

City of Oakland
Department of Transportation

Appendix A

Oakland Walks! 2017 Draft Pedestrian Master Plan Update
Public Review Draft - April 6, 2017



City of
Oakland





Appendix A

Policies and Plans Adopted by the City of Oakland

Appendix A1: Complete Streets Policy

OAKLAND CITY COUNCIL

Resolution Number 84204 C.M.S.

RESOLUTION ADOPTING A COMPLETE STREETS POLICY TO FURTHER ENSURE THAT OAKLAND STREETS PROVIDE SAFE AND CONVENIENT TRAVEL OPTIONS FOR ALL USERS

WHEREAS, the term “Complete Streets” describes a comprehensive, integrated transportation network, with roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users, including: pedestrians, bicyclists, persons with disabilities, seniors, children, motorists, movers of commercial goods, operators of public transportation, public transportation users of all abilities, and emergency responders; and

WHEREAS, the City of Oakland recognizes that the planning and coordinated development of Complete Streets infrastructure provides benefits for local governments in the areas of infrastructure cost savings; public health; and environmental sustainability; and

WHEREAS, 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 transportation by walking, bicycling, and public transportation; and

WHEREAS, the City of Oakland currently supports and pursues Complete Streets through the Bicycle Master Plan, Pedestrian Master Plan, General Plan Land Use and Transportation Element, CEQA Thresholds of Significance, and other plans and policies; and

WHEREAS, adoption of a “formal” Complete Streets Policy will allow the City of Oakland to better coordinate existing multimodal transportation planning, design, and operation activities under a single “Complete Streets” framework; and

WHEREAS, balanced transportation systems that offer an array of safe and convenient choices to travelers makes communities more livable; and

WHEREAS, the State of California has emphasized the importance of Complete Streets by enacting the California Complete Streets Act of 2008 (also known as AB 1358), which requires that when cities or counties revise general plans, they identify how they will provide for the mobility needs of all users of the roadways, as well as through Deputy Directive 64, in which the California Department of Transportation explained that it “views all transportation improvements as opportunities to improve safety, access, and mobility for all travelers in California and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system”; and

WHEREAS, the California Global Warming Solutions Act of 2006 (known as AB 32) sets a mandate for the reduction of greenhouse gas emissions in California, and the Sustainable Communities and Climate Protection Act of 2008 (known as SB 375) requires emissions reductions through coordinated regional planning that integrates transportation, housing, and land-use policy, and achieving the goals of these laws will require significant increases in travel by public transit, bicycling, and walking; and

WHEREAS, numerous California counties, cities, and agencies have adopted Complete Streets policies and legislation in order to further the health, safety, welfare, economic vitality, and environmental wellbeing of their communities; and

WHEREAS, the Metropolitan Transportation Commission, through its One Bay Area Grant (OBAG) program, described in Resolution 4035, requires that all jurisdictions, to be eligible for OBAG funds, need to address complete streets policies at the local level through the adoption of a complete streets policy resolution or through a general plan that complies with the California Complete Streets Act of 2008; and

WHEREAS, the Alameda County Transportation Commission, through its Master Program Funding Agreements with local jurisdictions, requires that all jurisdictions must have an adopted complete streets policy, which should include the “Elements of an Ideal Complete Streets Policy” developed by the National Complete Streets Coalition, in order to receive Measure B pass-through and Vehicle Registration Fund funding; and

WHEREAS, the City of Oakland therefore, in light of the foregoing benefits and considerations, wishes to improve its commitment to Complete Streets and desires that its streets form a comprehensive and integrated transportation network promoting safe and convenient travel for all users while preserving flexibility, recognizing community context, and using design guidelines and standards that support best practices; now, therefore be it

RESOLVED, that the City of Oakland adopts the Complete Streets Policy contained in Exhibit A, attached hereto and incorporated herein by reference; and be it

FURTHER RESOLVED, that staff will undertake a review of the City of Oakland General Plan circulation element with respect to the incorporation Complete Streets policies and principles consistent with the California Complete Streets Act of 2008 (AB 1358) and with the Complete Streets Policy adopted by this resolution, and that the General Plan will be amended, if necessary, to reflect the findings of this review; and be it

FURTHER RESOLVED, the proposal relies on the previously certified Final Environmental Impact Reports (EIRs) for the Land Use and Transportation Element of the General Plan (1998), and the Bicycle Master Plan (2007) and the Mitigated Negative Declaration for the Pedestrian Master Plan (2002). Thus, no further environmental review is required. As a separate and independent basis, the proposal is also exempt from CEQA pursuant to CEQA Guidelines Section 15183 “Projects Consistent with a Community Plan, General Plan or Zoning” and/or 15061(b)(3)(General Rule-no possibility of significant environmental impact). The Environmental Review Officer is directed to file a Notice of Determination/Exemption with the County Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA: FEB 5, 2013

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, GALLO, KALB, KAPLAN, KERNIGHAN, SCHAAF, McELHANEY, and REID - 8

Noes - 0

Absent - 0

Abstention - 0

Exhibit A

Complete Streets Policy of the City of Oakland

This Complete Streets Policy was adopted by Resolution Number 84204 C.M.S. by the City Council of the Oakland on January 3, 2013.

The City of Oakland recognizes the necessity of providing safe and convenient pedestrian, bicycle and public transportation travel options in order to protect all road users, reduce negative environmental impacts, promote healthy living, and advance the well-being of Oakland citizens. As such, the City of Oakland will plan, design, construct, operate, and maintain appropriate facilities for pedestrians, bicyclists, transit users of all abilities, children, the elderly, and people with disabilities as a routine component of new construction, reconstruction, retrofit, and maintenance projects subject to the exceptions contained herein.

A. Complete Streets Principles

1. Complete Streets Serving All Users and Modes. The City of Oakland expresses its commitment to creating and maintaining Complete Streets that provide safe, comfortable, and convenient travel along and across streets (including streets, roads, highways, bridges, and other portions of the transportation system) through a comprehensive, integrated transportation network that serves all categories of users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency responders, seniors, children, youth, and families.
2. Context Sensitivity. In planning and implementing street projects, all departments and agencies of the City of Oakland will maintain sensitivity to local conditions in both residential and business districts as well as urban, suburban, and rural areas, and will work with residents, merchants, and other stakeholders to ensure that a strong sense of place ensues. Improvements that will be considered include sidewalks, shared use paths, traffic control signals, exclusive bicycle paths, bicycle lanes, bicycle routes, paved shoulders, street trees and landscaping, planting strips, accessible curb ramps, crosswalks, refuge islands, pedestrian signals, signs, street furniture, bicycle parking facilities, public transportation stops and facilities, transit signal prioritization, and other features assisting in the provision of safe travel for all users, particularly those features identified in the City of Oakland Bicycle Master Plan and Pedestrian Master Plan.
3. Complete Streets Routinely Addressed by All Departments. All relevant departments and agencies of the City of Oakland will work towards making Complete Streets practices a routine part of everyday operations, approach every relevant project, program, and practice as an opportunity to improve streets and the transportation network for all categories of users, and work in coordination with other departments, agencies, and jurisdictions to maximize opportunities for Complete Streets, connectivity, and cooperation.
4. All Projects and Phases. Complete Streets infrastructure sufficient to enable reasonably safe travel along and across the right of way for each category of users will be incorporated into all planning, funding, design, approval, and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration, or repair of streets (including streets, roads, highways, bridges, and other portions of the transportation system), except that specific infrastructure for a given category of users may be excluded if an exception is approved via the process set forth in section C.I of this policy.

B. Implementation

1. Design. The City of Oakland will generally follow its own accepted or adopted design standards as prescribed in the Oakland Municipal Code (OMC). In particular, the Director of Public Works or his/her designee is responsible for developing and publishing Complete

Street standards for the design and construction of the Street System with a goal of balancing user needs, and for updating the standards from time to time to reflect emerging best practices and innovative design options as appropriate for City of Oakland context. Such standards shall apply to all streets regardless of whether they are private streets or public streets.

2. Network/Connectivity. The City of Oakland will incorporate Complete Streets infrastructure into existing streets to improve the safety and convenience of all users, with the particular goal of creating a connected network of facilities accommodating each category of users, and increasing connectivity across jurisdictional boundaries and for anticipated future transportation investments.
3. Implementation Next Steps. The City of Oakland will take the following specific next steps to implement this Complete Streets Policy:

A) Plan Consultation and Consistency: Maintenance, planning, and design of projects affecting the transportation system will be consistent with local bicycle, pedestrian, transit, multimodal, and other relevant plans, to the extent these local plans reflect complete street principles.

B) Stakeholder Consultation: Develop and/or clearly define a process to allow for stakeholder involvement on projects and plans including, to the extent possible relying upon and refining existing advisory groups and stakeholder engagement channels. In particular, the Bicycle and Pedestrian Advisory Committee (BPAC) and Mayor's Commission on Persons with Disabilities will play important roles to support implementation of this Complete Streets policy within the City of Oakland.

C) Complete Streets Design Standards and Guidelines: Develop and maintain a comprehensive set of Street Design Standards and Guidelines to promote complete streets principles in all types and phases of projects within the City of Oakland. The Design Guidelines will be developed by the Director of Public Works or his/her designee in accordance with the Public Works Agency authority over street standards.

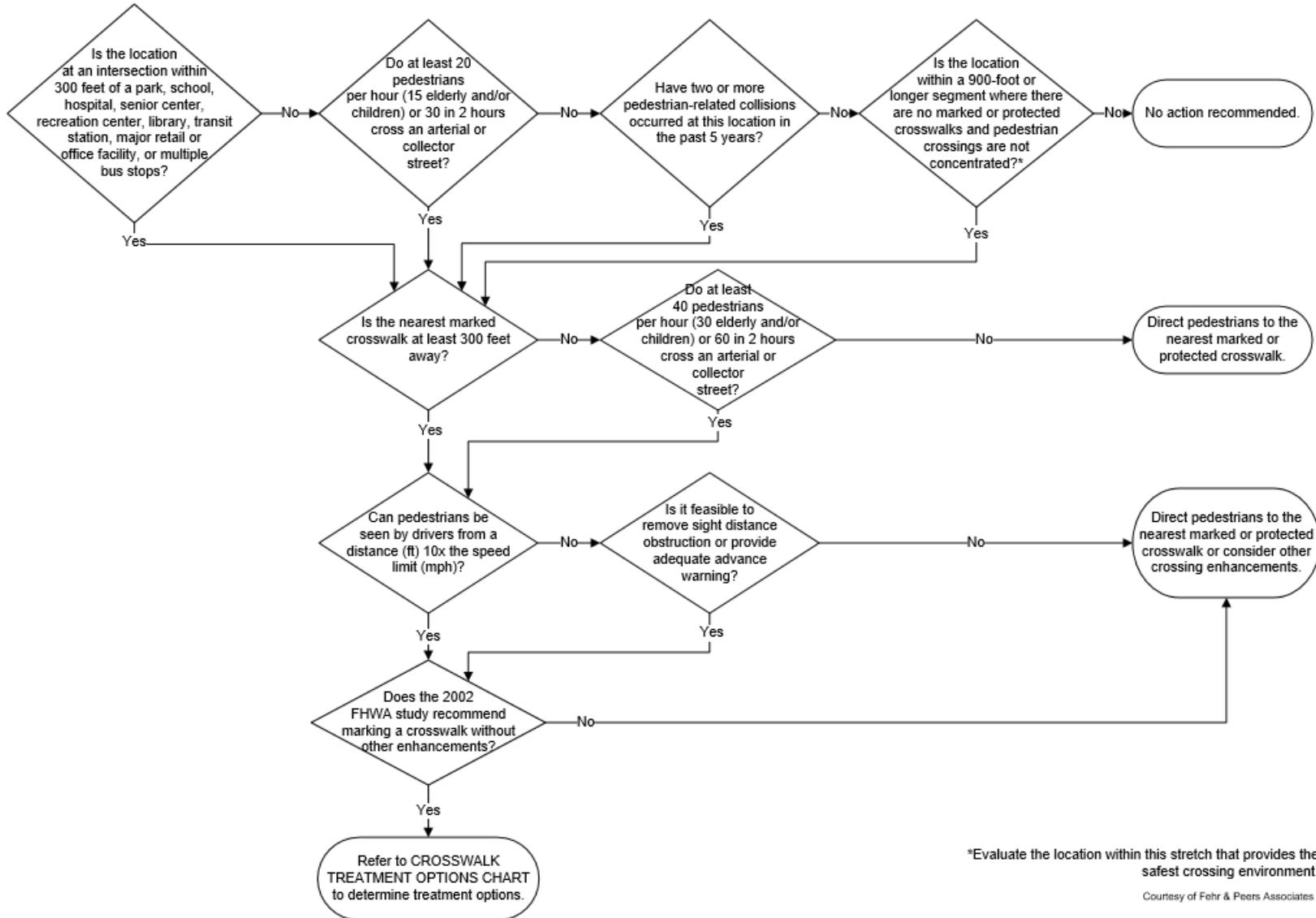
4. Performance Measures. The Director of Public Works or his/her designee will compile the performance evaluations of well the streets and transportation network of Oakland are serving each category of user by (1) establishing specific performance measures pertaining to Complete Streets; (2) collecting and updating data to evaluate measures on a regular basis; and (3) making the results of Complete Streets performance analyses available publicly as completed. All relevant agencies or departments will contribute available data and other information to these performance evaluations by collecting baseline data and collecting follow-up data on a regular basis to ensure that the City of Oakland serves each category of roadway user.

C. Exceptions

1. Exception Approvals. Exceptions to the Complete Street standards will require written findings explaining accommodations for all users and modes were not included in the plan or project. The exception must be approved by the Public Works Director or his/her designee, and will be made publicly available. Exceptions must explain why accommodations for all users and modes were not included in the plan or project.

Appendix A2: City of Oakland Crosswalk Policy

Crosswalk Decision Location Matrix

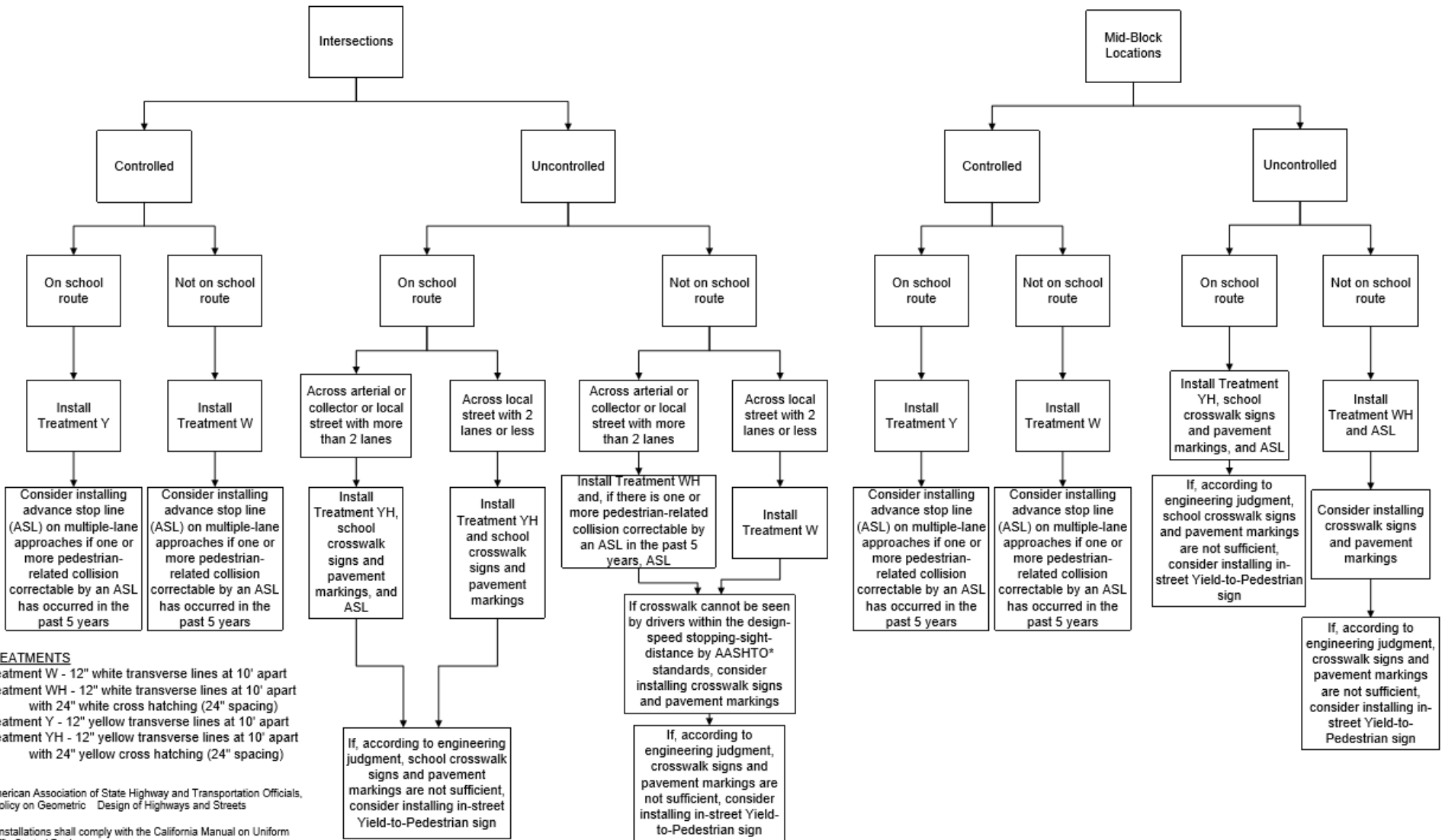


*Evaluate the location within this stretch that provides the safest crossing environment.

Courtesy of Fehr & Peers Associates



Crosswalk Treatments Option Chart



TREATMENTS
 Treatment W - 12" white transverse lines at 10' apart
 Treatment WH - 12" white transverse lines at 10' apart with 24" white cross hatching (24" spacing)
 Treatment Y - 12" yellow transverse lines at 10' apart
 Treatment YH - 12" yellow transverse lines at 10' apart with 24" yellow cross hatching (24" spacing)

*American Association of State Highway and Transportation Officials, A Policy on Geometric Design of Highways and Streets
 All installations shall comply with the California Manual on Uniform Traffic Control Devices

Appendix A3: Other Plans Adopted by the City of Oakland

Specific Planning Documents that the City of Oakland has Adopted.

AC Transit Major Corridors Study (2016)

Nine of AC Transit's 11 major transit corridors are located in Oakland. Through the agency's Major Corridors Study (2016), AC Transit evaluated potential transit improvements on these major corridors. Three bus transit investment strategies were considered, including enhanced bus operations, rapid bus operations, and bus rapid transit. Further planning and coordination with the City is needed to move these improvement concepts into environmental, design, and implementation.

Coliseum Area Specific Plan (2015)

The Coliseum Area Specific Plan seeks to transform the underutilized land around the Oakland Coliseum and Arena, located in the East Oakland/Elmhurst area, into a sports, entertainment, and transit-oriented residential district. The plan's goals are to create active streets and public spaces that provide an enhanced pedestrian experience. New connections will be made between the proposed housing, Coliseum BART station, the sports facilities and the San Leandro Bay waterfront.

Lake Merritt Station Area Plan (2014)

The Lake Merritt Station Area Plan provides policies, based on Oakland's General Plan, that guide development within a half-mile radius of the Lake Merritt BART station, located on the southeastern edge of the Chinatown/Central Oakland district. The plan proposes projects to improve the pedestrian environment by narrowing or reducing traffic lanes, extending curbs, adding pedestrian countdown signals and pedestrian-scaled lighting, restoring streets to two-way and improving five of the six I-880 undercrossings.

Broadway/Valdez District Specific Plan (2014)

The Broadway/Valdez District Specific Plan establishes goals and policies to implement a long-term vision for the Uptown district. The plan aims to transform Broadway between Grand Avenue and I-580 from an auto-dominated arterial to a pedestrian-friendly retail destination by adding

more mixed land uses and projects to improve the walking environment through traffic calming, street trees and other streetscape improvements.

West Oakland Specific Plan (2014)

The objectives of the West Oakland Specific Plan are to bring to life the community's longstanding vision for a West Oakland that contains viable employment opportunities, provides needed goods and services, supports abundant and affordable housing resources, and facilitates sustainable development. The plan identifies particular locations for streetscape improvements, shade trees, narrower traffic lanes, on-street parking, continuous sidewalks, lighting and connections across and under freeways to make walking in West Oakland safer and more secure from crime.

Central Estuary Area Plan (2013)

The Central Estuary Area Plan covers the area between I-880 and the Estuary, and between 19th and 54th Avenues, which straddles the San Antonio and Fruitvale districts. The plan emphasizes the need for pedestrian improvements to connect adjacent Oakland neighborhoods with the waterfront, Bay Trail and the Fruitvale BART station. It also identifies roadways with particularly poor pedestrian facilities, including Fruitvale Avenue, High Street, International Boulevard and all crossings under I-880.

Plan Bay Area (2013)

Plan Bay Area is an integrated transportation and land-use/housing strategy for the nine-county region through 2040. The plan calls for 80% of the region's future housing to be in Priority Development Areas (PDAs). PDAs are neighborhoods within walking distance of frequent transit service, offering a wide variety of housing options, and featuring services such as grocery stores, restaurants and recreational centers. The Oakland PDAs are centered on: MacArthur Transit Village, West Oakland, Downtown and Jack London Square, Oakland Transit Oriented Development Corridors, Fruitvale and Dimond Areas, Eastmont Town Center, Coliseum BART Station Area

Alameda Countywide Transportation Plan and Countywide Pedestrian Plan (2012)

The Alameda Countywide Transportation and Countywide Pedestrian Plans, developed by the Alameda County Transportation Commission (Alameda CTC), prioritize pedestrian projects that serve destinations of countywide significance, such as transit stations, central business districts and other activity centers, inter-jurisdictional trails and communities of concern.

East Bay Greenway (2008)

The East Bay Greenway is a 12-mile bicycle and pedestrian pathway planned to link BART stations and neighborhoods in Oakland, San Leandro, Hayward and unincorporated Alameda County. The original plan was developed by Oakland nonprofit organization Urban Ecology. Implementation and subsequent studies are ongoing (see Concurrent Efforts section, below).

Oakland Pedestrian Master Plan (2002)

The 2002 Pedestrian Master Plan built on several foundational policies in the Land Use and Transportation Element (LUTE) by suggesting targeted policy actions to improve the pedestrian environment throughout Oakland. The Plan emphasized increased pedestrian safety and access through improved street design guidelines, pedestrian gap analysis and a review of the City's traffic signal timing guidelines.

Envision Oakland: City of Oakland General Plan (1998)

The Land Use and Transportation Element (LUTE) of Oakland's General Plan establishes long-term city-wide planning goals and provides strategies to accomplish them. Relevant goals/objectives include increasing pedestrian safety through traffic-calming, improving streetscapes and increasing pedestrian access to destinations such as the waterfront and the Oakland Coliseum.

The Open Space, Conservation, and Recreation (1996)

The Open Space, Conservation and Recreation (OSCAR) Element of the General Plan is the City's official policy document that governs the use of open land, natural resources, and parks. The Element is part of Oakland's State-mandated General Plan, that serves as a "blueprint for change" in Oakland with regard to these topics. The OSCAR Element contains goals, objectives, policies and actions across a diverse range of topics. The premise that binds these topics together is that Oakland can be a more attractive City and a better place to live by conserving and rediscovering its natural resources, growing in harmony with the environment, and meeting recreational needs in new and creative ways.

Bay Trail Plan (1989)

The Bay Trail Plan lays out the alignment and general policies that guide development of the San Francisco Bay Trail, a planned 500-mile continuous bicycle and pedestrian pathway around the San Francisco and San Pablo Bays and "spur" trails that connect the trail to nearby destinations. In Oakland, the Bay Trail avoids the Port of Oakland on Mandela Parkway and Third/Second Streets and becomes a pathway along the Jack London Square shoreline and along the Embarcadero.

BART station area plans

Of the City of Oakland's eight BART stations (West Oakland, 12th Street, 19th Street, MacArthur, Rockridge, Fruitvale and Coliseum), the agency has written access plans for three: West Oakland, 19th Street and Fruitvale. In addition, the City of Oakland developed a plan for the Lake Merritt station area, summarized above. These plans recommend improvements to encourage more passengers to walk to the stations, and make it safer and more secure to do so. Examples include additional lighting, signage and pedestrian-activated traffic signals.

Concurrent Efforts

During the development of this Pedestrian Plan, the City of Oakland was also working on the following related efforts:

Complete Streets Design Guidelines

The Complete Streets Guidelines will identify pedestrian priority areas through place types and overlays, as well as provide guidance regarding the pedestrian realm, such as sidewalk area widths and intersection design. The guidelines will address sidewalk width, traffic signal design and timing, and other traffic calming measures, including their relationship to fire-fighting equipment.

East Bay Greenway

The East Bay Greenway is a 12-mile bicycle and pedestrian pathway planned to link BART stations and neighborhoods in Oakland, San Leandro, Hayward and unincorporated Alameda County. The segment between the Coliseum BART station and 85th Avenue was completed in 2015. Remaining Greenway segments in Oakland will serve the Lake Merritt, Coliseum (to the north) and Fruitvale BART stations and the neighborhoods in between. In 2015-17, the Alameda County Transportation Commission will be developing a Plan, Project Approval/ Environmental Document and 35% design for the project.

Downtown Specific Plan

The City's Specific Plan for Downtown Oakland is intended to guide development by coordinating land use and transportation planning in a way that promotes pedestrian activity and economic growth throughout Downtown. A major goal of the Plan is to give the highest priority to pedestrians, bicyclists and transit-riders. To achieve this, the Plan will explore ways to redesign Downtown streets by narrowing lane widths and numbers of lanes, adding on-street parking, restoring streets to two-way, lowering vehicle speeds, improving highway underpasses and adding bicycle lanes. Streetscape design improvements will also be a high priority to improve the comfort level of pedestrians.

Americans with Disabilities Act (ADA) Transition Plan

The ADA Transition Plan update will set a course for making streets throughout Oakland accessible to people who use wheelchairs or other mobility devices. The plan will include an updated curb ramp inventory and a timeline for making all required curb ramp improvements.