



**City of Oakland, Bicyclist & Pedestrian Advisory Commission**  
**Minutes from the March 18, 2021 meeting**  
**Teleconference**

Meeting agenda at [https://cao-94612.s3.amazonaws.com/documents/March-2021-BPAC-Agenda\\_2021-03-11-222803.pdf](https://cao-94612.s3.amazonaws.com/documents/March-2021-BPAC-Agenda_2021-03-11-222803.pdf).

Meeting called to order at 6:01 pm by BPAC Chair Andrew Campbell.

**Item 1. Roll Call/Determination of Quorum/Introductions**

At roll call, quorum was established with eight commissioners present (X). One (-) was excused (provided notice of absence as specified in by-laws).

Commissioners	Present
Reginald K Burnette Jr	-
Andrew Campbell (Chair)	X
Grey Gardner	X
Mike Lok	X
Jesse Jones	X
Phoenix Mangrum	X
David Ralston	X
Patricia Schader (Vice-Chair)	X
Dianne Yee	X

Introductions were made.

- Other attendees: Tommaso Boggia, Dave Campbell, Tim Courtney, Danielle Dynes, Britt Hinchliff, Tom Holub, Sam Inoue-Alexander, Ben Kaufman, Natalie Mall, Jeremiah Maller, Rionfrancis Manning, Marisa Melo, Jen Nettles, Brett Peterson, Brendan Pittman, Robert Prinz, Midori Tabata, Jean, Max
- Staff: Chris Bolton, Joe DeVries, Emily Ehlers, Nicole Ferrara, Sarah Fine, Audrey Harris, Ofurhe Igbinedion, Jacque Larrainzar, Jason Patton, Noel Pond-Danchik, Ryan Russo, Megan Wier, Jasmine Zamora, KTOP

**Item 2. Open Forum / Public Comment**

- Ben Kaufman shared his excitement about the paving of 11<sup>th</sup> Ave and 4<sup>th</sup> Ave in his neighborhood, but he noted that there is no robust bicycle infrastructure on these neighborhood bike routes. The diagonal diverters remain on 11<sup>th</sup> Ave with no cut-throughs for bicyclists.
- Ben Kaufman noted that Transport Oakland is seeking new board members and encouraged people to apply.
- Tim Courtney from the Safe 8<sup>th</sup> St Campaign noted his enthusiasm for a line item in the City's draft budget for traffic calming, and he is interested in how priorities will be determined. He is seeking large concrete barriers to slow the speeding traffic that occurs daily on 8<sup>th</sup> St in West Oakland.
- Robert Prinz, Bike East Bay staff and co-chair of the [BPAC's Infrastructure Committee](#), noted that the committee has been working with OakDOT staff on minimum design guidelines for

neighborhood bike routes. He noted that multiple streets that were recently paved are in need of additional bikeway improvements.

### Item 3. Approval of meeting minutes

- A motion to **adopt the Bicyclist & Pedestrian Advisory Commission meeting minutes from February 18, 2021** was made (Mangrum), seconded (Jones), and approved by consent. Adopted minutes online at <https://www.oaklandca.gov/boards-commissions/bicyclist-and-pedestrian-advisory-commission/meetings>.

### Item 4. Recent Bicyclist and Pedestrian Related Crashes

Vice Chair Schader led the commission in a discussion of recent bicyclist and pedestrian related crashes in Oakland. She noted four pedestrian fatalities in the first two months of 2021:

- 1/18/21; in the morning; 10200 block of San Leandro St; a hit-and-run crash
- 2/18/21; 7:40pm; 2700 block of Foothill Blvd; an elderly man was hit by two drivers. The first driver fled and the second stayed on the scene.
- 2/26/21; during the day; 300 block of MacArthur Blvd; a hit-and-run crash; close to a pre-school
- 2/27/21; International Blvd at 48<sup>th</sup> Ave; a hit-and-run crash

Summary of Discussion:

- Chair Campbell noted that his child used to attend the preschool near the 2/26/21 crash on the 300 block of MacArthur Blvd. He explained that person who was killed was leaving the nearby long-term care facility where she worked. A large truck yielded to let her cross, but another driver crossed the double line into opposing traffic to pass the truck and struck her.
- The purpose of this summary is to raise awareness of these tragedies on Oakland's streets and to spur action for solutions.

Speakers other than commissioners: None

### Item 5. Safe Oakland Streets Traffic Safety Legislation

Staff from Department of Transportation (Audrey Harris, Nicole Ferrara, Megan Wier), Oakland Police Department (OPD) (Deputy Chief Bolton), and the City Administrator's Office (Joe DeVries) updated the commission on progress on the Safe Oakland Streets Initiative, an interdepartmental coordinated initiative on comprehensive traffic safety strategies that effectively reduce injuries, advance equity, and address speeding, including infrastructure changes, enforcement strategies, policy changes, and programs in place or under consideration in Oakland. The presentation is attached to these minutes.

Summary of Discussion:

- A lot of police stops are already occurring on the High Injury Network, but these stops have the greatest racial disparities. However, most of these stops are for low-level equipment violations (e.g., license plates) and not for moving violations. OPD leadership challenged officers to focus on traffic stops for safety issues and to do so over all neighborhoods, and this led to a reduction in racial disparities in the stops.

- There is a public perception that someone has to die before the City will make traffic safety improvements at concerning location.
- OakDOT receives on the order of one thousand traffic safety service requests per year, and these are prioritized by crash history as well as by equity and school locations. OakDOT is working to add other priority locations like senior centers, health clinics, libraries, and other destinations frequented by vulnerable populations.
- The Safe Oakland Streets recommendations are available in the agenda packet for the March 23 meeting of the Public Works Committee of the City Council. The legislative file is here: <https://oakland.legistar.com/LegislationDetail.aspx?ID=4815327&GUID=A3F63502-79EB-4459-AEDC-A58E2E5E3666>.
- The Safe Oakland Streets Initiative is a reframing of Vision Zero that starts from the beginning with equity at its core.
- The Safe Oakland Streets Initiative will leverage data from healthcare providers to augment the traffic crash data that are available from police reports.
- Currently state legislation allows for 15 mph speed limits in school zones. Lower speed limits in senior citizen zones are being considered in pending state legislation to reform how speed limits are set.
- The Initiative’s recommendations include a lot of “exploring” new possibilities. Some of these issues have been under discussion for some time, and the traffic deaths we are seeing merit an emergency response with immediate actions and material outcomes. Allocate the resources to make these recommendations happen as soon as possible, like low-cost interventions to reduce speeds.
- The creation of the Department of Transportation and the Department of Race and Equity are giant steps forward for the City of Oakland. This capacity is now being matched with data from the Police Department. This convergence is putting “wind at our backs” to make progress on these enduring traffic safety issues. The City Administrator’s Office is committed to encouraging and supporting departments in working together.
- OakDOT has committed and skilled staff who are doing a lot of good work, and they need to be resourced to deal with the magnitude of this challenge.
- While the Initiative’s recommendations do not directly address the Department of Motor Vehicles, OakDOT is a member of the California City Transportation Initiative (CaCTI) which is collaborating on state-level issues.

Speakers other than commissioners: None

## Item 6. Reimagining Traffic Safety

Bike East Bay Advocacy Director Dave Campbell presented a set of draft recommendations and policies from Oakland’s Reimagining Public Safety Taskforce (<https://www.oaklandca.gov/topics/reimagining-public-safety>) related to moving traffic safety functions from the Oakland Police Department to the Department of Transportation. The presentation was included in the meeting’s agenda packet.

### Summary of Discussion:

- There is a need for City employees, including OPD, to follow traffic rules (e.g., like not parking in bike lanes).
- The Task Force is preparing its report based on recommendations that were adopted last night. Support for unarmed traffic officers was not unanimously supported by Task Force members, and so this recommendation may benefit from more discussion and refinement. Councilmembers Bas

and Taylor are likely to bring the recommendations to City Council as part of the City's budget process this spring.

- Learn from other jurisdictions and countries where this is done so Oakland can avoid some of the growing pains associated with making this work.
- Consider partnering an unarmed traffic officer with a traditional police officer to try out the idea and ease into it, where the traffic officer is the lead on the stop and has the police officer present if they are needed.
- The frequency of police officers being assaulted in traffic stops is low. Assaults tend to occur when the traffic stop escalates beyond the traffic issue that initiated the stop.
- Future thinking would address how the job classifications from the Police Department would be moved to OakDOT. The Task Force does have recommendations that address the labor contract of the police union, and there is a negotiating process for the City working with unions to change classifications or staffing levels for the employees represented by each union.

Speakers other than commissioners: Tommaso Boggia, Tom Holub, Brendan Pittman

- A motion to **extend the meeting by 15 minutes** was made (Campbell), seconded (Schader), and approved by consent.

#### Item 7. BPAC Strategic Plan Update

BPAC Strategic Planning Committee member Jesse Jones presented the draft 2021 BPAC Strategic Plan ([https://docs.google.com/spreadsheets/d/1ldvjXx2z0l\\_hfR0hoE95mTn3Y91WZDhhiN150Jxhd0g/edit?usp=sharing](https://docs.google.com/spreadsheets/d/1ldvjXx2z0l_hfR0hoE95mTn3Y91WZDhhiN150Jxhd0g/edit?usp=sharing)) for adoption.

- A motion to **adopt the Strategic Plan with its goals and actions** was made (Jones), seconded (Ralston), and approved by consent.

Speakers other than commissioners: None

#### Item 8. Committee Report Back

Committees of the BPAC provided brief updates to the Commission. A list of active committees was included in the agenda packet and is posted at <https://www.oaklandca.gov/resources/bicyclist-and-pedestrian-advisory-commission-bpac-committees-and-liaisons>.

Summary of Discussion:

- Infrastructure Committee: Robert Prinz noted the committee's next meeting is on Thursday, April 1, 3:30-5:30pm. Agenda items include a Metropolitan Transportation Commission (MTC) project for bus lanes and a bike/pedestrian connection on W Grand Ave, 14<sup>th</sup> Ave streetscape project, High St paving project, and Franklin St paving project with a proposed cycle track. Requested items include an update on the 14<sup>th</sup> St Active Transportation Program (ATP) grant project (possibly June), Howard Terminal environmental report (which may be beneficial for the BPAC to hear instead).
- Bicyclist Pedestrian Police Relations Committee: Commissioner Mangrum noted the committee has been discussing having bike rides with OPD and that they will bring a recommendation to the next meeting of the Commission.



Speakers other than commissioners: None

## **Item 9. Three-month look-ahead, suggestions for meeting topics, announcements**

### *Three-month look-ahead*

- See the attachment included in the meeting agenda packet.

### *Suggestions for meeting topics*

- Bay Bridge Bike Path update from Ben Kaufman, Rails-to-Trails Conservancy (Gardner)

### *Announcements*

- TDA Article 3 FY 21-22: At the April BPAC meeting, Julieth Ortiz, DOT Transportation Planner, will present an overview of existing Transportation Development Act (TDA) Article 3 projects and a draft project list for fiscal year 2021-22. This year's recommendation is to use funding for existing programs/projects, including the bicycle parking program, the stairs and path program and foothill pedestrian safety improvements. Input from the Commission regarding priorities are welcome.
- Affordable Housing and Sustainable Communities (AHSC) Grant: At the April BPAC meeting, OakDOT staff will present on the proposed housing and transportation projects for the Affordable Housing and Sustainable Communities (AHSC) Cycle 6 grant and provide an update on the status of projects from previous AHSC awards. The AHSC program is administered by the Strategic Growth Council and implemented by the California Department of Housing and Community Development. AHSC is part of the California Climate Investments initiative, which aims to integrate affordable homes and sustainable transportation. Applications for this year are due on June 8th. The affordable housing developments currently under consideration are located at: 1) 3801-3829 MLK Jr Way (Longfellow Corner), 2) Lake Merritt BART Station (Senior Housing Transit-Oriented Development), 3) 285 12th St, and 4) 500 Lake Park. As with the previous AHSC cycle, OakDOT is prioritizing existing transportation projects in proximity to the development sites for the grant. Priority bicycle and pedestrian projects under consideration include: 14th St Safe Routes in the City, Lakeside Family Streets, 10th St Pedestrian Improvements, 27th St Complete St, 9th St Cycle Track & Pedestrian Improvements.
- OakDOT weighing in on the Manual on Uniform Traffic Control Devices (MUTCD) updates: The National Association of City Transportation Officials (NACTO) has provided leadership in suggesting major changes to the MUTCD. The City of Oakland is reviewing recommendations and working to prepare a letter to the Federal Highway Administration (FHWA) in support of changes that advance our goals of multi-modal safety, sustainability and culture-keeping.

Meeting adjourned at 8:11 pm.

### **Attachments**

- Safe Oakland Streets Traffic Safety Legislation - Presentation

Minutes recorded by Jason Patton, Bicycle & Pedestrian Program Supervisor, emailed to meeting attendees for review on Friday, March 19, 2021 with comments requested by 5pm, Friday, April 2, 2021 to [NPond-Danchik@oaklandca.gov](mailto:NPond-Danchik@oaklandca.gov). Revised minutes will be attached to the April 2021 meeting agenda and considered for adoption at that meeting.

# **Safe Oakland Streets Traffic Safety Initiative**

**A Comprehensive, Interdepartmental Set of Strategies  
to Save Lives and Advance Traffic Safety and Equity**

# Safe Oakland Streets Interagency Core Team

Department of  
Transportation

Police  
Department

Department of  
Race and  
Equity

City  
Administrator's  
Office

## **Content Warning:**

***This presentation contains information about death and serious injuries on Oakland streets***



## **In Memoriam: *Lives lost in Oakland Traffic Crashes in 2021***

Adolfo Gonzalez

Anthony Taylor Jr.

Curtis Drumgo

Isaiah Kirk

Courtney Osegueda

Oscar Monterosa

Thomas James

Rafael Munoz

# Safe Oakland Streets Initiative: Goals

- **Prevent severe and fatal crashes** and related disparities impacting Black, Indigenous, and People of Color (BIPOC) communities, seniors, and low-income populations;
- **Eliminate severe and fatal injury inequities** including racial disparities impacting BIPOC communities that exist today in Oakland; and
- **Inform effective and equitable safety strategies** that prevent injury and injury inequities, and do not have adverse equity impacts on BIPOC communities, seniors, and low-income populations

# Safe Oakland Streets is a shift from the traditional approach

Traditional Approach		Safe Oakland Streets (SOS) Approach
Focus on <b>all crashes</b>	➔	Focus on <b>fatal and severe injury</b> crashes, and <b>eliminating inequities</b>
<b>Individual</b> responsibility	➔	A <b>Safe System</b> that <b>Protects the Most Vulnerable</b>
<b>Perfecting</b> human behavior	➔	Anticipate that <b>people make mistakes</b> and have a <b>range of abilities</b>
Agencies working in <b>silos</b>	➔	Interdepartmental coordination is a <b>valuable asset</b>
Community engagement is <b>too time consuming</b>	➔	We <b>must engage</b> with <b>communities most impacted</b>
<b>Complaint-driven</b> improvements	➔	<b>Strategic investments</b> where severe injuries are concentrated, in areas of historic under-investment

# Overview

- 1. Understanding the Problem**
- 2. Background**
- 3. Research and Analysis**
- 4. Recommended Strategies**
- 5. Emerging 2021 Initiatives**
- 6. Next Steps**

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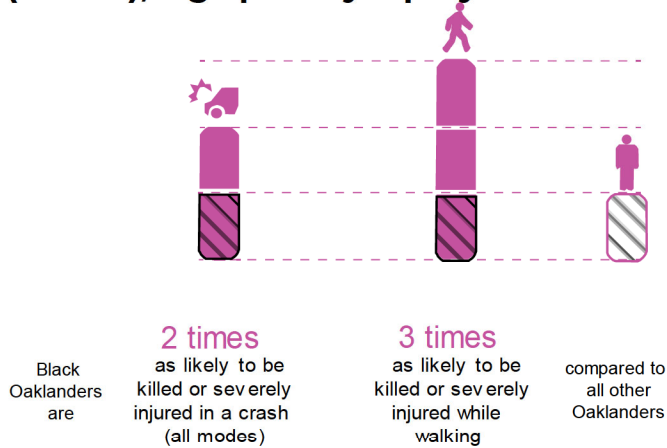
# Too many people are dying and being severely injured in traffic crashes on Oakland Streets

- In December **2020**, OPD reported a **spike in traffic-related fatalities** where **33 people** were killed on our roadways, compared to the 27 people killed in 2019
- Approximately **two life-changing or life-ending** traffic crashes happen **each week**



# Racial Inequities in Severe, Fatal Crashes

Severe and fatal crashes disproportionately impact Black, Indigenous and people of color (BIPOC), high priority equity communities, and seniors.



30% of streets in majority Asian census tracts fall on the City of Oakland Pedestrian High Injury Network - the highest percentage of any ethnicity

Source: Oakland Equity Indicators Report, 2018

**\*Note:** studies have found that communities of color are under-represented in crash data.

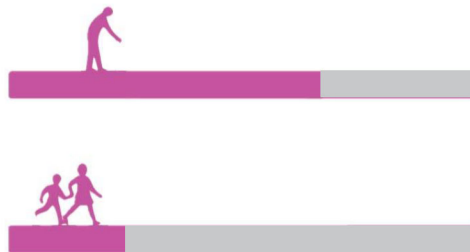
Source: High Injury Network: 2012-2016 Data from SWITRS (Statewide Integrated Traffic Records System), prepared by Fehr & Peers for the City of Oakland, 2018.

# Age Inequities in Severe, Fatal Crashes

Older Oaklanders  
(65+)



2x more likely to be killed in a crash compared to all other Oaklanders



**67%** of Older Oaklanders' (65+) fatalities occur while walking

compared to only **26%** for Oaklanders of all other ages

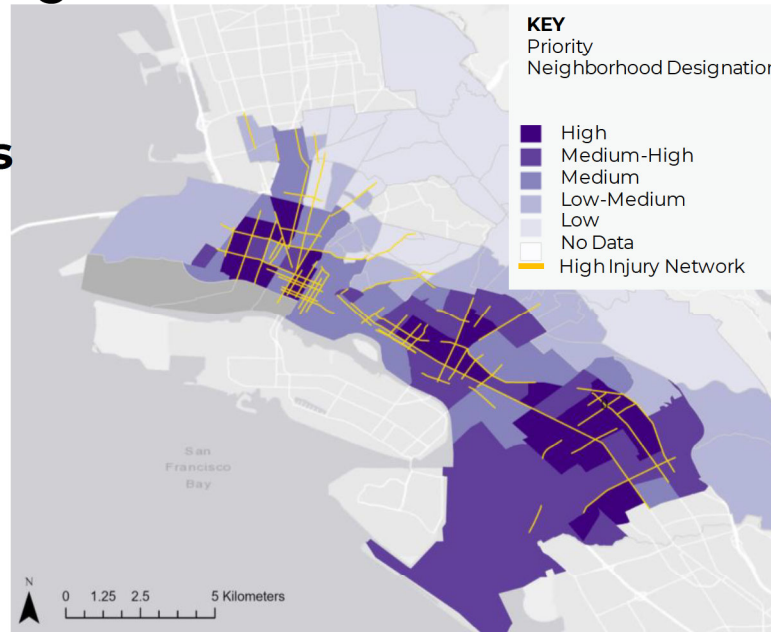
# Severe and Fatal Crashes are Highly, and Disproportionately, Concentrated

**6% of Oakland's Streets** account for **60% of severe and fatal crashes**






These are the City's **High Injury Network (HIN)**

**95% of the HIN** is in **Medium to High Priority Equity Neighborhoods**

Source: High Injury Network: 2012-2016 Data from SWITRS (Statewide Integrated Traffic Records System) prepared by Fehr & Peers.



# Five Most Dangerous Driving Behaviors

Crashes Causes (Primary Collision Factors)	Percent of Crashes Resulting in People Being Killed or Severely Injured
 Failure to yield	<b>18%</b>
 Unsafe speed	<b>17%</b>
 Unsafe Turning (especially left turns)	<b>14%</b>
 Impaired Driving	<b>13%</b>
 Disobeying Traffic Signals and Signs	<b>8%</b>

# Speed Kills

HIGH SPEEDS ARE MORE DEADLY



**9 out of 10** pedestrians are killed



**5 out of 10** pedestrians are killed



**1 out of 10** pedestrians are killed

AND SPEED MATTERS IN OAKLAND



**1 in 4** Oaklanders killed are involved in a crash where speed is a primary factor

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# OPD Initiatives

- Office of Traffic Safety **grant funding for targeted operations:** DUI check points, distracted driving, speeding
- **OPD focuses traffic patrols** in areas with pedestrian-involved injuries and/or fatal collisions, as well as a variety of factors including safety, equity, and walkability; focusing on the most dangerous streets and intersection for pedestrians.
- **Risk Management**
- Traffic Enforcement Unit (traffic) officers are directed to **focus enforcement on the High Injury Network and near schools** where pedestrian traffic is concentrated

*\*OPD recently eliminated one of these squads to increase patrol staffing in the Bureau of Field Operations in light of changing post-COVID-19 priorities.*

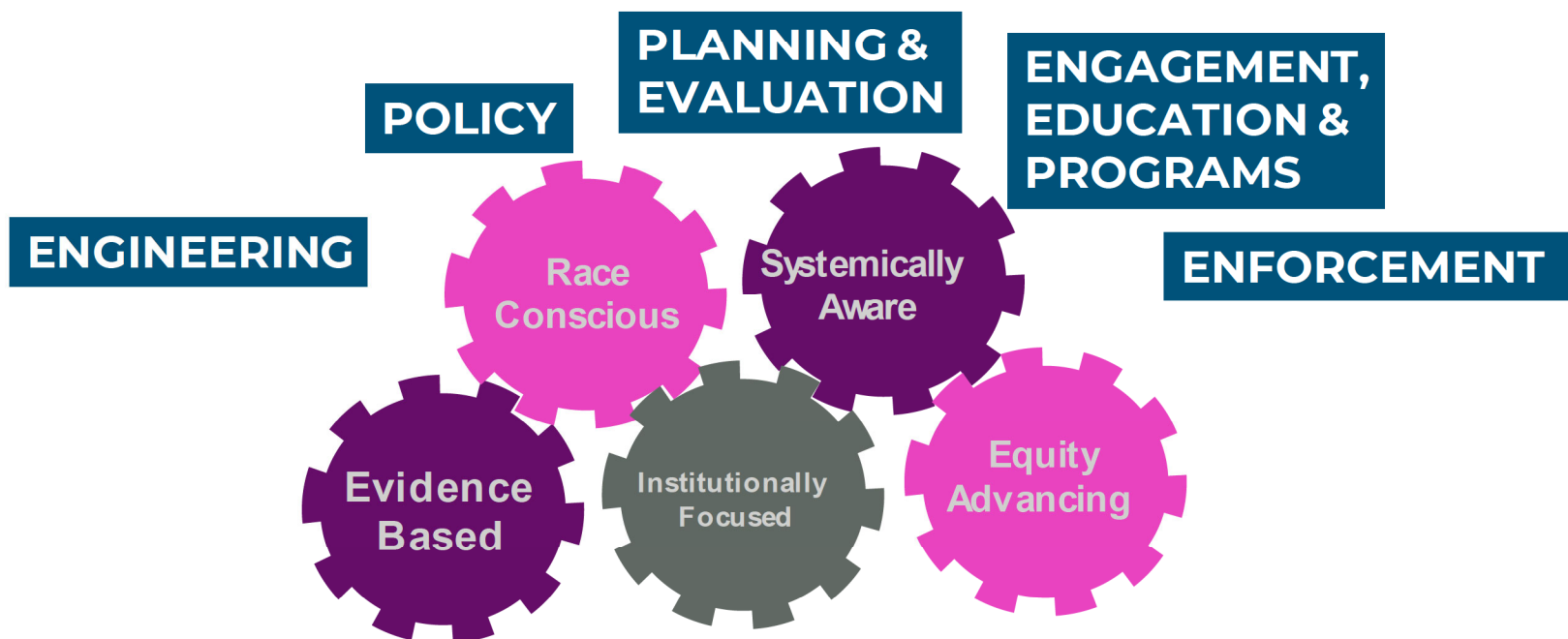
# DOT Initiatives

- Capital Improvement Program
- Implementation of the Bike and Pedestrian Plans
- Prioritizing the HIN and high priority neighborhoods in Paving projects
- Safe Routes to School
- 311 Service Requests for traffic safety
- Rapid Response Projects

# Agenda

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# Efficacy and Equity Assessment



## 3. Research & Analysis: Efficacy and Equity Assessment Approach

# Enforcement Findings

- **OPD has reduced racial disparities in stops** since 2016
- **Traffic Officer stops** are more likely to address the most dangerous driving behaviors and have a lower racial disparity than **Patrol officer stops**
- **More stops are conducted on Black People (44%)** than crashes involving Black drivers (**33%**) and **Oakland's Black Population (23%)**
- **40% of traffic stops** made for causes contributing to **70%** of most severe crashes
- **43% of traffic stops made on the HIN** where **60%** of most severe crashes occur

# Findings that Inform SOS Strategies

	Engineering	Enforcement	Policy	Planning & Evaluation	Engagement Education & Programs
<b>General Efficacy Score*</b>	<b>High/Medium</b>	<b>Limited/Unknown to High (Mixed)</b> Automated enforcement implementation can have a high efficacy	<b>Limited/Unknown to High (Mixed)</b> Speed limit reduction policies are high efficacy	<b>Limited / Unknown</b> Independent effects difficult to measure but critical complementary strategy	<b>Limited/Unknown</b> Independent effects difficult to measure but can be complementary strategy
<b>General Equity Score</b>	★★	★	★★	★★★	★★
<b>Equity Key:</b>	Benefit = ★★★		It Depends = ★★		Concern = ★

\*Scores are qualitative summaries; in-depth findings are available in the informational memo appendix

## 3. Research & Analysis: Efficacy and Equity Assessment Findings



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# 1. Coordination & Collaboration

**1.1 Coordinate** collaborative efforts to implement traffic safety strategies.

**1.2 Report back to City Council** annually on status of Safe Oakland Streets Initiative and traffic strategies.

## 2. Engineering

**2.1 Focus project investment** in high priority communities and on the High Injury Network.

**2.2 Work in partnership** with communities to implement *responsive, proactive, and near-term* improvements.

**2.3 Apply existing tools** to increase safety in the *highest priority neighborhoods* through engagement and partnerships.

**2.4 Increase delivery** of traffic safety treatments through routine paving projects.

## 3. Policy

**3.1 Reduce school zone speed limits to 15 mph**

**3.2 Assess past lessons learned and explore** re-establishment of red-light automated enforcement

**3.3/3.4 Local speed limit reductions and speed safety cameras** through State Policy Advocacy

**3.5 Advance policies to expedite delivery** of traffic safety improvements

## 4. Planning & Evaluation

**4.1 Explore data partnerships** with Alameda County Public Health Department, Alameda County Sheriff's Office, etc.

**4.2 Track traffic deaths publicly** for transparent monitoring, and accountability, provide data summarized by demographic groups

**4.3 Add stop data to Open Data platform** providing public access to data as disaggregated as possible

**4.4 Develop Local Road Safety Plan**



# 5. Engagement, Education & Programs

**5.1 Effectively engage community** on these strategies

**5.2 Institutionalize city partnerships** to address traffic safety issues in a holistic way

**5.3 Provide traffic safety programs** to vulnerable groups in partnership with CBOs per Bike and Ped Plans





## 6. Enforcement

### 6.1 Use new strategies to traffic enforcement

such as automated enforcement and strategies from Reimagining Public Safety Task Force

**6.2 Collaborate on data sharing** between DOT and OPD for more data driven process

**6.3 Pilot high visibility enforcement** on dangerous driving behaviors within high injury corridors



## 6. Enforcement

**6.4 Develop guidance** for reducing racial disparities between non-dispatch traffic stops and crashes.

**6.5 Add traffic violations** to a special section within the annual OPD Stop Data report.



## What's Next?

- Briefings with Council offices
- Public Works Committee, March 23<sup>rd</sup>
- AB 550 – Speed Safety Systems & AB 43 – Speed Limit Setting
- Speed Management Training: Spring/Summer 2021
- Larger Community Outreach and Engagement
- SPUR, April 7<sup>th</sup> or 9<sup>th</sup>