

Location:	Citywide.
Proposal:	Recommendation to the City Council to adopt <i>Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)</i> , as an amendment to the Land Use and Transportation Element of the Oakland General Plan. The Draft Plan updates the previously adopted 2002 Pedestrian Master Plan.
Applicant:	City of Oakland
Case File Number:	GP 17001
Planning Permits Required	General Plan Amendment
General Plan:	All General Plan Categories
Zoning:	All Zoning Categories
Environmental Determination:	A CEQA Analysis was prepared for the <i>Draft Plan</i> , which concluded that the <i>Draft Plan</i> qualifies for an addendum pursuant to CEQA Guidelines Sections 15162-15164 based on the previously adopted Mitigated Negative Declaration prepared for the <i>2002 Pedestrian Master Plan</i> ; and on a separate and independent basis, the <i>Draft Plan</i> is also exempt per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), CEQA Guidelines Section 15301 c, d, and e (Existing Facilities); Section 15302 (Replacement or Reconstruction); and Section 15304 a and f (Minor Land Alterations). The CEQA Analysis document may be reviewed online at http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf
Service Delivery District:	All
City Council District:	All
Status:	The Bicyclist and Pedestrian Advisory Commission recommended adoption of the <i>Draft Plan</i> on April 20, 2017.
Action to be Taken:	Conduct a public hearing, receive comments from the public, discuss and recommend adoption of the <i>Draft Plan</i> to City Council.
Finality of Decision:	N/A
For Further Information:	Contact Menaka Mohan at 510-238-6657 or mmohan@oaklandnet.com Project website: https://beta.oaklandca.gov/documents/pedestrian-master-plan-update

SUMMARY

The purpose of this Planning Commission hearing is to receive comments from the Planning Commission and the public on the *Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)*, which will constitute an amendment to the Land Use and Transportation Element (LUTE) of the General Plan, and the associated California Environmental Quality Act (CEQA) analysis, before considering the

following actions:

1. Recommend the City Council adopt the April 2017 CEQA Analysis;
2. Recommend the City Council adopt the *Draft Plan* as revised in *Attachment A*, as part of the LUTE; based in part, upon the General Plan Analysis and Adoption Findings in the Staff Report; and
3. Recommend the City Council authorize staff to make non-substantive, typographical and/or clerical edits.

The *Draft Plan* and CEQA Analysis were previously furnished separately to the Planning Commission, and are available to the public, through the City's website at

<https://beta.oaklandca.gov/documents/pedestrian-master-plan-update> and

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf> respectively.

OVERVIEW

Background

Oakland Walks! The 2017 *Draft Pedestrian Master Plan Update (Draft Plan)* is an update to the City's previous Pedestrian Master Plan—California's first—written in 2002.¹ In the intervening decade-and-a-half, many changes to the practice of pedestrian planning have taken place, including:

- Improvements to the way that pedestrian facilities are designed; and
- Local success repurposing motor vehicle roadway space to space for walking (or biking and transit), such as the reconstruction of Lake Merritt Boulevard and three dozen other road diet projects (which reduce the number of motor vehicle travel lanes to gain more space for other purposes including a better walking environment and reduce speeds); and
- New standards for curb ramps and other facilities for people with disabilities.

With the passage of Measure BB in 2015, The Alameda County Transportation Commission requires that local jurisdictions update the Pedestrian Master Plan every five years to receive pass-through (non-competitive) as well as discretionary funding. An updated Pedestrian Master Plan is also needed to maintain eligibility for Caltrans' Active Transportation Program funds.

The *Draft Plan* helps implement the City of Oakland's General Plan policies included in the General Plan Land Use and Transportation Element (LUTE), as described in the "General Plan Analysis" section of this report. The *Draft Plan* also helps implement the Open Space, Conservation, and Recreation General Plan Element (1992), and other Citywide policies and Plans, including the City of Oakland's Oakland Energy and Climate Action Plan (2012), Complete Streets Policy (2013) and "Transit First Policy" (1996) (Resolution No.73036 C.M.S.), by acknowledging the benefits and value for the public health and welfare of reducing vehicle miles traveled and improving opportunities to walk, bicycle, and use public transit.

Aligning the Draft Plan with Oakland's Strategic Plan for Transportation

During the preparation of the *Draft Plan*, the City of Oakland's Strategic Plan for Transportation was

¹ Can be accessed here: <http://www2.oaklandnet.com/oakca1/groups/pwa/documents/report/oak025012.pdf>

released. To ensure consistency with the Strategic Plan, the *Draft Plan* goals were refined to align with the City’s core values for transportation, expressed in the Strategic Plan (see table below).

Oakland Department of Transportation Core Values	Goals of 2017 Pedestrian Master Plan
Equitable Jobs and Housing	Equity
Holistic Community Safety	Holistic Community Safety
Vibrant Sustainable Infrastructure	Vibrancy
Responsive Trustworthy Government	Responsiveness

Public Participation and Planning Process

The planning process for the *Draft Plan* began in May of 2015 with the convening of a Pedestrian Advisory Group (PAG) and a Technical Advisory Committee (TAC). The committees reviewed the scope of work proposed by the City, which included documenting existing conditions, relationships to current plans and policies, timeline for completion, and the organization of the plan so that it could be understandable by the public and implementable by City staff. Below is a list of PAG/TAC Meetings that informed the content of the *Draft Plan*.

Date	PAG/TAC meeting notes
May 2015	<ul style="list-style-type: none"> Reviewed Pedestrian Survey questions Provided input on community groups for outreach, Suggested other plans and studies to review, Input on vision and goals, and implementation strategies
October 2015	<ul style="list-style-type: none"> Reviewed existing conditions chapter Provided comments on goals and visions
December 2015	<ul style="list-style-type: none"> Input on walkability Input on Data Collection
February 2016	<ul style="list-style-type: none"> Input on capital costs and maintenance
April 2017	<ul style="list-style-type: none"> Reviewed 2017 Draft Plan

In addition to the above meetings, staff attended meetings and received feedback from the following community organizations:

- United Seniors of Oakland and Alameda County
- Asian Health Services
- West Oakland Neighborhood Crime Prevention Council (NCPC)

- Allen Temple Seniors in East Oakland
- Fruitvale Unity NCPC
- San Antonio NCPC
- Northgate NCPC

A survey was also administered online and in person that assessed Oaklanders' priorities regarding the pedestrian environment. Nearly 600 people participated and provided comments input on what is needed to create a robust pedestrian environment in Oakland.

2017 Draft Plan Description and Organization

The *Draft Plan* is informed by a Vision, four Goals, five Outcomes, and 38 recommended actions described below:

Vision

Oakland will be a place where vibrant, safe and attractive streets give everyone the opportunity to walk to their destinations and to enjoy the convenience and health benefits of walking.

Goals

The *Draft Plan* is organized around four goals:

1. Safety: Make Oakland's Pedestrian environment safe and welcoming
2. Equity: Recognizing a historical pattern of disinvestment, focus investment and resources to create equitable, accessible walking conditions to meet the needs of Oakland's diverse communities
3. Responsiveness: Develop and provide tools to ensure that Oakland creates and maintains a vibrant pedestrian environment
4. Vibrancy: Ensure that Oakland's pedestrian environment is welcoming, well connected, supports the local economy, and sustains healthy communities.

Outcomes and Recommended Actions

Five outcomes guide the *Draft Plan* implementation. These five outcomes will be accomplished through 38 action items (Programs, Plans, Policies, and Projects) for the City to implement over the next five years. These actions were not only informed by the PAG/TAC, the BPAC, the MCPD and the DOT Strategic Plan, but also received internal review and input from the City's Planning & Building Department, the Department of Race and Equity, and the Public Works Agency.

Outcome 1: Increase pedestrian safety:

1. Implement improvements to High Injury Corridors
2. Adopt a Vision Zero Policy and communication strategy
3. Implement a pedestrian signal policy that prioritizes pedestrian safety
4. Implement a temporary traffic control protocol for new developments that impact the pedestrian environment
5. Establish 25 mph zone program
6. Improve security for pedestrians through lighting

7. Work with the Department of Race and Equity and the Police Department to enforce traffic safety that does not further impact racial disparities or racial profiling
8. Work with advocates to change state laws related to speed limits and automated speed enforcement. Additionally, develop local policies augmenting the California Manual on Uniform Traffic Control Devices.
9. Implement the pedestrian safety toolkit
10. Maintain roadway features that reduce speeds and make pedestrian crossings safer

Outcome 2: Create streets and places that promote walking

11. Integrate pedestrian safety into street design guidelines when developed
12. Update the street tree element of the City Tree Plan
13. Integrate art and playfulness into pedestrian infrastructure
14. Update the ADA Transition Plan and carry out its recommendations
15. Create a public space program
16. Partner with public health advocacy groups to promote the health benefits of walking
17. Find resources for the City's Façade Improvement Program to support a program to support low-income property owners in repairing sidewalks
18. Partner with violence prevention advocates, OPD, and other community groups to address the link between safety and walking

Outcome 3: Improve walkability to key destinations

19. Develop a prioritization strategy for implementing the City's Safe Routes to Schools
20. Create a Safe Routes to Transit Program
21. Support the development of a Citywide Pedestrian Wayfinding program
22. Identify missing sidewalk connections and prioritize for improvement
23. Improve pedestrian environment under and over freeways
24. Increase travel options between transit and major job, education, neighborhood retail, and neighborhood centers

Outcome 4: Engage the Oakland community in creating vibrant pedestrian environments

25. Use old and new media including social media and other web tools to connect with Oaklanders on pedestrian topics
26. Partner with neighborhood groups to perform walk audits
27. Expand neighborhood traffic calming programs Citywide
28. Support constituent-led initiatives to improve safety
29. Develop a comprehensive campaign for safety education

Outcome 5: Improve metrics, evaluations, funding, and tools for creating pedestrian environments

30. Update and maintain the City's sidewalk inventory
31. Evaluate and implement process improvements to the City's complaint-based traffic maintenance program
32. Integrate before and after pedestrian safety evaluations into all transportation projects
33. Conduct routine pedestrian counts
34. Train staff in national best practices for safe street design and management

35. Create a transportation safety data inventory and make it easily accessible to the public
36. Improve process for pedestrian safety improvement requests
37. Work with the Department of Race & Equity to define equity for Oakland and develop quantitative equity metrics
38. Use data-driven approaches to prioritize and routinize pedestrian safety improvements

The *Draft Plan* is organized into six chapters (Policy Framework, Safety, Existing Conditions, Needs Analysis, Recommended Actions, and Prioritizing Pedestrian Improvements). Accompanying Appendices provide information on specific project details and include a suite of design “tools” that can be used to redesign pedestrian facilities and roadways for safety improvements.

- The **Policy Framework Chapter** provides the framework for policies and actions, derived from the *Draft Plan* vision and goals.
- The **Safety Chapter** describes Oakland’s recent history of pedestrian injuries and deaths caused by collisions with motor vehicles. City staff analyzed seven years of collision history to identify the most dangerous streets and intersections for people walking. This chapter shows the results as the “High Injury Network”.
- The **Existing Conditions Chapter** evaluates walking conditions in nine geographic areas in Oakland, which were identified in previous Citywide planning efforts. Analyzing conditions in different areas in Oakland allows a comparison of the data regarding demographics, community characteristics (zero car households, for example), and injuries and fatalities, in addition to an understanding of the effects of different geographies on walking in Oakland.
- The **Needs Analysis Chapter** identifies the gap between where Oakland is now and where it needs to be to be a safe and walkable City for everyone. Policy, planning, and program needs were identified through technical analysis, the community engagement process, and an analysis of the City’s overall walkability. The Needs Analysis also identifies the need for the City to develop quantitative equity metrics to guide project development and capital improvement prioritization.
- The **Recommended Actions Chapter** answers the question: how can the City make streets safer, more comfortable and more convenient for people walking throughout all parts of Oakland? It presents a set of 38 recommended actions, each intended to help accomplish one or more of the Plan’s four goals.
- The **Prioritizing Pedestrian Improvements Chapter** recommends a methodology to identify areas of highest need for immediate investment. This methodology incorporates safety, equity, and access to destinations analyses. Because the City has limited resources, and implementing the improvements identified in this Plan has been estimated to cost more than 100 million dollars over five years, this *Draft Plan* proposes to first invest in the areas of the City most in need of improvements to the pedestrian environment, focusing investments on high injury corridors and intersections.

Review by the Bicycle and Pedestrian Advisory Commission (BPAC)

There were two public meetings held by the BPAC to discuss and review the Pedestrian Plan. The first was in March 2015. At this meeting, the City presented the initiation of the Pedestrian Master Plan Update in accordance with City goals and to maintain good standing for pass-through and discretionary funding opportunities. At that time BPAC Commissioners provided input on the draft scope. Initial input

included request for a broader analysis of walkability, as opposed to just a safety analysis. Additionally, the BPAC recommended a set of community organizations to serve on the Pedestrian Advisory Group.² In December of 2015, staff returned to BPAC to provide an update on the *Draft Plan* and progress to date. Staff noted that the *Draft Plan* included recommending a Task Force on Vision Zero for all modes (not just pedestrians), a prioritization methodology, and enforcement priorities for OPD.³

The second BPAC meeting was held on April 20, 2017. Commissioner comments can be found in *Attachment A*. In addition, the Chair of the Commission wrote a letter of support for the Draft Plan which is incorporated in this report as *Attachment B*.

Review by the Mayor's Commission on Persons with Disabilities (MCPD)

The Draft Plan was also reviewed by the Mayor's Commission on Persons with Disabilities (MCPD). The primary recommendation was to include language on Universal Access, which has been incorporated into this report also in *Attachment A*.

GENERAL PLAN ANALYSIS AND ADOPTION FINDINGS

The updated Draft Plan will be adopted as an amendment to the LUTE, adopted in 1998 as part of the Oakland General Plan. Oakland's current Pedestrian Master Plan (PMP) was adopted as part of the LUTE in 2002. Appendix A of the Draft Plan lists related planning efforts by the City of Oakland, including the Open Space, Conservation, and Recreation Element (OSCAR) adopted in 1996 and other Plans adopted by the City Council. The project would implement LUTE Policy T4.5 which recommends the preparation, adoption, and implementation of a Bicycle and Pedestrian Master Plan.

As demonstrated below, and through-out this report, the Draft Plan is consistent with the existing general plan, meets and is consistent with the Alameda County Transportation Commission requirements, and will promote public health, safety and welfare. Specifically,

The *Draft Plan* is consistent with LUTE Transportation and Transit-Oriented Development objectives and policies to encourage use of alternative means of transportation by locating mixed use development, jobs, commercial activity, recreational uses, and social services near transit and designing streets to be attractive, safe, and pedestrian- and bicycle-friendly. Applicable LUTE Transportation-are listed below. Corresponding Recommended Actions in the *Draft Plan* are: 1-12, 14-23, 26, 28, 29, 32, 33, 35, and 37-38. These Actions in the *Draft Plan* encourage walking as a mode of transportation by creating a safe pedestrian environment and improving walkability to key destinations.

- **LUTE Policy T2.4**, Linking Transportation and Economic Development. Encourage transportation improvements that facilitates economic development
- **LUTE Policy T3.5**, Including Bikeways and Pedestrian Walks: The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realized streets, wherever possible.

² Notes from the March 2015 BPAC meeting can be found here:

<http://www2.oaklandnet.com/oakcal/groups/pwa/documents/minutes/oak052693.pdf>

³ Notes from the December 2015 BPAC meeting can be found here:

<http://www2.oaklandnet.com/oakcal/groups/ceda/documents/minutes/oak056834.pdf>

- **LUTE Policy T4.1**, Incorporating Design Features for Alternative Travel: The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking.
- **LUTE Policy T4.6**, Making Transportation Accessible for Everyone. Alternative modes of transportation should be accessible for all of Oakland's population. Including the elderly, disabled, and disadvantaged.
- **LUTE Policy T4.10**, Converting Underused Travel Lanes: Take advantage of existing transportation infrastructure and capacity that is underutilized. For example, where possible and desirable, convert underused travel lanes to bicycle or pedestrian paths or amenities.
- **LUTE Policy T6.2**, Improving Streetscapes: The City should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented and include lighting, directional signs, trees, benches, and other support facilities.

The Draft Plan is consistent with LUTE Neighborhoods objectives and policies to ensure sufficient housing quantity for current and future residents and an appropriate mix of housing affordability, unit sizes, and types; locate mixed use housing develop near transit and commercial corridors; provide adequate cultural, education, and other community facilities; inform community members about the potential environmental justice implications of encourage their active participation in the planning process; and ensure compatible development in terms of land use, density, scale, design and existing or desired character of surrounding development. Applicable LUTE Neighborhoods-related policies are listed below. Corresponding Recommended Actions in the *Draft Plan* are: 1, 3- 11, 13- 15, 17-18, 21- 23, 25, 29, 31, and 36-37. These Actions in the *Draft Plan* encourage walking as a mode of transportation near transit and schools, encourage the creation of new public space, and engage the Oakland community in creating vibrant pedestrian environment.

- **LUTE Policy N1.2**, Placing Public Transit Stops. The majority of commercial development should be accessible by public transit. Public transit stops should be places at strategic locations in Neighborhood Activity Centers and Transit-Oriented Districts to promote browsing and shopping by transit users.
- **LUTE Policy N9.3**, Maintaining a Positive Image. The City should strive to maintain a positive and safe public image.
- **LUTE Policy N9.4**, Facilitating Public Events: Public events, such as street fairs and parades contribute to vibrant neighborhood life the City should facilitate and support these events and work with area residents and businesses to manage their impacts.
- **LUTE Policy 10.2**, Maintaining Public Property: The installations of amenities and maintenance of all public-owned property in neighborhood commercial areas should be a high priority for the City.
- **LUTE N11.4**, Alleviating Public Nuisances: The City should strive to alleviate public nuisances and unsafe and illegal activities.
- **LUTE N12.5**, Reducing Capital Improvement Disparities: In its capital improvement and public service programs, the City should give special priority to reducing deficiencies in and disparities between, existing residential areas.

The Draft Plan is consistent with LUTE Industry and Commerce objectives and policies to enhance the downtown area as a hub for business by expanding and retaining Oakland's job base and economic strength and encouraging a variety of appropriately sited commercial uses including retail, offices, government, technology, and personal and professional services. Applicable LUTE Industry and Commerce-related policies include, but are not limited to, Policy I/C3.3. Corresponding Recommended Actions in the *Draft Plan* are: 21 and 24. These Actions in the *Draft Plan* encourage increased travel

options between transit and major job, education, neighborhood retail, and neighborhood centers and support the development of a Citywide pedestrian wayfinding program.

- **LUTE Policy I/C3.3**, Clustering Activity in “Nodes:” Retail uses should be focused in “nodes” of activity, characterized by geographic clusters of concentrated commercial activity, along corridors that can be accessed through many modes of transportation.

The *Draft Plan* is consistent with the Open Space Conservation and Recreation Element of the General Plan (OSCAR) to enhance the use of existing open spaces, parks, and recreational facilities; expand the amount of parks acreage and recreational facilities; protect the visual quality of Oakland’s visual resources; promote land use patterns and densities which improve regional air quality; expand existing transportation systems management to reduce congestion; require implementation of best practices during construction to minimize dust emissions; encourage the use of energy-efficient construction; protect habitat; control urban runoff; and minimize soil contamination hazards through appropriate storage and disposal of toxic substances. Applicable OSCAR policies are listed below. Corresponding Recommended Actions in the *Draft Plan* are: 1-2, 4-6, 8-13, 15-20, 22-24, and 26-30. These Actions in the *Draft Plan* increase pedestrian safety, support the development of public space and art in infrastructure, and improve the pedestrian environment near freeways.

- **OSCAR Policy OS-2.2**, Schoolyard Enhancement: Enhance the availability and usefulness of Oakland’s schoolyards and athletic fields as open space resources
- **OSCAR Policy OS-2.6**, Street Closures for Parks, Plazas, and Gardens: Where there is broad community and local support and where legally permissible, allow local street closures as a way of creating new parks, plazas, and garden sites in urban neighborhoods.
- **OSCAR Policy OS-2.5.1**, Use of City-Owned Sites-Evaluate City-owned property in the flatlands to determine which parcels meet the criteria listed in this policy. These parcels should be identified as possible sites for new or expanded City Parks.
- **OSCAR Policy OS-5.2**, Joint Use of Rights-of-Way: Promote the development of linear parks or trails within utility or transportation corridors, including transmission line rights-of-way, abandoned railroad rights of way, and areas under the elevated BART tracks.
- **OSCAR Policy OS-5.2.4**, Traffic Island and Median Enhancement: Inventory traffic island and medians under City jurisdiction and evaluate possible enhancement measures for these spaces.
- **OSCAR Policy OS-7.5**, Lateral Access and Links to the Flatlands: Improve lateral access along the Oakland shoreline and linkages between the shoreline and nearby neighborhoods by creating a “Bay Trail” along the length of the Oakland waterfront.
- **OSCAR Policy OS-7.5.2**, Improvements to Broadway Underpass: Consider sponsoring a design competition to enhance the I-880/Broadway underpass. Allocate downtown redevelopment funds towards improvement of the downtown waterfront connection.
- **OSCAR Policy OS-7.5.4**, Improvements to 16th and 66th Avenue overcrossings
- **OSCAR Policy OS-11**, Civic Open Spaces: To maintain and develop plazas, pocket parks, pedestrian walkways, and rooftop gardens in Oakland’s major activity centers and enhance the appearance of these and other public spaces with landscaping and art.
- **OSCAR Policy OS-11.3**, Public Art Requirements. Continue to require public art as a part of new public buildings or facilities. Consider expanding the requirement or creating voluntary incentives to private buildings with substantial public spaces.
- **OSCAR Policy OS-12**: Street Trees. To “green” Oakland’s residential neighborhoods and commercial areas with street trees.
- **OSCAR Policy OS-12.1.1**, Adoption of Street Tree Plan. Formally adopt a City of Oakland Street Tree Plan which addresses species selection for major streets and neighborhood and contains criteria for tree planting, maintenance, and removal.

The Alameda County Transportation Commission (ACTC) requires local jurisdictions to have an updated Local Pedestrian Master Plan and Local Bicycle Master Plan or a combined Local Pedestrian and Bicycle Plan to receive Measure B and Vehicle Registration Funds. Plans must be updated every five years. Additionally, each plan must include core elements to ensure that the plan is effective. Core elements from ACTC are described below with their corresponding elements in the *Draft Plan*, demonstrating the Draft Plan is consistent with and meets ACTC’s requirements.

Alameda County Transportation Commission Pedestrian Plan Core Elements	<i>Draft Plan</i>
Pedestrian safety	<u>Described in Recommended Actions Chapter, specifically Outcome 1: Increase pedestrian safety</u>
Pedestrian access, including accommodations for persons with disabilities	Described in Existing Conditions Chapter and <i>Outcome 2: Create Streets and Places that Promote Walking</i>
Streetscape design	<u>Described in Recommended Actions Chapter, specifically Outcome 2: Create Streets and Places that Promote Walking</u>
Traffic engineering practices	<u>Described in Recommended Actions Chapter, specifically Outcome 1: Increase pedestrian safety</u>
Public involvement	Described in Needs Analysis Chapter
Public health	Described in Existing Conditions Chapter
Enforcement, encouragement, and education	Described in <u>Recommended Actions Chapter</u>
Interagency coordination	Described in <u>Recommended Actions Chapter</u>
Implementation	Appendix B, Safety Strategy: Improvements/Countermeasures outline specific projects for implementation
Sustainability	<u>Described in Recommended Actions Chapter, specifically Outcome 3: Improve Walkability to Key Destinations</u>

KEY ISSUES

Key Findings

The 2017 Pedestrian Master Plan analyzed seven years (2008-2014) of crash data to determine Oakland’s High Injury Network-34 high injury corridors and 39 high injury intersections collectively known as the High Injury Network. Other key findings include:

- 27% of all trips in Oakland are made by walking
- 36% of pedestrian collisions in Oakland happen on just 2% of Oakland streets
- After alcohol or drug use, police officers cited unsafe speed as the most common primary

- collision factor that resulted in fatal or severe injuries for pedestrians
- Asian Americans in Oakland are more than three times as likely to be killed by a motorist while walking as Whites. The Black and Hispanic population in Oakland is almost twice as likely to die in a pedestrian collision as the White population.

New Prioritization Methodology That Captures Safety, Equity, and Walkability

To prioritize capital improvements, staff analyzed safety, equity, and walkability. This was in response to the PAG/TACs request to consider factors beyond safety in prioritizing improvements.

Safety Analysis

This analysis evaluated the safety performance of intersections and corridors across the City using collision data from 2008-2014. The safety prioritization score (“Safety Score”), is determined using two different scores:

- Severity Score (based on where collisions have historically occurred)
- Risk Factor Score (based on typical street characteristics where collisions have occurred)

Equity Analysis

An equity analysis was used to identify the areas of the City where residents face socioeconomic disadvantages. These areas have often faced discriminatory practices on several fronts, including transportation-related investments. This equity analysis used the same factors developed by the Metropolitan Transportation Commission (MTC) to identify the Bay Area’s “Communities of Concern”, a set of standards that have been generally accepted as a proxy for underserved communities. MTC identified these communities using a set of eight demographic characteristics. These are:

- Race/Ethnicity
- Low Income (<200% of Poverty) Population
- Limited English Proficiency Population
- Zero-Vehicle Households
- Seniors 75 and Over
- Population with a Disability
- Single-Parent Families
- Cost-burdened Renters

For this *Draft Plan*, an equity index was calculated by summing each of the eight population characteristics in a Census Block Group and then dividing the sum by the population of the Block Group to create an Equity Score. For example, a person who is low income and over 75 is counted twice in this methodology; therefore, the more factors present in an area, the deeper the disadvantage. See page 31 in the *Draft Plan for a map of Oakland’s Communities of Concern*.

Walkability Analysis

Whether a place is walkable depends in part on what daily needs and services are within walking distance. Walk Score® is an application that categorizes whether a location is walkable. To do this, Walk Score® analyzes potential walking routes to nearby amenities including transit stops and stations, schools, grocery stores, restaurants, and parks. Points are awarded based on the distance to amenities in various categories and pedestrian friendliness. Pedestrian friendliness is

measured by analyzing population density, intersection density, and block length. This *Draft Plan* used Walk Score® data to create a walkability score because it is a simple measure that many community members are familiar with. At the same time, there are limitations to using Walk Score® data, as it does not account for many factors that may influence walking trips such as topography, speed limits, sidewalk presence or width, trees, lighting, or pedestrian friendly design.

Proposed Changes to the Draft Plan since its release in April

Proposed changes to Plan are contained in *Attachment -A Proposed Changes to the Draft Plan released on April 6, 2017 for Public Review*. Most of the proposed changes correct data and provide clarifying sentences in the Existing Conditions Chapter. Staff proposed changes as it relates to Universal Access based on comments from the Mayor's Commission on Persons with Disabilities (MCPD) and modified the vision to reflect comments heard at the BPAC and the PAG/TAC. Staff also proposed renaming the Walkability Analysis in "Prioritizing Pedestrian Improvements" to "Proximity to Destinations" based on the comments from BPAC and PAG/TAC.

ENVIRONMENTAL REVIEW

The CEQA Analysis prepared for the 2017 Draft Plan was provided to the Planning Commission separately, and is available to the public through the City's website:

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf>.

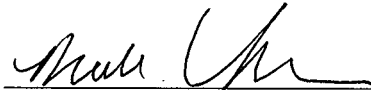
The CEQA Analysis prepared for the *Draft Plan* concluded that the *Draft Plan* qualifies for an addendum pursuant to CEQA Guidelines Sections 15162-15164 based on the previously adopted Mitigated Negative Declaration prepared for the *2002 Pedestrian Master Plan*; and on a separate and independent basis, the *Draft Plan* is also exempt per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), CEQA Guidelines Section 15301 c, d, and e (Existing Facilities); Section 15302 (Replacement or Reconstruction); and Section 15304 a and f (Minor Land Alterations).

RECOMMENDATIONS

Staff recommends that the Planning Commission take public testimony, close the public hearing, and:

1. Recommend the City Council adopt the April 2017 CEQA Analysis;
2. Recommend the City Council adopt the *Draft Plan* as revised in *Attachment A*, as part of the LUTE; based in part, upon the General Plan Analysis and Adoption Findings in the Staff Report; and
3. Recommend the City Council authorize staff to make non-substantive, typographical and/or clerical edits.

Prepared by:



Menaka Mohan, Community Transportation
Planner
Department of Transportation

Reviewed by:



ED MANASSE, Strategic Planning Manager
Bureau of Planning

Approved for forwarding to the
City Planning Commission:



DARIN RANELLETTI, Interim Director
Planning and Building Department

ATTACHMENTS

- A. Proposed Changes to the April 6, 2017
Public Review of the Draft Plan
- B. Response to Comments on the April 6,
2017 Public Review of the Draft Plan
- C. Letter of Support from BPAC

Oakland City Planning Commission Attachment A-Proposed Changes to the April 6, 2017 Public Review of the Draft Plan

Case File No: GP 17001

May 17, 2017

Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Proposed Changes to Draft Plan released on April 6, 2017 for Public Review

Below is a summary of proposed changes to *Draft Plan*, released for public comment April 6, 2017. Explanations to the proposed changes can be found in *Attachment B-Response to Comments*.

Additions are shown in underlined text. Deletions are shown in ~~Strike-through text~~

Italicized comments provide explanation for the change if needed.

Comment Number	Page Number	Section	Proposed Change
1	2, 5	Vision, Introduction	The vision of the 2017 Pedestrian Master Plan Update is to make Oakland a walker's paradise. Oakland will be a place where vibrant, safe and attractive streets give everyone the opportunity to walk to their destinations and to enjoy the convenience and health benefits of walking. <u>have a convenient and healthy walks to places that serve both every day needs and offer access to Oakland's multiple and amazing places, including parks, the waterfront, and cultural destinations.</u>
2	6	Introduction	The vision of this Pedestrian Plan is aspirational. City of Oakland staff will work with affected communities to hear their ideas and meet their needs as much as possible always strive towards achieving this vision when working to improve the pedestrian environment.
3	11	Introduction	This Plan outlines an action plan to invest in and improve safety in the High Injury Network and to implement the key policy and programmatic improvements that will make streets safer and more inviting for walking throughout the City. <u>The Plan intends to help make areas that have few services, or may need additional every day services, accessible to local communities. This will not only provide accessibility, but increase the vibrancy of destinations. A robust community engagement effort will be needed to make sure improvements are made to support this type of action wherever possible.</u>

Comment Number	Page Number	Section	Proposed Change
4	27	Existing Conditions	<p>Universal walking access refers to streets that allow anyone to reach their destination on foot or with the help of a wheelchair or other mobility device. <u>Additionally, missing sidewalks, sidewalk gaps, poor sidewalk quality, inaccessible stops, and lack of signals are also an important component of universal walk access.</u> Curb ramps, pedestrian signal heads, and audible pedestrian traffic signals (APTS), help make this vision possible. Downtown Oakland has the highest concentration of corners equipped with curb ramps, but just 59% are ADA-compliant. In the North Oakland hills, 80% of curbs have no ramps at all, and only 12% of ramps meet ADA standards. The City's 2009 ADA Transition Plan, scheduled for an update in 2017, also includes a curb ramp inventory and a timeline for curb ramp improvements.</p>
5	33	Existing Conditions	<p><u>Sidewalk Gaps</u> In 2006, the City surveyed all sidewalks in Oakland and documented sidewalk gaps and damage. Although dated, this data is still the most complete source of information about sidewalk conditions. <u>At this time, there is no data available in order to estimate the cost of expanding sidewalks where none currently exist.</u></p>
6	35-43	Existing Conditions	<p><u>Update the Demographics table to include the percentage of the population for the specific Area Plans. Numbers would be updated as follows:</u> East Oakland Hills (24%) Central East Oakland (13%) Coliseum/Airport (1%) Glenview/Redwood Heights (13%) Eastlake/Fruitvale (24%) North Oakland Hills (6%) North Oakland/Adams Point (21%) Downtown (4%) West Oakland (6%)</p>
7	35-43	Existing Conditions	<p><u>Update numbers in Safety Table to round numbers for Average severe injuries/year and Ave injuries/year which are applicable in each Plan Area.</u> Avg. severe injuries/year 21-5 22 Avg. injuries/year 266-5 267</p>
8	35-43	Existing Conditions	<p><u>Add **to Plan Area tables with Safety Statistics: "***Some Plan Areas have a larger population than others. These figures measure average fatalities and injuries in a specific Plan Area against Citywide averages."</u></p>

Comment Number	Page Number	Section	Proposed Change
9	35	Existing Conditions	<p>East Oakland Hills includes the hilliest areas of Oakland's eastern edge, south of the North Oakland Hills and above MacArthur Boulevard. This area is primarily residential or open space and has less than half the citywide average of sidewalk density. Forty-one percent Thirty-one percent of East Oakland Hills residents are African American, compared to a citywide average of 26%, while just 12% of residents live below the federal poverty line (21% of citywide residents are in this category). Besides the North Oakland Hills, there are fewer pedestrian collisions per 1,000 residents (1.2) and per mile (0.3) in the East Oakland Hills than anywhere else in Oakland. Point, Downtown and West Oakland. This area has the most sidewalk and street miles in Oakland the same average percentage of injuries per street mile as the City.</p>
10	36	Existing Conditions	<p>Central East Oakland is located between the Eastlake/ Fruitvale district and the City of San Leandro, MacArthur Boulevard, and the Coliseum/Airport area. This area includes the Eastmont Mall and the commercial areas of Fairfax (on Foothill Boulevard) and Elmhurst. Commercial areas are also located along the wide, fast-moving International Boulevard. Industrial development is located near I-880; otherwise, Central East Oakland is primarily residential. Seventy-two percent of area residents are 93% non-white and 29% live below the federal poverty line. Nearly a quarter of Oakland's fatal pedestrian crashes and nearly one-third of crashes that resulted in serious injury were in this area.</p>

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Comment Number	Page Number	Section	Proposed Change
11	37	Existing Conditions	Coliseum/Airport includes the Oakland Coliseum, Oakland Airport and Coliseum BART station. It is located between the City of San Leandro, the City of Alameda, the Central East Oakland area and the San Francisco Bay. Industrial development is the primary land use along I-880 and near the Oakland Airport and Oakland Coliseum. Only 33% of signals have pedestrian heads and none include countdown indicators—the lowest percentages in the City. Despite a low rate of overall collisions, there were two fatal pedestrian crashes in this area in 2008-2013. <u>This area had the third highest average rate of injuries after Downtown and West Oakland.</u>
12	38	Existing Conditions	Glenview/Redwood Heights is located below Highway 13, above MacArthur Boulevard/I-580, and south of Grand Avenue. The district comprises the hilly but walkable neighborhoods immediately east of Eastlake/Fruitvale. This area is home to the Dimond and Laurel commercial districts. Fifty percent of the residents are White. Lower traffic speeds <u>and on-street parking</u> may provide comfortable environments for walking.
13	39	Existing Conditions	Eastlake/Fruitvale is located between the Brooklyn Basin Waterfront and I-580, the south shore of Lake Merritt, and High Street. Commercial areas include Eastlake/International Boulevard, Lake Merritt Parkway, the Fruitvale BART station and International Boulevard/Foothill Boulevard. Sausal and Peralta Creeks create <u>barriers to people walking in this area.</u> This district is largely residential, with some industrial and commercial areas near I-880. The eastern edge of the district has industrial and marine uses. The Bay Trail runs along the Estuary, parallel to Embarcadero. The area has a higher than average proportion of Hispanic/Latino (34%) and Asian residents (30%).

Comment Number	Page Number	Section	Proposed Change
14	40	Existing Conditions	<p>North Oakland Hills is the hilliest area in the north part of the City. It is primarily residential and, along the ridge, parkland. This area has the lowest proportion of minority residents (68% White/Non-Hispanic), poverty, and zero-vehicle households in Oakland. It has the lowest levels of sidewalk density, number of sidewalk miles, percentage of curb ramps, and the lowest number of pedestrian fatalities per year along with Glenview/Redwood Heights, rate of pedestrian collisions. This may be because there are few walkable destinations for pedestrians and steep hills to climb.</p>
15	41	Existing Conditions	<p>North Oakland/Adams Point lies south of Berkeley, east of Emeryville, north and west of Grand Avenue and west of Piedmont. It includes the MacArthur and Rockridge BART stations and the Rockridge, Temescal, Koreatown/Northgate (KONO), Grand Lake and Piedmont Avenue commercial districts. This area has nearly twice the average citywide sidewalk density—Nearly half of residents are White and just 14% live below the federal poverty line. A few North Oakland intersections and corridors—mostly on Telegraph Avenue—are among the City’s High Injury Network. Additionally, underpasses at Highway 24 and I-980 have limited lighting for pedestrians.</p>
16	42	Existing Conditions	<p>Downtown stretches from the Oakland Estuary harbor to Grand Avenue and from the south shore of Lake Merritt to I-980. At one square mile, this is the smallest of Oakland’s nine areas. It contains three BART stations (19th Street, 12th Street, and Lake Merritt), as well as high-activity centers of Downtown, Uptown, Chinatown, Old Oakland, and Jack London Square. Twenty-one percent of Downtown residents walk to work—more than five times the Citywide average. Forty-two percent of residents are Asian and Downtown has the lowest share of residents under 18 years old and the highest share of senior citizens. This area has the greatest average number of pedestrian injuries collisions per Plan Area-259 where the average is 66.1, 000 residents or per street mile.</p>

Comment Number	Page Number	Section	Proposed Change
17	43	Existing Conditions	West Oakland is located between the Estuary to the south, the Bay to the west, I-80/Bay Bridge to the north and I-980 to the east. It is home to the West Oakland BART station and the Seventh Street commercial corridor. It is one of Oakland's oldest residential areas, amidst heavy industrial uses, including the Port of Oakland and the former Oakland Army Base. West Oakland includes seven intersections and one two corridor in the City's High Injury Network. Almost half of all residents are African American and 32% of households own zero motor vehicles. More residents in West Oakland walk more than 150 minutes per week than in any other area. <u>Plan Area. Sidewalks, however are in the poorest condition in the City and this Area has the second highest average injury rate, second only to Downtown.</u>
18	48	Needs Analysis	Creating a fully accessible city is not only a policy goal, it's a legal requirement. Oakland could update its ADA Transition Plan and identify, prioritize, and construct the projects needed to implement the Plan. <u>Additionally, focusing on other pedestrian facilities not identified in the ADA transition plan such as lighting, access to bus stops, benches, bus shelters and other resting places, and sidewalk condition serves people with disabilities as well as other vulnerable populations such as the elderly and children.</u>
19	50	Needs Analysis	How do you know where you're going in Oakland? Clear signage that directs both visitors, vulnerable populations such as persons with disabilities, and regulars to common destinations supports walking in Oakland and could be a program priority.
20	56	Recommended Actions	Outcome 2: Create Streets and Places that Promote Walking To achieve this objective, the City will integrate safety into the design of new streets incorporate art into pedestrian infrastructure, plant more street trees, repair sidewalks, install accessible curb ramps and other features to improve the pedestrian environment for vulnerable populations, and provide public open space in underutilized roadways. The City will also pursue citywide programs and partnerships with nonprofits and community groups to promote walking as well as with the private sector to improve the pedestrian environment around the new developments.
21	57	Recommended Actions	Outcome 3: Improve Walkability to Key Destinations To improve walkability to key destinations, the City will develop a prioritization strategy to best focus the benefits of the Safe Routes to School program, establish a similar program focused on first and last mile access to transit, support wayfinding efforts that can be used by vulnerable populations, and identify strategies for improving the walking environment in and near Caltrans-owned rights-of-way, such as underneath freeway overpasses, on and off ramps, and streets where the surface grade is un-even due to railroad tracks. Additionally, the City will use Walk Score® to improve walkability to key destinations and to enhance areas where car-ownership and usage is lower than the Citywide average.

Comment Number	Page Number	Section	Proposed Change
22	58	Recommended Actions	<p>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</p> <p>To achieve this objective, the City will reinvigorate existing communication methods and establish new protocols for engaging about pedestrian projects and enabling community-determined pedestrian projects. <u>The City will also partner with groups that specialize in addressing specific vulnerable populations. For example, the Mayor's Commission on Persons with Disabilities to understand to the experiences of persons with disabilities.</u></p>
23	61, 64	Prioritizing Pedestrian Improvements	<p><u>Rename Walkability analysis to Proximity to Destinations.</u></p>
24	Appendix C, 1	Safety Toolbox	<ul style="list-style-type: none"> • To apply this toolbox to corridors: Consider is the corridor over built from a vehicular capacity perspective? Could a road diet be implemented that <u>benefits pedestrians, bicyclists, and transit users simultaneously?</u>

Oakland City Planning Commission Attachment B Response to Comments on the April 6, 2017 Public Review of the Draft Plan
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May 17, 2017

[Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Response to Comments to Draft Plan released on April 6, 2017 for Public Review

Below are responses to comments received by the public, other agencies and commissions since the release of the *Draft Plan* on April 6, 2017. For a summary of proposed changes to the Draft Plan, see *Attachment A*.

- OakDOT**-Oakland Department of Transportation
- PAG/TAC**-Pedestrian Advisory Group/Technical Advisory Committee
- BPAC**- Bicyclist and Pedestrian Advisory Commission
- MCPD**-Mayor's Commission on Persons with Disabilities

Page Number	Section	Comment	Who	OakDOT Response	Action
2, 5	Vision, Introduction	Can the vision be updated to be larger and more compelling? As it stands, the document is practical, but not very visionary.	Chris Hwang	Staff will make the change on the Vision and the Introduction of the <i>Draft Plan</i> .	See proposed change described in Comment #1 in <i>Attachment A</i> .
5	Introduction	It would be helpful to compare rates of injuries in Oakland (and/or key specific neighborhoods thereof) to peer cities.	AC Transit	Note that on page 17, staff compares Oakland's pedestrian fatality rate to the national average: Oakland's pedestrian fatality rate of 1.70 deaths per 100,000 people is higher than the national average of 1.47, but lower than the California average of 1.74.2.	No change needed.
6	Introduction	The Plan refers to what City staff will do, but doesn't refer much in the text to the community's involvement.	Chris Hwang	Staff will incorporate this change in the Introduction. Note that <i>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</i> described five Recommended Actions to engage with the Oakland community to for pedestrian projects.	See proposed change described in Comment #2 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
10	Policy Framework	The photograph of Telegraph Avenue depicts what AC Transit considers to be a poor operating condition.	AC Transit	Staff will consider another photo before final publication of the <i>Draft Plan</i>	No change needed.
11	Introduction	Can the plan address economic development/vibrancy?	BPAC	Staff will work to highlight the importance of vibrancy and economic development in the Introduction.	See proposed change described in Comment #3 in <i>Attachment A</i> .
27, 56	Existing Conditions	Somewhat misleading to present curb ramps as main component to universal access. Missing sidewalks, gaps/poor sidewalk quality, inaccessible transit stops, lack of resting places, in addition to signals as mentioned are equally important. Understand curb ramps are most identifiable component of transition plan, but should be clearer.	MCPD	Staff proposed text changes to Existing Conditions and <i>Outcome 2: Create Streets and Places that Promote Walking</i>	See proposed change described in Comment #4 and #20 in <i>Attachment A</i> .
33	Existing Conditions	\$100 million is a good start, but what would it take to expand sidewalks?	PAG/TAC	Staff will revise the description of sidewalk gaps in Existing Conditions that addresses this comment.	See proposed change described in Comment #5 in <i>Attachment A</i> .
29	Existing Conditions	Percent of population 64 and older and percent of population with a disability, there is some overlap, but dual benefit for aging population if accessible standards are met.	MCPD	Comment Noted.	No change needed.

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Page Number	Section	Comment	Who	OakDOT Response	Action
31	Existing Conditions	Redlined Layer: Consider changing from transparent red to red outline for clarity.	PAG/TAC	Staff will consider colors and readability before final publication of the <i>Draft Plan</i> .	No change needed.
31	Existing Conditions	Comment referring to Communities of Concern Map 3.2: Glad to see this factoring into the report - can be better reflected in recommendations, including co-benefit of accessibility improvements for seniors - see comments below.	MCPD	Comment Noted.	No change needed.
35-43	Existing Conditions	Update the Demographics table to include the percentage of the population.	OakDOT staff	Provides clarity.	See proposed change described in Comment #6 in <i>Attachment A</i> .
35-43	Existing Conditions	Update numbers in Safety Table to round numbers for Average severe injuries/year and Ave injuries/year.	OakDOT staff	Provides clarity.	See proposed change described in Comment #7 in <i>Attachment A</i> .
35-43	Existing Conditions	[NEED AN INTRO TO EXPLAIN YOU'RE REVISING TEXT] Add a sentence clarifying that Plan Area tables include statistics per 100k of a population so that Plan Areas can be compared against Citywide averages.	OakDOT staff	Provides clarity.	See proposed change described in Comment #8 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
35	Existing Conditions	NEED AN INTRO TO EXPLAIN YOU'RE REVISING TEXT Update statistics and add clarifying text to East Oakland Hills Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #9 in <i>Attachment A</i> .
35	Existing Conditions	If further work is done on the area maps, it would be helpful to note a small number of key destinations on each area map (e.g. major transit stops, high schools, major commercial districts).	AC Transit	Staff will work to update the online DOT Dashboard - http://oakbec.s3.amazonaws.com/MapLanding/maps/DOTDashboard.html .	No change needed.
36	Existing Conditions	Update statistics and add clarifying text to Central East Oakland Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #10 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
37	Existing Conditions	Update statistics and add clarifying text to Coliseum/Airport Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #11 in <i>Attachment A.</i>
38	Existing Conditions	Update statistics and add clarifying text to Glenview/Redwood Heights Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #12 in <i>Attachment A.</i>
39	Existing Conditions	Update statistics and add clarifying text to Glenview/Redwood Heights Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #13 in <i>Attachment A.</i>
40	Existing Conditions	Update statistics and add clarifying text to North Oakland Hills Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #14 in <i>Attachment A.</i>

Page Number	Section	Comment	Who	OakDOT Response	Action
41	Existing Conditions	Update statistics and add clarifying text to North Oakland/Adams Point Plan Area.	OakDOT staff	Reconcile with data in tables provided below text and provides clarity.	See proposed change described in Comment #15 in <i>Attachment A.</i>
42	Existing Conditions	Update statistics and add clarifying text to Downtown Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #16 in <i>Attachment A.</i>

Page Number	Section	Comment	Who	OakDOT Response	Action
43	Existing Conditions	Update statistics and add clarifying text to West Oakland Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #17 in <i>Attachment A</i> .
46	Needs Analysis	Did this analysis have any data on crashes involving persons with disabilities? Hot spots that warrant a closer look? How can signal technology prevent such accidents, and or be sensitive to the unique circumstances for persons with disabilities.	MCPD	Data is derived from police reports which do not record a person's ability. Recommended Action #3 (<i>Implement a pedestrian signal policy that prioritizes pedestrian safety</i>) addresses this comment.	No change needed.
46	Needs Analysis	Technology improvements that can recognize a queuing pedestrian automatically would benefit Pedestrians with disabilities.	MCPD	Comment Noted.	No change needed.
48	Needs Analysis	Update the ADA Transition Plan: There is more to this than one sentence stating legal compliance. This report should articulate the co-benefits of making pedestrian facilities accessible that reach beyond PWD (i.e. the aging population).	MCPD	Staff will work to address this point in the Needs Analysis Chapter of the <i>Draft Plan</i> .	See proposed change described in Comment #18 in <i>Attachment A</i> .

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Page Number	Section	Comment	Who	OakDOT Response	Action
49	Needs Analysis	Program needs for pedestrians should also include resting places and protection from the elements (benches, shelters etc.) for those who have to travel slowly - another co-benefit of serving pedestrians with disabilities and the aging population.	MCPD	Staff will work to address this point in the Needs Analysis Chapter of the <i>Draft Plan</i> . Additionally, staff will indicate the importance of resting places in the description of <i>Outcome 2: Create Streets and Places that Promote Walking</i> .	See proposed change described in Comment #18 and #20 in <i>Attachment A</i> .
49	Needs Analysis	Develop a program to support low-income property owners in repairing sidewalks- This is key to filling gaps	MCPD	Comment Noted.	No change needed.
50, 56	Needs Analysis	Programs should also address wayfinding for persons with disabilities (and look at emerging technologies).	MCPD	Staff will indicate the importance of wayfinding in the Needs Analysis Chapter and the description of <i>Outcome 2: Create Streets and Places that Promote Walking</i> .	See proposed change described in Comment #19 and #21 in <i>Attachment A</i> .
50	Needs Analysis	Assure inclusion of persons with disabilities into metric.	MCPD	Recommended Action# 59 directs staff to use data-driven approaches to prioritize and routinize pedestrian safety improvements; staff will explore using metrics associated persons with disabilities. Note that population with a disability is included in the Equity Analysis.	No change needed.
52	Recommended Actions	Not every action is informed by the Equity value (Temporary Traffic Control, for example).	BPAC	Comment Noted.	No change needed.
53	Recommended Actions	Think about breaking up capital costs by Planning Area.	PAG/TAC	Some of the capital costs overlay more than one Plan Area, because streets and sidewalks are linear, making cost assumptions difficult to separate.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
55-59	Recommended Actions	Some areas are not walkable but still need investments; consider how these areas will be prioritized.	PAG/TAC	There are several Recommended Actions that direct staff to address other pedestrian improvements, including Recommended Action #15 (<i>Create a public space program</i>), #24 (<i>Increase travel options between transit and major job, education, neighborhood retail, and neighborhood centers</i>), # 27 (<i>Expand neighborhood traffic calming programs Citywide</i>), and #36 (<i>Improve the process for pedestrian safety improvement requests</i>).	No change needed.
56	Recommended Actions	The Plan should address that many don't ride the bus because some bus stops are unsafe due to the presence of drug dealers, etc.	BPAC	Recommended Action #18 (<i>Partner with violence prevention advocates, OPD, and other community groups to address the link between safety and walking</i>) directs staff to link safety and walking.	No change needed.
57	Recommended Actions	Use the plan to enhance areas with an already low-carbon footprint where many people are not driving currently.	BPAC	Staff will address this in the narrative of Outcome 3: <i>Improve Walkability to Key Destinations</i> .	See proposed change described in Comment #21 in <i>Attachment A</i> .
57	Recommended Actions	Freeway on/off ramps are a barrier to walkability and should be addressed. Also surface level crossings.	BPAC	Staff will further address this in the narrative of Outcome 3: <i>Improve Walkability to Key Destinations</i> .	See proposed change described in Comment #21 in <i>Attachment A</i> .
56	Recommended Actions	Developer-funded improvements are supported via processes already in place, such as Traffic Impact Fee funds—the Plan could make this more explicit.	BPAC	Staff will address this in the narrative of Outcome 2: <i>Create Streets and Places that Promote Walking</i>	See proposed change described in Comment #20 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
57	Recommended Actions	Use buses per hour as a proxy to the City's most walkable areas.	PAG/TAC	Recommended Action number 20 directs staff to create a Safe Routes to Transit Program. Staff will consider buses per hour in the development of this program. The DOT Data Dashboard, a tool for decision-making, also includes buses per hour.	No change needed.
58	Recommended Actions	Consider reaching out to Youth Groups (i.e. Oakland United, Measure Y, etc.).	PAG/TAC	<i>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</i> directs staff to work with the community on community-led pedestrian projects and directs staff to work the Oakland community on pedestrian projects.	No change needed.
58	Recommended Actions	Partner with the MCPD or other groups to conduct audit(s) specific to experiences of persons with disabilities... likely to get a different and important perspective.	MCPD	Staff will describe partnering with more than just neighborhood groups in implementing in <i>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</i> .	See proposed change described in Comment #22 in <i>Attachment A</i> .
59	Recommended Actions	Pedestrian improvements should be integrated with paving projects.	BPAC	Recommended Action #1 (<i>Implement improvements to High Injury Corridors and Intersections</i>) assumes that projects will take advantage of, and become part of, synchronistic opportunities such as the paving program. Recommended Action #32 (<i>Integrate before-and after-pedestrian safety evaluations into all transportation projects</i>), this includes coordinating with the paving program.	No change needed.
59	Recommended Actions	Link health data to walkability, such as life expectancy, asthma, and diabetes.	PAG/TAC	Recommended Action #59 (<i>Use data-driven approaches to prioritize and routinize pedestrian safety</i>); staff will explore using health data as directed by this Action.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
59	Recommended Actions	The data tells part of the story; consider how the DOT will focus investments in other areas such as West Oakland (# of projects vs. sidewalk gaps).	PAG/TAC	Recommended Action #22 directs staff to <i>(Identify missing sidewalk connections and prioritize for improvement)</i> .	No change needed.
59	Recommended Actions	Incorporate more pedestrian volumes into the Plan and consider building a consistent methodology for performing pedestrian counts.	PAG/TAC	Recommended Action #33 directs staff to <i>(Conduct routine pedestrian counts)</i> .	No change needed.
59	Recommended Actions	Consider adding crime data into safety portion.	PAG/TAC	Recommended Action #59 directs staff to <i>(Use data-driven approaches to prioritize and routinize pedestrian safety improvements)</i> ; staff will explore using crime data as directed by this Action.	No change needed.
59	Recommended Actions	Think about how Oakland will bring up its capacity (staff) to deliver these projects.	PAG/TAC	Staff will consider how to use current staff and add additional staff in a resource-constrained environment.	No change needed.
53, 59	Recommended Actions	Include responsiveness to removing public debris/other barriers for persons with disabilities Include responsiveness to barriers that emerge for persons with disabilities, such as illegal dumping (e.g. a couch blocking 1/4 of a sidewalk may render that path useless). This is typically unique to the location, condition and width of the sidewalk etc., so the City needs to 1) make the program well known, 2) be readily available, and 3) quick in responding.	MCPD	Recommend Action #29 <i>(Develop a comprehensive campaign for safety education)</i> -can be oriented to address illegal dumping.	No change needed.
59	Recommended Actions	Useful to identify persons with disability-specific data. (In response	MCPD	Staff will consider documenting this information if possible when conducting	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
60	Prioritizing Pedestrian Improvements	to Recommended Action # 33 <i>Conduct routine pedestrian counts</i> . Contributing factors are analyzed in Chapter 6.	BPAC	pedestrian counts Comment Noted	No change needed.
61	Prioritizing Pedestrian Improvements	Rename Walkability analysis to "Walk Access to Destinations" / "Access to Desirable Destinations/ Access to Destinations/Proximity to Destinations"- some term that more accurately describes Walk Score. ® Many of the corridors and intersections shown in Appendix B are served by AC Transit. These include the BRT corridor currently under construction, and segments of/locations along 7th/8th St., Broadway, Bancroft Ave. Foothill Blvd., Grand/West Grand Ave., Hegenberger Rd., High St., Macarthur Blvd., Martin Luther King Jr. Way, Piedmont Ave., San Pablo Ave., School St., Telegraph Ave., 14th St., 73rd Ave., and 98th Ave. We understand that these projects are in various stages of conceptualization, design, and funding. The City and AC Transit have already consulted on some projects.	PAG/TAC	Staff will rename Walkability analysis to another term that more accurately describes Walk Score®	See proposed change described in Comment #23 in <i>Attachment A</i> .
-	Appendix B		AC Transit	Comment noted. Staff will consult with AC Transit on project development and implementation of <i>Draft Plan</i> recommendations as they relate to transit operations.	No change needed.
14	Appendix B	The funding plan is related to the City's Capital Improvement Project	BPAC	Comment Noted.	No change needed.

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Page Number	Section	Comment	Who	OakDOT Response	Action
14	Appendix B	(CIP) Budget programmatically (specific projects aren't called out); prioritization factors include availability of funding—"bang for the buck."	BPAC	-	Not applicable.
-	Appendix A	Specific projects are listed in the plan appendix. Good that you've listed Major Corridors as a planning reference. I'd also suggest reference to other work that seeks to improve walkability—e.g. the International Boulevard Transit Oriented Development plan (IBTOD). Since it lists some fairly old documents, consider whether the Community Based Transportation Plans (CBTPs) would also add any useful information. AC Transit is undertaking a multimodal corridors design project intended to create transit-friendly designs for transit/bikeway corridors.	AC Transit	See OakDOT response in comment above.	No change needed.
	Appendix C Treatment Toolbox	Consider improvements that benefit pedestrians, bicyclists and transit users simultaneously (e.g. road diets).	BPAC	Staff will address a broader range of road diet goals in Appendix C, the Safety Toolbox.	See proposed change described in Comment #24 in <i>Appendix A</i> .
-	Overall	The Plan doesn't highlight enforcement due in part to equity concerns.	BPAC	Recommended Action #7- (<i>Work with the Department of Race and Equity and the Police Department to enforce traffic safety that does not further impact racial disparities or racial profiling</i>) directs staff to further explore how this can be done.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
-	Overall	Be aware that SWITRS data/reports from Oakland may get reflected, instead, in adjoining jurisdictions.	BPAC	Staff addresses the limitations of SWITRS data on page 21 of the <i>Draft Plan</i> .	No change needed.
-	Overall	Were High injury corridors adjusted for volumes?	BPAC	No. This kind of data capture and analysis may inform an overall transportation plan, but was not possible within this <i>Draft Plan</i> .	No change needed.
-	Overall	Routine upgrades deserve attention to detail.	BPAC	Recommended Action #11- <i>(Integrate pedestrian safety into street design guidelines when developed -will inform staff on improving the pedestrian environment)</i> .	No change needed.
-	Overall	Enforcement is identified as the lowest tier solution. However, cars that block sidewalks are a problem. Education is needed to communicate this.	BPAC	Recommended Action #29 <i>(Develop a comprehensive campaign for safety education)</i> .	No change needed.
-	Overall	The City has hired a new Vision Zero Coordinator, and an engagement process is forthcoming.	BPAC	Comment Noted.	No change needed.
-	Overall	Consider mapping the top 10 – 15 projects. Where do they fall and not fall?	PAG/TAC	Staff will consider adding the Plan Area Boundaries to the online DOT Dashboard.	No change needed.
-	Overall	Think about the colors on the maps, and consider overlaying the equity map with the High Injury Network, or the Walk Score® map with the High Injury Network.	PAG/TAC	Staff will consider colors and readability before final publication of the <i>Draft Plan</i> . The High Injury Network will be overlaid on both the Equity and Walk Score maps.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
-	Overall	<p>AC Transit is supportive of improving conditions for pedestrians in Oakland and throughout our district. The great bulk of bus passengers walk to their bus stops, and everybody is a pedestrian while they wait at bus stops. The last Oakland Pedestrian Plan cited walking to AC Transit as the single largest source of pedestrians in the city of Oakland (BART has a lot of pedestrian access too, but also has a lot of people who access it through driving, biking, or other modes). Assuming that projects do not unduly impede bus service, making pedestrian routes and bus stops safer, better lit, and more attractive can only benefit bus passengers. Transit is the natural complement to walking. We have a general question about the role of single mode plans in an era when planning is supposed to facilitate complete streets, and when the countywide agency (ACTC) is planning on a complete streets basis. This deserves a longer discussion and analysis. Although we feel this more acutely with other plans than with the Pedestrian Plan, we are concerned that this approach can privilege the modes which have plans over the ones that don't (generally transit). The document is</p>	AC Transit	<p>The OakDOT Strategic Plan directs the Department to develop a Complete Streets Corridor program that would plan, develop, and deliver complete streets projects. AC Transit and City of Oakland staff will consult with AC Transit staff related to the Pedestrian Master Plan Update project and policy implementation as the implementation of the Plan moves forward. In collaboration with the Department of Planning and Building, DOT staff review major development applications and identify opportunities to improve nearby transit stops through off-site improvements.</p>	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
		<p>attractive and generally readable. As Pedestrian Plan projects on transit corridors move forward, there needs to be an early and regular process for AC Transit to review proposed improvements and changes and their potential positive and negative impacts on AC Transit. Some items listed in the "Pedestrian Safety Solutions Toolkit", such as road diets and raised crosswalks, raise particular concerns for transit service. For other projects, the consultation and review process has not always occurred in a regular and timely fashion. We also note that the plan is silent about how the City may implement pedestrian improvements discussed in the Pedestrian Plan. We would like to see the pedestrian improvements to be integrated into a multimodal planning process and project package – rather than implemented as a single mode improvement. When major development projects at or adjacent to transit routes are considered, off-project improvement should be coordinated with bus stop and bus transit needs. We look forward to working with the City to enhance the pedestrian environment in Oakland.</p>			

Page Number	Section	Comment	Who	OakDOT Response	Action
-	Overall	Consider elevating equity in the Plan and invest in areas that have suffered from disinvestment.	PAG/TAC	The Plan is informed by four Goals: Safety, Equity, Vitality, and Responsiveness and each Recommended Action is evaluated by one of the four Goals. Additionally, OakDOT mapped "redlined" areas in the City, described on page 6 of the Plan, which demonstrates a history of disinvestment. Recommended Action #37 (<i>Work with the Department of Race & Equity to define equity for Oakland and develop quantitative equity metrics</i>) will help staff find ways to elevate equity through implementation of Plan policies and projects.	No change needed.

April 26, 2017

The Oakland Planning Commission
The Oakland Public Works Committee (PWC)
The Oakland Community and Economic Development Committee (CED)

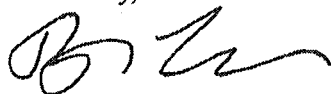
Dear Members of the Planning Commission, PWC, and CED:

The Oakland Bicyclist and Pedestrian Advisory Commission supports the proposed Pedestrian Master Plan (PMP) Update that was presented to the Commission on April 20, 2017. We believe that the proposed projects and framework will greatly strengthen the pedestrian environment of the City, in line with the vision set forth in the DOT strategic plan to make walking "safe and delightful".

Four BPAC Commissioners served on the pedestrian advisory group (PAG) for the PMP update and had the opportunity over the entire development of the plan to contribute and comment on the plan. Additionally, updates on the plan were presented multiple times at BPAC's public meetings where feedback was provided by commissioners and members of the public who attended.

The benefits of promoting walking are numerous and wide-ranging, from economic vitality to alleviating income disparities to promoting public health. We look forward to how Oakland will use its resources and talent in pursuit of this goal.

Sincerely,



Ryan Chan
Chair, Oakland BPAC

Attachment C