

1 **4. ACCESS CHAPTER**

2 **STRATEGIC STATEMENT**

3 Downtown Berkeley's transportation system must support existing and proposed land
4 uses and serve the needs and goals of Downtown in its three different roles: Downtown
5 as a walkable neighborhood, Downtown as a thriving community center serving Berkeley
6 as a whole, and Downtown as a regional employment, arts, and education destination.

7 At any scale, the future of Downtown is as a destination, not a through-way.

8 The various roles for Downtown require interdependent and complementary
9 transportation management strategies, with the following common themes.

10 Enhance Downtown as a destination, not a thoroughfare.

11 Prioritize transit, pedestrians, and bicyclists, while reducing automobile
12 use.

13 Coordinate initiatives and analyze conditions in order to achieve
14 integrated, comprehensive, and effective results.

15 **WALKABLE NEIGHBORHOOD**

16 **Pedestrian Priority.** Downtown should be first and foremost oriented for the safety,
17 comfort, and enjoyment of pedestrians. A pedestrian-oriented environment serves the
18 needs of the residents of Downtown who access most daily needs by walking. It also
19 serves Downtown's daytime denizens: Downtown employees, shoppers, the University
20 students, faculty, and staff who walk through and into Downtown, and the many visitors
21 to Berkeley. An enjoyable and safe pedestrian environment helps to minimize the desire
22 to drive to or through Downtown, and allows those who do drive to feel comfortable
23 parking their car once, and accomplishing multiple needs by walking.

24 A Downtown with exceptional, inviting pedestrian places is more likely to attract retail
25 patrons, businesses, cultural uses, and diverse new residents. Major pedestrian
26 enhancements are essential to Downtown's economic and social health, and a key
27 ingredient for an sustainable future that emphasizes walking and transit use.

28 Downtown pedestrians today enjoy a great variety of reasonably direct routes because of
29 its nodal pattern, its grid of streets, and its midblock walkways. The quality of
30 Downtown's walking environments is mixed, however. Many places, like the south

31 sidewalk on Center Street (between Shattuck and Oxford), provide high-quality walking
32 environments that are lined by active uses, sheltered by street trees and awnings, and
33 human in scale. Other walking places offer little more than a narrow sidewalk. There are
34 also places, like Shattuck Avenue, where active uses, street trees and pedestrian-scaled
35 features are present, but where cars dominate the street's right-of-way.

36 The Downtown also has several midblock walkways that offer pedestrians "shortcuts"
37 through environments free from vehicles. When accompanied by outdoor dining and
38 other active uses, these midblock connections are well inhabited and enjoyed. Without
39 active uses, however, midblock alleys and pathways can feel unsafe to many pedestrians.

40 Present walking rates for Berkeley residents are relatively high compared with other
41 American communities: the percentage of Berkeley residents walking to work is about
42 17% (almost five times the percentage of walking commuters for Alameda County as a
43 whole) and 70% of Berkeley residents say that they sometimes walk to shop or run
44 errands. The highest walk-to-work rates are found in the neighborhoods that include the
45 Downtown: between Cedar to the north, Ashby to the south, and Martin Luther King Jr
46 Way to the west (*2001 City of Berkeley General Plan, p. T-4*).

47 A pedestrian orientation can serve Downtown's city center function, as Berkeley's
48 population ages. 21% of Americans aged 65 and older do not drive because of declining
49 health, eyesight, or physical or mental abilities, concern over safety, no car or no access
50 to a car, or personal preference (*STPP Aging Americans: Stranded without Options:*
51 *April, 2004*); youth and students in Berkeley are also often car free; investment in
52 pedestrian improvements can further help serve Berkeleyans with disabilities:

53 People with disabilities are disproportionately poorly served by
54 development patterns that do not provide access to transit and safe,
55 accessible pedestrian facilities.... Additionally, disabled persons have
56 specific needs that are often not met in car-oriented environments. For
57 instance, people using wheelchairs need sidewalks and paths that are
58 sufficiently wide, level and well maintained to allow for easy passage;
59 recreational facilities must be paved with appropriate materials to allow
60 wheelchairs to pass; and curb cuts need to be located in appropriate
61 locations. (*Source: LEED-ND, USGBC, Public Health and the Built*
62 *Environment, May 2006 p.114*)

63 And an MTC study completed in 2002 (*Older Adults Transportation Study*) found that
64 "Forty-nine percent of non-drivers said they could not walk to a bus stop if they needed
65 to." However, the study's participants said that they would walk to transit if resting places

66 were implemented along the way, sidewalks were improved, and stops were located
67 within five blocks of their home.

68 Safety of pedestrians is a function of vehicle speeds. Serious and fatal injuries are quite
69 rare when travel speeds are below 25 miles per hour. Travel speed can be controlled in
70 many ways, from features that impose strict limits on speed (such as speed bumps,
71 chicanes (weaving motions), and traffic circles) to measures that cause drivers to slow
72 (such as sidewalk bump-outs, the presence of on-street parking, and travel lane widths).
73 Measures employed need to ensure that safety of bicyclists and pedestrians is not
74 compromised. As lane widths narrow, drivers slow, and the incidence of serious and
75 fatal injuries drops.¹ Studies show that per capita collisions between nonmotorized
76 travelers (pedestrians or cyclists) and motor vehicles decline in areas with higher rates of
77 nonmotorized travel, suggesting that drivers become more cautious when they see more
78 walkers and cyclists (*see www.vtpi.org/tdm/tdm58.htm#_Toc65190619*).

79 Except for portions of Milvia and Fulton Streets, all Downtown streets are designated by
80 the General Plan as Emergency Access & Evacuation Routes. Consequently, "full"
81 traffic diverters or speed humps are not permitted unless it is determined by the Fire and
82 Police Departments that the installation will not significantly reduce emergency access or
83 evacuation speeds. The General Plan also calls for the review of all traffic calming
84 devices by the Fire and Police Departments.²

85 Through its General Plan policies and its Pedestrian Master Plan (in draft form at present
86 writing), Berkeley has shown its commitment to high-quality pedestrian environments.

87 The Downtown Area Plan must promote the priority of the pedestrian by proactively
88 reducing parking demand generated by new future uses. Reduced parking leads to fewer
89 conflicts between pedestrians and vehicles, fewer uneven surfaces (at driveways), and by
90 reducing the volume, speed, and noise of traffic in the Downtown. Efforts to reduce
91 parking demand by shifting people to alternative modes will benefit pedestrians.

92 The present approach is ad hoc. Current zoning provisions require parking on a project-
93 by-project basis. Construction of public parking occurs as projects move forward rather
94 than in response to a City-led analysis of future needs and locations best suited to
95 meeting those needs with consolidated parking garages. Besides the absence of a
96 comprehensive strategy for shared parking, there are also no existing mechanisms for
97 collecting fees (or other financial means) for the construction of shared parking. Such a

¹ DAPAC requests that data be provided.

² DAPAC requests a summary of this process.

98 strategy has special relevance because a fee option for building shared parking facilities
99 may be essential to allowing parcels too small or too critical to the pedestrian
100 environment to be intensified while also meeting on-site parking requirements.

101 Transit, too, should honor the pedestrian. Pedestrian improvements can ensure that
102 Downtown Berkeley is truly transit-oriented, not merely transit-proximate. Initiatives in
103 this chapter are proposed to ensure that the BART station and AC Transit bus stops and
104 BRT stations are truly attractive options and assets in Downtown Berkeley.

105 **Reducing automobile use.** The Downtown Area Plan seeks to establish walking as the
106 dominant mode in Downtown, paired with transit service and bicycle use for longer trips
107 beyond the neighborhood. Making car use less convenient supports the priority of
108 pedestrians, bicyclists, and transit on public streets and sidewalks, and influences the
109 relative attractiveness of alternative modes by slowing traffic, increasing congestion, and
110 raising the price of parking.

111 The goal of reducing automobile use in Downtown can affect the character of the
112 Downtown neighborhood, including its housing mix and the retail character:

- 113 • For residential units, the higher the cost and size of the unit, the more likely
114 tenants/owners will want to have access to a car. While readily available shared
115 and rental cars can reduce the desire of people to own cars, most people who can
116 afford it prefer to have a car handy to their residence. Most developers (and the
117 banks that finance projects) insist on some parking, especially for condominium
118 projects.
- 119 • While the retailers in Downtown are generally content to rely on a shared supply
120 of on-street spaces and parking structures, some types of retailers require ample
121 parking in a controlled format (on-site or in a controlled parking facility). This is
122 especially true of retailers that generate large carry-out packages (such as
123 grocers). Many major retailers will not locate in an area without a ready parking
124 supply (unless that area has a demonstrated track record of significant retail
125 success like downtown San Francisco).

126 In addition, reducing private automobile use is part of Berkeley's climate action strategy.
127 In 2005, gasoline and diesel consumption in automobiles accounted for 47 percent of
128 Berkeley's total greenhouse gas emissions, and almost 293,000 tons of greenhouse gases.
129 Automobile emissions also contribute to air pollution and disease (City of Berkeley June
130 2007 Climate Action Framework).

131 **THRIVING COMMUNITY CENTER³**

132 **Bicycling priority.** Almost 4,000 people bike to work in Berkeley every day (*City of*
133 *Berkeley Bicycle Plan, 2001*). In addition, about 4,200 individuals bike to work or study
134 at UC Berkeley each day, with 21 percent of bike trips originating within Berkeley (*UC*
135 *Berkeley Bike Plan, 2006*); students in other schools in Berkeley, including Downtown's
136 high school and Berkeley City College, also use bicycles as their primary means of
137 transportation.

138 According to the 1990 Census, 4.9 percent of Berkeley residents commute to work by
139 bicycle. This is almost four times the Alameda County average of 1.3 percent and the
140 Bay Area average of 1.1 percent, and is the highest rate in Alameda County (*City of*
141 *Berkeley Bicycle Plan, 2001*). The west campus area, adjacent to Downtown, is a
142 primary access area for bicyclists to and from the Berkeley campus with over 1,200 peak
143 hour bicyclists (*UC Berkeley Bike Plan, 2006*). The City recently installed bike racks in
144 the Downtown and has been installing additional bike racks on an as-needed basis. More
145 on-street bicycle parking may be needed. In addition, a significant demand for secure
146 and covered longer-term parking has been expressed. Ideally, bicycle parking should
147 provide security against theft, vandalism, and weather. While BART recently upgraded
148 bike parking in its Downtown station, recent studies have been examining ways to
149 expand this facility and/or to establish covered and secured parking in a Downtown
150 storefront -- possibly in conjunction with a small bike shop or other business.

151 **Transit priority.** About 50% of employed Berkeley residents, or 28,000 people, live and
152 work in Berkeley. These 28,000 residents fill 44% of the jobs in Berkeley. The
153 remaining 56% of Berkeley jobs are filled by 36,000 people who commute from
154 residences outside the City of Berkeley (*Conditions, Trends & Issues, COB, 1993*..
155 Approximately 20,000 workers travel to Downtown and the UC Berkeley campus,
156 including approximately 800 City of Berkeley employees and 12,940 University of
157 California, Berkeley and 4,515 LBNL employees (*April 2000 Southside/Downtown TDM*
158 *Existing Conditions Study, with updated data from UC Berkeley 2020 LRDP EIR and*
159 *LBNL 2006 LRDP EIR*). As of September 2007, approximately 1,175 out of 1,730 City of
160 Berkeley employees, or 68%, work in the DAP study area (*source: COB Transportation*
161 *Division, September 2007*). Those who live and work in Berkeley are far more likely to
162 use a transportation alternative than those who do not. Berkeley residents commuting out
163 of the community and non-residents commuting into Berkeley have similar drive-alone
164 rates, 59% and 65% respectively (*April 2000 Southside/Downtown TDM Existing*

³ DAPAC requests that the statistics be updated (such as use of 2000 Census information) and that data relating to UC be verified (such as volumes and patterns associated with various modes).

165 *Conditions Study*). 36% of Berkeley residents who work in Berkeley continue to
166 commute by single-occupant vehicle (*Conditions, Trends & Issues, COB, 1993*).

167 Although Berkeley remains one of the top 25 cities in the country in percentage of
168 commuters using public transportation, public transportation remains the “least preferred”
169 mode of transportation for many Berkeley residents (*2001 City of Berkeley General Plan,*
170 *p. T-5*). Between 1980 and 1990, the citywide population remained stable, yet bus
171 ridership declined from 17 percent to 7 percent for Berkeley resident commuters, and
172 BART ridership increased slightly from 3 percent to 8 percent. During this same period,
173 the number of Berkeley residents who reported that they take public transportation
174 dropped to approximately 15 percent of the population, and the residents who reported
175 driving alone to work increased to approximately 25 percent of the population (*2001 City*
176 *of Berkeley General Plan, p. T-6*).

177 Since 1977 public transportation services have increased throughout Berkeley. Every
178 residence in Berkeley is within one-quarter mile of an AC Transit line, which was an
179 explicit objective of the 1977 City of Berkeley Master Plan. In 1993, based on the transit
180 service measure of “seat miles per capita” Berkeley had nearly double the transit service
181 of the average metropolitan area in the United States, placing Berkeley in the top 10
182 metropolitan areas nationwide. As of 1999, about 1,200 buses pass through the
183 Downtown on a daily basis, and all of AC Transit’s 18 local bus lines connect with a
184 BART station (*2001 City of Berkeley General Plan, p. T-5*). Many Berkeley residents do
185 not own cars and must rely on transit for work and other travel needs.

186 **Reducing automobile use.** Berkeley has long faced the conundrum: parking supports
187 businesses and cultural venues, and its availability determines where many patrons are
188 willing to go (in spite of aggressive alternative transportation efforts). On the other hand,
189 too much parking undermines efforts to get people out of their cars -- and thereby reduce
190 traffic Downtown and in surrounding areas, reduce the need for expensive parking
191 facilities, and reduce the consumption of fossil fuels and greenhouse gas generation.
192 Still, driving remains the dominant commute mode for Berkeley as a whole (about half of
193 all trips), and comprises about a third of commute trips by Downtown residents. [ADD
194 CITATION]

195 Downtown’s retail patrons who live, work or learn in the area are of insufficient number
196 to maintain a thriving district the size of Downtown Berkeley. Retailers must compete
197 with other shopping districts in Berkeley and beyond for other customers, and
198 competition demands reasonably convenient access. For retail, the availability of parking
199 – especially on-street parking -- plays a critical role. Don Shoup cited a vacancy rate of
200 15% -- or about one space on each block face -- as providing the right balance between
201 utilization and convenience. This approach accepts that the price of parking is a minor

202 factor for retail competition, especially if the increased revenue from parking can be
203 reinvested in amenities to enhance the retail experience.

204 The General Plan policies for the City of Berkeley, and especially for Downtown, have
205 emphasized that the existing parking supply can be better managed to encourage short-
206 term use over long-term use. Better managed has generally meant:

- 207 • Pricing on-street meters to be more effective in encouraging short-term use and
208 discouraging long-term use, thereby increasing the availability of on-street
209 parking for the short-term needs of local businesses.
- 210 • Better information as to the location and availability of off-street parking.
- 211 • Making University parking more user-friendly and providing better information
212 as to its availability to the general public on weekends and evenings.

213 The adequacy of Downtown parking can't be ascertained definitively until the City has a
214 program in place to better manage the existing supply through information technology
215 and price. (See also discussion of Transportation Demand Management (TDM)
216 strategies, below.) This is a key condition of General Plan Policy T-35 (see text at end
217 note) which says that better management should be given a chance to succeed before
218 plans are made for additional public parking. Wide perception of a lack of sufficient
219 parking will likely remain until management improvements take place.

220 Parking requirements for new construction also deserve consideration. While “parking
221 ratios” -- the number of parking spaces required per residential unit or non-residential
222 floor area – are dramatically less in Berkeley than in other Bay Area cities (except San
223 Francisco), the rate at which new uses actually utilize parking has not been analyzed.

224 **REGIONAL EMPLOYMENT, ARTS, AND EDUCATION DESTINATION**

225 **Reducing automobile use.** Travelers make rational choices that are influenced by the
226 following factors:

- 227 • time (travel distance and route conditions);
- 228 • cost (per-trip costs but also “sunk costs” such as vehicle purchase, maintenance,
229 or permits and passes);
- 230 • safety (risk or perceived risk to personal or family well-being associated with the
231 mode, including time of day or night considerations);

- 232 • convenience (door-to-door comparison of available modes, and considering
233 personal travel needs, i.e., with family or disability or age);
- 234 • reliability (consistency and predictability);
- 235 • flexibility (control over schedules and access to varied destinations);
- 236 • aesthetics (stress or well-being associated with service, noise, views, etc.)
- 237 • information (accurate information for evaluating the factors above).

238 Keeping these factors for individual decision-making in mind, performance of the
239 transportation system can benefit from better management of transportation resources, as
240 well as land use and other policies to support walking and transit.

241 Nighttime venues generally rely on auto access, as many people are uncomfortable using
242 transit at night. A 2006 draft Downtown parking study sponsored by MTC found that in
243 Berkeley "during the evening period, parking in the Downtown area had an overall higher
244 occupancy when compared to the midday period. Parking occupancy for evening period
245 ranged from 88 percent to 96 percent with the peak hour occupancy occurring at 6:00
246 PM. Observations for individual blocks revealed that parking on select blocks was fully
247 occupied. Notably, parking occupancies on most blocks along Shattuck Avenue had
248 100% occupancies. Higher occupancies were also noted along University Avenue,
249 Addison and Milvia Streets. This change in occupancy is partially explained by the
250 presence of restaurant patrons along Shattuck Avenue who were observed to park on-
251 street. It should also be noted that meter parking ends at 6:00 PM, which is consistent
252 with 100 percent observed occupancy on the majority of blocks during that time."
253 *(November 2006 MTC Downtown Berkeley Parking Study <http://tinyurl.com/2yput7>)*

254 That said, improvements to lighting, cleanliness, and safety may help encourage transit
255 between transit stops/stations and cultural venues. The pedestrian experience can also
256 improve the utilization of parking structures that are some distance away.

257 About half of all parking spaces in Downtown garages were occupied daylong by single-
258 occupant vehicles, as observed in a student-conducted research project guided by
259 Professor Elizabeth Deakin [CITE STUDY]. Given the high proportion of trips in this
260 category, Downtown policies need to give special attention to incentives for transit use
261 and increasing the cost of commuting by car. Many employers offer free parking as an
262 employee benefit, thus providing little incentive to change travel behavior. State law
263 requires that larger employers offer cash in lieu of this benefit, but Downtown is
264 generally comprised of small businesses, requiring City leadership in this area.

265 "Transportation Demand Management" (TDM) strategies are most effective when
266 adopted by larger employers and institutions, and when trips follow predictable patterns,
267 such as commute trips. Without support and coordination from government, TDM
268 strategies are difficult to apply to smaller businesses. Occasional trips for shopping and
269 entertainment are also difficult candidates for TDM, as routes for such trips are more
270 variable, unpredictable and convenience-based.

271 Reasonable accommodations of the car need to be retained, while alternative modes are
272 strengthened. It will be necessary to monitor the performance of each transportation
273 component – walking, biking, transit, vehicle -- so that the price and availability of
274 parking can always be "a step ahead," but not so far ahead that the social vitality and
275 economic health of the Downtown is placed at risk.

276 To be effective, TDM strategies must consider more than the dollar cost of driving. A
277 UC survey determined that "convenience" (at 37%) and "travel time" (at 30%) were by
278 far the most oft-cited reasons why faculty and staff drive rather than use transit or other
279 alternate modes. However, as congestion increases, the amount of time and money that is
280 needed to drive also increases, and personal use of public transit options begins to appear
281 more attractive, assuming that public buses are not caught in automobile congestion.

282 **Transit priority.** In [DATE], AC Transit estimates that approximately 76 percent of
283 riders did not have the option of using an automobile for their trips. Of the 2,000,000
284 Bay Area residents who rely on non-automobile modes of transportation, most are
285 seniors, children, low-income, or disabled (*2001 City of Berkeley General Plan, p. T-6*).
286 According to a summary presentation by Urban Habitat to the Transportation and Land
287 Use Coalition's 2007 summit, in 2002, 26% of low-income households and 35% of poor
288 single-parent families living in the Bay Area did not have access to a car.

289 AC Transit, BART, regional agencies, and cities in the region are working on
290 improvements to many aspects of the transit system to make it a more attractive
291 alternative for more Bay Area residents. Locally, AC Transit has introduced "Rapid
292 Bus," which connects Downtown, Telegraph Avenue, and downtown Oakland. Rapid
293 Bus improves travel speeds and makes schedules more reliable by giving buses priority at
294 traffic lights and by having fewer stops.

295 Providing dedicated bus-only travel lanes, prepayment of fares, and raised platforms to
296 ease boarding and alighting can further enhance transit speed and reliability. The use of
297 dedicated bus-only travel lanes is what distinguishes "Bus Rapid Transit" from "Rapid
298 Bus." In urban areas, bus schedules can be difficult to maintain because of congestion,
299 which is expected to increase. Diminished speed and predictability not only results in the
300 frustration of riders, it also makes transferring between bus routes time consuming.

301 Looking out twenty years, traffic projections predict that congestion will choke Bay Area
302 freeways and major roadways. Dedicated bus lanes will allow buses to bypass
303 congestion, remain on schedule, improve timed transfers between buses, and have travel
304 times that will increasingly compete with driving and make the region's transportation
305 system more effective.

306 Transit also plays a vital role in minimizing impacts associated with the University of
307 California's growth. UC's 2020 Long Range Development Plan requires that all new
308 University housing be within a mile (a reasonable walking distance for students) or
309 within 20 minutes of Campus by transit. UC resources committed to new housing are
310 also intended to reduce the demand for drive-alone trips and parking.

311 However, regional transit initiatives such as Bus Rapid Transit should not come at the
312 expense of the livability of neighborhoods. Many Berkeley merchants and residents
313 oppose AC Transit's Bus Rapid Transit proposal due to uncertainty about the changes it
314 may effect. The City will need to take a leadership role so that local concerns can be
315 addressed effectively.

316 **GOALS & POLICIES**

317 **GOAL AC-1: PLAN, DEVELOP, AND PROMOTE DOWNTOWN AS A**
318 **DESTINATION, NOT A THROUGHWAY. IN MAKING TRANSPORTATION**
319 **DECISIONS, FAVOR OPTIONS THAT IMPROVE THE ACCESSIBILITY OF**
320 **DOWNTOWN AND DISCOURAGE THE SINGLE-OCCUPANT PRIVATE**
321 **VEHICLE AS A MEANS OF TRANSPORT TO AND THROUGH DOWNTOWN.**

322 **Goal AC-1.1: Employ parking information to promote Downtown and encourage**
323 **people to exit their cars and experience Downtown in person.**

324 **Policy AC-1.1a.** Develop and install wayfinding to off-street parking and other
325 Downtown destinations.

326 **Policy AC-1.1b.** Develop and install electronic signage that provides real-time
327 information on parking space availability and location.

328 **Policy AC-1.1c.** Ensure that UC and other private lots are available for public use.
329 Ensure that any shared parking arrangement is welcoming and transparent to the user.

330 **Goal AC-1.2: Employ parking pricing and demand management to encourage**
331 **alternative means of access, and to ensure availability of spaces when parking is the**
332 **only alternative.**

333 **Policy AC-1.2a.** Increase pricing at on-street meters throughout Downtown until a 15%
334 vacancy rate is attained within any two-block area. (See Policy AC-1.3a regarding
335 expenditures any increased increment of parking revenue which might result from this
336 policy.)

337 a) Vary on-street parking costs by block, and consider varying by time of day,
338 technology permitting, to achieve this goal.

339 b) Authorize City staff to make parking pricing adjustments to achieve this policy.

340 c) Employ technology to prevent meter-feeding by Downtown workers and others.

341 **Policy AC-1.2b.** Encourage longer-term parking to occur off-street by pricing structured
342 parking appreciably lower than rates charged for on-street parking in areas of highest
343 demand, while discouraging all-day parking (as provided for in Policy AC-1.2c).
344 Encourage merchant programs (such as validation) to promote the use of parking
345 structures, public transit, bicycling and walking.

346 **Policy AC-1.2c.** Discourage drive-alone commuter parking and all-day visitor parking by
347 doing the following.

348 a) Phase out monthly garage spaces in City-owned Downtown parking facilities.
349 Encourage the City Manager to remove reserved City staff parking from City-
350 owned Downtown parking facilities whenever feasible and to park City-owned
351 vehicles in off-street locations.

352 b) Discourage all-day parking by pricing it such that all-day parking comprises at
353 least 15% less than the capacity of publicly accessible garages and a negligible
354 portion of on-street parking. Discourage all-day parking by setting prices in
355 publicly owned garages and for on-street meters that are -- over an 8-hour
356 period -- twice the cost of the most expensive BART-system roundtrip ticket.
357 Encourage and consider incentives for privately owned garages to reduce or
358 eliminate monthly parking, and to set rates that favor short-term over all day
359 parking. (See Policy AC-1.3a regarding expenditures from any increased
360 increment of parking revenue that might result from this policy.)

361

362 c) In neighborhoods near Downtown where parking demand by non-residents is
363 high, offer residents options for managing supply of on-street parking, such as
364 permit parking and permit parking on one side of street, with parking meters on
365 the other side. Earmark revenue for improvements in these neighborhoods.

- 366 d) Encourage Downtown businesses to provide subsidies for bicycling, walking
367 and public transit for their employees. (Same as Policy AC-4.2a(ii).)
- 368 e) Allocate City staff or fund a private nonprofit corporation to work with
369 Downtown employers to develop EcoPasses (including BART), take advantage
370 of CommuterCheck, offer parking cash-out, enforce existing State parking cash-
371 out laws, etc. (Same as Policy AC-4.2a(iii).)
- 372 f) Encourage the Berkeley Unified School District and the Peralta Community
373 College District to establish programs and facilities to reduce automobile use by
374 Berkeley High School and Berkeley City College staff, faculty and students,
375 through education and by offering incentives for walking, bicycling, carpooling
376 and transit use. (Same as Policy AC-4.2a(iv).)

377 **Policy AC 1.2d.** To inform strategies to ensure that the parking supply supports
378 Downtown as a destination, implement improvements outlined in Policies AC 1.1 a-c and
379 AC 1.2 a-c simultaneously and conduct a parking survey one year after full
380 implementation.

- 381 a) The parking survey is to assess: parking supply; perceptions and experiences of
382 Downtown workers, shoppers, merchants, and other visitors; and income to the
383 City from various parking charges and taxes.

384 (See also Policy AC AC-3.3b, below, indicating that net new parking in Downtown is
385 contingent upon implementation of this policy and that in the interim, net loss of parking
386 Downtown should be avoided.)

387 **Policy AC-1.2e.** Encourage Downtown businesses to reward customers who arrive by
388 transit, by bicycle, or on foot, such as with discounts.

389 **Goal AC-1.3: Favor options that promote Downtown and improve accessibility.**

390 **Policy AC-1.3a.** Additional revenue from parking meters, publicly owned garages, and
391 parking taxes should be earmarked for Downtown Area improvements, such as
392 streetscape improvements, public open spaces, maintenance, and transit services,
393 subsidies or infrastructure, as well as traffic calming improvements in residential
394 neighborhoods that abut the Downtown Area .

395 **Policy AC-1.3b.** Improve transit connections between Downtown and Campus and
396 Berkeley neighborhoods and areas poorly served by existing service.

- 397 a) Work with UC, LBNL, COB, BUSD, the YMCA, the Library, and other major
398 employers and destinations in and near Downtown to identify neighborhoods

399 and areas where sources of SOV trips are concentrated; work with AC Transit
400 to achieve better service to these areas.

401 **Policy AC-1.3c.** Provide frequent and low-cost local shuttle services that connect
402 multiple destinations within Downtown, as well as connections with the University and
403 Berkeley neighborhoods. Work with AC Transit, UC Berkeley, LBNL, Alta Bates, and
404 lifeline service providers to:

405 a) supplement AC Transit services in Berkeley with locally operated service
406 tailored to meet special Berkeley needs and to convey a special Berkeley image;

407 b) connect multiple points Downtown with each other and with other local
408 destinations, including Telegraph retail, north Shattuck retail, and University
409 destinations;

410 c) give consideration to ways to build upon existing systems so that an expanded
411 shuttle service can be attained more immediately; and

412 d) once an effective publicly-available shuttle system is developed, undertake an
413 effective public information campaign to advertise its availability.

414 **Policy AC-1.3d.** Work with the University to design and implement shuttle services with
415 a first priority to attract users now driving regularly to the campus and/or the Downtown
416 and reduce parking demand. Shuttles may be scheduled and on regular routes, demand
417 responsive, or a mix depending on the needs of users.

418 **Policy AC-1.3e.** Consider and evaluate creating shuttle service to better serve areas of the
419 city that are now poorly served by AC Transit with inadequate connections to Downtown
420 and UC, including service that connects neighborhood commercial areas to Downtown;
421 service that connects the hills to downtown; and service for special populations not well-
422 served by existing bus services.

423 **Policy AC-1.3f.** Study all existing shuttles/bus services operated by the City, the
424 University, and any other providers to identify how they might be reconfigured, replaced
425 by AC Transit service, combined, or reassigned to provide some of the needed new local
426 service. Give special consideration to services that have replaced former walking trips,
427 such as the UC perimeter shuttles, or services serving only special populations, like
428 seniors.

429 **Policy AC-1.3g.** Develop a shuttle funding and operations strategy that includes the
430 University. Funding sources could include: replacement/reassignment of some existing
431 services; mitigation funds from new development; assessments in lieu of new parking; a

432 surcharge on fees for off-street parking; some kind of charge for multiple car ownership;
433 capital grants for carbon neutral vehicles; employment/jobs or work/study program
434 funding for driver salaries; prepaid passes/fares; and a parking benefits district.

435 **Policy AC-1.3h.** Utilize alternative fuel, low or zero carbon vehicles for all new shuttle
436 service serving Downtown and UC. Brand shuttles as “green” and part of the City’s and
437 UC’s efforts to promote sustainability and meet Measure G goals. Market their use as a
438 way for people to reduce their carbon footprint.

439 **Policy AC-1.3i.** Consider developing mechanisms to ensure social equity for those to
440 whom increased parking rates would make access to Downtown prohibitive.

441 a) Consider vouchers for off-street parking (and public transit), which could be
442 issued by social service agencies.

443 **Policy AC-1.3j.** Make evening off-street parking affordable relative to daytime on-street
444 parking, to compete with parking pricing in surrounding cities.

445 a) Consider flat prepaid rates (i.e., paid upon entrance) to encourage pre-
446 performance dining and to prevent queues forming after evening performances.

447 **GOAL AC-2: GIVE PEDESTRIANS PRIORITY IN DOWNTOWN. MAKE**
448 **DOWNTOWN SAFE, ATTRACTIVE, EASILY WALKABLE, AND**
449 **CONVENIENT FOR PEOPLE OF ALL AGES AND ABILITIES. LESSEN THE**
450 **IMPACT OF THE PRIVATE AUTOMOBILE ON PEDESTRIANS AND ON**
451 **PEDESTRIAN ENVIRONMENTS.**

452 **Policy AC-2.1.** Improve the safety, attractiveness and convenience of pedestrian routes
453 within Downtown, and to and from surrounding areas.

454 a) Provide sidewalks of ample unobstructed width, and enhancements for persons
455 with limited mobility.

456 b) Move utility boxes and poles, where they interfere with pedestrian movement.

457 c) Minimize pedestrian crossing distances and protecting pedestrians at
458 intersections, by using curb extensions, median refuge areas, and appropriate
459 travel lane widths.

460 d) Provide adequate pedestrian “green time” and “count-down” signals at all
461 signalized intersections.

- 462 e) Install pedestrian crosswalk improvements, such as "runway" lights (in-
463 pavement flashing crosswalk lights), where effective and at intersections with
464 significant pedestrian collision rates.
- 465 f) Increase lighting and encouraging pedestrian-level lighting.
- 466 g) Provide pedestrian amenities in suitable locations, such as street furniture, open
467 space, and wayfinding to destinations such as public transit.
- 468 h) Plant street trees and other features that make the environment more
469 comfortable for pedestrians.
- 470 i) Ensure that street traffic adjacent to pedestrian areas does not move at unsafe
471 speeds.

472 (See also provisions and specific projects described in chapter on Streetscapes and Open
473 Space.)

474 **Policy AC-2.2.** Provide universally safe and equal access to all Downtown streets and
475 pathways.

476 **Policy AC-2.3.** Use regulation and incentives to require or encourage accessibility
477 upgrades for private businesses.

478 **Policy AC-2.4.** Employ pedestrian amenities, including street features and furnishings,
479 that support surrounding uses (such as by allowing street vendors and outdoor dining),
480 and which complement historic resources that are concentrated in Downtown. (*See*
481 *Historic Preservation & Urban Design chapter for related policies*).

482 **Policy AC-2.5e.** Work with AC Transit and other bus service providers to maintain safe,
483 conveniently spaced and weather-protected bus stops (*1990 Downtown Plan*) that do not
484 interrupt pedestrian movement or block clear views of public sidewalks, plazas or
485 storefronts.

486 **Policy AC-2.6.** Improve the BART Plaza area's function as a well-maintained,
487 universally accessible transportation hub with a high-quality, pedestrian-friendly
488 environment that is inviting to all people. (*See also Policy OS-1.2.*)

- 489 a) Enhance access on foot and by bike.
- 490 b) Provide for improved public space for social, cultural, and community activities
491 (including public gatherings).

492 c) Study and, if feasible, support creating a new entrance to BART on the east side
493 of Shattuck to provide immediate and uninterrupted pedestrian access to the
494 planned Center Street Plaza.

495 d) In the near term, consider implementing improvements to the Downtown
496 Berkeley BART (Constitution Square) Plaza, such as increasing street trees,
497 installing a public restroom, and including no additional hardscape.

498 **Policy AC-2.7.** Support the following pedestrian- and bicycle-oriented improvements,
499 with the understanding that they may result in slowing down vehicular traffic. To
500 minimize unintended negative impacts on pedestrians, bicyclists, and transit, analyze
501 these improvements and modify as needed. (Most of these improvements are further
502 described within Policy OS-1.2.)

503 a) Create a pedestrian-oriented boulevard on Shattuck Avenue.

504 b) (Same as Policy OS-1.2.1.) Close Center Street between Shattuck Avenue and
505 Oxford to traffic so that a pedestrian plaza can be created. Provide for adequate
506 emergency vehicle access and for deliveries to plaza-facing businesses. To
507 minimize construction impacts on Center Street merchants, construct the new
508 Center Street Plaza so that it will become operational at the same time as the
509 development on the north side of Center Street. Monitor impacts on retail that
510 may result from Center Street's closure, considering design options that might
511 provide for one-way traffic in the future, if limited access becomes necessary.
512 Incorporate multiple midblock crossings into the design of Center Street.

513 c) Locate two-way through traffic on the west side of Shattuck Square, and
514 designate the east side of Shattuck Square as a slow street that provides a high
515 level of pedestrian amenity, as well as access to local businesses and to the new
516 hotel and UC museum. Work with AC Transit to consider routing buses
517 (including ones that continue west on University Avenue), on the east side of
518 Shattuck Square.

519 d) Extend the Ohlone Greenway from its terminus on MLK to the UCB campus by
520 maintaining two travel lanes on Hearst Avenue and devoting the dimension that
521 has been used for extra traffic lanes to bicycle lanes and landscaping.

522 e) Maintain two travel lanes on University Avenue between Shattuck Square and
523 Oxford, so that the dimension that has been used for additional lanes can be
524 devoted to sidewalk widening and landscaping. Subject to favorable traffic and
525 AC Transit analysis, redesign to create a green terminus, to help form a gateway

526 to the UC Berkeley campus, and to relate to new development at Oxford and
527 University and possibly to a new design and function of Oxford Street.

528 f) Reduce travel lanes and on-street parking on Oxford and Fulton, to allow for
529 sidewalk widening, additional landscaping, a better link between the UC
530 Campus and the Downtown, and extending Center Street Plaza improvements.
531 Analyze alternative designs to determine how the captured space might be used
532 and what the impacts to traffic might be.⁴ [Staff Concern: Based on existing
533 intersection performance, this option appears to have a significantly greater
534 traffic impact that the aforementioned improvements, including additional
535 traffic on Milvia and Shattuck.]

536 **Policy AC-2.8.** Minimize the visual impact of traffic signs, while promoting safety.

537 **Policy AC-2.9.** Give priority to pedestrian-supportive improvements at intersections and
538 street locations with a high number of pedestrian collisions, and provide regular
539 monitoring of pedestrian safety in Downtown.

540 **Policy AC-2.11.** Ensure that sidewalks, crosswalks, plazas, and other pedestrian
541 environments are safe and kept clean and in good repair.

542 **Policy AC-2.12.** Promote midblock pedestrian pathways in locations that will be active
543 and safe to shorten pedestrian walking distances. *(See also related policies in Historic*
544 *Preservation & Urban Design chapter.)*

545 **Policy AC-2.13.** Enforce and strengthen provisions for active street frontages through
546 entry patterns, fenestration, and pedestrian-oriented building design consistent with the
547 Downtown Design Guidelines. *(See also related policies in Historic Preservation &*
548 *Urban Design chapter.)*

549 **Policy AC-2.14.** Improve Downtown residents' access to services, goods and
550 employment by encouraging these uses in the Downtown. *(See Land Use chapter.)*

551 **GOAL AC-3: REDUCE THE ACCOMMODATION OF PRIVATE VEHICLE**
552 **THROUGH TRIPS IN DOWNTOWN, AND REDUCE THE EXPERIENTIAL**
553 **IMPACT OF THE PRIVATE AUTOMOBILE UPON PEDESTRIANS, TRANSIT**
554 **AND BICYCLES (COMPARED WITH 2007 CONDITIONS). PLAN AND**
555 **MANAGE PARKING TO SUPPORT THIS GOAL.**

⁴ Staff concern: Based on existing intersection performance, this option appears to have a significantly greater traffic impact that the aforementioned improvements, including additional traffic on Milvia and Shattuck.

556 **Goal 3.1: To reduce the accommodation of private vehicle through-trips in**
557 **Downtown, promote use of alternative modes and accept longer private vehicle**
558 **travel times through Downtown.**

559 **Policy AC-3.1a.**) Improve the quality of life in Downtown by calming and slowing
560 traffic on all streets. Modify streets to slow traffic to speeds that are appropriate to the
561 function and character of each street. Modifications might include, but are not limited to,
562 sidewalk bulb-outs, traffic circles, textured concrete, and suitable travel lane widths.
563 Slow traffic on local residential streets to 20 miles per hour (*per General Plan*), and no
564 Downtown street should encourage vehicle speeds in excess of 20-25 miles per hour. All
565 proposed traffic calming devices or obstructions to the free flow of traffic on streets will
566 be reviewed by the Fire and Police Departments and AC Transit, and designed to ensure
567 that emergency response times and effective evacuation are not hindered.

568 **Possible Implementation Measure:** Prioritize traffic calming and
569 pedestrian safety improvements (measured by not more than 2 pedestrian
570 injuries/10 years), by ADT (Average Daily Traffic) on local streets in the
571 Downtown and in neighborhoods surrounding Downtown, not exceeding
572 the City standard of 1,500 vehicles per day and 85th percentile vehicle
573 speed not over 28 mph (where posted for 25 mph).

574 **Policy AC-3.1b.** Consider converting portions of the public right-of-way that are
575 currently devoted to motor vehicles to enhance walking and bicycling through
576 landscaping, sidewalk, bicycle lanes, and plazas, so long as adequate transit operations
577 are maintained. [Note specific locations under consideration, with discussion in
578 Streetscapes & Open Space.]

579 **Policy AC-3.1c.** Reconsider City practices that hasten vehicular traffic, such as traffic
580 signal timing and large radius turns (such as the right turn from Bancroft onto Fulton).

581 **Goal 3.2: Reduce the experiential impact from the private automobile upon**
582 **pedestrians, transit, and bicycles.**

583 **Policy AC-3.2a.** In design or planning for Downtown projects, where accommodations
584 for private automobiles and accommodations for pedestrians are in conflict, decisions
585 should reflect the priority of the pedestrian.

586 **Policy AC-3.2b.** Evaluate proposed street network changes, including changes to lanes
587 and turning movements from the perspective of the needs, safety and comfort of
588 bicyclists and pedestrians. Avoid and/or mitigate potential negative impacts to
589 pedestrians and bicyclists.

590 **Policy AC-3.2c.** Consistent with the Urban Environmental Accords endorsed by the City
591 of Berkeley, set a goal of reducing peak period automobile trips to Downtown by 10% by
592 2012.

593 **Policy AC-3.2d.** Reduce the percentage of trips to Downtown that are by single-
594 occupant vehicle to no more than 40% of all commute trips by 2020.

595 **Policy AC-3.2e.** Encourage car-sharing throughout Downtown.

596 **Policy AC-3.2f.** (*formerly Policy AC-2.2h*) Expand electric car and hybrid plug-in
597 locations and connect new locations to local renewable energy sources.

598 **Policy AC-3.2g.** (*formerly Policy AC-2.2i*) Support ridesharing to and from Downtown.
599 Discount parking prices for organized carpools, and with preferential parking locations, if
600 feasible. Coordinate HOV initiatives among major employers and institutions in and
601 adjacent to Downtown.

602 **Goal 3.3: Plan Downtown parking to reduce the impact of the private automobile**
603 **upon pedestrians, transit and bicycles.**

604 **Policy AC-3.3a.** (*formerly Policy AC-2.2a*) Consolidate parking to the extent possible
605 and discourage site-specific parking to optimize retail and other uses, minimize curb cuts
606 for driveways (which creates a better pedestrian environment), and encourage walking
607 between Downtown establishments, thereby enlivening the sidewalks and promoting
608 drop-in shopping.

609 a) (Same as Policy LU-1.9) Within one-eighth (1/8) of a mile of the BART
610 rotunda, on-site parking for new commercial buildings is prohibited, except in
611 locations identified for public parking as part of the "Consolidated Parking
612 Strategy," including as provided through an agreement with a hotel developer.
613 More than 1/8 mile from the BART rotunda, on-site parking is discouraged,
614 except on consolidated peripheral locations. Parking fees should be required
615 within 1/8 mile, and fees in lieu of parking requirements should be allowed
616 outside of 1/8 mile, to pay for parking and transportation demand facilities and
617 programs. Any above-ground structures must meet the street at ground level
618 with active uses and meet design guidelines provided for in Policy AC-3.3a(vi)
619 and Goal OS-5.

620 b) Identify potential sites for consolidated parking garages. Public sites that are
621 currently used for parking should be intensified as feasible. New consolidated
622 parking should be located for ease of access and to protect the pedestrian
623 environment. New parking to replace on-street spaces that are removed for

- 624 pedestrian or transit improvements should be incorporated into consolidated
625 garages in convenient locations.
- 626 c) Discourage new driveways on Shattuck or University Avenues in the
627 Downtown.
- 628 d) Eliminate parking requirements for residential units Downtown. Monitor the
629 amount of on-site parking which new development includes and, if excessive,
630 develop standards for maximum allowable on-site parking. Require parking for
631 car-share vehicles and for disabled residents in all new projects that opt to
632 provide on-site parking.
- 633 e) Evaluate ways that private development can fund alternative travel modes,
634 consolidated publicly accessible parking facilities, such as through the use of in-
635 lieu fees, transportation service fees and a parking benefit district
- 636 f) Require evaluation of feasibility of undergrounding all new and replacement
637 parking, including UC's, and encourage undergrounding when feasible. Any
638 above-ground structures must meet the street at ground level with active uses
639 and design objectives described in Policies ## and ##. Prohibit surface parking
640 on street frontages. Ensure that any new or reconstructed parking structures feel
641 safe with adequate lighting and an open plan that does not create dark spaces.
- 642 g) Maximize the use of transit-supportive land uses close to the BART station and
643 to AC Transit's major stops by encouraging consolidated parking to be located
644 in locations that are peripheral to Downtown's Core Area.

645 **Policy AC-3.3b.** The planning and construction of net new publicly accessible parking
646 Downtown is contingent upon implementation of the programs outlined in the following
647 policies in this chapter: see Policies AC-1.1a-c and Policies AC-1.2a-c. (Any parking
648 that is provided from in-lieu fees from new development is not subject to these
649 programs.) Once these programs have been in operation one year or more, the parking
650 survey outlined in Policy AC-1.2d should be conducted, to measure whether additional
651 parking is needed in Downtown and if so, how much, and where. In the interim, a net
652 loss of existing publicly accessible parking Downtown should be avoided.

653 **Policy AC-3.3c.** Develop a parking plan to guide decisions about the amount of parking,
654 parking locations, replacement of removed on-street parking, and funding for parking.

- 655 a) Work with the University to coordinate optimum parking locations, and possible
656 development of shared facilities.

657 b) The following are suitable locations for UC parking: the DHS site, the planned
658 UC art museum site, the Tang lot, University property west of University Hall,
659 the Pursel Paint site if acquired by the University. Underground parking is
660 desirable at all these locations to maximize use of above-ground space for other
661 uses.

662 c) The three hundred (300) new UC parking spaces proposed for Gayley Road,
663 currently under litigation, should be relocated to one of the Downtown sites
664 where parking can be shared.

665 **Goal 3.4: Manage Downtown parking to reduce the impact of the private**
666 **automobile upon pedestrians, transit, and bicycles.**

667 **Policy AC-3.4a.** Parking management: Support immediate implementation of parking
668 management strategies outlined in Policies AC-1.1a-c and AC-1-2a-e, strategies currently
669 being developed by the Office of Transportation such as fixed and real-time signage, and
670 addition of pay and display meters throughout the district. Develop promotional
671 programs to help customers to park.

672 **Policy AC-3.4b.** Work with the University to jointly review all existing parking and
673 transportation programs and develop a joint transportation and parking plan. Items to be
674 studied could include:

675 a) joint parking facilities;

676 b) shared use of any new parking facilities;

677 c) coordinated parking charges;

678 d) coordinated fees assessed on parking to support transit;

679 e) coordinated TDM programs, including: organized ride share programs, sharing
680 fleet vehicles, guaranteed ride home, coordinated employee transit subsidies;

681 f) combined and/or jointly operated local shuttle services and local demand response
682 service;

683 g) joint bicycle facilities; and

684 h) new or rerouted AC service to relate to new Downtown Area Plan.

685 **GOAL AC-4: GIVE TRANSIT PRIORITY ON DOWNTOWN STREETS, AND**
686 **PROMOTE TRANSIT AS AN EFFICIENT, ATTRACTIVE CHOICE AND AS A**
687 **PRIMARY MODE OF TRAVEL.**

688 **Goal AC-4.1. Promote transit as a primary mode of motor vehicle travel.**

689 **Policy AC-4.1a.** Focus on shifting commute trips to alternative transportation.

690 a) Work with Downtown employers, institutions, and organizations, including
691 major employers such as the City of Berkeley, UC Berkeley, Berkeley Unified
692 School District, Berkeley City College, Lawrence Berkeley National
693 Laboratory, and Alta Bates Medical Center, to adopt aggressive Transportation
694 Demand Management provisions and transit subsidy programs (such as the
695 EcoPass program for City staff), and to work collaboratively with one another
696 when benefits may result.

697 b) Consider making employee transit subsidy a requirement for businesses with
698 over 50 employees.

699 c) Work with businesses to collaborate as a group or form an umbrella
700 organization to implement transit subsidy programs and a Guaranteed Ride
701 Home program (currently only businesses with 75 or more employees are
702 eligible) for employees who use transit.

703 d) Require that all new development of more than 20000 square feet develop and
704 implement a TDM plan for how residents/workers will employ transportation
705 strategies to limit generation of greenhouse gases. The City can provide a
706 toolbox of ideas. Possibilities include bus passes to new residents or new office
707 workers, encouraging car-sharing.

708 **Policy AC-4.1b.** Consider a transit validation program for retail and arts patrons
709 Downtown, similar to a parking validation program, and support its creation if feasible.⁵

710 **Policy AC-4.1c.** Support and encourage participation in car-sharing programs that
711 facilitate car-free living or reduced car ownership by Downtown residents. Support the
712 expansion of car-sharing locations by identifying potential sites, both existing and as a
713 condition for new construction. Provide reserved on-street parking spaces in convenient
714 locations for car-share vehicles to promote and advertise their use.

⁵ DAPAC recommends that Bay Area examples be researched and considered when developing implementation measures.

715 **Policy AC-4.1d.** Give consideration to traffic operations measures and programs that
716 might reduce acute short-term congestion in Downtown, such as Cal football games,
717 Berkeley High School morning drop-off, or arts and theater events in the Downtown Arts
718 District . Pursue joint marketing campaigns with transit agencies and event sponsors
719 promoting alternative ways to get to city events in the Downtown.

720 **Policy AC-4.1e.** Develop a system of way finding signage for pedestrians to find transit
721 facilities and other destinations in the Downtown.

722 a) Create information centers and kiosks near BART and other gateway locations
723 to provide transit and visitor information.

724 b) Create a Berkeley Center for Transportation Choices Downtown that would
725 offer one-stop shopping for transit trip planning and ticket sales. Center would
726 provide educational materials and market new and existing alternative
727 transportation programs such as Eco Pass.

728 **Policy AC-4.1f.** Encourage AC Transit, BART, and other transit providers to increase
729 and enhance evening transit service that could serve restaurant, theater, cinema and other
730 evening patrons of Downtown.

731 **Policy AC-4.1g.** Support regionwide measures to increase AC Transit’s revenues to
732 provide funding for increased service that could facilitate access to Downtown. Consider
733 payments, possibly financed by a local tax measure, to AC to allow for free service
734 and/or expanded service in Downtown.

735 **Goal AC-4.2. Make transit is an efficient, attractive choice, and give it priority on**
736 **Downtown streets.**

737 **Policy AC-4.2a:** Ensure that pricing encourages transit use Downtown. Consider ways
738 to offer very low fares to promote high levels of transit ridership. Consider the
739 possibility of a transit fare-free zone in the Downtown or a larger area. Pursue the
740 possibility of a fare-free zone for AC Transit’s Bus Rapid Transit in the Downtown or a
741 larger area, to promote Downtown.

742 a) Encourage merchant programs (such as validation programs) to promote the use
743 of parking structures, public transit, bicycling, and walking. (Same as Policy
744 AC-1.2b.)

745 b) Encourage Downtown businesses to provide subsidies for bicycling, walking
746 and public transit for their employees. (Same as Policy AC-1.2c (iv).)

747 c) Allocate City staff or fund a private nonprofit corporation to work with
748 Downtown employers to develop EcoPasses (including BART), take advantage
749 of CommuterCheck, offer parking cash-out, enforce existing State parking cash-
750 out laws, etc. (Same as Policy AC-1.2c (v).)

751 d) Encourage the Berkeley Unified School District and the Peralta Community
752 College District to establish programs and facilities to reduce automobile use by
753 Berkeley High School and Berkeley City College staff, faculty and students,
754 through education and by offering incentives for walking, bicycling, carpooling
755 and transit use. (Same as Policy AC-1.2c (vi).)

756 **Policy AC-4.2b.** Consult with AC Transit about any proposed changes to circulation in
757 Downtown to avoid circulation changes that could slow down or otherwise degrade
758 transit service.

759 **Policy AC-4.2c.** Support regional efforts to develop bus rapid transit and eventually light
760 rail service connecting East Bay cities, and to improve existing BART service to the
761 Downtown, including BRT in Downtown Berkeley, with service to Telegraph Avenue
762 and other areas linked to the Downtown. When transit improvements are being
763 considered on University Avenue or in other Berkeley districts, consider BRT service to
764 West Berkeley destinations and transit routes.

765 **Policy AC-4.2d.** The City should take a leadership role in working with AC Transit and
766 downtown stakeholders to develop site-specific BRT designs to determine:

767 a) The specific route alignment, including turn-around and any layover area in the
768 Downtown Area;

769 b) How to accommodate dedicated lanes or a mix of dedicated and mixed-flow
770 lanes;

771 c) The location and design of stations (including any proposal to increase the
772 spacing of existing bus stops);

773 d) The relationship between non-BRT buses and any BRT facilities that are
774 constructed, with a preference for shared facilities to minimize space dedicated
775 to bus-related infrastructure;

776 e) How BRT service might be expanded or coordinated with future BRT service
777 on University Avenue or other streets connecting to the Downtown;

778 f) Acceptable trade-offs between turning movements and on-street parking supply,
779 landscaping, and pedestrian movement; and

780 g) Optimal location of parking AC Transit may provide to replace those on-street
781 spaces that are removed.

782 **Policy AC-4.2e.** Ensure that the final design of any BRT system addresses the following
783 issues. The overall design and site-specific design details must do the following.

784 a) Enhance the existing pedestrian, retail, and natural environments in Downtown.

785 b) Replace trees and landscaping that are removed with a greater number of trees
786 and improved and expanded landscaping and, with the City, jointly determine
787 the type of trees and landscaping to be planted.

788 c) Identify specific mechanisms to minimize potential negative impacts to
789 pedestrians, retail establishments, the natural environment, neighboring
790 residential areas, and others.

791 **Policy AC-4.2f.** Encourage AC Transit, BART, and other transit providers to increase
792 and enhance transit access to and from the Downtown. Transit providers should be
793 encouraged to work cooperatively to improve reliability, speed, frequency of service, and
794 ease of transfer, and decrease the time between buses/trains.

795 **Policy AC-4.2g.** Encourage BART to improve the frequency of weekend service to
796 airports from the Downtown and East Bay. Encourage BART to improve the frequency
797 of weekend and evening service from the Downtown and East Bay.

798 **Policy AC-4.2h.** Encourage AC Transit to provide Rapid Bus or Bus Rapid Transit
799 service along University Avenue and on other corridors, to connect Downtown with
800 Berkeley neighborhoods, the San Pablo corridor, West Berkeley uses, Amtrak, and
801 potential park & ride parking near I-80.

802 **Policy AC-4.2i.** Encourage AC Transit to implement prepaid fares across the entire
803 system to improve transit efficiency.

804 **Policy AC-4.2j.** Work with transit providers to improve access to Downtown from
805 eastern Alameda and Contra Costa Counties, and other locations where many Downtown-
806 bound vehicle trips originate. Encourage AC Transit to give consideration to park-and-
807 ride stations, especially in Western Contra Costa County, for people coming to the
808 campus or Downtown, to help move people who start their trip by car onto transit before
809 reaching Downtown, and without needing to transfer between multiple bus routes.

810 **GOAL AC-5. MAINTAIN AND ENHANCE SAFE, ATTRACTIVE AND**
811 **CONVENIENT BICYCLE CIRCULATION WITHIN DOWNTOWN, AND TO**
812 **AND FROM SURROUNDING AREAS, FOR PEOPLE OF ALL AGES AND**

813 **ABILITIES. PROMOTE BICYCLING DOWNTOWN, AND GIVE BICYCLES**
814 **PRIORITY ON MANY STREETS DOWNTOWN. PROVIDE AMPLE BICYCLE**
815 **PARKING DOWNTOWN.**

816 **Policy AC-5a.** Study the feasibility of subsidizing the cost of bicycles for Downtown
817 employees.

818 **Policy AC-5b.** Increase the availability of secured bicycle parking throughout the
819 Downtown, particularly in areas of high use. Including bicycle parking options that are
820 sheltered and/or attended. Provide bicycle parking facilities near transit centers and
821 major destinations. Require the provision of secure bicycle parking facilities by new
822 development projects (and major renovations), both public and private.

823 **Policies AC-5c.** Redesignate Allston Way as a Bicycle Route in recognition of the traffic
824 signal on Allston at Martin Luther King Jr. Way and the location of UC Berkeley's bike
825 route between Allston and Center, and Allston's status as a bike route west of Downtown.
826 Consider a bike-activated traffic light at Allston and Oxford to provide easy bike access
827 onto and off of the UC Campus.

828 **Policy AC-5d.** After the Policy AC-5c is implemented, amend the City's Bicycle Plan
829 and eliminate bicycle lanes on Center Street to allow for hardscape and landscaping as
830 provided for as improvements described under Policy OS-1.2.1 (including street closure
831 and a plaza on Center between Shattuck and Oxford, and a significant increase in trees
832 and landscaping between Shattuck and MLK).

833 **Policy AC-5e.** Implement all other recommendations in Berkeley's Bicycle Plan
834 pertaining to Downtown, with the addition of the following site-specific provisions.

835 a) Extend the Ohlone Greenway from its terminus at MLK to the UC Berkeley
836 campus. Accommodate this pathway and significant new landscaping by
837 maintaining two travel lanes along the full length of Hearst. (Four lanes
838 presently exist from just west of Shattuck to just east of Oxford.)

839 b) Extend bike lanes on the Milvia Bicycle Boulevard where they are missing
840 between University Avenue and Allston Way, where existing curb-to-curb
841 dimensions can accommodate them. In addition or as an alternative, provide
842 special treatments to calm traffic in order to make this critically important
843 Bicycle Boulevard section safer for bicyclists.

844 c) Evaluate alternatives for new bike lanes where limited curb-to-curb dimensions
845 would necessitate the loss of travel and/or parking lanes (i.e. on Milvia between
846 Center and University) with regard to the performance of all modes and impacts

847 on nearby uses from the loss of on-street parking; to determine a "preferred
848 alternative" for implementation. Encourage the participation of all interested
849 stakeholders.

850 **Policy AC-5f.** Encourage major employers including UC Berkeley and the BUSD to
851 develop bicycle promotion programs for their employees.

852 **Policy AC-5g.** Enhance the City's own bicycle program for City employees so that the
853 City is seen as a model employer.

854 **Policy AC-5h.** Require new office and retail construction and renovations over a
855 specified size to provide showers and lockers for employees, so that bicyclists can change
856 into work clothes at their destinations.

857 **Policy AC-5i.** Encourage convenient bicycle rentals near BART. Study new methods
858 for speeding bicycle rentals by storing them in publicly accessible locations and using
859 automated "swipe-card" technology for collateral and payment.

860

861 **Policy AC-5j.** Increase supply of convenient, secure and attractive short-term and long-
862 term bicycle parking throughout the Downtown, including inverted-U bicycle racks and
863 an at-grade attended or automated service, perhaps in a storefront on Shattuck Avenue.
864 Work with BART to consider replacing the existing Bike Station with a joint City/BART
865 above-ground facility, as described in this policy.

866 **Policy AC-5k.** Wherever parking meters are removed or consolidated into fewer meters,
867 provide bicycle parking.

869 **Endnote**

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871 T-35 Public Parking Supply in the Downtown and Southside (*from City of Berkeley General Plan*
872 *transportation element*)

873

874 Prioritize implementation of improved parking conditions in the Downtown and Southside through better
875 utilization of existing parking and through implementation of policies to reduce demand for parking. Allow
876 enough time for these improvements to be in place to demonstrate their effectiveness before considering
877 public expenditures on construction of additional City-owned public parking spaces in the area.

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Actions:

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881 A. Reduce demand for parking by implementing specific actions in the Southside/Downtown
882 Transportation Demand Management Study (see Tier One, Tier Two, and Tier Three programs
883 and actions in the TDM Study) particularly taking actions to improve transit services and
884 implementing an Eco-Pass program (*see Policy T-3*), and implementing commuter, shopper, and
visitor shuttles (*see Policy T-2*).

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887 B. Increase availability of existing parking, including UC parking, to shoppers, visitors, and other
short-term users (*see also Policy T-34*).

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890 C. Establish baseline parking supply and utilization data and monitor parking conditions on an
ongoing basis in all City and UC parking lots and garages available to commuters, shoppers,
and other visitors to determine effectiveness of implementation of Actions A and B.

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896 D. Conduct a visitor access survey to improve understanding of visitor use of and demand for
parking (including bicycle parking) and transit at different times and locations in the Downtown
and Southside and to help inform implementation of Actions A and B. If visitor access survey
indicates substantial visitor/customer demand for short-term parking, determine how the City's
parking policies and administration can be strengthened to discourage all-day commuter parking
and make more visitor/customer parking available.

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902 E. Create a prioritized implementation plan for Actions A and B, including a schedule, so that the
community can track the progress of implementation.

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905 F. Working cooperatively with the Downtown Berkeley Association and other stakeholders,
develop approaches (incentives and disincentives) that would discourage employees from
parking at meters, preventing those spaces from being used by short-term visitors and
customers.
906 G. If it is determined in the future that additional parking is needed in the Downtown area, the
Center Street garage will be considered an appropriate location for expansion. Parking
expansion shall be prohibited at the Civic Center Park.