5 Transportation, Circulation and Parking

5.1 INTENT

The circulation system within the Plan Area is a network of interconnected tree-lined, streets, trails and bikeways designed to facilitate pedestrian, bicycle and vehicle access to all portions of the Plan Area. This network will connect to the Project's multi-modal ferry terminal, and other on-site transit facilities including shuttle/bus routes and stops and a Bus Rapid Transit system. The primary objective is to create calm streets that engender a pedestrian and bicycle-friendly environment. To that end, the streets proposed in this chapter are unique to Alameda Point and shall be implemented in the Plan Area. The on-site street and trail system joins the existing City street system on the eastern edge and northern edges of the Plan Area, providing pedestrian, vehicular and transit access to the remainder of the City street grid system. These connections and related improvements will enable the entire City of Alameda to more effectively combat regional traffic congestion.

This chapter provides a comprehensive, multi-faceted menu of transportation strategies that complement, support and are integrated with the land use strategies in the Master Plan. The primary integrated land use and transportation strategy is that Alameda Point is a transit-oriented community. Transit-oriented communities concentrate housing and employment in compact, highly walkable, diverse mixed-use neighborhoods with direct and convenient access to high quality public transportation. This development strategy provides residents and workers a choice of transportation mode, particularly for commuting. The mix of uses in close proximity provides for everyday needs so that people are not required to drive long distances and add to local congestion. The menu of innovative transportation strategies that can be implemented at Alameda Point such as shuttles to BART, car-sharing, guaranteed ride home programs, and eco-passes make alternatives to the automobile not only convenient, but attractive choices.

Transit-oriented communities in Northern California have demonstrated reductions in single-occupancy vehicle usage. They have been shown to generate approximately half of the automobile commute traffic generated by conventional development, reducing the regional impacts of work trips. They retain more trips internal to the development thereby reducing the localized impacts of running errands, going to lunch, and school and shopping trips. The compact neighborhoods and connected walkable design of the street system promote easier walking and bicycling.

The benefits of transit-oriented communities go beyond reducing traffic. They include improved air quality; increased productivity with less time wasted in congested environments; improved health by encouraging physical activity; reduced energy consumption; increased social interaction with neighbors, and overall improvement to the quality of life of Island residents and employees. Upon implementation, the transportation strategies will provide additional and improved transit options for existing residents of Alameda.

The combination of transportation strategies that will be most effective for Alameda Point are dependent on the specific type and phasing of development, continuous monitoring, and refinement, and require a

comprehensive analysis of the development's impacts. Therefore, based on the environmental analysis required prior to subdivision of the Plan Area, the appropriate initial strategies will be selected to properly address Project impacts and will be conditioned through the subdivision map approval process. Beyond the environmental analysis, the overall transportation strategy includes monitoring and refinement during each phase of development to maximize the effectiveness of the strategy.

5.2 PUBLIC STREET SYSTEM

A hierarchy of streets, named by the developer, with various capacities, functions and character is proposed to serve the transportation needs of Alameda Point: boulevards, connectors, local streets and alleys. The new network will connect all of the Plan Area's zones to one another and to the public open space network throughout the site. The intent is to retain the scale of the proposed streets while ensuring public health and safety. Street landscaping will include trees, shrubs and groundcover. Wherever feasible, the street landscape areas will incorporate vegetative-swales and related storm drainage features. *See Figure 5-1: Street System.*

In order to create pedestrian friendly streets that support a compact neighborhood, streets will be designed to operate at speeds of 25 mph or less. *Figure 5-1: Street System* illustrates the street pattern and classifications for Alameda Point.

5.2.1 Boulevards

The primary boulevard, West Atlantic Avenue, will extend from existing Ralph Appezzato Memorial Parkway. It will adopt a distinctive character within the Plan Area, and will become a walking environment that also serves cars, bicycles, transit and Bus Rapid Transit (BRT). With a total right-of-way of 120 feet, West Atlantic Avenue will be 88 feet curb-to-curb. It will have 16-foot wide sidewalk/landscaped edges, two 8-foot parking zones, two 5-foot bike lanes, two 10-foot vehicular travel lanes, a 38-foot median with dedicated lanes for transit, and 7-foot landscape buffers that will double as vegetative swales. Landscaping will be located on the perimeter and within the median. See *Figure 5-2: West Atlantic Avenue.*

Typical internal boulevards that connect key open space areas will be 66 feet curb-to-curb within an 86-foot right-of-way. These boulevards will be comprised of 10-foot sidewalk/landscape edges, two 8-foot parking lanes, two 5-foot bike lanes, two 10-foot vehicular lanes, and a 16-foot median that also acts as a vegetative-swale. See *Figure 5-3: Typical Boulevard.*

5.2.2 Waterfront Parkway

The waterfront parkway will be 28 feet curb-to-curb within a 48-foot right-of-way. A 9-foot and a 10-foot lane provide for vehicular travel, with an 8-foot parking lane containing periodic tree planters on the inbound edge only. The inbound edge will provide a 20-foot landscaping and pedestrian

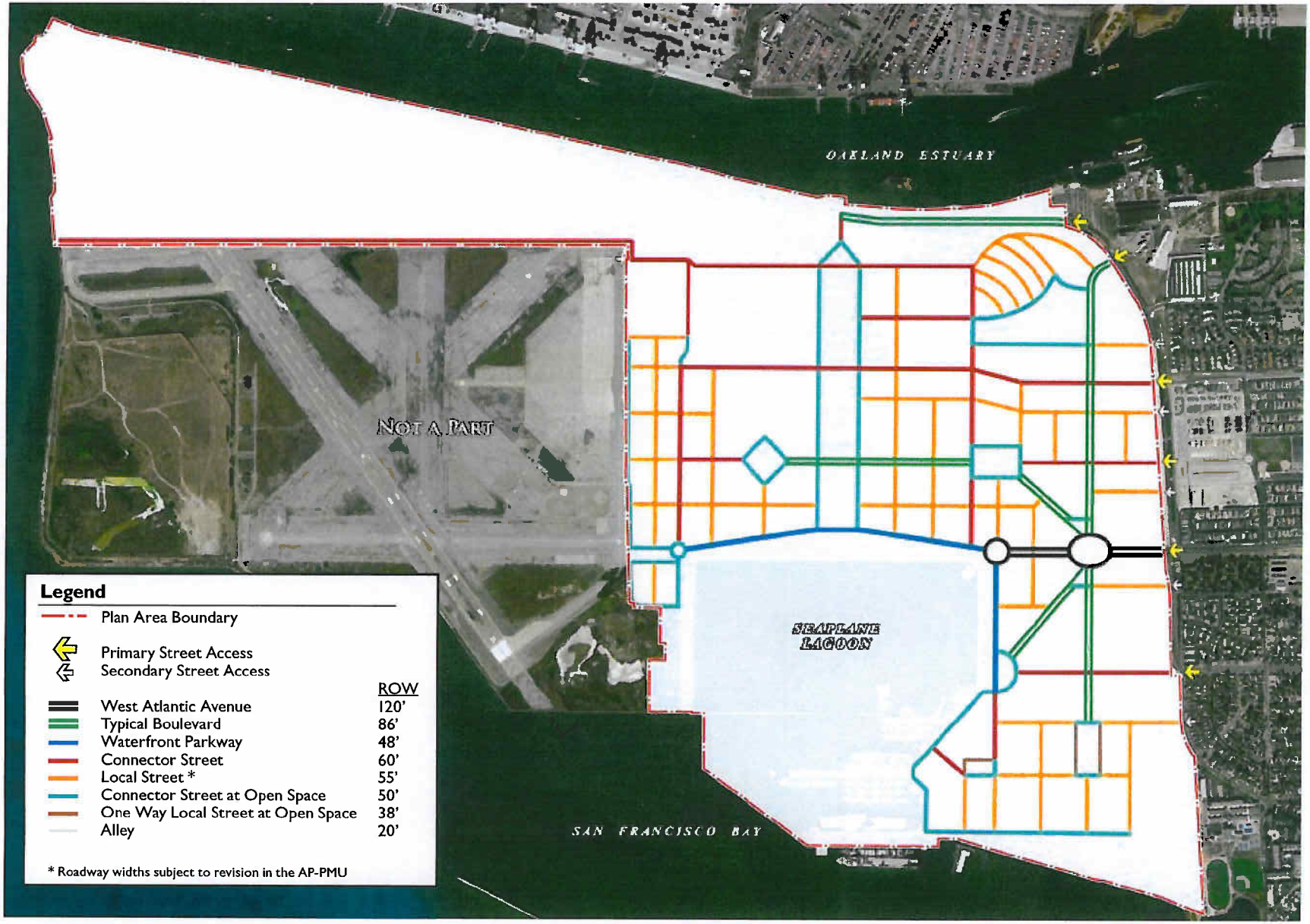

Figure 5-1: Street System

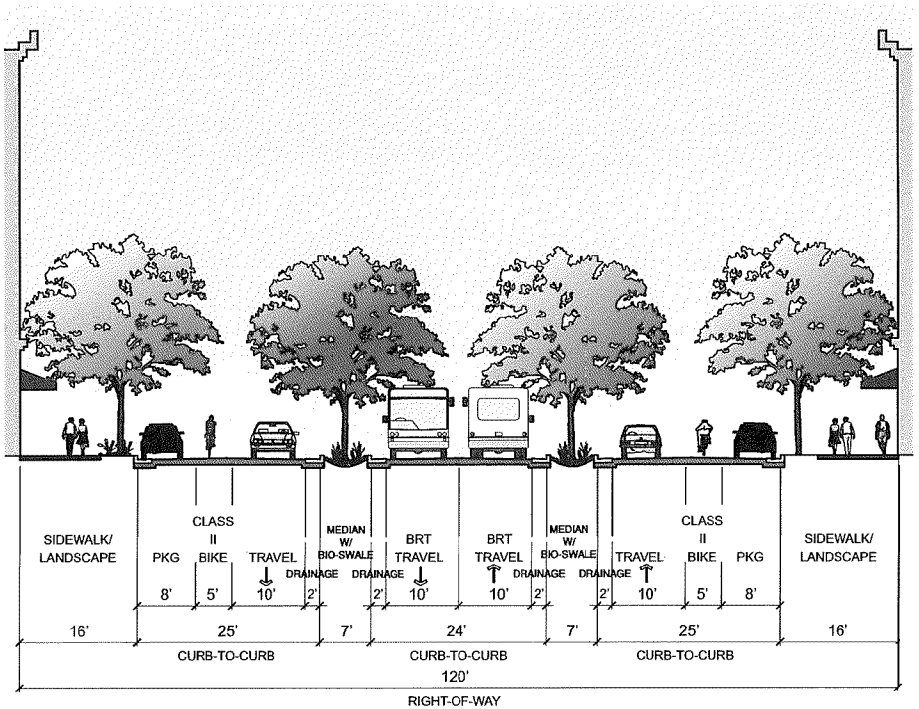

Figure 5-2: West Atlantic Avenue

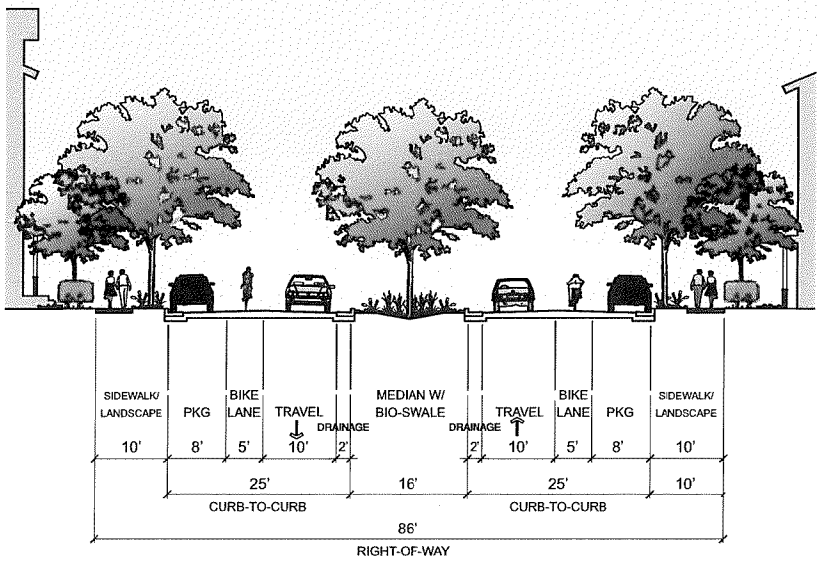

Figure 5-3: Typical Boulevard

zone. Outside the right-of-way, the waterfront side will include a 14-foot landscaped edge that serves as a stormwater basin, a 10-foot Class 1 bike trail, a landscape buffer that varies in width, and an 8-foot paseo for pedestrians only. See *Figure 5-4: Waterfront Parkway*.

5.2.3 Connectors

These streets primarily connect neighborhoods and local streets extend from them. The typical connector will be 34 feet curb-to-curb within a 60-foot right-of-way. Two 5-foot sidewalks border 8-foot landscape/vegetative-swale areas. Ten-foot vehicular lanes will be joined by 8-foot parking zones on both sides. Along bicycle routes, connectors may employ shared lanes designated with "sharrows", pavement markings that identify where bicyclists should ride to avoid automobile doors opening into the path of the bicyclists. See *Figure 5-6: Typical Connector*.

Typical connectors adjacent to open spaces will be 27 feet curb-to curb within a 50-foot right-of-way. The inbound edge will provide a 5-foot sidewalk bordered by an 8-foot landscape/vegetative swale strip. The open space edge will provide a 7-foot sidewalk bordered by a 5-foot landscape/vegetative swale strip. Eight-and ten-foot vehicular lanes will be bounded by an 8-foot parking zone on the inbound edge only. A Class 1 bike trail may adjoin the right-of way on the open space edge. See *Figure 5-5: Connector at Open Space*.

5.2.4 Local Streets

The typical local street will be 32 feet curb-to-curb within a 55-foot right-of-way. It will be comprised of a 5-foot sidewalk and 5-foot landscape/ vegetative-swale edge on one side and a 5-foot sidewalk and 8-foot landscape/vegetative swale edge on the other side. Nine-foot vehicular lanes will be joined by 8-foot parking zones on both sides. See *Figure 5-8: Typical Local Street*.

One-way local streets bordering open space will be 26 feet curb-to-curb within a 38-foot right-of-way. Five-foot sidewalks border irrigated 7-foot landscaping areas that serve as vegetative swales. Two 7-foot parking zones and one 12-foot travel lane serve parking and vehicular travel. The sidewalk and landscaping area on the open space edge is outside of the right-of-way. See *Figure 5-7: One-Way Local Street at Open Space*.

5.2.5 Alleys

Alleys will be 16 feet wide within a 30-foot right-of-way. There will be two-foot hardscape or load-bearing landscape strips on both edges to meet fire access requirements. Alleys may be privately owned. See *Figure 5-9: Alley*.

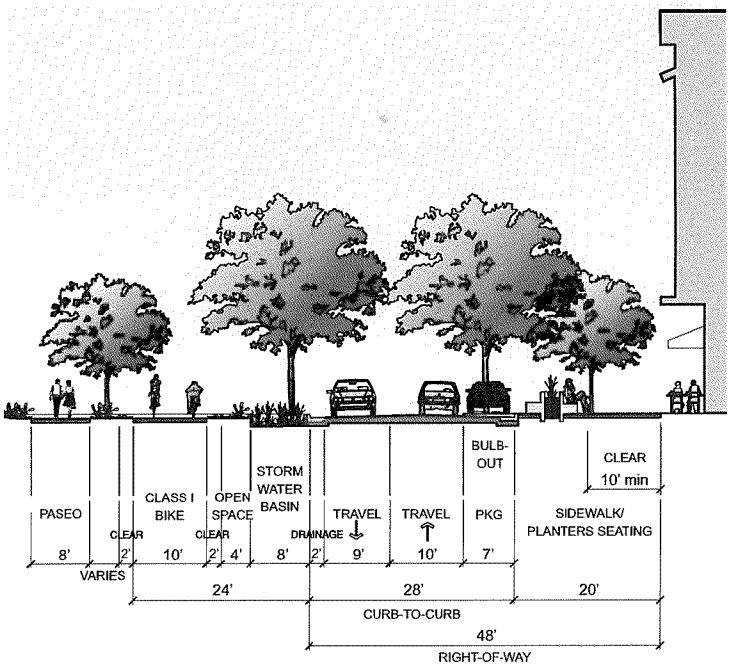

Figure 5-4: Waterfront Parkway

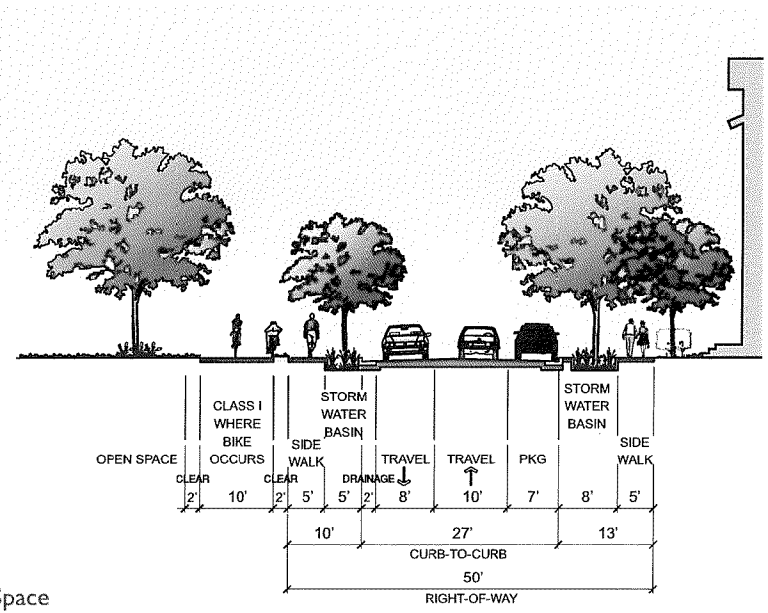

Figure 5-5: Connector at Open Space

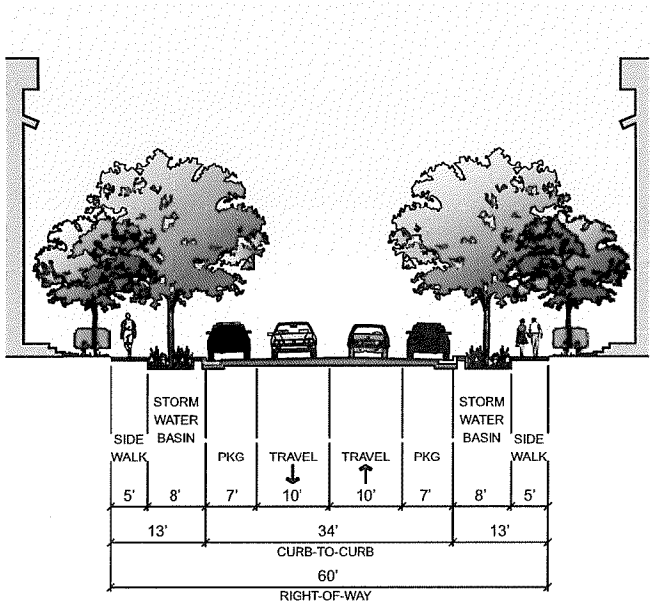

Figure 5-6: Typical Connector

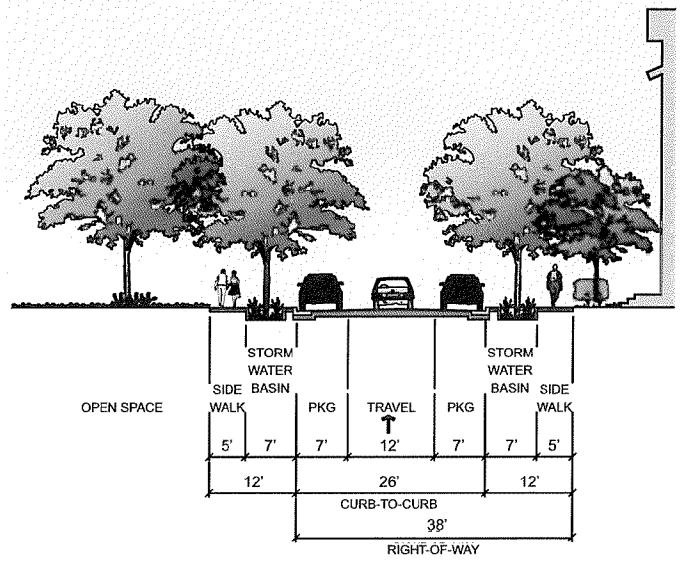

Figure 5-7: One Way Local Street at Open Space

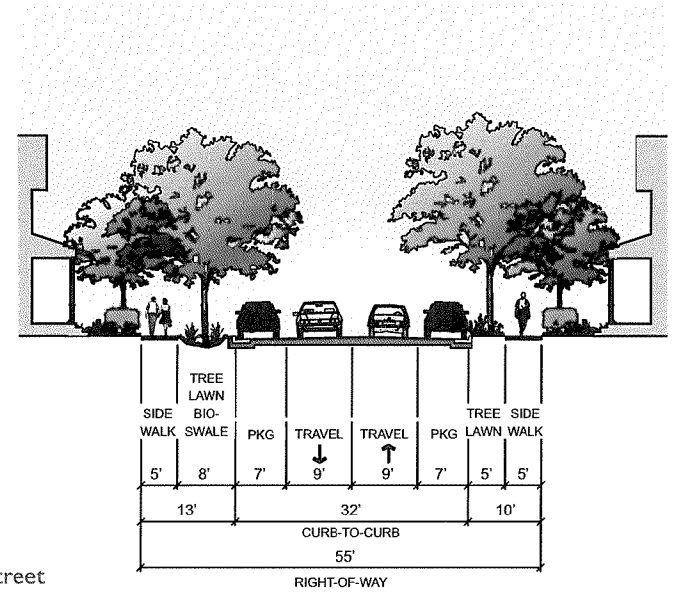

Figure 5-8: Typical Local Street

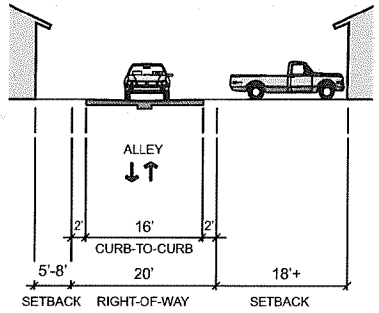

Figure 5-9: Alley

5.3 TRANSIT SYSTEMS

Alameda Point will be transit-oriented and designed so that residents, workers and visitors can take maximum advantage of transit options. A multi-faceted transportation strategy is proposed, with a transit hub created within the AP-Mixed Use area that serves multiple modes of travel. See *Figure 5-10: Transit-Oriented Development*.

5.3.1 Shuttles and Bus Rapid Transit

In addition to AC Transit bus service to and from the Plan Area to various destinations along their routes, one of the primary transportation strategies is a dedicated shuttle connecting Alameda Point to the 12th Street BART Station and downtown Oakland. This strategy will occur with the first phase of development. At the major on-site shuttle stops, car-sharing, park and ride lots, and bike-sharing services will be located to further reduce the need for private automobiles.

The shuttle service will eventually "evolve" to a Bus Rapid Transit (BRT) service connecting the Plan Area to the 12th Street BART Station and, in later phases, the Fruitvale BART Station. Ultimately, BRT service is to include dedicated transit lanes along major thoroughfares in Alameda to enable efficient and more competitive cross-island travel of benefitting the entire Island's population. Where BRT travels in lanes with automobiles, "queue jump lanes" may be provided at signalized intersections to allow BRT vehicles to bypass automobile queues and remain competitive in terms of travel time. BRT signature stations may provide amenities similar to light rail stations, including shelters and real-time travel information. Alternative main routes for a cross-island BRT system with partially dedicated transit lanes that have been considered include the former Beltline right-of-way running along the northern edge of Alameda as well as the route of the historic Southern Pacific Railway's Red Car system on Lincoln Avenue.

5.4 FERRY SERVICE

A new ferry terminal will be constructed and a multi-modal transit hub will be located at Seaplane Lagoon with frequent, high-speed ferry service between Alameda and San Francisco. This service will eliminate the ferry stop on the northern edge of the Plan Area in the Oakland-Alameda Estuary. Regular ferry service from Alameda is consistent with the Bay Area Water Emergency Transportation Authority's (WETA) Regional Ferry Plan. Future connections to other regional ferry destinations may also be possible.

5.5 PEDESTRIAN AND BICYCLE SYSTEMS AND FACILITIES

Strong pedestrian and bicycle connections throughout Alameda Point and especially to transit stops will be provided. All streets will be equipped with safe, attractive and desirable pedestrian routes, and grander routes will be provided near open space and the waterfront. Boulevards will have raised medians as pedestrian refuges. Short blocks and mid-block pedestrian passageways through long blocks will invite walking. Blocks longer than 450 feet will include a pedestrian passageway. All sidewalks in the Project will be 5 feet or wider.

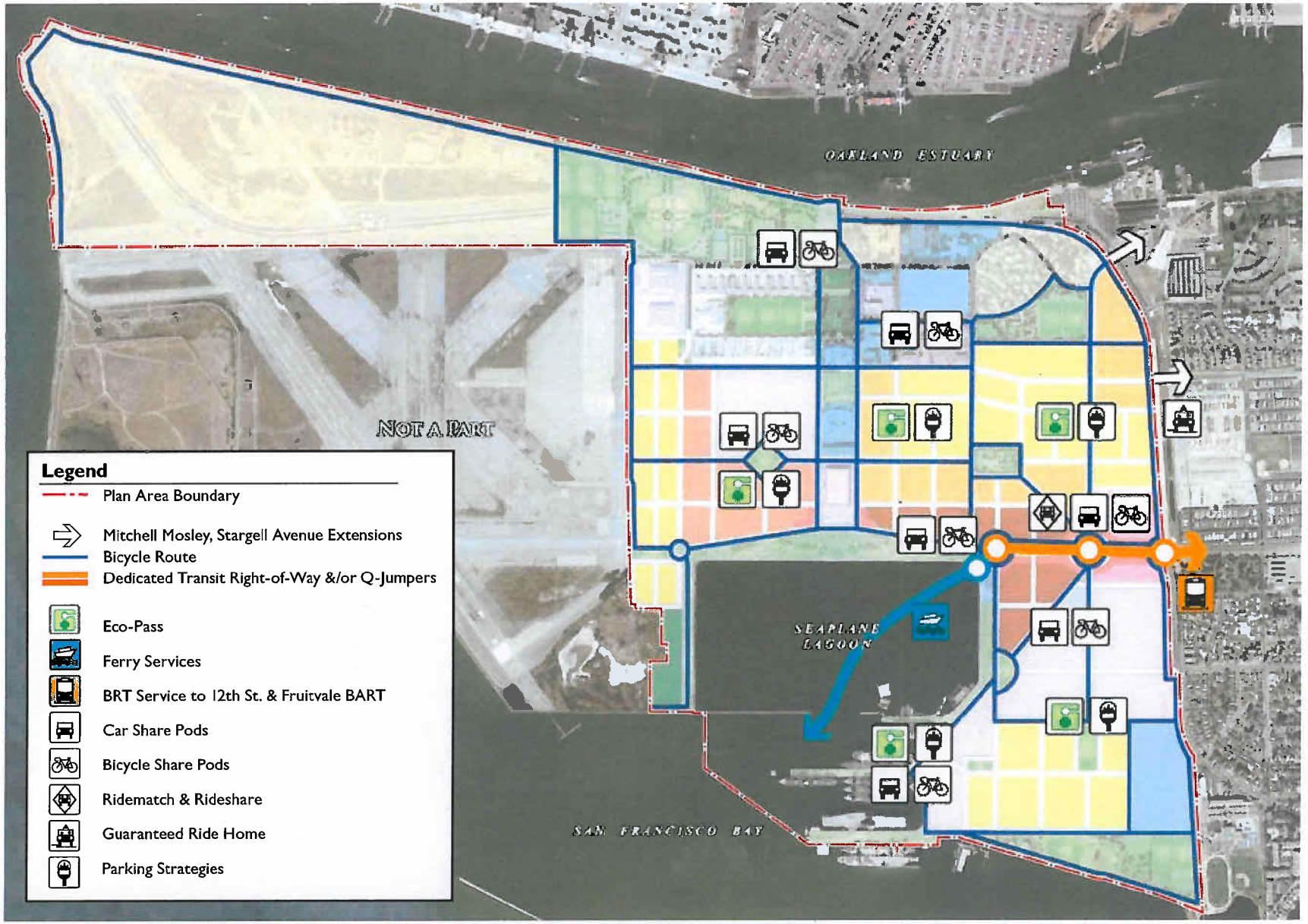

Figure 5-10: Transit-Oriented Development

The Plan Area's streets will include a network of bike lanes and bike trails, which will be integrated into open space area plans and the bicycle network. *Figure 5-11: Bicycle and Pedestrian Network* shows the bike lanes and trails that will be provided. Secure short-term and long-term bicycle parking (including bicycle lockers), and potentially bicycle stations (attended bike parking, service and sales), will be provided at the ferry terminal where educational, safety and encouragement programs will also be provided. All schools, community centers, retail areas, public parks and workplaces will include bike racks and/or lockers. A bicycle way-finding map and signage will be provided. Large employers will be obligated to provide facilities for bicycle and pedestrian commuters.

5.6 TRANSIT HUB AND TRANSPORTATION MANAGEMENT COORDINATOR

The goal of the City's General Plan Transportation Element and the Alameda Point Community Plan is to reduce trips generated by new commercial and residential development. The proposed concentrated mix of jobs, housing, schools, retail and services in the Plan Area and transit options allows residents to remain in the Plan Area for most needs such as childcare, school drop-off, daily errands, shopping, recreation and dining. Many residents may also work in the Plan Area given the mix of jobs and housing within Alameda Point. Transit services, including ferry, shuttles and BRT, located at a new multi-modal transit hub at Seaplane Lagoon will include ticketing, a taxi stand, possibly a casual carpool loading area, convenience retail, travel information, a nearby car-sharing service and a bicycle station that may include a bicycle-share service. Office space for a Transportation Management Coordinator will be provided in the Plan Area. Signage will be created to inform people of the presence of these facilities and services.

Non-auto travel options will be promoted in a number of ways. Assessments paid by all homeowners and businesses will entitle all residents and employees to an "Eco-Pass" for access to all transit modes provided by the Project. Also, an Alameda Point Transportation Management Coordinator will be paid to assist residents, workers and employers in planning their trips, work with transportation providers to benefit Alamedans, conduct annual transportation "fairs", organize ride-matching and vanpool programs, administer incentive programs to increase transit usage and the like. The Transportation Coordinator will evaluate each program's effectiveness and fine-tune programs and add additional strategies to better meet needs, minimize Project impacts, best meet congestion and VMT reduction goals, and maximize effectiveness of various programs. The feasibility and timing for implementing and funding concepts will be developed in a Transportation Demand Management Plan ("TDMP"). This plan will address the recommendations of the environmental assessment prior to the first phase of development. The following menu of strategies will be included in the TDMP approved with the first master final map:

- Car-Sharing program
- Bicycle-Share program
- Guaranteed Ride Home program
- Resident and Employee Ridematching/Ridesharing program

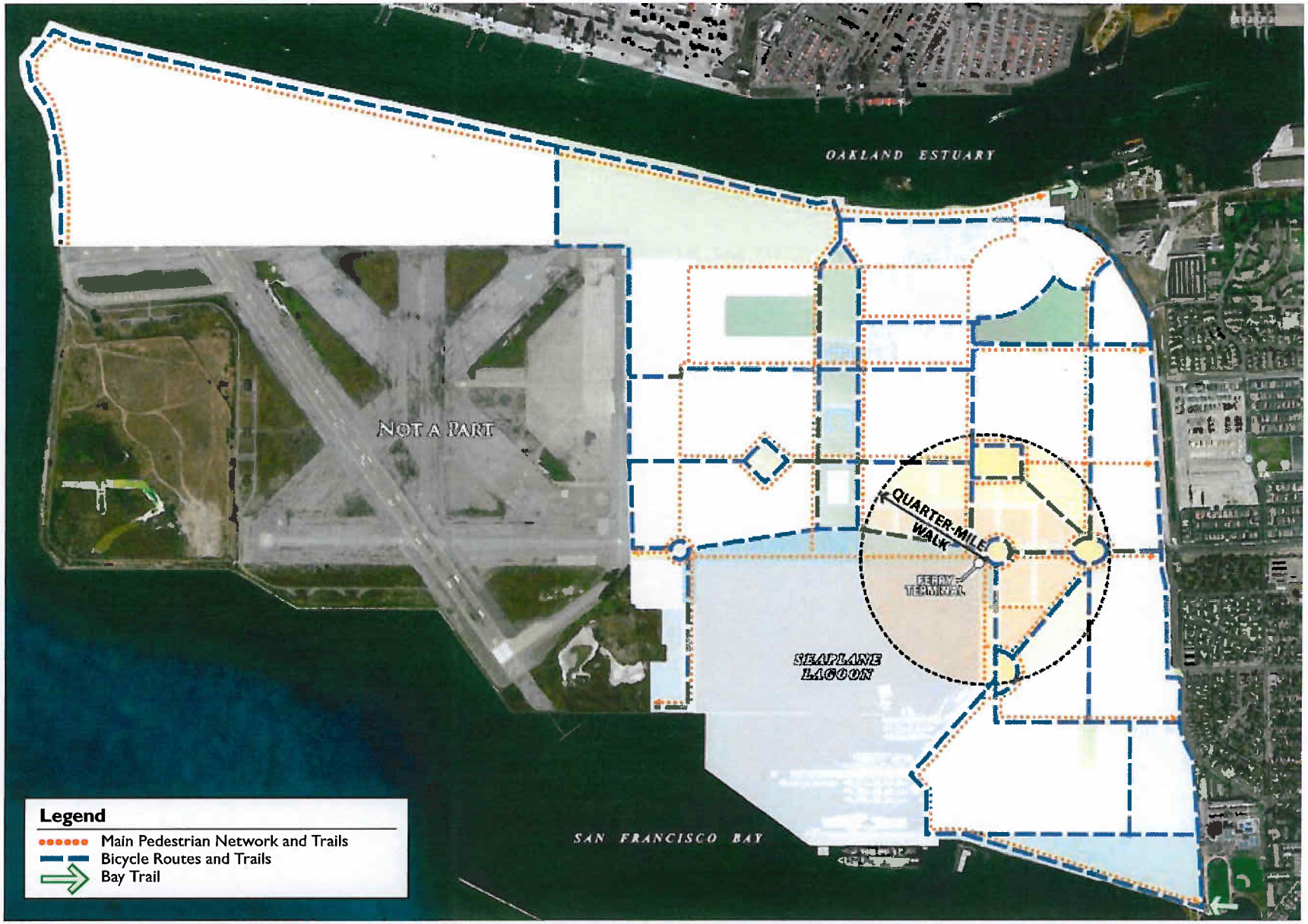

Figure 5-11: Bicycle and Pedestrian Network

Not to Scale

North

- New tenant/resident orientation of transportation alternatives and available services
- New employee commute options orientation program
- On-site transportation management and commute alternatives office
- Transportation alternatives information package to every new household
- Market-based additional parking options and pricing
- Satellite telework center

The TDMP may also include:

- Rebates for new vanpool participants
- Employer sponsored vanpools
- Carpool Incentive Program
- Carpool to College Program
- Schoolpool Program

Employers will work with the Transportation Management Coordinator to develop individual transportation demand management plans tailored to their employee's specific needs and to provide alternative transportation incentives such as preferential parking for carpools and vanpools, internal ride-matching services, Eco-Passes, car-share service membership, flexible work hours and remote work site options and site amenities and/or services that encourage walking and bicycling and reduce the need to travel for daily errands.

5.7 TRUCK ROUTES

New truck routes will extend along the north and east sides of the Plan Area. These routes will serve uses in the AP-PMU District, AP-PT District, the northerly AP-BP District and other points west. Also, a truck route will run along the eastern edge of the Plan Area on Main Street as shown in the Transportation Element and the Alameda Point Community Plan, with routes extending into the Plan Area to serve uses in the AP-BP District and the shoreline near the large piers on Seaplane Lagoon. Truck routes have been selected to avoid residential areas. See *Figure 5-12: Truck Routes*.

5.8 PARKING

This Master Plan calls for parking spaces to be located on-street, in designated lots or structures, and on private properties accessed through streets and alleys. Because of its concentrated mixed-use design and its infill location, Alameda Point is expected to generate less traffic and parking demand than conventional suburban developments and the required amount of parking will be lower than for conventional development. Parking will be regularly monitored to determine the appropriate cost for parking in the Plan Area. The Master Plan establishes off-street parking ratios for residential and non-residential uses that apply only within Alameda Point, and the zoning ordinance (Section 30-7.6) will be amended accordingly. See *Chapter 7: Development Standards*. The standards set forth in *Chapter 7* are differentiated by building and/or land use type for residential, commercial

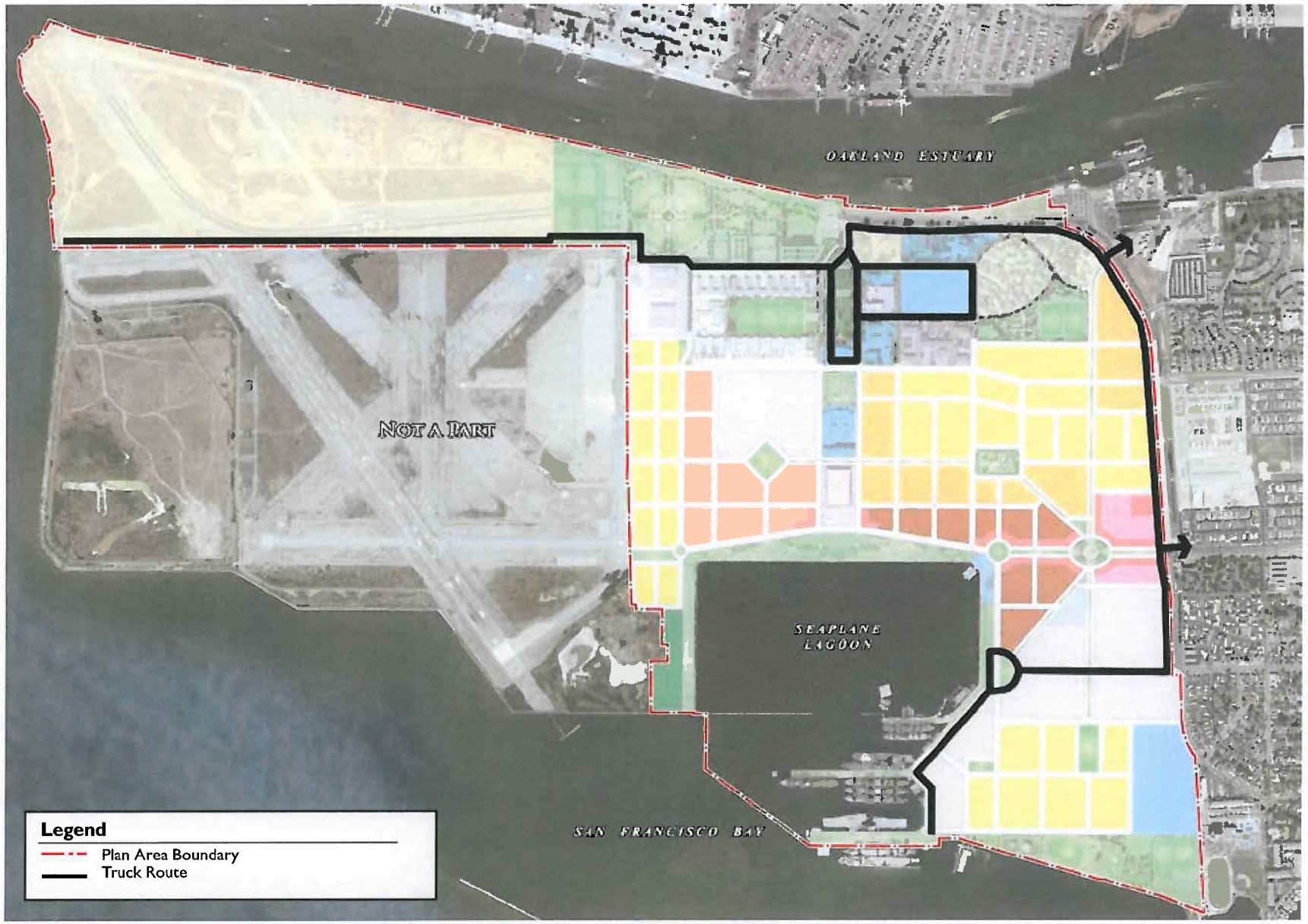

Figure 5-12: Truck Routes

and retail. Parking standards for civic uses will be determined on a case-by-case basis.

The intention of the parking standards and modifications to the City's zoning requirements for off-street parking and loading is to provide sufficient parking, but to be very efficient and flexible in its allocation and management. The parking standards for Alameda Point are appropriate for urban, transit oriented, mixed use developments. The compact, walkable, and transit-oriented characteristics of Alameda Point that reduce traffic will also reduce the demand for parking. A Parking Management Plan will be a part of the TDMP, and may be amended from time to time. The TDMP will provide a comprehensive implementation and management strategy, including required Transportation Demand Management strategies that help reduce parking demand. Strategies for providing and managing parking may include the following:

- Allowing shared parking between complementary non-residential uses, and providing for the implementation of parking districts that allow property owners to fund and manage shared parking facilities
- Public parking pricing strategies to manage short-term and long term parking demands, and possibly graduating to dynamic pricing in retail–intensive districts to maintain the availability of parking spaces
- Preferential parking for rideshare and alternative fuel vehicles
- Allowing parking management strategies such as valet parking for retail and restaurant uses
- Allowance of mechanical lift parking in residential development
- Car-sharing and bike-sharing pods at strategic locations
- Encouraging transit use by providing a Guaranteed Ride Home program to Eco-Pass holders for family emergencies
- Developing a parking availability and guidance program
- Instituting residential parking permit programs in neighborhoods potentially impacted by spillover parking or adjacent neighborhood demand
- Enforcing off-street and on-street parking time limits to manage short-term and long-term parking needs
- Collaboration between the Transportation Management Coordinator and employers to develop parking incentives and/or disincentives such as parking fees and parking cashout
- Managing parking cost as a strategy to meet the congestion, vehicle miles traveled (VMT), and vehicle use targets developed as part of the transportation impact mitigations
- Annual transportation survey of employees and traffic monitoring surveys of all modes to evaluate and efficiently manage the TDM program
- Annual residential and employee parking survey to evaluate and efficiently manage the TDM Program.

5.9 PHASING OF TRANSPORTATION IMPROVEMENTS

The proposed land use plan for Alameda Point includes five phases of redevelopment, as described in *Chapter 8: Implementation*. The TDMP which is required to be developed and approved by the City prior to the first phase of development will include a detailed implementation and operations plan for each phase of the transportation strategy. Prior to the approval of

each subsequent phase of the development, the City and developer may amend the TDMP for the next phase to better serve the Plan Area and respond to program monitoring results and recommendations prepared by the Transportation Management Coordinator. The following preliminary transportation phasing plan is proposed for coordination with the land use phases. The following timing and phasing may be amended through the TDMP process.

Phase 1

The following transportation strategies will be implemented during the first phase of redevelopment:

- Every homeowner and every business pays annual fees entitling them to an "Eco-Pass" unlimited transit pass
- Ferry service from Main Street Terminal
- 15-minute headway dedicated shuttle service to the 12th Street BART station during weekday commute hours
- Car-sharing facilities
- Publicly available bicycle-share stations
- On-site Alameda Point Transportation Coordinator to present, advertise and support programs from the following menu of TDM measures through all phases of the development:
  - » Ridematch and rideshare services
  - » Guaranteed Ride Home program
  - » Promotion of preferential parking for rideshare and alternative fuel vehicles as provided by individual property owners
  - » Parking guidance and information system
  - » Eco-Pass program
  - » Internet kiosk available at Coordinator's office
  - » Other incentive programs such as carpool/vanpool incentives (i.e. 30 day fuel subsidies), schoolpool, etc.
  - » Promotional and planning services that include transportation options orientation, commute alternatives planning for employers, and information packages, and website
- Preferential parking spaces for rideshare and alternative fuel vehicles within any shared parking facilities
- Shared parking facilities as developed by individual property owners or through parking districts established by property owners
- Parking Management Plan for Phase 1 development
- Traffic and transit use monitoring program, coordinated by the Transportation Management Coordinator and used to adjust and refine the measures in the menu of strategies.
- Pedestrian-oriented street and building design
- Alameda Point bicycle facilities and parking
- Multi-modal wayfinding system
- Annual transportation survey of employees and traffic monitoring surveys of all modes to evaluate and efficiently manage the TDM program
- Annual residential and employee parking survey to evaluate and efficiently manage the TDM program.

Phase 2

During Phase 2, the following transportation strategies and improvements will be added to Phase 1 strategies:

- Commencement of construction of the ferry terminal and transit hub
- Transit improvements and street extensions as necessary to include enhanced bicycle and pedestrian facilities
- Car-sharing facilities expanded
- Bicycle-share program expanded (addition of bike-share "pods" as warranted by demand)
- TDM programs expanded as determined through monitoring and refinement of programs
- Pricing for on-street parking (meters) in retail areas
- Potential residential permit parking program starting with neighbor hoods immediately adjacent to the transit hub, as warranted by demonstrated parking spillover
- Parking Management Plan review and update
- Annual transportation survey of employees and traffic monitoring surveys of all modes to evaluate and efficiently manage the TDM program
- Annual residential and employee parking survey to evaluate and efficiently manage the TDM Program.

Phase 3

During Phase 3, the following transportation strategies and improvements will be added to the strategies for Phase 1 and 2:

- Construction of Ferry Terminal and transit hub at Seaplane Lagoon to be completed
- Shuttle or Bus Service on 10-15 minute headways to 12th Street and Fruitvale BART stations during weekday commute hours, including real time transit information at stops, queue jump lanes, transit shelters, and transit signal priority
- Initial improvements to Cross Alameda Trail
- Dedicated bicycle station installed at the ferry terminal
- Car-sharing facilities expanded (if needed)
- Bicycle-share program expanded (additional pods as warranted by demand)
- TDM programs expanded as determined through monitoring and refinement
- Parking Management Plan review and update
- Annual Transportation Survey of Employees and traffic monitoring surveys of all modes to evaluate and efficiently manage the TDM program.
- Annual Residential and Employee Parking survey to evaluate and efficiently manage the TDM Program.

Phases 4 and 5

During Phases Four and Five, the following transportation strategies and improvements will be added to the Phases 1, 2, and 3:

- Bus Rapid Transit Service on 10- 15 minute headways to the 12th Street BART station during weekday commute hours, including dedicated right-of-way through much of the network
- Completion of Cross Alameda Trail
- Car-sharing facilities expanded (if needed)
- Bicycle-share program expanded (additional pods as warranted by demand)
- TDM programs expanded as determined through monitoring and refinement
- Parking Management Plan review and update
- Annual transportation survey of employees and traffic monitoring surveys of all modes to evaluate and efficiently manage the TDM program
- Annual residential and employee parking survey to evaluate and efficiently manage the TDM Program.