



City of Oakland, Bicyclist & Pedestrian Advisory Commission
Minutes from the August 15, 2024 Meeting
City Hall, 2nd Floor, Sergeant Daniel Sakai Hearing Room (A.K.A. Hearing Room 4)
Meeting agenda at <https://www.oaklandca.gov/boards-commissions/bicyclist-and-pedestrian-advisory-commission/meetings>

Meeting called to order at 6:01 PM by BPAC Chair Gardner.

Item 1. Roll Call, Determination of Quorum, Introductions, and Acknowledgement of Recent Bicyclist and Pedestrian Fatal Traffic Crashes

At roll call, quorum was established with seven Commissioners present (X). Commissioners Frank and Whipps were excused (-). Commissioner Mangrum arrived part way through the meeting (x).

Commissioners	Present
Priyanka Altman	X
Alex Frank	-
Grey Gardner (Chair)	X
Jimmy Jessup	X
Phoenix Mangrum	x
David Ralston (Vice-Chair)	X
Patricia Schader	X
Nick Whipps	-
Dianne Yee	X

Introductions were made.

1. Staff: Jason Patton (Oakland Department of Transportation – OakDOT), Noel Pond-Danchik (OakDOT), David Pené (OakDOT), Yvonne Chan (OakDOT), Andre Soucy (OakDOT)
2. Other attendees: Jen Wong (SFMTA), Kevin Dalley (Transport Oakland), Robert Prinz (Bike East Bay), Koushik Roy, George Spies, Ross Parish, Anne Killebrew (District 2 resident), Brian Culbertson, Cassandra Gonzalez

Chair Gardner led the commission in an acknowledgement of recent fatal and other high-profile traffic crashes in Oakland involving bicyclists and pedestrians; for more information visit: <https://www.oaklandca.gov/topics/traffic-fatality-tracking>.

- At around 5:17pm on July 21st, 2024, a 68-year-old White male bicyclist was killed by a motorist at Broadway and 27th St in a hit and run crash.

Summary of Discussion:

- There will be a commemorative protest action on Thursday, 8/22/24 at 5:30pm at the intersection of Broadway and 27th Street.
- There is a project scheduled to begin construction Fall 2025 for a protected intersection at Broadway and 27th Street.
- How does the Oakland Police Department respond to and investigate hit and run crashes?

Speakers other than Commissioners: George Spies

Item 2. Open Forum / Public Comment / Announcements

A list of announcements and attachments were included in the meeting's agenda packet. There is a liaison to Open Forum who follows up with members of the public and tracks Open Forum comments at https://docs.google.com/spreadsheets/d/1v0nDQC83kYuR8rW_ofuDLSTOy0LdRg9otR63Yp0u5Qw/html

- Residents in the San Antonio neighborhood installed traffic circles made of tires at E 19th St and 18th Ave and E 20th St and 18th Ave, installed plastic speed bumps on E 21st St, and put tires in the two-way center left turn lane on E 21st St between 17th Ave and 19th Ave to address egregious unsafe speeding and side show issues on the corridor. The City of Oakland removed the materials after a driver was severely injured after crashing into the tires on E 21st St.
- Robert Prinz attended a meeting about the Community Initiated Traffic Calming Pilot and provided excellent information on the status of current projects in Oakland which helped the group of residents come to a decision about two locations for projects.
- The City Auditor is discussing how to increase revenues for the City of Oakland. Kevin Dalley plans to suggest raising the price of parking in City owned lots and encourages others to reach out to him if they have other suggestions.

Speakers other than Commissioners: Kevin Dalley, Ross Parish

Item 3. Approval of Meeting Minutes

The draft meeting minutes from the July 2024 BPAC meeting were considered for adoption.

→ A motion to adopt the Bicyclist & Pedestrian Advisory Commission July 18, 2024 meeting minutes was made (Gardner), seconded (Yee), and approved unanimously by voice vote.

Adopted minutes online at www.oaklandbikes.info/BPAC

Item 4. Committee Report Backs

Everyone is encouraged to attend committee meetings. A list of existing committees was provided in the agenda packet for this meeting.

- Policy and Legislative Committee: The Committee met on Monday, August 12, 2024. They discussed co-chair elections and committee agenda organization, 311 Service Requests, and fatality/injury related bicyclist or pedestrian related crash data. They selected two new co-chairs, Kevin Dalley and Commissioner Whipps. Future topics include discussion on the General Plan Update of the Land Use and Transportation Element. Additional info at: <https://www.oaklandca.gov/meeting/august-2024-bicyclist-pedestrian-advisory-commission-bpac-policyand-legislative-committee-meeting> They are planning to meet next in November.
- Infrastructure Committee: The last meeting was July 11, 2024. They discussed the 14th Street Corridor Safety Project and the San Pablo Ave Bus & Bike Lanes Project. Notes are here: <https://docs.google.com/document/d/1qqS46y3dWNeAxMVwU3HTwjunj-b0pwANtZix-CisiWA/> The next meeting is scheduled for September 5, 2024 from 3:30-5:30 in 250 Frank Ogawa Plaza on the 4th Floor in the Broadway Conference Room. They are planning on discussing the Regional Measure 3 (RM3) Safe Routes to Transit & Bay Trail (SR2TBT) Grant Application/8th St

Project and the Alameda County Transportation Commission Comprehensive Investment Plan (CIP) Grant Application. The application will then go to the full BPAC in September as a shorter presentation. Applications are due in October. More info will be provided at:

<https://www.oaklandca.gov/meeting/september-2024-bicyclist-pedestrian-advisory-commission-bpac-infrastructure-committee-meeting>

- Recruitment Committee: Commissioners Schader and Mangrum tabled at Snow Park at Bike East Bay's Bikes and Brews Fest encouraging people to apply to be BPAC Commissioners. An open house is tentatively planned at Cesar Chavez Library. Applications are due September 12, 2024. For more information, see: <https://www.oaklandca.gov/services/become-a-bpac-commissioner>
- Open Forum liaison Commissioner Jessup is tracking all open forum comments. The tracking form can be found at: https://docs.google.com/spreadsheets/d/1v0nDQC83kYuR8rW_ofuDLSTOy0LdRg9otR63Yp0u5Qw/htmlview

Summary of discussion:

- The Bike Plan and Pedestrian Plan are adopted as part of the General Plan Land Use and Transportation Element. The General Plan Update will include competing viewpoints so it's important for bike and pedestrian advocates to get involved in the engagement for the development of the update.

Speakers other than Commissioners: George Spies, Jason Patton

Item 5. San Francisco's Vision Zero Quick-Build Program

Jen Wong, Transportation Planner at the San Francisco Municipal Transportation Agency (SFMTA) presented on the Quick-Build Program. The presentation provided an overview of one of San Francisco's project delivery methods for enhancing street safety and reducing traffic fatalities. Launched to support the City's Vision Zero initiative, the Quick-Build Program has been a pivotal element in San Francisco's Vision Zero Action Strategy. The presentation reflected on the program's key features, achievements, and challenges over the past five years. A copy of the presentation is in the agenda for this meeting.

Summary of Discussion:

- The Quick-Build Program team implements about 10 projects a year. Corridor projects range in length from two blocks to 2.5 miles.
- For an average four block project, there are teams of two to six people working on design and outreach at the same time.
- The goal is to have quick build projects implemented within two-years. Construction usually takes no longer than a few months.
- Quick-build projects consider elements like electrical work and rerouting transit stops to be out of scope.
- Projects are expedited by applying for a batch of projects at the same time when applying for grant funding.
- Coordinating with paving, electrical, and sewer teams helps to shorten project timelines.
- Initial improvements in response to fatalities go to the Rapid Response team and are installed within a few days after notification of the fatality. Quick-build projects may come later.

- The Quick-Build Program is mainly funded by local funding like the Transportation Network Company (TNC) Prop D which taxes ride hailing rides from companies like Uber and Lyft. Recently, the program has also been applying for additional funding from grants like the Safe Streets for All (SS4A) federal grant.
- There is interest in doing more roadway narrowing using only paint and posts.
- In contrast to Quick-Build Projects, Pilot Projects typically use non-standard tools, are time constrained, and are removed at a certain point. This is often because there is less political support for the project and gives the community a second chance to approve a project after the pilot has been implemented.
- Road narrowing/lane reduction only projects have been installed within 7-9 months. These projects still need to be reviewed internally in the City of San Francisco by transit departments, American Disability Act compliance teams, and emergency response teams.
- SFMTA has been implementing quick-build projects for five to ten years now and has run out of the easiest win/lowest tradeoff projects. They are now pivoting to upgrading projects that utilize plastic bollards or other materials with significant replacement and maintenance needs to concrete. They are also working on more complicated capital projects.
- Projects involving concrete, rain gardens, electrical changes, etc. cost much more money and include more tradeoffs but are worth it. Longer vision planning and grant funding can help these kinds of projects to be implemented.
- Quick build projects using paint and plastic can help take space for future more permanent improvements.
- All quick build projects follow federal standards and engineering review.
- Maintenance staff provides info on suggested materials.
- Projects are reviewed by the Fire Department and other departments and maintain minimum roadway clearance width on their projects. SFMTA funds a position in the Fire Department and that person helps review the projects and acts as a liaison between the departments.
- Some concrete installations are much easier than others.
- The Quick-Build team prioritizes projects on the High Injury Network. SFMTA receives crash data from the medical examiner office at SF General Hospital in addition to the police department and they can link the two sources. This adds data on the number of crashes, especially those in low-income neighborhoods, and provides more accurate information on the severity of the crashes.

Speakers other than Commissioners: Koushik Roy, Bryan Culbertson, George Spies, Kevin Dalley

Item 6. Highway Safety Improvement Program (HSIP) Grant Cycle 12 OakDOT Applications

OakDOT staff shared an overview of the crash data driven HSIP grant program and the status of previously awarded completed and ongoing HSIP projects in Oakland. They also discussed and sought feedback on the current proposals to request funds to implement HSIP eligible countermeasures that focus on intersection safety for pedestrians and bicyclists. The applications are due September 9th. They requested a letter of support for the application from the BPAC. A copy of the updated presentation is attached to these minutes.

Summary of Discussion:

- Centerline hardening should be included as an improvement. Pedestrian refuge islands are included at many of the locations in these applications and provide a similar physical, vertical, street narrowing element.
- While the HSIP grant application has a strict scope for what funding can be applied to, OakDOT can use local funds or other grant funding to add additional safety measures. For instance, a project on 14th Street was a previously awarded an HSIP grant and OakDOT added additional countermeasures including a road diet to the scope of the HSIP approved design.
- OakDOT can submit multiple applications that score higher or lower with some of the same locations.
- Staff are encouraged to bring the projects to Infrastructure Committee for further discussion as with other past HSIP projects.
- HSIP projects typically have a three-to-six-year implementation timeline. The projects are often located on the High Injury Network or at high crash locations. While the HSIP funded countermeasures are essential to addressing these locations, there are often more crashes while waiting for the projects to be implemented so these locations should be identified for quick build countermeasures while HSIP projects are in development.
- On multiple lane roadways, rectangular rapid flashing beacons (RRFBs) are not enough. RRFBs should be installed with additional safety elements like reducing the number of lanes.
- There was a recent fatality at Hegenberger Rd and Hamilton St, the same location that an early HSIP grant project implemented traffic signal upgrades. Early HSIP applications often included signal upgrades like adding protected left turn phases, adding mast arms, and making signals larger. Signal improvements are very expensive, so it can be useful to use grant funding for such work. However, OakDOT is pivoting to using the HSIP grant source for a wider array of treatments that prioritize pedestrian and bicyclist safety. The intersection of Hegenberger Rd and Hamilton St is part of the Calm East Oakland Streets project which will deliver additional traffic safety improvements. (<https://www.oaklandca.gov/projects/calm-east-oakland-streets>)

→ A motion to **write a letter of support** was made (Gardner), seconded (Schader), and approved unanimously by voice vote.

Speakers other than Commissioners: Robert Prinz, George Spies, Kevin Dalley, Brian Culbertson

Item 7. Three-month agenda look-ahead, suggestions for meeting topics

The three-month look-ahead was included in the meeting's agenda packet.

Suggestions for Meeting Topics

- General Plan Update - Land Use and Transportation Element
- OakDOT Project Evaluation

Announcements

- The September BPAC Meeting will be at the 81st Ave Library
- There will be an action put on by Traffic Violence Rapid Response in memory of the bicyclist who was killed at the intersection of Broadway and 27th St on Thursday, August 22, 2024.

Meeting adjourned at 7:59 PM.

Attachments:

- Item 6. Highway Safety Improvement Program (HSIP) Grant Cycle 12 OakDOT Applications Updated Presentation

Minutes recorded by Noel Pond-Danchik, Bicycle & Pedestrian Program Transportation Planner II, emailed to meeting attendees for review on August 21, 2024 with comments requested by September 3, 2024 to npond-danchik@oaklandca.gov. Revised minutes will be attached to the September 2024 meeting agenda and considered for adoption at that meeting.

Highway Safety Improvement (HSIP) Program Candidate Projects



CITY OF OAKLAND

Department of Transportation

Strategic Planning and Administration

Cycle 12

Deadline: 9/9/2024

HSIP Goal

The purpose of the HSIP program is to **reduce traffic fatalities and serious injuries** on all public roads.

Safe Oakland Street 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 safety strategies that prevent injury and injury inequities, and do not have adverse equity impacts on BIPOC communities, seniors, and low-income populations.

Oakland Past HSIP Awards

Completed HSIP Projects

- Cycle 4 – Hegenberger at Edes, Baldwin, Hamilton, & 73rd
- Cycle 4 – Bancroft & 94th Ave
- Cycle 4 – San Pablo Ave at West St and W. Grand
- Cycle 5 – W. MacArthur between Market St and Telegraph
- Cycle 5 – Market St between 45th St and Arlington Ave
- Cycle 5 – 98th Ave Intersection Improvements
- Cycle 6 – Downtown/Lake Merritt BART Area Ped Safety
- Cycle 6 – Grand Ave Ped Safety
- Cycle 7 – Market St between 7th and 21st St
- Cycle 7 – Downtown Systemic Improvements
- Cycle 7 – Shattuck & Claremont Ave Bike/Ped Improvements
- Cycle 8 – Fruitvale Ave Road Diet and Crosswalk Enhancements
- Cycle 8 – 35th Ave between San Leandro and Sutter St
- Cycle 8 – High St between San Leandro St and Porter St
- Cycle 8 – Guardrails Oakland Hills
- Cycle 8 – Downtown Systemic Improvements
- Cycle 8 – Bancroft Ave Crosswalk Enhancements (66th to 98th)

Cycle	4	5	6	7	8	9	10	11
# of Projects	3	3	2	4	6	2	3	3
Total (\$ millions)	1.8	2	1.2	4.7	10	1.3	6	5.1

Status of Ongoing HSIP Projects

Cycle	Project	Phase
7	Telegraph Ave (29 th to 45 th St)	Construction (estimated completion fall 2025)
9	Foothill (Harrington to Cole); MacArthur (69 th to 96 th)	Construction (estimated completion winter 2024)
	Pedestrian Improvements/RRFBS at 7th/Filbert, Oakland Ave/Moss Ave, and 98 th /C St	Design Completed
10	Systemic Crossing Improvements on Local Streets	Design
	98th Ave Crossing Improvements	Design
	14th St Pedestrian Crossing Improvements (+Road Diet)	Design
11	SOS Major Crossings	Design
	SOS Pedestrian Accessibility and Safety Enhancements	Design
	90th Ave Intersection Enhancements	Design

Basics of HSIP

$$1) \text{ Benefit (Annual)} = \sum_{s=0}^3 \frac{CRF \times N \times CC_{ave}}{Y}$$

- *CRF* : Crash reduction factor in each countermeasure.
- *S* : Severity (0: PDO, 1: Minor Injury, 2: Injury, 3: Severe Injury/Fatal). See the below table.
- *N* : Number of Crashes, in severity levels, related to selected countermeasure.
- *Y* : Crash data time period (Year).
- *CC_{ave}* : Crash costs in severity levels.

Severity (S)	Crash Severity *	Location Type	Crash Cost ***
3	**Fatality and Severe Injury Combined (KA)	Signalized Intersection	\$2,162,000
3		Non-Signalized Intersection	\$3,440,000
3		Roadway	\$2,978,000
2	Evident Injury – Other Visible (B)		\$193,000
1	Possible Injury – Complaint of Paing (C)		\$110,000
0	Property Damage Only (O)		\$18,000

* The letters in parenthesis (K, A, B, C and O) refer to the KABCO scale; it is commonly used by law enforcement agencies in their crash reporting efforts and is further documented in the HSM.

** Figures were calculated based on an average Fatality (K) / Severe Injury (A) ratio for each area type, a crash cost for a Fatality (K) of \$8,112,200, and a crash cost of a Severe/Disabling Injury (A) of \$437,100. These costs are used in the HSIP Analyzer.

*** Based on Table 7-1, Highway Safety Manual (HSM), First Edition, 2010. Adjusted to 2022 Dollars.

- **Data-Driven:** a project is to be identified based on the evaluation of collision history
- **Proven Countermeasures:** a project is to implement countermeasures for roadways and intersections that substantially address the problem
- **Benefit-Cost-Ratio (BCR):** HSIP selection is competitive and based in part on a project’s BCR that is a calculation of a countermeasures crash reduction factor, Killed/Severe Injury (KSI) data and costs, and overall project cost
- **Maximum Request:** HSIP caps each agency at a request for \$10 million

Prioritization Process

- **Thematic Goals**
- **Preliminary Crash Analysis (Count and Severity)**
- **Site Feasibility**
- **Identification of Countermeasures**
- **Site Selection for Review and Design Development**

Theme #1: Seniors

Goal: Enhance pedestrian safety and accessibility at locations with a higher proportion of senior residents and senior-involved crashes

List of Intersections (<i>subject to change</i>)	Top Three HSIP Countermeasures
International Blvd and Fruitvale Ave	<ul style="list-style-type: none">• Add dedicated left-turn phase• Install pedestrian refuge island• Add signal mast arms
Park Blvd and Leimert Blvd	
Perkins St and Orange St	
MLK Jr Way and West Grand Ave	
Bancroft Ave and Durant Ave	

***Other improvements to consider:** Increase pedestrian signal length, bulbouts and other intersection reconfiguration, add medians, new marked crosswalk

Theme #2: NBRs Uncontrolled Crossings at Neighborhood Bike Routes

Goal: Enhance bicycle and pedestrian safety and accessibility at uncontrolled crossings between major roads and Oakland's Neighborhood Bike Routes.

[Link to Neighborhood Bike Route Implementation Guide](#)

List of Intersections (<i>subject to change</i>)	Top Three HSIP Countermeasures
78 th Ave and MacArthur Blvd	<ul style="list-style-type: none">• Add Rapid Rectangular Flashing Beacons (with actuation by bicyclists in addition to pedestrians)• Install pedestrian refuge island• Improve/enhance pedestrian crossing (includes bulbouts)
Byron Ave and MacArthur Blvd	
Sunnymere Ave and Edwards Ave	
54 th St and Adeline St	
32 nd St and Market St	
48 th Ave and Bancroft Ave	
E16th St and Fruitvale Ave	
Eastlawn St and 66 th Ave	
11 th Ave and E18th St	
7 th Ave and Foothill Blvd	

***Other improvements to consider:** turn restrictions or other intersection geometric changes to support safe pedestrian and bike movements, slip lane removal.

Theme #3: Transit Pedestrian Safety

Goal: Enhance pedestrian/transit rider safety and accessibility along major AC Transit bus routes in Oakland

List of Intersections (<i>subject to change</i>)	Top Three HSIP Countermeasures
E 21st St and 21st Ave	<ul style="list-style-type: none">• Install pedestrian refuge island• Improve/enhance pedestrian crossing (includes bulbouts)• Install mast-arms for signal visibility
E 21st St and 23rd Ave	
E 21st St and 19th Ave	
E 21st St and 17th Ave	
E 21st St and 20th Ave	
E 21st St and 22nd Ave	
E 21st St and 18th Ave	

***Other improvements to consider:** Add bus boarding bulbouts, improve sightlines and visibility

Next Steps

Action Items	Date
Additional investigation and refinement of current list of intersections	8/15-8/22
Complete schematic plans, cost estimates, area plans, photos	8/23
Calculate BCRs	8/26-8/30
Sign Engineer's Checklists	8/30
BPAC Letter of Support Request Date	9/3
Complete Draft Applications	9/3
Application Due Date	9/9

Questions?

Project Team

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