CITY OF OAKLAND

AGENDA REPORT

TO:	Edward D. Reiskin City Administrator	**FROM:**	Ryan Russo, Director, DOT LeRonne Armstrong, Chief of Police, OPD Darlene Flynn, DRE Joe DeVries, CAO
SUBJECT:	Informational Report on the Safe Oakland Streets Initiative	**DATE:**	February 25, 2021

City Administrator Approval Date: Mar 11, 2021

RECOMMENDATION

Staff Recommends That The City Council Receive a Report From The Department Of Transportation, The Oakland Police Department, The Department Of Race And Equity, And The City Administrator's Office 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.

EXECUTIVE SUMMARY

Severe and fatal crashes in Oakland are unacceptably high – with an increase in death in 2020. Crashes disproportionately impact Oakland's Priority Equity communities. However, life-changing and life-ending collisions on roadways can be prevented.

In 2018, the Oakland Equity Indicators Report found troubling disparities in pedestrian deaths in Oakland[1]. The City of Oakland experiences approximately two severe or fatal traffic crashes each week, which disproportionately impact Black, Indigenous and people of color (BIPOC), high priority communities[2], and seniors. The majority (60%) of these collisions are highly concentrated on just 6% of the 800 miles of Oakland's city-maintained streets, as identified as Oakland's high injury network. In 2020, OPD reported a surge in traffic-related fatalities where 33 people were killed on Oakland's roadways, compared to 27 in year 2019. The most common causes of collisions are speeding, failure to yield, unsafe turning, red light running, and driving

[1] Oakland Equity Indicators Report: Topic 6.1: Built Environment, pages 127 and 128, https://cao-94612.s3.amazonaws.com/documents/2018-Equity-Indicators-Full-Report.pdf

[2] https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox

under the influence of drugs and/or alcohol. However, life-changing and life-ending crashes on our roadways can be prevented from happening in the first place.

In Fall 2019, Councilmember Gallo requested urgent action to address this issue following several severe and fatal crashes in District 5. In January 2020, Councilmember Kalb requested an informational report on speed, including a review of current enforcement, engineering, and policy practices and recommended future actions. City agencies subsequently received additional requests from Council Members regarding traffic safety and speed management, including requests for more enforcement and concerns that traffic enforcement results in inequitable outcomes. City staff from multiple departments – the City Administrator's Office (CAO), Department of Transportation (DOT), Department of Race and Equity (DRE), and Police Department (the "Safe Oakland Streets interdepartmental team") collaborated on an Informational Report in response to numerous requests from Council Members and Community Stakeholders regarding strategies to save lives and prevent severe injuries.

The goals of the Safe Oakland Streets (SOS) Initiative are to:

- 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.

The Following Traffic Safety Strategies are Recommended to Advance for City Support and Implementation:

1. Coordination and Collaboration

1.1 Safe Oakland Streets interdepartmental team to coordinate interdisciplinary, collaborative efforts to implement traffic safety strategies.

Convene Safe Oakland Streets Initiative interdepartmental team and other agencies to provide long-standing structure for continuous input and coordination on traffic safety strategies, including determining how to best engage community stakeholders in the overarching SOS approach, such as leveraging existing community meetings or avenues for engagement and securing funding for their time.

1.2 Safe Oakland Streets interdepartmental team to report back to the City Council on the status of the Safe Oakland Streets Initiative and its traffic safety strategies, on an annual basis.

2. Engineering

2.1 DOT to focus project investment in high priority communities and on the high injury network.

Focus on project investments, transparency and reporting on engineering solutions in high priority communities and on the high injury network; and on project investments that address the needs of historically marginalized communities in Oakland.

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

Work in partnership with communities to implement responsive, proactive, and near-term improvements such as those identified in the "Crash Prevention Street Design Toolkit", on the high injury network with a focus on high priority populations (.e., seniors, youth, people with disabilities, people without housing, and people reliant on walking, transit, and biking).

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

Elevate and implement the tools such as those in the "Crash Prevention Street Design Toolkit" to increase safety in the highest priority neighborhoods through community engagement and partnerships with developers, regional and local agencies, and advocacy organizations.

2.4 DOT to increase the delivery of traffic safety treatments through routine paving projects.

Increase the delivery of traffic safety treatments through routine paving projects prioritizing the high injury network, priority equity areas, school zones and the bike network.

3. Policy

3.1 DOT to reduce school zone speed limits to 15 mph as allowed by state law.

Reduce school zone speed limits to 15 mph combined with new signage as allowable by state law through Council resolution or ordinance, with phased implementation prioritizing factors including schools in priority equity areas and near streets with concentrations of severe and fatal collisions. Consider additional safety improvements at schools to reinforce 15 mph speed limits.

3.2 DOT to explore re-establishing automated red-light running enforcement with guidance on equity mitigations.

Explore re-establishing an automated enforcement program for red light running in OakDOT. If re-instated, it should be developed with guidance on equity mitigations from community members and the Department of Race and Equity. Address lessons learned from Oakland's previous experience, and how that experience should inform future automated enforcement of red-light running.

3.3 CAO, DOT, and OPD to advocate for State policy to authorize guidelines for the use of automated speed enforcement.

See Appendix, Section C.1 of the attachment.

3.4 CAO, DOT, and OPD to advocate for State policy for local speed limit reductions to improve safety and save lives.

See Appendix, Section C.2 of the attachment.

3.5 DOT to identify and advance policies to expedite the delivery of traffic safety improvements, reflecting the urgency to prevent severe and fatal traffic injuries.

4. Planning & Evaluation

4.1 DOT to explore data partnerships to supplement police-reported collision data for more comprehensive collision data.

Explore data partnerships with Alameda County Public Health Department, Alameda County Sheriff's Office, and local hospitals and trauma centers to supplement police-reported collision data with hospital collision data for more comprehensive collision data to inform targeted improvements to save lives and prevent severe injury.

4.2 OPD to coordinate with DOT to provide public-facing tracking of traffic deaths in Oakland for transparent monitoring and accountability.

Provide public-facing tracking of traffic deaths in Oakland for transparent monitoring and accountability, summarized by race, age, mode of travel, and other key factors to assess disparities.

4.3 OPD to provide public access to stop data via City Open Data platform.

Provide public access to stop data via City Open Data platform at the disaggregate if possible, or aggregate level as required to protect privacy of persons stopped. At minimum, make the following traffic stop data available to the public at least annually: report number, type of traffic violation, Oakland resident status data, race data, gender data, date, stop location (as legally feasible), reason for stop, violation codes for stops, data on if a person stopped was searched and the result of the search, result of stop, encounter type (vehicle, bicycle, pedestrian), dispatch or not, intelligence-led or not.

4.4 DOT to develop a data-driven Local Road Safety Plan to reduce traffic fatalities and serious injuries on City streets.

Develop a Local Road Safety Plan (LRSP), consistent with the guidance from the Federal Highway Administration. The LRSP will be a data-driven traffic safety plan to reduce traffic fatalities and serious injuries on all public roads. It will include an update to the High Injury Network, offer a proactive approach to addressing safety needs based on crash analysis of factors associated with serious and fatal crashes utilizing a safe systems framework[3], will demonstrate agency responsiveness to safety challenges, and will support future grant funding to implement safety projects.

5. Engagement, Education & Programs

5.1 Safe Oakland Streets interdepartmental team to explore how to best engage community members on the comprehensive traffic safety strategies advanced by Oakland, and how to increase resident participation and communications to be more representative and transparent.

[3] https://www.ite.org/technical-resources/topics/safe-systems/

Identify strategies to engage residents on the comprehensive traffic safety strategies advanced by Oakland and increase resident participation and communications to be more representative and transparent, such as attending existing community-led meetings and Neighborhood Council meetings.

5.2 CAO to support the departments in developing protocols with OakDOT, OPD, DVP and others to provide a holistic approach to community safety.

Develop protocols between OakDOT, OPD, Department of Violence Prevention (DVP) and other agencies as appropriate to address issues to provide a holistic approach to safety in our communities incorporating best practices and principles from Traffic Safety, Restorative Justice and Violence Prevention. This could include OakDOT's rapid response to crashes as well as other City efforts at the intersection of traffic safety and community violence prevention and public safety; and tracking racial and ethnicity data to see if outcomes in those communities are reduced over time.

5.3 DOT to partner with community-based organizations to provide traffic safety programs per the Bike & Pedestrian plans.

Partner with community-based organizations to provide traffic safety programming to vulnerable populations, per the recommendations in the City's Pedestrian Plan and Bicycle Plan.

6. Enforcement

6.1 Safe Oakland Streets interdepartmental team to consider complementary strategies to traffic enforcement to achieve traffic safety goals and a culture of safety.

Consider alternatives and complementary strategies to traffic enforcement to achieve traffic safety goals and create a culture of safety, such as automated enforcement or other strategies advanced through the Reimagining Public Safety Task Force.

6.2 DOT and OPD to collaborate on data sharing to guide traffic enforcement to be more operationally focused, and data driven.

DOT will collaborate with OPD command by providing locations of the high-injury network within individual Police Areas and individual Police Beats so that enforcement may be more operationally focused, and data driven.

6.3 OPD to pilot high visibility enforcement focused on dangerous driving behaviors within the high injury corridors, as feasible.

Pilot high visibility enforcement operations focused on the most dangerous driving behaviors within the high injury corridors focused on reducing instances of traffic death and severe injury and how these focuses influence racial disparities within collision data and traffic stop data, when operationally feasible.

6.4 OPD to develop guidance for reducing the racial disparity between non-dispatch traffic stops and crashes.

Expand the current research to conduct a more detailed analysis to inform a better understanding of the disparities, metrics for disparities and benchmarks for reducing disparities in order to develop directives and/or guidance for reducing the racial disparity between non-dispatch traffic stops and crashes by applying the most effective strategies to reduce bias, and focusing on the most dangerous driving behaviors that contribute to severe and fatal crashes, as opposed to equipment and non-moving violation stops which have higher racial disparities.

6.5 OPD to add focused traffic violations as a special section within the annual OPD Stop Data report.

Add traffic violations (equipment violations, moving violations, non-moving violations, including registration) as a special section within the annual OPD Stop data report on annual changes to the findings in the traffic stop analysis described in this this memo.

Note: this is not a budgeting document; implementation of strategies is dependent on resources available and further analysis on how to best understand and address disparities.

BACKGROUND / LEGISLATIVE HISTORY

In Fall 2019, Councilmember Gallo approached staff for urgent action to address this issue following several severe and fatal collisions in District 5. In January 2020, Councilmember Kalb requested an informational report on speed, including a review of current enforcement, engineering, and policy practices and recommended future actions. City agencies subsequently received additional requests from Councilmembers regarding traffic safety and speed management, including requests for more enforcement and concerns that traffic enforcement results in inequitable outcomes. City staff from multiple departments – the City Administrator's Office (CAO), Department of Transportation (DOT), Department of Race and Equity (DRE), and Police Department (the "City Partners") collaborated on the Informational Report in response to numerous requests from Council Members and Community Stakeholders regarding strategies to save lives and prevent severe injuries.

The City of Oakland has an established history of setting policy goals regarding traffic and public safety and advancing more equitable outcomes through the City's services.

- In 2013, the City adopted a "Complete Streets Policy" (Resolution No. 84204 C.M.S.), committing to supporting roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users.
- In 2015, the City of Oakland established a Department of Race and Equity, to create a city where its diversity has been maintained, racial disparities have been eliminated and racial equity has been achieved.[4]
- In 2015, the State passed Assembly Bill 953 to require local police departments to annually report data on all stops and require that data include specified information, including the time, date, and location of the stop, and the reason for the stop.

[4] https://library.municode.com/ca/oakland/codes/code_of_ordinances?nodeId=TIT2ADPE_CH2.29CIAGDEOF_2.29.170DERAEQ

- In 2016, the City of Oakland Department of Transportation developed a strategic plan committed to building better and safer streets, including reviewing speed limits to support safe travel on our roadways; providing safe access to all Oakland schools; with the goal of zero traffic deaths and serious injuries.
- In 2016, the City updated the CEQA Thresholds of Significance Guidelines related to transportation impacts in order to implement the directive from Senate Bill 743 to modify local environmental review processes by removing automobile delay, as described solely by Level of Service or similar measures of vehicular capacity or traffic congestion, as a significant impact on the environment pursuant to CEQA and replace it with Vehicle Miles Travelled. The policy allows the City to prioritize funding for and implementation of more active transportation projects that encourage more sustainable modes of mobility and projects that prioritize the needs and safety for people (pedestrians, people on bikes, people on transit), rather than prioritizing vehicle throughput.
- In 2020, the City adopted the Oakland 2030 Equitable Climate Action Plan (ECAP). The goal of the ECAP is to identify an equitable path toward cost-effectively reducing the City's local climate emissions a minimum of 56 percent below the 2005 level by 2030, transitioning away from fossil fuel dependence, and ensuring that all of the City's communities are resilient to the foreseeable impacts of climate change. The ECAP builds on existing work to improve environmental health outcomes in Oakland, particularly for the most impacted populations. The ECAP will result in improved indoor and outdoor air quality, increased resilience, reduced heat and smoke exposure, and decreased air pollution and traffic deaths through lowered automobile dependence.
- In 2020, the City passed a resolution (Resolution No. 88300 C.M.S.) to request that the California Legislature enact legislation that would give municipalities the flexibility to adopt more effective methods for automated speed enforcement and to add this issue to the State Legislative lobbying agenda.

The City implements existing initiatives to increase traffic safety and to advance more equitable outcomes for Oakland, primarily through the Department of Transportation and Oakland Police Department, as explained in Appendix, Section B and as assessed through the 2019 OPD Traffic Stop Analysis in Appendix, Section D in the attached Informational Report.

ANALYSIS AND POLICY ALTERNATIVES

To understand the extent of potential strategies to prevent and eliminate severe and fatal crashes, and to identify the most effective and equitable ways to advance traffic safety, staff conducted an equity and efficacy assessment that investigated nearly 70 common and innovative strategies employed to address traffic safety across five categories: engineering, enforcement, policy, planning and evaluation, and education and programs. The purpose of the assessment is to screen for strategies that would be the best use of City resources for the best possible outcomes and identify, prevent, or mitigate any equity issues from happening in the first place.

A strategy's efficacy was assessed by grounding the analysis in literature review, local data collection, best practices research, and/or professional transportation and safety expert opinion. Efficacy was rated as either high, medium, limited or unknown, depending on research

outcomes; ability to reduce the risk of collisions, fatalities, and injuries; ability to reduce speed; and ability to reduce the number of crashes.[5]

A strategy's ability to **advance equity** was initially screened for by following the guiding questions in the Department of Race & Equity's Racial Equity implementation Guide[6], such as: 1) what is the racial equity outcome for this effort; 2) what is the best way to inform, outreach and engage community members most impacted by racial disparities; 3) what are the systemic issues driving disparities; 4) based on information gathered about disparities, burdens and barriers, what action could be taken to advance equity; 5) what steps are needed to equitably implement action(s) identified; and 6) how will success/equity be measured and who will be better off and how will we know. Further assessment of a strategy's ability to advance equity requires additional analysis and stakeholder engagement, including, but not limited to, actively consulting community experts and facilitating focused working groups to understand local impacts and other implications.

In addition to the assessment of a strategy's ability to advance equity specifically for enforcement strategies, OakDOT staff collaborated with the Oakland Police Department to assess current and past racial disparities with a focus on stops made for traffic violations. This additional assessment was done, too, given the direction from City Council to address the several severe and fatal crashes and the traffic stops being made, and concerns from key stakeholders regarding the vulnerability of enforcement efforts to racial bias and potential harm to BIPOC communities. This work produced an analysis of traffic stops, found in Appendix, Section C of the attached Informational Report, to better understand current local traffic enforcement practice by stop type, race and geography to inform potential strategies. This analysis is based on a subset of the data reported in the 2019 Oakland Police Department (OPD) Annual Stop Data Report and focuses on non-dispatch traffic stops made for traffic violation reasons.

A strategy was either found to have positive outcomes in advancing equity ("benefit"), was found to show opportunities for advancing equity or a chance of hindering equity ("it depends"), or was found to have disparities in the outcomes from traditional implementation ("concern").

Regardless of the current scoring all can have a more positive impact when there is strong planning, engagement, education, and evaluation; when implemented with equity as an investment priority; and when the approach to advance equity as an outcome is intentionally set.

The table below summarizes how the strategies were assessed, within the five main categories of work: Engineering, Enforcement, Policy, Planning & Evaluation, and Education & Programs.

[5] A crash modification factor (CMF) is a multiplicative factor used to compute the expected number of crashes after implementing a given countermeasure at a specific site.

[6] https://www.baaqmd.gov/~/media/files/ab617-community-health/west-oakland/110619-mtg-files/nov-6-2019-equity-worksheet-pdf.pdf?la=en

	Engineering	Enforcement	Policy	Planning & Evaluation	Education & Programs
General Efficacy Score	**High / Medium**	**Limited / Unknown to High (Mixed)** Automated enforcement implementation can achieve a high efficacy	**Limited / Unknown to High (Mixed)** Speed limit reduction policies have high efficacy	**Low / Unknown** Independent effects difficult to measure but critical complementary strategy	**Limited / Unknown** Independent effects difficult to measure but can be complementary strategy
General Equity Score ***** = Benefit** **** = It Depends** *** = Concern**	** Can be positive when implemented with equity as an investment priority & with strong engagement for capital projects.	* There are racial disparities in traffic stops in Oakland. Automated enforcement can help reduce racial disparities, but mitigations are needed to address fines/fees.	** Policies can be crafted to enhance equity but requires an intentional approach.	*** Equity-focused planning and evaluation are critical to elevating under-represented voices and improving representation in data.	** Programs can be crafted to enhance equity, but requires an intentional approach, and some programs can result in "victim blaming" and increased inequities.

Note: The scores in the table above are qualitative summaries; in-depth findings are available in the Equity & Efficacy Impact Assessment linked in Appendix, Section C of the attached Informational Report.

The traffic safety strategies highlighted in this report are recommended to be advanced for City support and implementation and for further interagency coordination. They are grounded in the literature review, local data collection, and best practices research conducted for this work. They are effective in improving safety and with attention to equity in their implementation have the potential advance equity or minimize adverse impacts on Black, Indigenous, and People of Color (BIPOC) communities, seniors and low-income populations. These strategies were assessed in the Equity and Efficacy Assessment, in Appendix, Section C of the attached Informational Report, and are found to have a high efficacy, are strategic recommendations in response to the 2019 OPD Traffic Stop Analysis and are strategies that the City is positioned to implement. The strategies, below, are an initial set of strategies to be a part of living document that can be updated to be responsive to changes in traffic safety outcomes, new research and case studies, innovations in practice, and emerging technology, strategies, and policy.

The strategies lead with engineering and policy solutions, which have been shown to be highly effective at creating safer streets by reducing the risk of crashes, injuries and fatalities by as much as 40% and reducing speeds by 10 mph or more. Their implementation can be a stronger predictor of a reduction in collisions and the impacts of their investment are more likely to be sustained over time. The remaining categories of strategies – planning and evaluation,

programs and education, and enforcement – generally were found to have a mixed or more limited efficacy in creating safer streets compared to engineering and policy. Planning and evaluation, and education and programs may be difficult to measure, but they can be critically complimentary to the development and implementation of other strategies. Except for the use of automated enforcement as a force multiplier, enforcement strategies typically are targeting behaviors over a specified time where the impacts are less likely to be sustained over time. All the strategies can have a more positive impact when there is equity-focused planning, engagement, education, and evaluation; when implemented with equity as an investment priority; and when the approach to advance equity as an outcome is intentionally set.

These strategies can work together to be both anticipate human error and accommodate human injury tolerances, as articulated through the Safe Systems approach.[7] A Safe System recognizes that humans are human and that we will continue to make errors when travelling. It also recognizes that the laws of physics dictate that greater harm will occur at higher speeds and that, typically, the greater the mass of a vehicle, the more harm that it will inflict on others. Involving both traditional and new strategies, a Safe System approach focuses on proactively designing a system that manages and/or reduces adverse traffic impacts on vulnerable roadway users that *protects* people that live in the highest priority neighborhoods, seniors, and our youth.

FISCAL IMPACT

This item is for informational purposes only and direct fiscal impacts and/or costs have not yet been identified.

PUBLIC OUTREACH / INTEREST

Engagement:

- Alameda County Department of Public Health
- Bicycle and Pedestrian Advisory Committee (Full Committee, Policy & Legislation Committee, Police Relations Committee) and other transportation advocates

Main Takeaways

- Recommendation for further and deeper engagement
- Need for robust data to better understand outcomes
- Data transparency
- Urgency: severe and fatal injuries are still happening
- Interest in automated speed enforcement as an objective method of enforcement, speed management, lowering speeds around schools
- Safety for people walking, rolling, and biking

Takeaways Incorporated

- Recommendations were added that focused on working with community experts, stakeholders, and ongoing monitoring and data sharing as allowable

[7] https://www.ite.org/technical-resources/topics/safe-systems/

- Recommendation was added to make the City's crash data more robust by incorporated data from health and emergency service-based institutions
- Recommendations were added that focused on State policy advocacy for local implementation on speed management and lowering speeds around schools.
- Recommendation was added that focused on partnering with community-based organizations on traffic safety programs per the Bike and Pedestrian Plans

COORDINATION

The City Partners, as outlined below, defined the goals of the initiative, conducted and verified the various analyses, and built consensus on the strategies to advance through this initiative to save lives and prevent severe injuries.

- City Administrator's Office
- Department of Transportation
- Police Department
- Department of Race & Equity

This report has been reviewed by the Office of the City Attorney and the Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: The City of Oakland analyzed nearly 2,000 injury collisions from 2012-2016 to understand how they affect Oaklanders and how to effectively focus safety efforts.[8] During that period, there was a 76% increase in severe or fatal injuries and accounted for $900 million in yearly costs of traffic crashes.[9]

Environmental*:* In 2016, the City updated the CEQA Thresholds of Significance Guidelines related to transportation impacts in order to implement the directive from Senate Bill 743 to modify local environmental review processes by removing automobile delay, as described solely by Level of Service or similar measures of vehicular capacity or traffic congestion, as a significant impact on the environment pursuant to CEQA and replace it with Vehicle Miles Travelled. The policy allows the City to prioritize funding for and implementation of more active transportation projects that encourage more sustainable modes of mobility and projects that prioritize the needs and safety for people (pedestrians, people on bikes, people on transit), rather than prioritizing vehicle throughput.

In 2020, the City adopted the Oakland 2030 Equitable Climate Action Plan (ECAP). The goal of the ECAP is to identify an equitable path toward cost-effectively reducing the City's local climate emissions a minimum of 56 percent below the 2005 level by 2030, transitioning away from fossil fuel dependence, and ensuring that all of the City's communities are resilient to the foreseeable impacts of climate change. The ECAP builds on existing work to improve environmental health

[8] https://cao-94612.s3.amazonaws.com/documents/CityofOakland_CrashAnalysis_Infographic_08.29.18.pdf

[9] Costs include quality of life, property damage, lost work time, medical care, and $250,000 (2011-2016) in litigation payout associated with traffic safety.

outcomes in Oakland, particularly for the most impacted populations. The ECAP will result in improved indoor and outdoor air quality, increased resilience, reduced heat and smoke exposure, and decreased air pollution and traffic deaths through lowered automobile dependence.

Race & Equity: In 2018, the Oakland Equity Indicators Report found troubling disparities in pedestrian deaths in Oakland[10]. The City of Oakland experiences approximately two severe or fatal traffic crashes each week, with crashes disproportionately impacting Black, Indigenous and people of color (BIPOC), high priority communities[11], and seniors. In December 2020, OPD reported a surge in traffic-related fatalities where 33 people were killed on Oakland's roadways, compared to the 27 people killed in 2019. The most common causes of collisions are speeding, failure to yield, unsafe turning, red light running, and driving under the influence of drugs and/or alcohol.

The City of Oakland analyzed nearly 2,000 injury crashes from 2012-2016 to understand how they affect Oaklanders and how to effectively focus safety efforts.[12] During that period, there was a 76% increase in severe or fatal injuries and accounted for $900 million in yearly costs of traffic crashes.[13] Just over one in four Oaklanders killed are involved in a crash where speed is a primary factor. For anyone hit at just 30 miles per hour, their chance at surviving is just 50%. Most severe and fatal injuries occur at intersections (75%). For pedestrians, one-third of those severe and fatal injuries is caused by a driver failing to yield to a pedestrian. For people on bikes, Oaklanders are killed or severely injured by left-turning vehicles at over four times the rate of right-turning vehicles. While only 10% of Oakland's intersections are signalized, nearly 50% of fatalities occur at signalized intersections.

The majority (60%) of these crashes are highly concentrated on just 6% of the 800 miles of Oakland's city-maintained streets, as identified as Oakland's high injury network. Furthermore, the High Injury Network (HIN) generally overlaps with Oakland's map of priority neighborhoods as found in Oakland's Geographic Equity Toolbox[14]. The toolbox prioritizes neighborhoods based on concentrations of people with demographic factors determined to have experienced historic and current disparities. The neighborhoods with the higher concentrations are designated as the highest priority neighborhoods. Almost 95% of the High Injury Network is located in medium to highest priority neighborhoods, compared to the approximately 40% of the City that make up those same neighborhoods.

As compared to all Oaklanders, Black Oaklanders are two times more likely to be killed or severely injured in traffic crashes, and three times as likely to be killed or severely injured while

[10] Oakland Equity Indicators Report: Topic 6.1: Built Environment, pages 127 and 128, https://cao-94612.s3.amazonaws.com/documents/2018-Equity-Indicators-Full-Report.pdf

[11] https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox

[12] https://cao-94612.s3.amazonaws.com/documents/CityofOakland_CrashAnalysis_Infographic_08.29.18.pdf

[13] Costs include quality of life, property damage, lost work time, medical care, and $250,000 (2011-2016) in litigation payout associated with traffic safety.

[14] City of Oakland, Department of Transportation, Geographic Equity Toolbox: https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox

walking. Furthermore, 30% of streets in majority Asian census tracts fall within the City's HIN.[15] These data represent real collisions that resulted in the unnecessary deaths of too many Oaklanders like Miesha Singleton, mother of seven, who was killed in a crosswalk in front of Elmhurst United Middle School in January 2020.

Regardless of the causes or reasons for these traffic stops and crashes, the City is accountable for the results of our decisions as well as for the policies, practices and procedures which influence our decisions and investments to improve public safety. Furthermore, the City of Oakland made a commitment to advance racial equity and adopted Oakland Municipal Code (OMC) 2.29.170.1[16] in order to achieve equitable opportunities for all people and communities. The City and Departments herein are to change and work towards better outcomes — to eliminate and prevent disparities and reduce this source of health inequity and stress for our Black and Brown communities.

The Safe Oakland Streets strategies has a goal of eliminating severe and fatal injury inequities including racial disparities impacting BIPOC communities that exist today in Oakland.

All the strategies identified in the Executive Summary of this agenda report can have a more positive impact when there is equity-focused planning, engagement, education, and evaluation; when implemented with equity as an investment priority; and when the approach to advance equity as an outcome is intentionally set.

[15] City of Oakland, Department of Transportation, Citywide Crash Analysis and High Injury Network, 2018.

[16] https://library.municode.com/ca/oakland/codes/code_of_ordinances?nodeId=TIT2ADPE_CH2.29CIAGDEOF_2.29.170DERAEQ

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive a Report From The Department Of Transportation, The Oakland Police Department, The Department Of Race And Equity, And The City Administrator's Office 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.

For questions regarding this report, please contact AUDREY HARRIS, TRANSPORTATION PLANNER III at AHARRIS2@OAKLANDCA.GOV.

Respectfully submitted,

JOE DEVRIES
Director of Interdepartmental Operations

RYAN RUSSO
Director, Department of Transportation

LERONNE ARMSTRONG
Chief, Police Department

Darlene Flynn
DARLENE FLYNN
Director, Department of Race and Equity

Reviewed by: Department of Transportation
Wladimir Wlassowsky, Assistant Director

Reviewed by: Department of Transportation
Megan Wier, Safe Streets Division Manager

Reviewed by: Department of Transportation
Nicole Ferrara, Policy and Intergovernmental Affairs Advisor

Reviewed by: Police Department
Chris Bolton, Deputy Chief of Police

Reviewed by: Department of Race and Equity
Jacque Larrainzar, Program Analyst

Prepared by: Department of Transportation
Audrey Harris, Transportation Planner III
Great Streets Division, Planning and Project Development

Attachment (1):

Appendix: Safe Oakland Streets Initiative Informational Report