRT PROJECT**

Transportation and Transit-Oriented Development	
Objective T1	Provide adequate infrastructure and land for the needs of rail, shipping, commercial and manufacturing uses, balancing this need with those of surrounding residential neighborhoods.
Objective T3	<p>Provided a hierarchical network of roads that reflects desired land use patterns and strives for acceptable levels of service at intersections.</p> <p><u>Policy T3.5: Including Bikeway and Pedestrian Walks.</u> The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realized streets, wherever possible.</p> <p><u>Policy T3.6: Encouraging Transit.</u> The City should encourage and promote use of public transit in Oakland by expediting the movement of and access to transit vehicles on designated "transit streets" as shown on the Transportation Plan.</p> <p><u>Policy T3.7: Resolving Transportation Conflicts.</u> The City, in constructing / maintaining transportation infrastructure, should resolve any conflicts between public transit and single occupant vehicles in favor of the transportation mode that has the potential to provide the greatest mobility and access for people, rather than vehicles, giving due consideration to the environmental, public safety, economic development, health, and social equity impacts.</p> <p><u>Policy T3.9: Providing Parking for Transportation.</u> The City should strive to provide parking for multiple modes of transportation throughout the city where it is needed and does not unduly disrupt traffic flow.</p> <p><u>Policy T3.11: Prioritizing Parking.</u> Parking in residential areas should give priority to adjacent residents.</p>
Objective T4	<p>Increase use of alternative modes of transportation.</p> <p><u>Policy T4.6: Marking Transportation Accessible for Everyone.</u> Alternative modes of transportation should be accessible for all of Oakland's population, including the elderly, disabled, and disadvantaged.</p> <p><u>Policy T4.10: Converting underused Travel Lanes.</u> Take advantage of existing transportation infrastructure and capacity that is underutilized. For example, where possible and desirable, convert underused travel lanes to bicycle or pedestrian paths or amenities.</p>
Objective T6	<p>Make streets safe, pedestrian accessible, and attractive.</p> <p><u>Policy T6.1: Posting Maximum Speeds</u> Collector streets shall be posted at the lowest possible speed (usually a maximum speed of 25 miles per hour), except where a lower speed is dictated by safety and allowable by law.</p> <p><u>Policy T6.2: Improving Streetscapes</u> The city should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods, and commercial centers, should be pedestrian-oriented and include lighting, directional signs, trees, benches, and other support facilities.</p>
Downtown	
Objective D3	<p>Create a pedestrian-friendly downtown.</p> <p><u>Policy D3.1: Promoting Pedestrians.</u> Pedestrian-friendly commercial areas should be promoted.</p>
Objective D13	<p>Create and coordinate a well balanced regional and local transportation system to serve the downtown.</p> <p><u>Policy D13.1: Coordinating Transportation Options.</u> A variety of transportation modes to and within all downtown districts should be coordinated to safely and efficiently move people and goods. Affordability and convenience are primary considerations.</p> <p><u>Policy D13.2: Providing Parking</u> An adequate quantity of car, bicycle, and truck parking, which has been designed to enhance the pedestrian environment, should be provided to encourage housing development and the economic vitality of commercial, office, entertainment, and mixed-use areas.</p>

**TABLE 1
 OAKLAND POLICY CONTEXT – 1998 GENERAL PLAN
 FOR EAST BAY BRT PROJECT**

Neighborhoods	
Objective N1	<p>Provide for healthy, vital, and accessible commercial areas that help meet local consumer needs in the neighborhoods.</p> <p><u>Policy N1.2: Placing Public Transit Stops</u> The majority of commercial development should be accessible by public transit. Public transit stops should be placed at strategic locations in neighborhood Activity Centers and Transit-Oriented Districts to promote browsing and shopping by transit users.</p> <p><u>Policy N1.3: Locating Parking Facilities</u> Wherever feasible, and desired by merchants and residents, the City should construct strategically located, safe, and attractive parking facilities in Neighborhood Activity Centers. Use of in lieu fees, parking assessment districts, or other programs to pay for these facilities should be explored.</p>
Objective N7	<p>Protect and enhance existing areas of predominantly “Detached Unit” and “Mixed Housing Type” residential development</p> <p><u>Policy N7.4: Designing Local Streets</u> Local Streets should be designed to create an intimate neighborhood environment and not support high speed or large volumes of traffic. Providing on-site parking for cars and bicycles, planting and maintaining street trees, and landscaping, minimizing the width of driveway curb cuts, maintaining streets, bike routes, and sidewalks, and orienting residential buildings toward the street all contribute to the desired environment.</p>
Objective N12	Provide adequate infrastructure to meet the needs of Oakland’s growing community
Industry and Commerce	
Objective I/C1	<p>Expand and retain Oakland’s job base and economic strength.</p> <p><u>Policy 1/C1.1: Attracting New Business.</u> The City will strive to attract new businesses to Oakland which have potential economic benefits in terms of jobs and/or revenue generation. This effort will be coordinated through a citywide economic development strategy/marketing plan which identifies the City’s existing economic base, the assets and constraints for future growth, target industries or activities for future attraction, and geographic areas appropriate for future use and development.</p> <p><u>Policy 1/C1.2: Retaining Existing Business.</u> Existing businesses and jobs within Oakland which are consistent with the long-range objectives of this Plan should, whenever possible, be retained.</p> <p><u>Policy 1/C1.3: Supporting Economic Development Expansion Through Public Investment</u> The public investment strategy of the City should support economic development expansion efforts through such means as identifying target “catalyst projects” for investment which will support the employment or revenue base of the city and providing infrastructure improvements to serve key development locations or projects which are consistent with the goals and objectives of this Plan.</p>

**TABLE 2
 OAKLAND POLICY CONTEXT – PEDESTRIAN MASTER PLAN, 2002
 FOR EAST BAY BRT PROJECT**

Pedestrian Master Plan, 2002	
Policy 1.1 Crossing Safety	Improve pedestrian crossings in areas of high pedestrian activity where safety is an issue
Policy 2.1 Route Network	Create and maintain a pedestrian route network that provides direct connections between activity centers
Policy 2.3 Safe Routes to Transit	Implement pedestrian improvements along major AC Transit lines and at BART stations to strengthen connections to transit

**TABLE 3
 OAKLAND POLICY CONTEXT – BICYCLE MASTER PLAN, 2007
 FOR EAST BAY BRT PROJECT**

Goal 1 Infrastructure	<p>Develop the physical accommodations, including a network of bikeways and support facilities, which provide for safe and convenient access by bicycle.</p> <p><u>Policy 1A: Bikeway Network</u> Develop and improve Oakland's bikeway network</p> <p><u>Policy 1B: Routine Accommodation</u> Address bicycle safety and access in the design and maintenance of all streets</p> <p><u>Policy 1C: Safe Routes to Transit</u> Improve bicycle access to transit, bicycle parking at transit facilities, and bicycle access on transit vehicles</p>
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