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AGENDA REPORT

TO: Public Works Committee

FROM: Ryan Russo,
Director, DOT

SUBJECT: Response to BPAC 2016 Annual
Report

DATE: December 5, 2017

City Administrator Approval

Date:

11/21/17

RECOMMENDATION

Staff Recommends That The Public Works Committee Receive This Informational Report Responding To Recommendations In The Bicyclist & Pedestrian Advisory Commission's 2016 Annual Report.

EXECUTIVE SUMMARY

On September 12, 2017, the Chair of Oakland's Bicyclist & Pedestrian Advisory Commission (BPAC) provided the Public Works Committee (PWC) with an informational report summarizing the Commission's activities in 2016. This report was prepared at the request of the Public Works Committee and provides responses to the five bulleted recommendations in the BPAC's 2016 Annual Report.

BACKGROUND/LEGISLATIVE HISTORY

The BPAC was established per City Council Ordinance No. 13215 C.M.S. in February 2014 and first met in September of that year. The nine commissioners are appointed by the Mayor and confirmed by the City Council. The Chair of the Public Works Committee is named in the Ordinance as the liaison between the BPAC and the City Council. The BPAC is staffed and supported by the Department of Transportation (DOT).

According to its establishing ordinance, the duties of the BPAC are:

1. Review and advise on proposed projects for Transportation Development Act Article 3 funding;
2. Provide input to staff on the expenditure of Measure B and Measure BB Bicycle & Pedestrian Pass through funds;
3. Provide input to staff in implementation of the Bicycle Master Plan, the Pedestrian Master Plan, and other related Plans;
4. Identify projects and plans that are pertinent to the Commission's purpose and prioritize those projects and plans for design review by the Commission.

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Public Works Committee
December 5, 2017

The Ordinance states, "The Commission shall provide annual reports to the Public Works Committee of the City Council to summarize the Commission's work over the course of the year and to identify key policy issues affecting the safety of and access for bicyclists and pedestrians in Oakland."

Additional information on the BPAC is available at:

<http://www2.oaklandnet.com/government/o/PWA/o/EC/s/BicycleandPedestrianProgram/BPAC/index.htm>.

ANALYSIS AND POLICY ALTERNATIVES

At the Public Works Committee meeting of September 12, 2017, the Chair of the BPAC, Ryan Chan, presented an informational report on the BPAC's 2016 Annual Report (**Attachment A**). In a section titled "Challenges and Recommendations," the report makes five recommendations that are listed below. Following each BPAC recommendation is the corresponding response from the DOT.

1: Availability of Information

BPAC Recommendation

"We recommend a publicly accessible database/map for all DOT projects in the planning/design/construction life cycle that provides status updates and responsible parties."

DOT Response

The DOT has multiple maps and databases that are being used to develop, track, and communicate transportation projects through the project lifecycle: planning, design, construction, and asset management. Many of these resources pre-date the creation of the Department of Transportation. Current work involves bringing these resources under the umbrella of the DOT and communicating them in a clear and consistent manner as DOT projects.

Publicly accessible maps are currently available for project information on the DOT's Pavement Management Program and Bicycle Facilities Program. Work is underway to develop publicly accessible resources for the transportation projects in the City's Capital Improvement Program and other grant-funded transportation projects. For major capital projects, staff is developing an internal project management tool that will consolidate project information in a consistent manner. This will create the basis for a possible future platform to make project information publicly available through on-line maps and databases.

For communicating with the public, staff is investing in interactive web-based maps (e.g., ArcGIS Online). As an example, a recently completed DOT map shows the status of 62 projects implementing wayfinding signage for Oakland's citywide bicycle network: <http://arcg.is/TqznH>. The public has widespread familiarity with such maps due to their growing use for everyday tasks like getting travel directions, locating services, and checking the weather. Such maps are an effective platform for communicating spatial information in a manner that is visually compelling and easy to use. Staff is working to build and collect these map resources in a single web location that is easily accessible to the public.

BPAC Recommendation

"We also recommend that a Complete Streets checklist be used on all projects, and that the checklist be used as an accountability and transparency tool."

DOT Response

In 2015, staff in Oakland Public Works developed a "City of Oakland Checklist for Complete Streets / Paving Project Coordination" that was subsequently recognized as a national best practice by the Federal Highway Administration. The checklist has two purposes: (1) ensure that the City's Complete Streets Policy (City Council Resolution No. 84204 C.M.S.) is being applied to all paving projects; and (2) create transparency and consistency in the scoping of transportation improvements to be implemented through paving projects. To date the checklist has been used on two paving contracts to scope transportation improvements on the 24 streets included in those two contracts.

The Capital Improvement Program in the City's Fiscal Year 2017-19 budget proposes a substantial increase in the roadway mileage to be paved on an annual basis. Staff resources have not matched this rate of growth, and thus staff is examining opportunities to improve efficiencies in the delivery of paving projects. This includes evaluating the format of the current Checklist to determine how the Checklist's intent can be most effectively applied to the approximately 130 streets that remain on the City's Pavement Prioritization Plan.

The City's Complete Streets Policy directs staff to "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" (City Council Resolution No. 84204 C.M.S.). Work is currently underway to complete these guidelines and, as part this effort, to revise and expand the intent of the existing Checklist to address all transportation projects. A successful checklist will promote best practices for complete streets design in all projects; ensure project scoping that is consistent and efficient; and provide transparency with the public on how the City's Complete Streets Policy is being realized through individual transportation projects.

2: Shortage of Staffing and Lack of Coordination

BPAC Recommendation

"We recommend increasing the percentage of transportation budget allocated to bicycle & pedestrian projects to match the mode share desired by the City (i.e. at least 20% of funding for 20% mode share)."

DOT Response

DOT dedicates a very substantial share of its overall funding to bicycle and pedestrian projects, and, in fact, devotes more funding than is required by City Council or our funding partners. For the funding Oakland receives from ACTC in Measure B, BB, and Vehicle Registration Fee (VRF) Direct Local Distribution (DLD) funds, it is required that 15.4% of total funds be spent on bicycle and pedestrian projects. In FY 2015/16 (the last audited year), Oakland devoted 24.3% of its Measure B, BB and VRF expenditures on bicycle and pedestrian projects, not including spending on street projects which also had bicycle and pedestrian components (such as paving projects with bike lane markings or curb ramps).

In addition, the majority of discretionary grants that Oakland receives for transportation purposes are bicycle and pedestrian related. In FY 2016/17, 97% of discretionary federal and state grant funding received was for bicycle and pedestrian projects, as was 52% of discretionary funding received from ACTC in the Comprehensive Improvement Program process. Between these two sources, more than \$52 million was dedicated to bicycle and pedestrian projects in FY 2016/17.

Finally, while the single greatest expenditure in Measure KK is for roadway resurfacing (\$25 million out of \$40.6 million), nearly the entirety of the remainder is for bicycle and pedestrian projects, or more than 38% of planned expenditures.

BPAC Recommendation

"We finally recommend establishing an integrated project pipeline that takes into account project schedules and workload, funding schedules, and paving schedules to maximize efforts/funding in Complete Streets projects and capture the maximum amount of discretionary funding available from outside sources."

DOT Response

DOT staff is working on efforts to meet exactly these goals. In the FY 2017-2019 budget, Community Transportation Planning and Complete Streets Project Development was budgeted for the first time specifically to develop an organized project development pipeline funded independently of specific grants. In addition, staff within the Department are working to reorganize the development of the Capital Improvement Program to be a programming tool for the Department, the City and the community. And finally, staff will continue to work to maintain the remarkable success in grant making that has brought tens of millions to Oakland each year.

3: Equity

BPAC Recommendation

"Additional policies and mechanisms are needed to ensure that all projects everywhere around the city receive the same level of high quality design with regard to bicycling, walking, and transit infrastructure. Mobility improvements are a critical tool to providing opportunity and addressing inequality.

- We recommend establishing universal guidelines for new development in-line with the Complete Streets policy, i.e., a City adopted Complete Streets guidelines that supersedes rulings from internal city departments. Include community benefits requirements in guidelines, utilizing opportunity to benefit from wealth generation to improve infrastructure."

DOT Response

The City's Standard Conditions of Approval (SCA) provide universal guidelines for standard requirements placed on private land use development. These standard requirements reflect Complete Streets policy directives, and are subject to a nexus requirement. The Department of Planning & Building is responsible for maintaining the SCA through enforcement of the SCAs and periodic updates to the guidelines.

As noted above, the City's Complete Streets Policy (City Council Resolution No. 84204 C.M.S.) directs staff to develop and maintain Complete Streets Design Guidelines. Work is currently underway to complete these guidelines to help ensure that public and private projects improve

Citywide assets such as pavement, sidewalks, lighting, and road modifications that support all kinds of travel, but especially walking, cycling, and taking transit. These Guidelines do not supersede the work or actions of other departments, but work in concert with other guidelines (such as the Planning Department's Standard Conditions of Approval) to ensure that projects address multiple City needs. Work is currently underway to update the SCA guidelines in coordination with DOT staff.

The DOT's Strategic Plan calls for the development of an equity framework. Improving walking, biking, and taking transit can help address barriers and provide access to opportunity. In Oakland, mobility improvements are frontline tools that the DOT can use to confront disparities in access to opportunity. This equity framework will guide decision-making, identify metrics to assess department-wide performance, and ensure accountability. The Strategic Plan also calls for the DOT to plan and distribute paving program resources based on equity, road conditions, and safety metrics.

Adopted by the City Council in June 2017, Oakland's citywide pedestrian plan *Let's Walk Oakland* identified an equity framework for the implementation of pedestrian projects and programs. The framework prioritizes safety improvements on Oakland's High Injury Network in areas of medium and high disadvantage. This disadvantage index reflects an area's percentage of low-income residents, communities of color, persons with disabilities, cost-burdened renters, households with no vehicles, residents who do not speak English, single-parent households, and seniors. These communities face particular transportation challenges, either because of affordability, disability, or because of age-related mobility limitations.

Building upon the *Let's Walk Oakland* pedestrian plan, the DOT is engaged in developing additional policies and mechanisms to ensure that the DOT's portfolio of projects reflects the City's goals for social equity.

FISCAL IMPACT

This report is informational and does not have fiscal impacts.

PUBLIC OUTREACH / INTEREST

The BPAC meets publicly as a commission every third Thursday of the month at 6:00 p.m. in City Hall.

SUSTAINABLE OPPORTUNITIES

Economic: Improving access to information on City transportation projects can encourage economic development by helping to align the City's planned capital investments with those of private development. Improved coordination in project development and delivery can result in cost savings through the more efficient use of staff time.

Environmental: The BPAC recommendations and the Staff responses are fundamentally about improving conditions for walking and biking in Oakland. These are the most energy-efficient and space-efficient modes of transportation with well-documented environmental benefits.

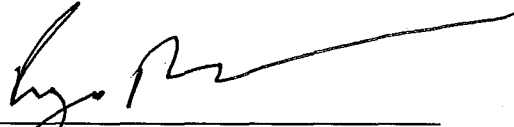
Social Equity: The DOT Strategic Plan and Measure KK create equity mandates for the planning and construction of the City's transportation projects as well as its ongoing transportation operations. Improving project coordination and the availability of information will help the City meet its goals for transportation equity.

ACTION REQUESTED OF THE PUBLIC WORKS COMMITTEE

Staff recommends that the Public Works Committee receive this informational report responding to recommendations in the Bicyclist & Pedestrian Advisory Commission's 2016 Annual Report.

For questions regarding this report, please contact Jason Patton, Bicycle & Pedestrian Program Manager, at jpatton@oaklandndet.com.

Respectfully submitted,



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Attachments (1):

- A. *2016 Annual Report from the City of Oakland's Bicyclist and Pedestrian Advisory Commission*

Oakland Bicyclist and Pedestrian Advisory Commission

2016 Chair's Annual Report to the Public Works Committee of the Oakland City Council

May 22, 2017

Chair Kalb and Members of the Public Works Committee:

It is our pleasure to present this update on the 2016 activities of the Oakland Bicyclist and Pedestrian Advisory Commission, along with challenges and recommendations that have arisen from our meetings and work. As an all-volunteer citizen commission, we do not provide detailed policy analysis or alternatives for our recommendations nor do we expect that they be adopted "as-is"; rather, we hope that they will catalyze discussion among Council Members, their constituents, and City staff. Some recommendations may already be in progress, in which case we lend our support. It may also be that an alternative to our recommendation may be the most feasible way for the City to address the issue.

The BPAC consists of nine commissioners. Although not required by ordinance, the commissioners represent every Council District in Oakland. The BPAC is charged with advising the City on bicyclist and pedestrian-specific plans, policies, projects and programs, as well as the accommodation of bicyclists and pedestrians in all plans, policies, projects and programs. Additionally, the BPAC reviews Transportation Development Act Article 3 funding allocations as required by the Metropolitan Transportation Commission.

The following report was approved at a regular meeting of the BPAC on May 18, 2017. More information about the BPAC is available at <http://www2.oaklandnet.com/government/o/PWA/o/EC/s/BicycleandPedestrianProgram/BPAC/index.htm>.

Thank you for your review of this report. We look forward to developing a regular and ongoing line of communication between the BPAC and the PWC.

Respectfully,

Commissioner Ryan Chan (District 2), 2017 Chair, 2016 Chair
Commissioner Rosa Villalobos (District 5), 2016 Vice Chair
Commissioner Robert Prinz (District 1), 2017 Vice Chair
Commissioner Reginald K Burnette Jr (District 6)
Commissioner Chris Hwang (District 2)
Commissioner Christopher Kidd (District 4)
Commissioner Fred McWilliams (District 7)
Commissioner Midori Tabata (District 6)

Commissioner Kenya Wheeler (District 3)

Executive Summary

The Oakland BPAC, representing all seven council districts, wrapped up its second full year of existence and successfully fulfilled its duties under Council ordinance. We commend staff for their involvement and dedication and especially welcome the formation of an Oakland DOT. With increased project funding from Measure BB and Measure KK, critical staffing shortages and coordination issues need to be resolved.

Challenges and Recommendations

1: Availability of Information

Both Commissioners and members of the public (and even City Staff, at times) continue to have confusion over the division of labor and responsibilities within the city for pedestrian and bicyclist-related projects and issues. Additionally, clear communication over the status of projects/issues (such as whether and when a change will be made) is often lacking, contributing to a public distrust of the planning process.

- We recommend a publicly accessible database/map for all DOT projects in the planning/design/construction life cycle that provides status updates and responsible parties.
- We also recommend that a Complete Streets checklist be used on all projects, and that the checklist be used as an accountability and transparency tool.

2: Shortage of Staffing and Lack of Coordination

The shortage of staffing continues to be a hindrance to Oakland's ability to deliver projects and coordinate internally, and with other agencies, on making the most out of routine paving and pedestrian infrastructure projects.

- We recommend increasing the percentage of transportation budget allocated to bicycle & pedestrian projects to match the mode share desired by the City (i.e. at least 20% of funding for 20% mode share).
- We finally recommend establishing an integrated project pipeline that takes into account project schedules and workload, funding schedules, and paving schedules to maximize efforts/funding in Complete Streets projects and capture the maximum amount of discretionary funding available from outside sources.

3: Equity

Additional policies and mechanisms are needed to ensure that all projects everywhere around the city receive the same level of high quality design with regard to bicycling, walking, and transit infrastructure. Mobility improvements are a critical tool to providing opportunity and addressing inequality.

- We recommend establishing universal guidelines for new development in-line with the Complete Streets policy, i.e., a City adopted Complete Streets guidelines that supersedes rulings from internal city departments. Include community benefits requirements in guidelines, utilizing opportunity to benefit from wealth generation to improve infrastructure.

Meetings and Attendance

The BPAC met monthly in 2016. In addition to city staff and commissioners, the meetings were attended by an average of nine members of the public (ranging from 3 to 18). We thank City Staff for their contributions in supporting the Commission in 2016, especially Iris Starr, Jennifer Stanley, Jason Patton and Sarah Fine, as well numerous staff from various divisions who presented items and prepared materials for the BPAC.

Selected Key Accomplishments

As an advisory committee, the BPAC acknowledges that City Staff are responsible for and deserve the credit for the progress Oakland made on bicyclist and pedestrian issues in 2016. Nonetheless, we share in the pride of these accomplishments:

- Revision of the OMC to remove an outdated and impractical bike registration requirement
- Much improved requirements for mitigation when construction projects impede pedestrians and bicyclists
- Implementation of first-class best practices for bicycle parking in new development
- Four members of the BPAC were represented on the Pedestrian Advisory Group for the development of the Pedestrian Master Plan
- BPAC hosted a discussion with Assistant City Administrator Daniels regarding the formation and staffing of the Oakland DOT, and later on, a discussion with Acting DOT Director Tumlin

- Development of a pedestrian, bicyclist and transit friendly Downtown Specific Plan and Off-Street Parking Plan
- BPAC review and endorsement of several key Safe Routes to School Projects that desperately need prioritization for children's safety, as well as state Active Transportation Program (ATP) and federal Highway Safety Improvement Program (HSIP) grants through which Oakland received eight awards totaling over \$26M.

Future Outlook

- The BPAC has formed a Design Advisory Committee within the Commission that will review projects as warranted, and report back to the larger Commission with recommendations for action.
- The Open Forum Committee of BPAC has been recording issues raised during Open Forum over the year, and will be identifying policy issues for discussion at BPAC.
- The BPAC looks forward to ongoing discussion with the Oakland DOT and PWC over the project opportunities made available by Oakland's Infrastructure Bond, County Measure BB, and other funding sources.

Appendix: Detailed List of Activities

As per BPAC bylaws, the following committees consisting of commissioners and members of the public were convened in 2016:

- The Open Forum committee reviews and follows up on issues raised during public comment (ongoing)
- The OMC review committee reviewed relevant bicyclist sections, leading to changes in the bicycle registration
- The paving committee talked to staff and provided recommendations to improve paving coordination with pedestrian and bicyclist accommodation
- The HSIP review committee provided a detailed review of projects beyond what was unfeasible within the normal BPAC timeline

BPAC reviewed and provided feedback on the following funding and grant applications:

- TDA Article 3 funding allocations
- Pedestrian CIP projects
- Active Transportation Program Cycle 3 projects
- Alameda CTC Comprehensive Investment Plan
- HSIP Grants
- Big Jump Grant Application

BPAC reviewed the following plans, policies, and programs:

- Bicycle/Pedestrian Elements of AC Transit's Bus Rapid Transit
- Revisions to the OMC regarding Bicycle Operation Rules in Parks
- Revisions to the OMC regarding Bicycle Registration
- Strategic Growth Council: Affordable Housing and Sustainable Communities Grants
- Pedestrian Master Plan Update
- Pedestrian and Bicyclist Accommodations in Construction Zones
- Oakland Complete Streets Plan
- Downtown Specific Plan and Downtown Parking Plan
- Revised VMT-CEQA Guidelines Implementation (SB743)
- Safe Routes to School
- Bicycling Parking Ordinance Update
- Oakland DOT Strategic Plan
- OakMob101 Shared Mobility Engagement
- Caltrans District 4 Bicycle Plan

BPAC provided detailed feedback these specific projects. This list does not include feedback on projects presented as part of a grant application package listed above.

- San Leandro Creek Trail
- Telegraph Avenue Cycletrack project
- Clay St Bike Lanes
- Oak Knoll Mixed use Community Plan Project
- Laurel Access to Mills, Maxwell Park & Seminary Avenue (LAMMPS)
- Park Blvd Corridor Traffic Safety Outreach Project