



CITY OF BERKELEY

BICYCLE PLAN APPENDICES

Approved May 2, 2017 by Berkeley City Council

APPENDIX A



APPENDIX A.

Policy Review

A.1 POLICY CONTEXT

Five of the City’s most prominent documents—the City of Berkeley General Plan (2002), the Berkeley Climate Action Plan (2009), the Berkeley Complete Streets Policy (2012), the Downtown Area Plan (2012), and the Downtown Streets and Open Space Improvement Plan (2012)—provide a policy framework for the BBP. These documents cut across multiple City planning efforts and City departments. The BBP will be consistent with the bicycle policies and actions, listed throughout the City’s General Plan, Climate Action Plan, and Complete Streets Policy summarized below.

A.1.1 General Plan

The City of Berkeley General Plan: A Guide for Public Decision-Making (General Plan) was published in 2002. The purpose of the General Plan is to provide a long-range document of planning priorities and values to guide decision-making processes for future years. The Transportation Element of the General Plan has six primary objectives to guide transportation planning efforts, plus a list of policies and actions to reach the City’s goals. The recommendations in the BBP will support the following relevant objectives of the General Plan’s Transportation Element:

- Reduce automobile use and vehicle miles traveled in Berkeley, and the related impacts, by providing and advocating for transportation alternatives and subsidies that facilitate voluntary decisions to drive less.

- Improve the quality of life in Berkeley neighborhoods by calming and slowing traffic on all residential streets.
- Maintain and improve the existing infrastructure and facilities for the movement of people, goods, and vehicles within and through the city.
- Create a model bicycle- and pedestrian-friendly city where bicycling and walking are safe, attractive, easy, and convenient forms of transportation and recreation for people of all ages and abilities.

A.1.2 Climate Action Plan

The Berkeley Climate Action Plan provides a supportive policy context for the BBP. The Berkeley Climate Action Plan (CAP) was adopted in 2009 with an ambitious mission: reduce community-wide greenhouse gas (GHG) emissions by 33 percent below 2000 levels by 2020, and 80 percent by 2050. The CAP assumes local governments and communities are uniquely capable of addressing the primary sources of GHG emissions: transportation-related emissions resulting from vehicle-miles traveled, residential and commercial building energy use, and the generation of solid waste.

The CAP outlines a vision for meeting the City’s GHG reduction goals, which prominently features the need to expand mobility options and to accelerate the implementation of the BBP and the City’s Pedestrian Master Plan. To meet that vision, the CAP lists the following policies:

- Continue to expand and improve Berkeley’s bicycle and pedestrian infrastructure
- Partner with local and regional organizations and agencies to promote and market cycling and walking as attractive alternatives to driving
- Partner with BART, AC Transit, and other transit providers to improve bicycle access on trains and buses and at stations and stops
- Continue to incorporate bicycles into municipal operations by maintaining and expanding the fleet of bicycles available for City employees, encouraging City staff to take advantage of the fleet, considering the inclusion of electric bicycles and cargo bicycles into the fleet, providing mileage reimbursement for City’s employee’s personal bicycle use for work trips, and providing secure parking near City employment sites.

A.1.3 Complete Streets Policy

In December 2012, the Berkeley City Council adopted a Complete Streets Policy (Resolution 65,978-N.S.) to guide future street design and repair activities. “Complete Streets” describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including people walking, people bicycling, persons with disabilities, people driving motor vehicles, movers of commercial goods, users and operators of public transportation, emergency

responders, seniors, youth, and families.

Adoption of the policy was required by the Metropolitan Transportation Commission and the Alameda County Transportation Commission, and the policy helps connect the reduction of GHG emissions to transportation decisions. The BBP will support the Complete Streets Policy by identifying projects that make bicycling along and across City streets safer and more convenient.

A.1.4 Downtown Area Plan

The City of Berkeley’s 2012 Downtown Area Plan (DAP) serves as the specific guiding document for future development for Downtown Berkeley. Goals of the DAP include Economic Development, Housing and Community Health, Historic Preservation and Urban Design, Land Use, and Streetscapes and Open Space. Specific policies from the DAP that relate to the BBP include:

Policy ES-2.1: Promote a Green Downtown and Model Best Practices. Promote Downtown as a model of sustainability and place that will attract visitors who want to see how “green” a city can be. Increase public awareness of environmental features and programs Downtown.

- » d) Create educational programs that highlight best practices for sustainability, including: green buildings, transit-oriented-development, adaptive re-use, and pedestrian and bicycle facilities and

amenities. Consider establishing walking tours to highlight sustainability features and the idea of “nature in the city” (such as by offering tours of songbird and butterfly habitat, examining the effects of trees and vegetation on microclimate, or considering fish habitat in Strawberry Creek).

Policy ES-3.4: *Alternative Modes. Enhance and expand transit service, walking, and bicycle use as an alternative to the use and ownership of private vehicles.*

Policy ES-4.2: *Alternative Modes. Modify development standards to promote alternatives to the automobile by providing car share and bicycle facilities, transit passes for residents, and parking regulations that favor alternative modes.*

Policy AC-1.1: *Street Modifications. Modify Downtown’s streets and street network to better serve the needs of pedestrians, bicyclists, and transit. While recognizing that automobiles will be an important transportation mode for the foreseeable future, reduce and avoid negative impacts from the private automobile on pedestrians, transit, and bicycles. Development projects that are adjacent to designated street improvements should finance a fair-share of these improvements as condition of approval.*

- » a) Encourage potential motorists to access Downtown using other modes.
- » b) Modify streets to slow automobile traffic to speeds appropriate to the function and

character of each street, and emphasize the needs and comfort of pedestrians, transit, and bicycles.

- Modifications should encourage traffic to flow at speeds under 25 miles per hour.
- » c) Implement street improvements that benefit pedestrians, bicyclists, and transit. Reallocate parts of public rights-of-way that give unneeded capacity to motor vehicles and can be repurposed to yield pedestrian, bicycle, and/or ecological benefits. Travel lanes should not be eliminated until analysis has determined that safety, transit, and traffic operation can be adequately addressed, however the DAP EIR has indicated that traffic lane reductions appear to be feasible in the following locations:
 - Shattuck Avenue and Shattuck Square between University Avenue and Allston;
 - University Avenue between Shattuck Square and Oxford;
 - Hearst Avenue between Shattuck and Oxford; and
 - Closing Center Street to regular traffic between Shattuck and Oxford.

- » d) Adopt a Downtown Streets & Open Space Improvement Plan that establishes policies and actions relating to street improvements that can occur throughout the Downtown Area (such as sidewalk bulb-outs, suitable travel lane widths, bicycle parking, street trees, street lighting, furnishings, etc.) as well as major projects (including Center Street Plaza, Center Street Greenway and Civic Center Park, Shattuck Square, University Avenue Gateway, Shattuck Avenue, and Hearst Street).
- » e) Evaluate street network changes from the perspective of the needs, safety, and comfort of bicyclists and pedestrians, including changes to lanes and turning movements. Where accommodations for private automobiles and accommodations for pedestrians are in conflict, decisions should reflect the priority of the pedestrian. Accept that improvements may result in slowing down vehicular traffic. Reconfigure automobile traffic on Shattuck Square, so that the west side of Shattuck Square accommodates two-way traffic, and the east side of Shattuck Square can become a slow street or plaza with a high level of pedestrian amenity.

Policy AC-1.2: Single-Occupant Vehicles.

Discourage the use of single-occupant vehicles (SOVs) by commuters to Downtown and encourage commuting with transit, ridesharing, bicycles, and on foot.

- » c) Strengthen parking policies that discourage all-day SOV parking while encouraging alternative modes.
- » d) Consistent with the Urban Environmental Accords endorsed by Berkeley, strive to reduce single occupancy vehicles (SOVs) to be no more than 40% of all commute trips by 2020. Monitor peak period trips to the extent feasible, and adjust measures to meet these targets.

Policy AC-1.3: Alternative Modes & Transportation Demand Management (TDM).
New development and on-going programs should reduce Downtown car use, support alternative travel modes, and consolidate publicly-accessible parking facilities and Transportation Demand Management (TDM) programs.

- » a) A fee requirement should be established to support alternative modes (i.e. transit, walking, and bicycling) and Transportation Demand Management programs. Parking requirements for new development may be reduced by paying an in lieu fee into a fund to enhance transit, which might be contained within the Streets and Open Space Improvement Plan (SOSIP); in lieu payments for parking should be encouraged.

- » e) Develop a TDM “toolbox” for new development that explains TDM requirements, and encourages other TDM features such as: showers for bike commuters, bicycle sharing kiosks, and plug-in facilities for electric vehicles.
- » f) Encourage all Downtown businesses to reward customers and employees who arrive by transit, by bicycle, or on foot, or who use off-street garages instead of on-street parking, such as with merchant validation programs and other incentives.

Policy AC-3.1: Effective Parking. Manage parking more effectively to promote Downtown economic vitality while simultaneously discouraging all-day parking. Parking standards should support the continued health of Downtown’s retail and cultural uses.

Policy AC-4.3: Transit Center. Improve access to BART and enhance the Downtown BART Station as a transportation hub for AC Transit and other transit providers.

- » a) Explore alternatives for creating a Downtown Transit Center to link AC Transit to other modes, including shuttles, taxis, bicycles and bike rentals, arrival by car, and walking. Consider how bus turn-around, boarding platforms, and visitor information facilities might be incorporated. The transit center should speed boarding and transfers, but should not be used for bus layovers.

Transit center improvements should result in an inviting, pedestrian-friendly place with negative impacts from buses mitigated to the extent possible.

- » b) Enhance access to BART on foot and by bike. Improve the BART Plaza’s function as a transit bug by implementing improvements that make it more pedestrian-friendly.

Policy AC-4.4: Transit and Bikes. Encourage bicycle access to Downtown for local and regional transit trips.

- » a) Increase high-capacity bicycle parking near BART and other major transit stops.
- » b) Support the expansion of the Downtown Berkeley bicycle station and high-quality bicycle storage facilities in other transit-accessible locations.
- » c) Encourage transit providers to expand bicycle access on transit vehicles, including increased storage on trains and buses.

Policy AC-5.1: Bike Network Improvements.

Give bicycles priority over personal vehicles on many streets Downtown. Make bicycling safer and more convenient in and through Downtown by making improvements to Berkeley's and Downtown's bicycle network. Provide bikeways on low-speed low-traffic streets and bike lanes where appropriate. Address the needs of bicyclists of all ages and abilities.

- » a) Adopt a Downtown Streets & Open Space Improvement Plan with specific policies and actions relating to bike network improvements.
- » b) Consider locations in Downtown where bike-activated traffic lights would improve safety and convenience along streets with higher levels of bicycle use.

Policy AC-5.2: Bicycle Parking. Increase the availability of convenient, secure and attractive short- and long-term bicycle parking throughout Downtown.

- » a) Increase the availability of secured bicycle parking throughout Downtown, particularly in areas of high use, including bicycle parking options that are sheltered and/or attended.
- » b) Increase availability of bicycle racks throughout Downtown, especially where parking meter poles are removed.

- » c) Provide sufficient bicycle parking near transit centers and major destinations.
- » d) Promote the creation of an at-grade attended or automated bicycle-parking service. Work with BART to consider replacing the existing bicycle station with a joint City/BART aboveground facility, perhaps in a storefront on Shattuck Avenue.
- » e) Require the provision of secure bicycle parking facilities by new development projects (and major renovations), both public and private.

Policy AC-5.3: Bike Sharing. Promote convenient "bike sharing" options (i.e., short-term bike rentals) and their use by employees, residents, and visitors – especially near BART.

- » a) Publicize available bike rentals in Downtown, such as at the Berkeley Bike Station.
- » b) Identify criteria for design, program, and location of new bike sharing facilities. Solicit proposals from bike share providers for facilities consistent with these criteria. Give special consideration to locations near BART.

Policy AC-5.4: Business & Institutional Support.

Make it easier for Downtown employees to commute by bike, especially employees of the City, University, and BUSD.

- » a) Require new office and retail construction and substantial renovations to provide showers and lockers for employees, so that bicyclists can change work clothes at their destinations.
- » b) Study the feasibility of subsidizing the cost of bicycles for Downtown employees. Work with Downtown employers and bicycle merchants to explore the potential for discounts for the purchase of bicycles.
- » c) If bike sharing is established, consider reducing the cost of bike sharing for Downtown employees and others.
- » d) Enhance the City's own bicycle program for City employees.

Policy HD-4.1. Pedestrian-Oriented Design.
Improve the pedestrian experience and the aesthetic quality of Downtown's environments through appropriate design. New construction and building alterations should promote pleasing public open spaces and streets with frequent street-level entrances and beautiful facades. In commercial areas, buildings should encourage activity along the street and generally maintain the urban tradition of no street-level setbacks.

- » Provide adequate lighting and safety features in garages, in bus shelters, and at bicycle parking.

Policy OS-1.2: Street & Open Space Opportunities.
Develop appropriate design options for the following street segments, and existing and potential open spaces.

- » e) Shattuck Avenue. Make Shattuck a world-class tree-lined "boulevard" that is exceptionally attractive, emphasizes pedestrians and bicyclists, and models sustainability. Dedicated a significant portion of Shattuck's right-of-way to be park or similarly active space.
- » f) Ohlone Greenway Extension. Extend the Ohlone Greenway from where it ends to the UC Berkeley Campus by adding bicycle facilities, street trees, and greenery.
- » g) Allston Way as a Special Civic Street. Celebrate Allston Way and abutting community uses by installing decorative special features and making it more pedestrian- and bicycle-friendly.

A.1.5 Streets and Open Space Improvement Plan

The 2012 Streets and Open Space Improvement Plan (SOSIP) serves as an implementing initiative of the Downtown Area Plan. The SOSIP presents a shared vision for the future of Downtown Berkeley's public realm through strategies and implementing actions that include placemaking, public life, health and comfort, access, and sustainability. Major bicycle-related projects in the SOSIP include:

- Shattuck Avenue & park Blocks. Shattuck’s wide right-of-way makes dramatic transformations possible. A linear “park block” between Allston & Kittredge would provide active uses, amenities, trees, and landscaping near BART and Downtown cinemas. Between Durant and Haste, park blocks would provide activities and recreational options for area residents. Sidewalks would be widened where park blocks are absent, and would be accompanied by amenities and “rain gardens” to hold and remove pollutants from the urban runoff that washes off of streets. New bike lanes would offer easy access to local destinations and enhance safety.
- Hearst Avenue & Ohlone Greenway Extension. The Ohlone Greenway provides a bicycle/ pedestrian connection to Albany, El Cerrito, and Richmond, and would be extended to the UC Campus with landscaping, continuous bicycle lanes, and pedestrian improvements.

Among the major projects, the Hearst Avenue/ Ohlone Greenway Phase I is listed as a tier II high priority and the Milvia Avenue Bike Lanes and Shattuck Avenue Bike Lanes are listed as tier III priorities. Other “minor opportunities” include making Allston Way into a bicycle route with traffic calming and improving bicycle safety on Oxford Street.

Bicycle-related policies and actions included in the SOSIP are listed below:

Policy 3.1: Network Connectivity. Make bicycling safer and more convenient in and through Downtown by making improvements to the bicycle network. Consider bicyclists of all ages and abilities.

- » a) Milvia Street. Establish continuous bicycle lanes along Milvia between University Avenue and Allston Way. Consider the elimination of the right-hand vehicle “slip lane” on the southwest corner of Milvia and Allston, and consider pavement markings for bicyclists at Milvia and University. In recognition of high motor vehicle volumes, accompany bicycle lane improvements with traffic calming features. Consider traffic calming features that also have ecological benefits (see Watershed Management & Green Infrastructure). In the long term, create a shared street / plaza in front of the Civic Center building. To establish bike lanes on Milvia between University and Center Street, on-street parking would need to be removed on the west side of the street where on-street spaces are also limited by multiple curb cuts and red zones. Avoid a net loss of parking by increasing the availability of nearby parking —such as by providing direct access from the Golden Bear parking lot to Milvia, and/or converting reserved spaces along Civic Center Park to metered spaces.
- » b) Hearst Avenue. On Hearst Avenue, bike lanes should be extended from west of Shattuck Avenue to the UC campus.

- » c) Fulton Street Contraflow Lane. Consider establishing a northbound contraflow lane on Fulton between Dwight Way and Durant Avenue. Fulton Street is an attractive bicycle/route south of Dwight Way, but bicyclists traveling north are presently diverted before Dwight where they encounter one-way southbound traffic. Note also that Fulton bike lanes would reduce bicycle traffic on Shattuck. On-street parking would need to be removed to create a contraflow bicycle lane. Avoid a net loss of parking, consistent with Policy 1.16, ZeroNet Parking Strategy.
- » d) Allston Way. Extend Class 2.5 Bike Route to Oxford in recognition of significant bicycle volumes. Consider ways to calm vehicle traffic on Allston Way, such as through the use of “speed tables” and shared street features. Consider installing a bike-activated traffic signal at the Allston/Oxford intersection and better connecting bike lanes and paths of travel near that intersection to support bicycle travel from Allston Way to the UC Campus.
- » e) Shattuck Avenue. Shattuck should be reconfigured to become a “complete street” by adding bicycle lanes south of Center Street. Grade-separate these new bike lanes where feasible. Consider probable conflicts between bicyclists, buses, and other vehicles, and mitigate potentially dangerous conditions. Consider features such as “bike boxes” at intersections, queue jump signals for bicyclists, bike lanes that pass behind bus stops, dashing striped bike lanes, signing where vehicles blend to indicate where bikes may not have the right-of-way, and using “farside” bus stops so that buses can always pull through intersections before stopping. Continue to enforce laws that prohibit bicycle riding on sidewalks.
- » f) Center Street Greenway. Evaluate how to best provide for the safety of bicyclists and pedestrians while also providing a greenway that establishes a landscaped connection between Civic Center Park, Center Street Plaza, and the UC Campus. The Major Projects chapter presents options for Center Street between Shattuck and Milvia.
- » g) Shattuck Square & University Avenue. Consider how bicycle facilities might be incorporated into eastside Shattuck Square and end of University Avenue improvements, so as to further enhance Berkeley’s bicycle network.

Policy 3.2: Bicycle Parking. *Increase the supply of convenient, secure and attractive short-term and long-term bicycle parking throughout the Downtown Area, but especially near major destinations.*

- » a) Identify potential locations for new bicycle parking facilities and work with surrounding stakeholders to determine preferred locations. Use this analysis when installing bicycle racks.
- » b) Consider converting on-street car parking to bicycle parking in locations with high demand, since one 20-foot car stall can accommodate up to 12 bicycles without occupying sidewalk space. In these locations, bike racks should be placed such that parked bikes are perpendicular to the curb. Bollards should be used to delineate and protect bicycles from vehicle lanes.
- » c) Position bicycle racks to avoid obstructing pedestrian flows and should conform to criteria contained in Berkeley’s Bicycle Plan and Bicycle Parking Specifications (2008).
- » d) Consider ways that bike racks can be used for artistic expression.
- » e) Provide adequate sheltered and attended parking options, and support their on-going operations.

Policy 3.3: Bike Sharing. *Encourage the creation of “bike sharing” (i.e., convenient bike rental) programs in Downtown, and their use by employees, residents, and visitors, especially near BART.*

- » a) Identify criteria for the design, program, and location of bike sharing facilities, by examining existing programs in North American and Europe. Solicit proposals from bike share providers for facilities consistent with these criteria.

FINAL PLAN

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