

Location:	Citywide
Proposal:	Adopt the proposed 2017 Pedestrian Master Plan Update
Environmental Determination:	The 2017 Plan updates the 2002 Pedestrian Master Plan and is generally consistent with the 2002 Plan because it contains many similar policy recommendations, such as improving pedestrian safety around schools and transit, improving the pedestrian environment through traffic calming, and providing education on pedestrian topics. An associated California Environmental Quality Act (CEQA) analysis, anticipated to be an addendum to the 2002 Initial Study/Mitigated Negative Declaration, will be available for public review by May 1, 2017.
Service Delivery:	
District:	All
City Council District:	All
Staff Recommendation:	Review, discuss, and recommend approval to the Planning Commission.

SUMMARY

The purpose of this Bicycle and Pedestrian Advisory Commission (BPAC) hearing is to receive comments from Commissioners and the public on the 2017 Draft Pedestrian Master Plan Update (Plan). The Draft Plan Pedestrian Master Plan will have an associated General Plan Amendment to the Land Use Element and accompanying environmental analysis.

INTRODUCTION

The City's previous Pedestrian Master Plan—California's first—was written in 2002.¹ In the intervening decade-and-a-half, many significant changes to the practice of pedestrian planning have taken place, including:

- Improvements to the way that pedestrian facilities are designed (partly due to new organizations such as the National Association of City Transportation Officials (NACTO));
- Local success repurposing excess traffic lanes to walking, such as Lake Merritt Boulevard;
- Three dozen road diets (which convert roadway space to make walking and bicycling safer);
- New standards for curb ramps and other facilities for people with disabilities; and
- New technology which may lead to less need to own a car.

Furthermore, Alameda County Transportation Commission requires that local jurisdictions keep updated Pedestrian and Bicycle Master Plans in order to receive discretionary funding. An updated plan is considered no more than five years old. An updated Pedestrian Master Plan is also needed to maintain eligibility for Caltrans' Active Transportation Program funds.

¹ Can be accessed here:

<http://www2.oaklandnet.com/oakca1/groups/pwa/documents/report/oak025012.pdf>

Additionally, this Plan details a prioritization methodology which staff could continue to use to improve the pedestrian environment.

Project Description

The Plan provides a five year plan for the City of Oakland to improve the pedestrian environment. The Plan is organized around four goals: Holistic Community Safety, Equity, Responsiveness, and Vitality. The Goals informed five discrete outcomes and 38 action items for the Oakland Department of Transportation (OakDOT) to implement over the next five years. Additionally, the Plan identifies a High Injury Network and a prioritization methodology based on safety, equity, and walkability.

Public Participation and Planning Process

The planning process for the Plan began in May of 2015 with the convening of the Pedestrian Advisory Group (PAG) and the 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 useful for the public and City staff. Below is a list of PAG/TAG Meetings that informed the content in the 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"> • Review of Draft Plan Update

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 non-scientific survey was also administered online and in person for that assessed Oaklanders' priorities regarding the pedestrian environment.

POLICY FRAMEWORK

Oakland's Pedestrian Master Plan, part of Oakland's General Plan, encourages safety and accessibility for pedestrians throughout the City. In 2012, the City of Oakland adopted the Oakland Energy and Climate Action Plan (ECAP) with the purpose of identifying and prioritizing projects to reduce the City's energy consumption, with an overall target to reduce emissions levels 36 percent below 2005 levels, before 2020. The recommended actions in the Pedestrian Master Plan support this goal by encouraging walking as a primary mode of transportation. Furthermore, as stated in the City's Complete Streets Policy (2013) the City of Oakland, through its "Transit First Policy" (Resolution No.73036 C.M.S.), acknowledges the benefits and value for the public health and welfare of reducing vehicle miles traveled and improving opportunities in transportation by walking, bicycle, and public transportation.

Plan Organization

The Plan is organized into six chapters (Policy Framework, Safety, Existing Conditions, Needs Analysis, Recommended Actions, and Prioritizing Pedestrian Improvements) and has an accompanying appendix which identifies specific projects for implementation.

- The **Policy Framework** chapter provides the framework for Plan policies and actions, derived from the Plan's 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 in order to identify the most dangerous streets and intersections for people walking. This chapter identifies the High Injury Network.
- The **Existing Conditions** chapter evaluates walking conditions in nine geographic areas in Oakland, which were identified in previous planning efforts. Providing information for different areas in Oakland allows the City to compare between different geographies in Oakland.
- **Needs Analysis** identifies the gap between where Oakland is now and where it needs to be. Policy, planning, and program needs were identified through Plan analysis, the Plan's community engagement process, and an analysis of the City's overall walkability. The Needs analysis also identifies where the City will need to conduct equity impact analysis to ensure equitable investment.
- 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 of Equity, Holistic Community Safety, Vitality, and Responsiveness.
- Implementing the improvements identified in this Plan has been estimated to cost more than 100 million dollars over five years. Given this large investment of City resources,

this plan proposes to first invest in the areas of the City most in need of improvements to the pedestrian environment, and focuses the investments on high injuries corridors and intersections. There are three analysis used in this Plan to identify areas of highest need: a safety analysis, equity analysis, and a walkability analysis. This is detailed in the **Prioritizing Pedestrian Improvements** Chapter.

Review by the Bicycle and Pedestrian Advisory Commission (BPAC)

In March 2015, the City presented that it was initiating a Pedestrian Master Plan Update in accordance with City goals and to maintain good standing for 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 Plan and progress to date. Staff noted that the 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 final PAG/TAG meeting will be held on April 18, 2017 and staff will provide comments received at that meeting to BPAC members on April 20, 2017.

REGULATORY STRUCTURE

The Plan is a part of the City of Oakland's General Plan, a State-mandated document that governs the use of the City's physical resources. The 2017 Pedestrian Master Plan, an update to the 2002 Pedestrian Master plan, catalogues the priorities of the City for maintaining and improving pedestrian infrastructure and implementing pedestrian-related programs and policies. As part of the General Plan, the 2017 Pedestrian Master Plan Update must be accompanied with a General Plan Amendment, which requires review by the Planning Commission, and ultimately adoption by the City Council.

KEY ISSUES AND IMPACTS

Aligning Oakland's Strategic Plan for Transportation and the Pedestrian Master Plan

During the preparation of the Plan, the City of Oakland's Strategic Plan for Transportation was released. To ensure consistency with the Strategic Plan, the Plan goals were refined to align with the City's core values for transportation, expressed in the Strategic Plan (see table below).

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

<http://www2.oaklandnet.com/oakca1/groups/pwa/documents/minutes/oak052693.pdf>

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

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/minutes/oak056834.pdf>

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	Vitality
Responsive Trustworthy Government	Responsiveness

Additionally, Plan goals and action items related to traffic enforcement were revisited. In the report *Strategies for Change: Research Initiatives and Recommendations To Improve Police-Community Relations in Oakland, Calif.*, researchers at Stanford University's Social Psychological Answers to Real-world Questions (SPARQ) group examined the racial disparities in the outcome of traffic stops in Oakland. Drawing from these findings, the OakDOT Strategic Plan stipulates that improving safety should not result increasing racial inequities that exist in Oakland. Incorporating this guidance, Plan actions items related to increased traffic enforcement were refined or eliminated.

Key Findings

The 2017 Pedestrian Master Plan analyzed seven years of crash data to determine Oakland's High Injury Network-34 high injury corridors and 37 high injury intersections.

- 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 sever 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.

Recommended Actions

The plan calls for 38 specific policy actions that are informed by the PAG/TAG and the Strategic Plan, and which received review from the City's Planning & Building Department, the Department of Race and Equity, and Public Works Agency. The recommendations are evaluated by the four Plan goals—Holistic Community Safety, Responsiveness, Equity, and Vitality—recognizing that not every recommended action addresses each of the four goals at once. The recommendations also include cost estimates for capital and operations. Both the Plan and the Strategic Plan call for the city to adopt a Vision Zero Policy and communications strategy. In anticipation of this action item, the City has hired a Vision Zero Coordinator to lead the City's efforts in developing a comprehensive strategy to achieve zero traffic deaths in Oakland.

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/TAGs 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 potential socioeconomic disadvantages. This equity analysis used the same factors developed by the Metropolitan Transportation Commission (MTC) to identify the Bay Area's "Communities of Concern." 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 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.

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 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. The score does not account for many factors that may influence walking trips such as a topography, speed limits, sidewalk presence or width, trees, lighting, or pedestrian

friendly design.

CONCLUSION

The Plan's environmental document will also be available for public review by May 1, 2017. Staff has scheduled the following public meetings to receive feedback on the Plan. Public comments will be accepted on the Plan until June 20, 2017.

- **May 17, 2017-Planning Commission at 6:00 p.m.** in Sgt. Mark Dunakin Room (Hearing Room 1; First Floor), Oakland City Hall, One Frank H. Ogawa Plaza, Oakland, CA 94612
- **June 13, 2017 at 1:30 p.m.**: The Community and Economic Development Committee will conduct a public meeting in Oakland City Hall, One Frank H. Ogawa Plaza, Sgt. Mark Dunakin Room (Hearing Room 1), Oakland, CA 94612
- **June 20, 2017 at 6:30 p.m.**: The City Council will conduct a public hearing at a City Council meeting in Council Chambers, Oakland City Hall, One Frank H. Ogawa Plaza, Oakland, CA 94612

Staff request that BPAC review the Plan, provide feedback, and propose a resolution requesting adoption by the Planning Commission and City Council.