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OAKLAND
2017 JUN -1 PM 4:12

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Ryan Russo, Director
Department of
Transportation

SUBJECT: Resolution Adopting the Oakland
Walks! 2017 Pedestrian Master
Plan Update

DATE: May 22, 2017

City Administrator Approval

Date:

6/6/17

RECOMMENDATION

Staff Recommends That City Council Conduct a Public Hearing and Upon Conclusion Adopt a Resolution, As Recommended by The City Planning Commission, Adopting the Oakland Walks! 2017 Pedestrian Master Plan Update, Relying on the 2002 Pedestrian Master Plan Mitigated Negative Declaration, And Other Documents, Finding That No Additional Environmental Review Is Needed Pursuant to California Environmental Quality Act (CEQA) Guidelines Sections 15162-15164, 15183 And Other CEQA Exemptions, And Adopting Related CEQA Findings.

EXECUTIVE SUMMARY

With the passage of Measure BB in 2014, the Alameda County Transportation Commission required that local jurisdictions update the Pedestrian Master Plan every five years to receive bicycle and pedestrian pass-through and discretionary funding. The Oakland Walks! 2017 Pedestrian Master Plan Update (*Draft Plan*) is the first Pedestrian Plan since 2002, and therefore is a qualifying document. An updated Pedestrian Master Plan is also needed to maintain eligibility for Caltrans' Active Transportation Program funds. These funds assist the City in paying for the design and installation of bicycle- and pedestrian- related improvements.

The *Draft Plan* is intended to create a "Walker's Paradise" in Oakland! It is the result of over two years of work with a Pedestrian Advisory Group (PAG), Technical Advisory Committee (TAC), the Bicycle and Pedestrian Advisory Commission (BPAC), participation by the Mayor's Commission on Persons with Disabilities (MCPD), interviews with seven community groups across the City, and a 588-person electronic survey. All community work was supported by an extensive technical analysis of motor-vehicle related pedestrian injuries and deaths in Oakland between 2008 – 2014 (latest year data available). The technical analysis revealed the following information:

- 27% of all trips (people getting from one place to another) in Oakland are made by walking
- Motorists are at fault for 62% of collisions with pedestrians

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PW & CED Comte.
June 13, 2017

- An average of 267 injuries are reported because of motor vehicle collisions with pedestrians each year
- An average of seven fatalities occur because of motor vehicle collisions with pedestrians each year
- Police officers cite alcohol, drug use, and unsafe speed as the most common primary collision factor that resulted in fatal or severe injuries for pedestrians
- Asian people in Oakland are more than three times as likely to be killed by a motorist while walking as White people; Black and Hispanic people in Oakland are almost twice as likely to die.

Policy, programmatic, and planning recommendations are in the *Draft Plan* that address some of these issues over the longer term. In addition, the *Draft Plan* used these technical studies to identify a “High Injury Network” of intersections and corridors in the City. The number one recommendation, of the 38 included in the *Draft Plan*, is to correct conditions wherever possible to immediately and systematically reduce injuries and deaths.

The approach to selection of prioritized projects is based on an analysis of three key factors: Safety, Equity, and Walkability.

The capital cost of implementing improvements to the High Injury Network is approximately \$15 million. The estimate of all funding needed over the five-year period of the *Draft Plan* (including the capital cost for the “high injury network”, policy, programs and plan implementation) is \$109 million. The capital funding can be made available from a variety of sources, including grants, Measure BB, the State Gas Tax, Vehicle Registration Tax, the 2017 State Transportation Infrastructure Fund and the 2016 voter-approved Oakland Measure KK. However, neither grants nor Measure KK can support operations or maintenance activities, which are the bulk of the expenditures for Plan implementation.

The *Draft Plan* and Appendices comprise a very large document. Therefore, they are not attached to this report, but have been separately provided to the City Council. They are available to the public through the City’s website at:

<https://beta.oaklandca.gov/documents/pedestrian-master-plan-update>. The California Environmental Quality Act (CEQA) analysis is **Attachment A** to this report, and can be found on the public website:

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf>.

The Planning Commission report and attachments (**Attachment B, B1, B2, and B3**) are included in this document, can also be found on-line at:

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak063950.pdf>

Finally, comments and recommendations from the Planning Commission (**Attachment C1, C2, and C3**) are directly appended to this report.

BACKGROUND / LEGISLATIVE HISTORY

The *Draft Plan* is an update to the City’s previous Pedestrian Master Plan—California’s first—which was written in 2002. Many changes to the practice of pedestrian planning have taken place during the past 15 years, including:

- Improvements to the way that pedestrian facilities are designed,
- Local success adjusting a portion of motor vehicle roadway width to space for walking (or biking and transit), such as the reconstruction of Lake Merritt Boulevard and three dozen other lane reconstruction projects (which reduce the number of motor vehicle travel lanes to gain more space for other purposes including a better walking environment and reduced motor vehicle speeds), and
- New standards for curb ramps and other facilities to increase mobility for people with disabilities.

The *Draft Plan* is considered a component of the General Plan, and as such, requires Planning Commission and City Council review and approval. The *Draft Plan* helps implement the City of Oakland's General Plan policies included in the General Plan Land Use and Transportation Element ("LUTE", 1998), the Open Space, Conservation, and Recreation General Plan Element (1992), and other Citywide policies and Plans, including the City of Oakland's Oakland Energy and Climate Action Plan (2012), Complete Streets Policy (2013) and "Transit First Policy" (1996) (Resolution No. 73036 C.M.S.). The *Draft Plan* acknowledges and advances the benefits and value for the public health and welfare of reducing vehicle miles traveled and improving opportunities to walk, bicycle, and use public transit.

During the preparation of the *Draft Plan*, the City of Oakland's Strategic Transportation Plan was released. To ensure consistency with the Strategic Plan, the *Draft Plan* goals were refined to align with the Mayor's core priorities of 1) Equitable Jobs and Housing, 2) Holistic Community Safety, 3) Vibrant Sustainable Infrastructure, and 4) Responsive, Trustworthy Government.

The *Draft Plan* was released to the public on April 6, 2017. A public meeting was held at the Bicycle and Pedestrian Advisory Commission (BPAC) on April 20, 2017. The Planning Commission report for the May 17, 2017 meeting (**Attachment B**) included minor corrections (**Attachment B1**) and other comments from the BPAC and the public (including the Mayor's Commission on People with Disabilities, or MCPD) (**Attachment B2**), as well as a letter of support from the BPAC (**Attachment B3**).

The City Planning Commission conducted a duly noticed Public Hearing on the Plan on May 17, 2017, took public testimony and recommended, in part, that the City Council approve the *Draft Plan* and related CEQA actions and findings. Further comments and staff responses (**Attachments C1 and C2**) address comments by the Planning Commission and the public. Of note, staff responded to a Planning Commission recommendation to consider giving Safety and Equity scores a higher weight than the Walk Score® (**Attachment C3**). Staff completed this re-weighting of the scores for informational purposes and found that such weighting does not fundamentally change the prioritization. This is largely because Oakland's highest-injury streets and intersections (Safety) are primarily located in the Metropolitan Transportation Commission defined "Communities of Concern" (Equity) (see Map 3.2 in *Draft Plan*) and within its more walkable neighborhoods (see Map 3.1 in *Draft Plan*). As such, no change in the weighting is recommended.

None of these changes affected the material substance of the document or the accuracy of the CEQA analysis.

ANALYSIS AND POLICY ALTERNATIVES

The recommended policy action is to adopt The Oakland Walks! 2017 Pedestrian Master Plan Update. This action will result in:

- 1) The establishment of a 5-year set of prioritized pedestrian projects in the “high injury network” (34 corridors and 39 intersections); and
- 2) A set of 38 citywide policies, programs, and plans that will address the entire pedestrian network and other streets through additional methods such as: repaving, a Vision Zero¹ program, neighborhood traffic calming, Safe Routes to Schools program support, implementation of the bike plan high priority street network, an East Oakland transportation plan, and major work on transit corridors.

Staff recommends that the highest priority for plan implementation is to start with specific interventions in locations where the greatest number of people are being severely injured or killed. The locations of highest priority were recommended based on principles in the Strategic Transportation Plan and three measurable factors analyzed by staff: Safety, Equity, and Walkability. These factors are described below.

Safety

To identify intersections and corridors where most fatalities and injuries occur, staff performed an extensive Citywide safety analysis. This work relied upon collision data from 2008-2014. The safety prioritization score (“Safety Score”), is determined using two different scores: severity (based on where collisions have historically occurred), and “Risk Factor Score” (based on typical street characteristics where collisions occurred).

Equity

An equity analysis (“Equity Score”) was used to ensure that people who have not historically been heard in these matters are being acknowledged and prioritized in the same manner as all other constituents. The identification of these areas of the City was based on the Metropolitan Transportation Commission’s definition of “Communities of Concern” from which seven demographic characteristics were used. These characteristics served as proxies for types of populations that are less likely to assert their needs, for many reasons, through existing City processes. The demographics analyzed are: Race/Ethnicity, Low Income (<200% of Poverty) Population, Limited English Proficiency Population, Zero-Vehicle Households, Seniors 75 and Over, Population with a Disability, and Single-Parent Families.

¹ Vision Zero is a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. First implemented in Sweden in the 1990s, Vision Zero brings multidisciplinary stakeholders together to acknowledge that traffic deaths and severe injuries are preventable and to set a mutual goal of eliminating traffic deaths and severe injuries in a set time frame with clear, measurable strategies.

Walkability

The third level of analysis resulted in an assessment of walkability ("Walk Score"). The Walk Score® tool is an application that determines if a place is walkable by analyzing 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.

The result is a map that shows what areas are most walkable, and conversely, which areas are less walkable. At the same time, there are many limitations to using Walk Score® data, as it does not account for factors that may influence walking trips such as topography, speeding motor vehicles, sidewalk presence or width, trees, lighting, lack of security, lack of destinations, or pedestrian friendly design.

Total Score

The total score, and hence project priority, is based on the sum of these three measured criteria. The scoring for each of the criteria is weighted equally. This approach ensures that projects across the City are evaluated not only on safety data, but also on equity criteria, to ensure that Oaklanders who are not often heard from are included in the project prioritization process. The walkability score completes a broader analysis of places that are currently not at the highest walkability level, and therefore creates another basis for considering improvements.

Policy Alternatives to the Recommendation

As discussed, the Planning Commission recommended that staff consider giving Safety and Equity scores a higher weight than the Walk Score®. Staff completed a re-weighting of the scores for informational purposes and found that this approach does not fundamentally change the prioritization. As such, no change in the weighting is recommended.

Although staff recommends adopting the *Draft Plan*, if Council believes more analysis is needed, the *Draft Plan* can be continued pending further review. If the Council does not adopt the *Draft Plan*, considerable funding would be put in jeopardy, including Measure B/BB and State funds. In addition, there would be no 5-year set of prioritized pedestrian projects in the "high injury network" (34 corridors and 39 intersections) and the set of citywide policies, programs, and plans that will address the entire pedestrian network.

FISCAL IMPACT

Adoption of the *Draft Plan* and related CEQA findings has no direct fiscal impact. Implementation of the Plan would require funding to install safety measures for the locations identified in the High Injury Network, and up to \$109 million for the entire set of programs, plans, and policies (including operations and maintenance). Funding for any or all elements of the *Draft Plan* would need to be discussed in a City budget process to weigh in with other City priorities.

PUBLIC OUTREACH / INTEREST

The *Draft Plan* is the result of over two years of work with a Pedestrian Advisory Group (PAG), Technical Advisory Committee (TAC), the Bicycle and Pedestrian Advisory Commission (BPAC), the Mayor's Commission on Persons with Disabilities (MCPD), interviews with seven community groups across the City, and a 588-person electronic survey.

COORDINATION

The *Draft Plan* was informed by the 2016 DOT Strategic Plan and received extensive internal review and input from the City's Planning & Building Department, the Department of Race and Equity, the Public Works Department, the City Attorney's Office, and the Budget Office.

SUSTAINABLE OPPORTUNITIES

Economic: Policies in the *Draft Plan* can directly improve economic activity in Oakland. Safety improvements to high injury corridors, adoption of the Vision Zero policy, and implementation of the pedestrian safety toolkit will encourage walking in neighborhood commercial areas by making it foot safer. Most businesses rely on foot traffic, which is a major component of sales. Additionally, plazas, seating, and adequate sidewalks create places for shoppers to stop, rest and interact with other people near local businesses, thereby offering additional opportunities for browsing and window shopping.

Environmental: Policies in the *Draft Plan* reduce greenhouse gas emissions through provision of viable travel options between transit and major job, education, neighborhood retail, and neighborhood centers.

Social Equity: *Draft Plan* policies specifically direct the Department of Transportation to work with the Department of Race and Equity and the Police Department to enforce traffic safety in a way that does not further impact racial disparities or racial profiling. In areas that have been historically underserved with infrastructure such as lighting, missing sidewalk connections, and poor pedestrian environments under and over freeways, both Plan policies and programs direct resources to these areas. Equity criteria informed the prioritization of the high injury network of corridor and intersection improvements to ensure that the projects included address all parts of the Oakland community, including those that have historically not been able to be vocal about the need for improvements, or who don't know how to navigate the system and make requests.

CEQA

The CEQA Analysis prepared for the *Draft Plan* concluded that the PMP qualifies for an addendum pursuant to CEQA Guidelines Sections 15162-15164 based on the previously adopted Mitigated Negative Declaration prepared for the 2002 Pedestrian Master Plan; and on a separate and independent basis, the *Draft Plan* is also exempt per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), CEQA Guidelines Section 15301 c, d, and e (Existing Facilities); Section 15302 (Replacement or Reconstruction); and Section 15304 a and f (Minor Land Alterations). The CEQA analysis is **Attachment A** to this report, and can be found on the public website: <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf>.

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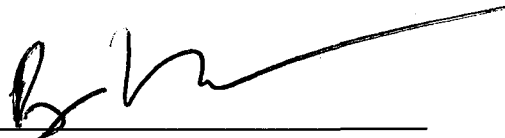
OPW & CED Comte.
June 13, 2017

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that City Council conduct a Public Hearing and upon conclusion adopt a resolution, as recommended by the City Planning Commission, adopting the Oakland walks! 2017 Pedestrian Master Plan update, relying on the 2002 Pedestrian Master Plan Mitigated Negative Declaration, and other documents, finding that no additional environmental review is needed pursuant to California Environmental Quality Act (CEQA) guidelines sections 15162-15164, 15183 and other CEQA exemptions, and adopting related CEQA findings

For questions regarding this report, please contact IRIS STARR, STRATEGIC ADVISOR TO THE DIRECTOR OF TRANSPORTATION, at 510-238-6229.

Respectfully submitted,




RYAN RUSSO
Director
Department of Transportation



DARIN RANELLETTI
Interim Director
Planning and Building Department

Reviewed by: Wlad Wlassowsky, P.E.
Acting Assistant Director
Department of Transportation

Prepared by: Iris Starr 
Strategic Advisor to the Director
Department of Transportation

Attachments (3):

Draft Plan and Appendices

Due to its size, the Oakland Walks! 2017 Pedestrian Master Plan Update and Appendices that were released on April 6, 2017, are not included as attachments, but were separately provided to the City Council. They are available on the City's website at:

<https://beta.oaklandca.gov/documents/pedestrian-master-plan-update>

Attachment A: CEQA Analysis is also available on the City's website at:

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf>.

Attachment B: May 17, 2017 Planning Commission Staff Report

Attachment B1: Changes to the *Draft Plan* Recommended by the Bicycle and Pedestrian Advisory Commission (BPAC)

Attachment B2: Response to Comments from the BPAC Public Hearing

Attachment B3: Letter of Support from the BPAC

Attachment C: Comments and Responses to the Planning Commission May 17, 2017 Public Hearing

Attachment C1: Further Changes to the *Draft Plan* arising from the Planning Commission Public Hearing

Attachment C2: Response to Comments from Planning Commission Public Hearing

Attachment C3: Response to the Planning Commission Suggested Consideration of Changes to the Prioritization of Pedestrian Improvements

City of Oakland
Department of Transportation
Oakland Walks!
2017 Draft Pedestrian Master Plan Update



City of
Oakland



Summary



City of Oakland

OVERVIEW
P05A17A7

- Last PMP in 2002
- Required for funding
- Key Factors for Update
 - Safety, Equity, Walkability
 - 5 year capital program to implement
 - \$15 million for High Injury Network
 - \$109 million for total program

PMP Policy Framework

Vision

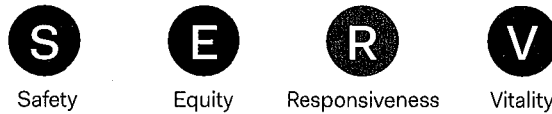
The desired outcome from the Pedestrian Master Plan.

Vision

Oakland will be a place where vibrant, safe and attractive streets give everyone the opportunity to walk to their destinations and to enjoy the convenience and health benefits of walking.

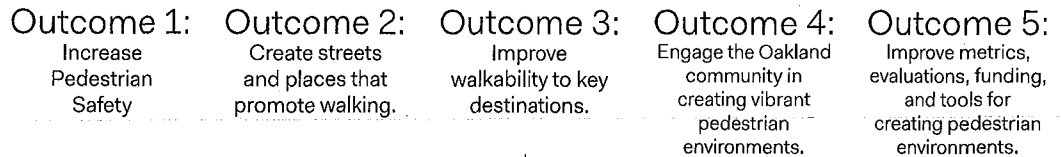
Goals

Four goals outline how Oakland will achieve the Plan's vision (p.13).



Outcomes

Five outcomes guide the Plan's implementation and are accompanied by discrete action items (p.14).



Recommended Actions

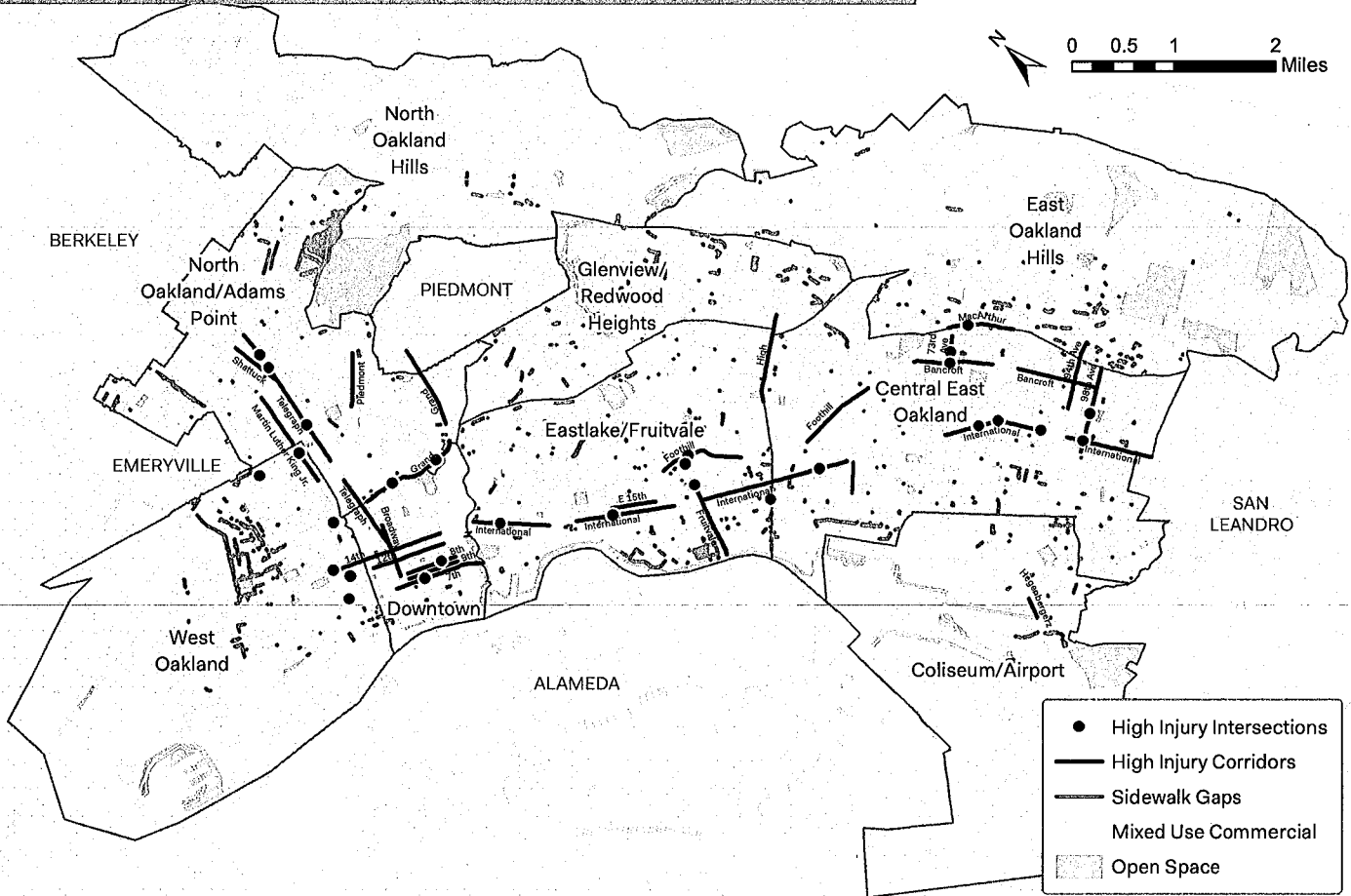
Actions the City will take to meet the objectives which are evaluated by the four goals (p. 52).



What We Learned

Existing Conditions	Safety Analysis	Community Outreach
<p>27% 27% of all trips in Oakland are made by walking.</p>	<p>267 Each year in Oakland, an average of 267 pedestrians are injured in motor vehicle collisions.</p>	<p>588 Almost 600 Oaklanders responded to our online survey about pedestrian conditions and potential improvements.</p>
<p>78% 78% of trips to public transit are made on foot.</p>	<p>7 On average, 7 pedestrians are killed each year in motor vehicle collisions.</p>	<p>7 We attended meetings across Oakland and asked community and neighborhood groups for input.</p>
<p>1,120 Oakland has 1,120 miles of sidewalk.</p>	<p>36% 36% of pedestrian injuries and deaths happen on...</p>	<p>4 We met four times with the Plan's Pedestrian Advisory Group and Technical Advisory Group, to receive and apply their input.</p>
<p>31 and 31 miles of sidewalk gaps.</p>	<p>2% ...just 2% of Oakland's streets.</p>	
<p>3x Asian Americans in Oakland are more than 3x as likely to be killed by a motorist while walking than whites.</p>	<p>62% Motorists are at fault for 62% of collisions with pedestrians.</p>	

High Injury Network (2008-2014)



Recommended Actions



- 38 Recommended Actions
 - First action implement improvements to High Injury Network (34 corridors, 39 intersections)
- Each action meets one or more of the four Goals and is categorized by Outcome
- Costs broken down by capital and operations

City of Oakland

Prioritizing Improvements

Safety Analysis

0

1

2



0

1

2

+
Equity Analysis



+
Walkability Analysis

0

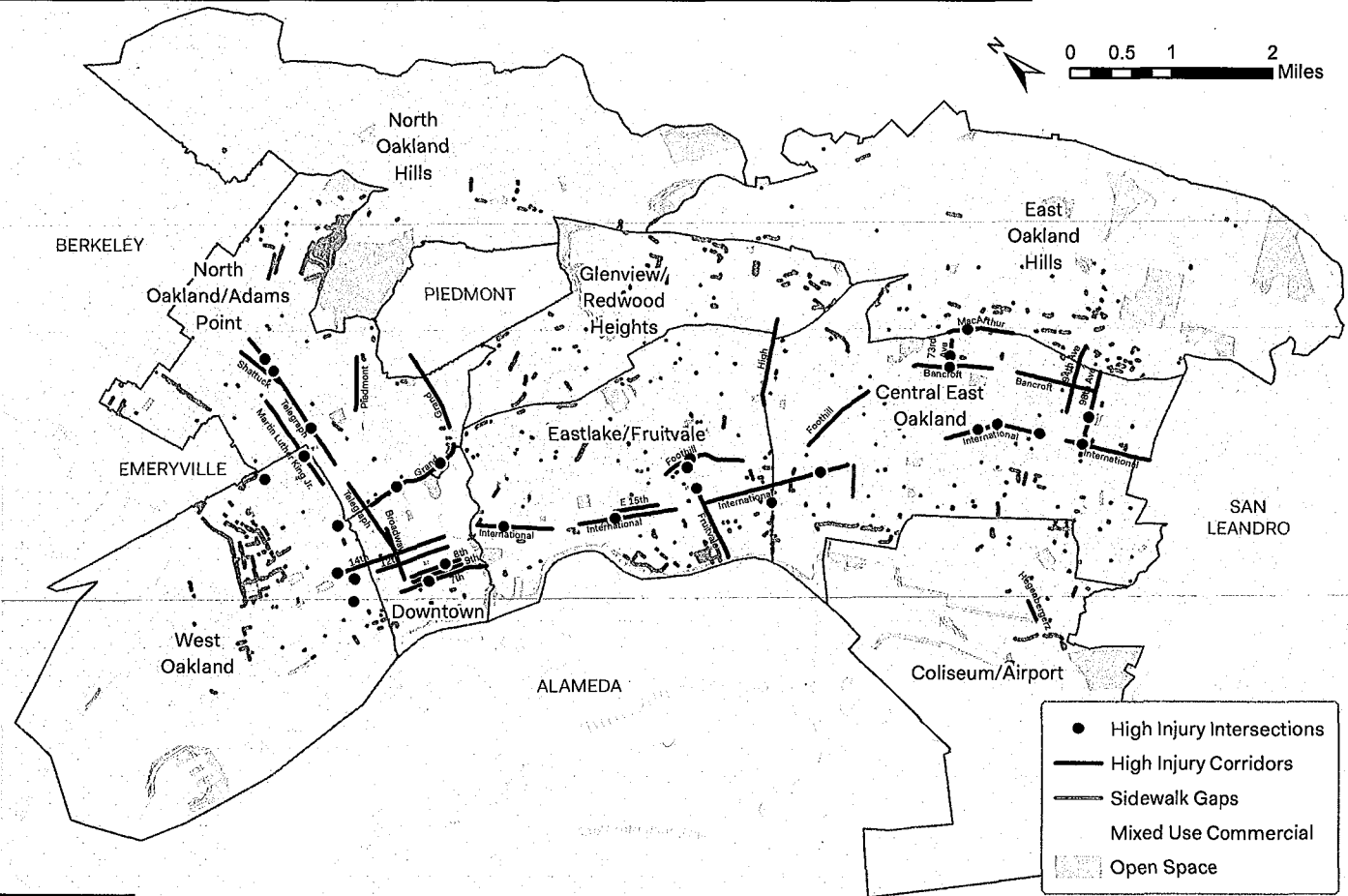
1

2

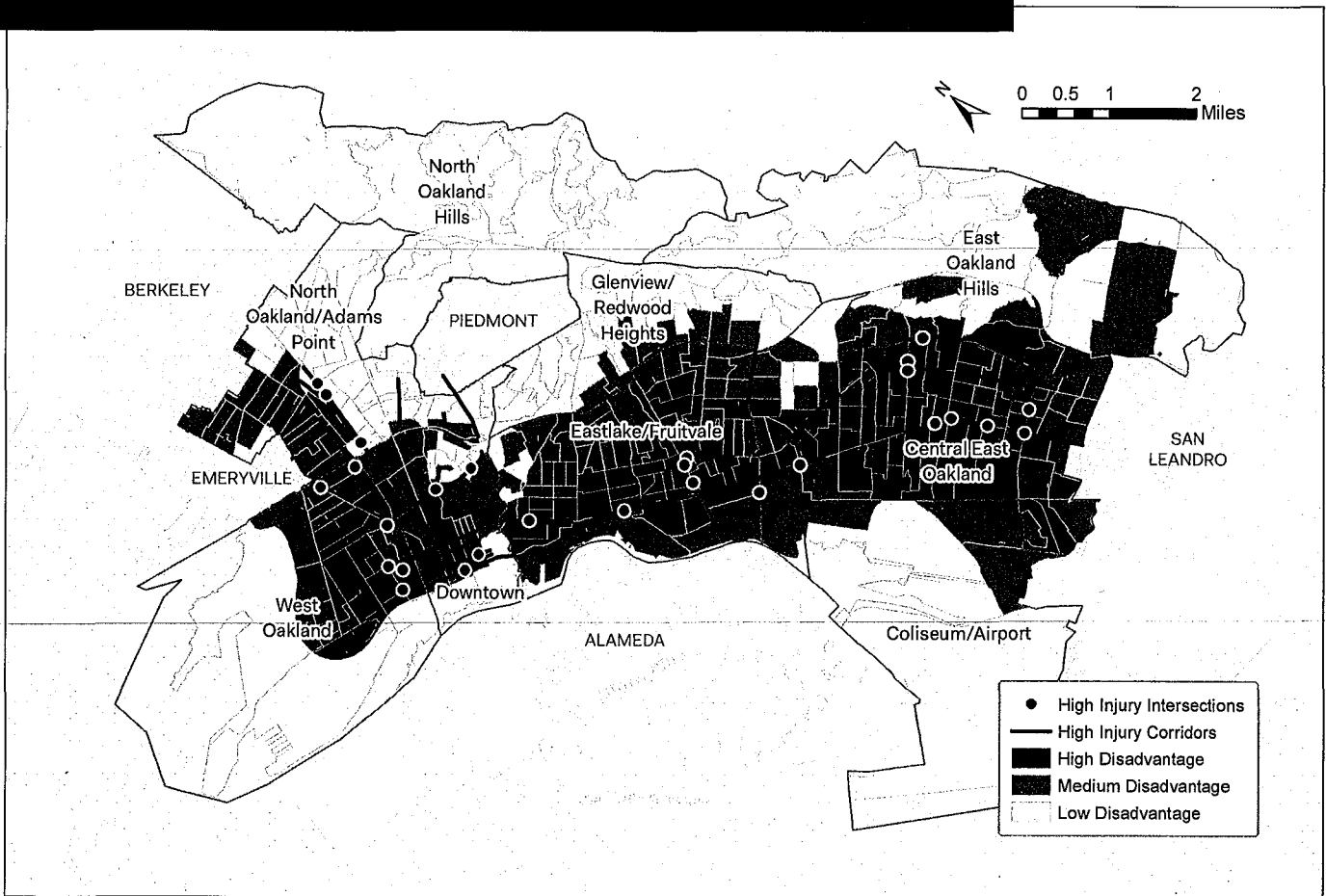


= Priority
Corridors &
Intersections

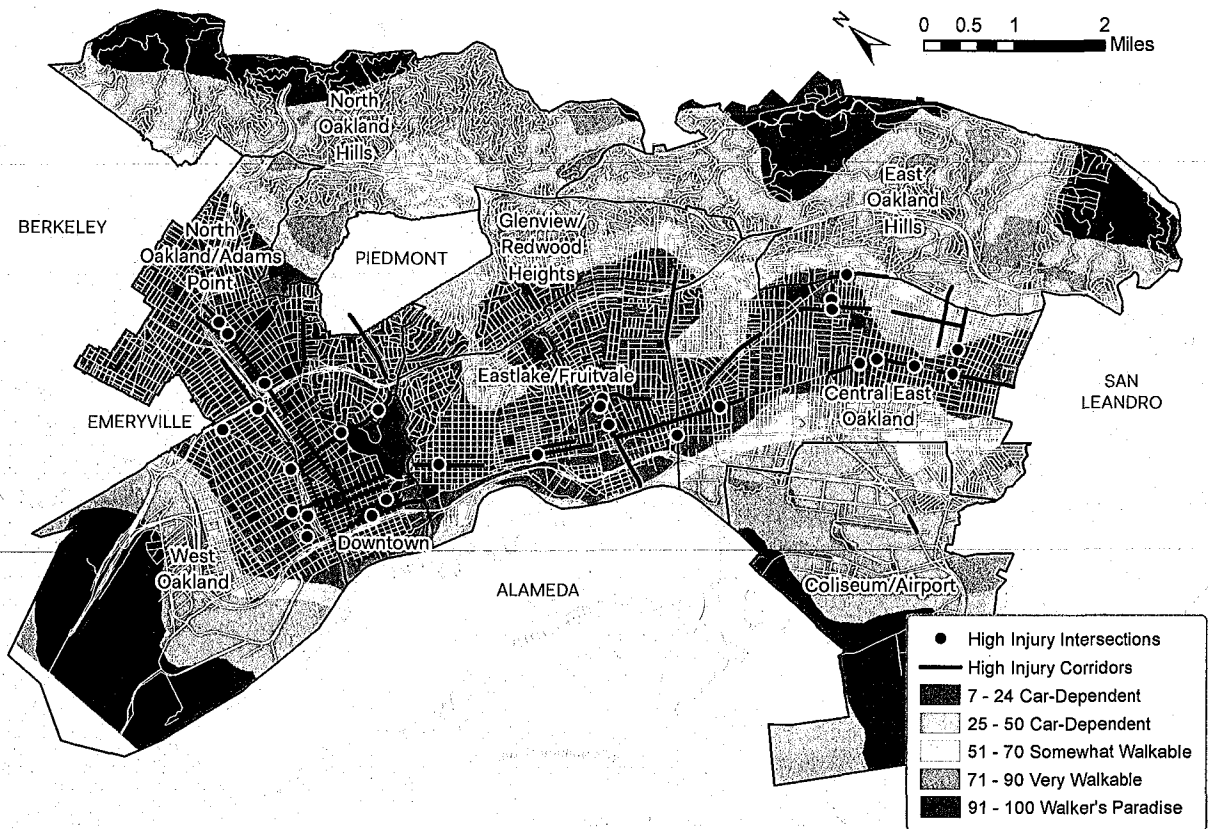
Safety



Equity



Walkability



Next Steps

City Council
June 20, 2017

Explore the Data!

<http://oakbec.s3.amazonaws.com/MapLanding/maps/DOTDashboard.html>



City of
Oakland

Department of Transportation

Thank You!

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Menaka Mohan

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<https://beta.oaklandca.gov/documents/pedestrian-master-plan-update>



City of
Oakland



Oakland Walks! 2017 Pedestrian Master Plan Update CEQA Analysis

I. SUMMARY OF FINDINGS/CONCLUSIONS

The *Oakland Walks! 2017 Pedestrian Master Plan Update (2017 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 Plan*, an update to the *2002 Pedestrian Master Plan (2002 PMP)*, catalogues the priorities of the City for maintaining and improving pedestrian infrastructure and implementing pedestrian-related programs and policies. Adoption of the *2017 Plan* by the Oakland City Council is a discretionary act that is subject to the California Environmental Quality Act (CEQA), with the City as the Lead Agency.

The *2002 PMP* was accompanied by a Mitigated Negative Declaration (2002 PMP MND), which also provides the basis for the *2017 Plan's* CEQA analysis. Separate and independently, qualified documents that can also be used as a basis to provide CEQA clearance of the *2017 Plan* include Oakland's 1998 General Plan Land Use and Transportation Element (LUTE) Environmental Impact Report (1998 LUTE EIR) and the 1996 Open Space Conservation and Recreation Element (OS) Mitigated Negative Declaration (1996 OSCAR Negative Declaration). These are collectively referred to throughout this document as "Previous CEQA Documents". The policies and programs, along with the pedestrian safety treatments and countermeasures described in the *2017 Plan* are consistent with those included in the previously adopted documents and analyzed in the Previous CEQA Documents. No legal actions were filed challenging the Previous CEQA Documents and thus are presumed valid.

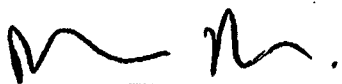
Furthermore, the proposed policies, programs and projects associated with *2017 Plan* would be required to comply with any applicable mitigation measures identified in the 2002 PMP MND (See Appendix 3) in the Previous CEQA Documents described above, and with the specifications identified in the 2009 edition of the *Standard Specifications for Public Works Construction* and the accompanying *Oakland Special Provisions* (collectively referred to as "*Green Book*"), and in adherence with all relevant federal, state, and local statutes and regulations. The *Green Book*, and relevant federal, state, and local statutes and regulations are considered to be Uniformly Applied Development Standards per CEQA Guidelines 15183.

The analysis in this environmental review document supports the determination that the proposed project qualifies for an addendum pursuant to CEQA Guidelines Section 15164 (Addendum to an EIR) as none of the conditions requiring a supplemental or subsequent EIR, as specified in Public Resources Code section 21166 and CEQA Guidelines Sections 15162 (Subsequent EIRs) and 15163 (Supplement to an EIR), are present. Specifically, the *2017 Plan* does not create new significant environmental impacts or substantially increase the severity of significant impacts already identified in the Previous CEQA Documents. The potential environmental impacts associated with the *2017 Plan* have been adequately analyzed and covered in the other Previous CEQA Documents. Therefore, no further review or analysis under CEQA is required.

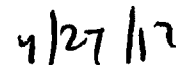
Separately and independently, the proposed project also qualifies for an exemption per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), as there are no project specific effects which are peculiar to the project that were not addressed in the Previous CEQA Documents.

As a further separate and independent basis, the proposed project is also exempt per CEQA Guidelines (1) Section 15301 c, d, and e (Existing Facilities); (2) Section 15302 (Replacement or Reconstruction); and/or (3) Section 15304a and f (Minor Land Alterations).

Taken together, this CEQA analysis finds that adoption and implementation of the each of the above findings provides a separate and independent basis for CEQA compliance.



Darin Ranelletti
Environmental Review Officer



Date

II. PROJECT DESCRIPTION

The *2017 Plan* is intended to provide citywide policy direction and guide the development, enhancement and implementation of actions the City and the community can take to improve pedestrian safety and mobility. The *2017 Plan* will direct the City of Oakland in continuing its legacy of leadership on pedestrian planning. The *2017 Plan* outlines a five year plan based on a clear vision, goals, and specific targets related to:

- **Equity:** Recognizing a historical pattern of disinvestment, focus investment and resources to create equitable, accessible walking conditions to meet the needs of Oakland's diverse communities.
- **Holistic Community Safety:** Make Oakland's pedestrian environment safe and welcoming.
- **Vitality:** Ensure that Oakland's pedestrian environment is welcoming and well connected, supports the local economy, and sustains healthy communities.
- **Responsiveness:** Develop and provide tools to ensure that Oakland creates and maintains a vibrant pedestrian environment.

Five outcomes guide the *2017 Plan's* implementation:

Outcome 1: Increase Pedestrian Safety

Outcome 2: Create Streets and Places that Promote Walking

Outcome 3: Improve Walkability to Key Destinations

Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments

Outcome 5: Improve, metrics, evaluations, funding and tools for creating pedestrian environments

Chapter 5 of the *2017 Plan* identifies 38 recommended actions that will help Oakland accomplish the Plan's four goals during the next five years.

Appendix B: Safety Strategy: Treatments/ Countermeasures identify actions that could be applied to increase pedestrian safety at several specific high injury intersections and high injury corridors. Appendix C: Safety Toolkit of the *2017 Plan* lists the universe of typical pedestrian safety treatments and countermeasures that could be implemented to improve walking conditions. Collectively, these pedestrian safety improvements and countermeasures are referred to as "safety treatments and countermeasures."

III. CEQA ANALYSIS

Consistency with Previously Adopted Plans

The policies, program and project element types included in the *2017 Plan* are not significantly different from those included in the *2002 PMP*, and from those included in other previously adopted Plans. All 38 recommendations in the *2017 Plan* have been compared and found consistent to the previously adopted plans that are the basis for the analysis in the "Previous CEQA documents". This concurrence is documented in **Appendix 1**. Similarly, safety treatments and countermeasures (i.e., crosswalks, pedestrian lighting, and traffic signals) are identified and found similar to those in *2002 PMP*. This concurrence is documented in **Appendix 2**. **Appendix 3** compares the *2002 PMP* Mitigation Measures to the *2017 Plan* and describes why the previous mitigation measures are no longer needed or how they are addressed by changes to CEQA thresholds and current City code updates.

CEQA Topics

As concluded in the *2002 PMP* MND, there are no impacts regarding the following topics: Aesthetics, Cultural Resources, Geology and Soils, Hydrology and Water Quality, Land Use, Mineral Resources, Population and Housing, Public Services, Recreation, and Utilities and Service Systems. There are no substantial changes in the project or circumstances including construction or operational impacts.

The 2002 PMP MND also found no significant environmental impacts for the following topics, but they are nevertheless analyzed below:

Air Quality

The 2017 Plan would not increase vehicle miles traveled, as provisions in the 2017 Plan would encourage walking instead of driving. Therefore the 2017 Plan would not result in increased particulate emissions. The 2017 Plan could result in construction of minor projects such as crosswalk striping, traffic signal modification, and installation of lighting. Any potential construction which may be affected by adoption of the 2017 Plan is neither more, nor less, likely to create a significant environmental impact due to the 2017 Plan. All projects must comply with relevant federal, state, and local statutes and regulations. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction, 2009 Edition" (Green Book) and Oakland's "Special Provisions" Section 7-8, Work Site Maintenance.

Biological Resources

Oakland is a built-out urban area, and, as such, the 2017 Plan policies, programs, and projects will have no significant impact on biological resources. Only minor improvements will be made for pedestrian facilities, such as bulb outs, crosswalk striping, and signal timing. The types of safety treatments and countermeasures to be applied in Oakland will have no adverse effect, either directly or indirectly on any habitat, any species identified as a candidate, sensitive, or special status species, riparian habitat or other sensitive natural communities identified in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service. Federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means will not be affected.

The pedestrian facility improvements described will not interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites. Any potential tree removal will be examined through the City's Tree Removal and Protection Permit Process. Finally, these improvements will not conflict with the provisions of the adopted Open Space Conservation and Recreation General Plan Element of the City of Oakland.

All projects must comply with relevant federal, state, and local statutes and regulations. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction, 2009 Edition" (Green Book) and Oakland's "Special Provisions" Section 7-5 Permits and Licenses.

Greenhouse Gas Emissions

The City's adoption of this Plan would not fundamentally conflict with an applicable plan, policy, or regulation adopted for the purposes of reducing greenhouse gas emissions. In fact the 2017 Plan is designed to help achieve the City's goal of reducing annual vehicle miles traveled by 20 percent from 2005 levels, which will also reduce the generation of transportation-related air pollutants as described in 2010 Climate Action Plan. Any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction, 2009 Edition" (Green Book) and Oakland's "Special Provisions" Section 7-8, Work Site Maintenance.

Hazards and Hazardous Materials

The 2017 Plan would not cause a hazard nor create a significant impact related to hazardous materials. The minor improvements that will be made for pedestrian facilities, such as bulb outs, crosswalk striping, and signal timing adjustments will have no adverse effect, either directly or indirectly. Any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best

practices and standards outlined in the "Standard Specifications for Public Works Construction, 2009 Edition" (Green Book) and Oakland's "Special Provisions" Section 6-3.3 Hazardous Material and Waste Encountered during Operations, Prosecution, Progress and Acceptance of the Work.

Noise

The *2017 Plan* would not cause a significant impact related to noise. To the extent that the *2017 Plan* includes actions promoting pedestrian safety and walkability may cause noise impacts, these actions are consistent with the City's General Plan and are considered cleared by the Previous CEQA Documents. Any potential construction which may be affected by adoption of the *2017 Plan* (such as the degree to which improvement of an existing intersection includes pedestrian safety improvements) is neither more, nor less, likely to have an impact due to the *2017 Plan*. All projects must comply with relevant federal, state, and local statutes and regulations. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction, 2009 Edition" (Green Book) and Oakland's "Special Provisions" Section 7-10, Public Convenience and Safety.

Transportation/Traffic

The *2017 Plan* would not cause a significant impact related to Transportation/Traffic. Effective October 17, 2016, staff updated the City of Oakland's California Environmental Quality Act (CEQA) Thresholds of Significance Guidelines related to transportation impacts in order to implement the directive from Senate Bill 743 (Steinberg 2013) to modify local environmental review processes by removing automobile delay, as described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion as a significant impact on the environment pursuant to CEQA¹. The *2017 Plan* would not increase vehicle miles traveled, as no provisions in the *2017 Plan* encourage driving. The *2017 Plan* is designed to help achieve the City's goal of reducing annual vehicle miles traveled by 20 percent from 2005 levels, which also reduces the generation of transportation-related air pollutants as described in *2010 Climate Action Plan*.

Any potential construction which may occur as a result of adoption of the *2017 Plan* (such as the degree to which improvement of an existing intersection includes pedestrian safety improvements) is neither more, nor less, likely to have an impact due to the *2017 Plan*. All projects must comply with relevant federal, state, and local statutes and regulations. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction", 2009 Edition Green Book, and Special Provisions Section 10, Public Convenience and Safety.

¹ <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak062796.pdf>

Appendix 1 Policies and Programs – Consistency Analysis with Previously Adopted Plans

All 38 recommendations in the 2017 Plan have been compared and found consistent with the policies and programs from the previously adopted plan and analyzed in “Previous CEQA documents”.

No	Recommendation	Supporting Policy from Previously Adopted Plans
1.	<p>Implement the Pedestrian Safety Strategy</p> <ul style="list-style-type: none"> • Implement near-term (often lower cost) improvements to pedestrian crossings • Implement longer term improvements (often higher cost) to pedestrian crossings • Proactively address and identify pedestrian safety treatments near high injury intersections that have the same conditions 	<p>Consistent with LUTE pol T2.4 (Encourage transportation improvements that facilitate economic development) LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol T4.1 (The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking), LUTE Pol W2.10 (Making public improvements as a part of projects) LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. T4.10 (Converting underused travel lanes), LUTE pol T.6.2 (Improving streetscapes), LUTE pol N9.3 (Maintaining a positive image), LUTE pol. N12.5 (Reducing capital improvement disparities) LUTE Pol. N1.2 (Placing public transit stops), OS 5.2 (Joint use of rights-of-way), 2002 PMP Pol. 1.1 (Crossing Safety), PMP 2002 Pol 1.2 (Traffic Signals), PMP 2002 Pol. 2.2 (Safe Routes to School), and PMP 2002 Policy 2.3 (Safe Routes to Transit).</p>
2.	<p>Adopt a Vision Zero Policy and communication strategy</p>	<p>Consistent with LUTE pol. 3.5 (Including bikeways and pedestrian walks), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. T4.6 (Making transportation accessible for everyone), OS 5.4 (Maintenance of mid-block paths), 2002 PMP Pol. 1.1 (Crossing Safety), PMP 2002 Pol. 2.2 (Safe Routes to School), PMP 2002 Policy 2.3 (Safe Routes to Transit), and PMP 2002 Pol.4.1 (Education).</p>
3.	<p>Implement a pedestrian signal policy that prioritizes pedestrian safety</p>	<p>Consistent with LUTE pol T.6.2 (Improving streetscapes), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol. N1.2 (Placing public transit stops), and PMP 2002 Pol. 1.2 (Traffic Signals).</p>
4.	<p>Develop a temporary traffic control protocol for new developments that impact the pedestrian environment</p>	<p>Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol T4.1 (The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol T.6.2 (Improving streetscapes), , LUTE pol N9.3 (Maintaining a positive image), LUTE N 9.4 (Facilitating public events), OS 5.2 (Joint use of rights-of-way), 2002 PMP Pol. 1.1</p>

		(Crossing Safety), PMP 2002 Pol. 1.2 (Traffic Signals), PMP 2002 Pol. 3.1 (Streetscaping), and PMP 2002 Policy 3.2 (Land Use)
5.	Establish 25 mph zone program	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol T.6.1 (Posting Maximum Speeds), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. T4.10 (Converting underused travel lanes), LUTE pol N9.3 (Maintaining a positive image) OS-2.2 (School Yard Enhancement), and PMP 2002 Pol. 1.1 (Crossing Safety).
6.	Improve security for pedestrians through lighting	Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T6.2 (Improving streetscapes), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. D5.1 (Encouraging twenty-four hour activity), LUE D4.1 (Supporting development), OS-2.2 (School Yard Enhancement), LUTE Pol N10.2 (Maintaining public property), PMP 2002 Pol. 1.1 (Crossing Safety), and PMP 2002 Pol. 3.1 (Streetscaping).
7.	Work with the Department of Race and Equity and the Police Department to enforce traffic safety that does not further impact racial disparities or racial profiling	Consistent with LUTE pol N9.3 (Maintaining a positive image), LUTE pol T4.6 (Making transportation accessible for everyone), LUTE pol. N12.5 (Reducing capital improvement disparities), LUTE N.5.1 (environmental justice), and PMP 2002 Pol. 4.2 (Enforcement).
8.	Work with advocates to change state laws related to speed limits and automated speed enforcement. Additionally, develop local policies augmenting the California Manual on Uniform Traffic Control Devices.	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol T4.6 (Making transportation accessible for everyone), LUTE pol. N12.5 (Reducing capital improvement disparities), OS-2.2 (School Yard Enhancement), OS 5.2 (Joint use of rights-of-way), LUTE pol I/C 3.2 (Enhancing business districts), PMP 2002 Pol. 1.1 (Crossing Safety), PMP 2008 Pol. 1.2 (Traffic Signals), and PMP 2002 Pol. 2.2 (Safe Routes to School).
9.	Develop a pedestrian safety toolkit	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. D5.1 (Encouraging twenty-four hour activity), consistent with complete streets policy (Resolution No. C.M.S. 84024), LUTE pol. N12.5 (Reducing capital improvement disparities), OS 5.2 (Joint use of rights-of-way); LUTE pol I/C 3.2 (Enhancing business districts), PMP 2002 Pol. 1.1 (Crossing Safety), and PMP 2008 Pol. 1.2 (Traffic Signals).
10.	Maintain roadway features that reduce speeds and make pedestrian crossings safer	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians),

		LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. D5.1 (Encouraging twenty-four hour activity), consistent with complete streets policy (Resolution No. C.M.S. 84024). Consistent with LUTE pol T.6.2 (Improving streetscapes), LUTE pol N9.3 (Maintaining a positive image), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. N12.5 (Reducing capital improvement disparities), OS 5.2.4 (Traffic island and median enhancement), LUTE Pol N10.2 (Maintaining public property), PMP 2002 Pol. 1.1 (Crossing Safety), PMP 2008 Pol. 1.2 (Traffic Signals), and PMP 2002 Pol. 2.2 (Safe Routes to School).
11.	Integrate pedestrian safety into street design guidelines when developed	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. D5.1 (Encouraging twenty-four hour activity), consistent with complete streets policy (Resolution No. C.M.S. 84024), OS 5.2.4 Traffic island and median enhancement, LUTE N 9.4 (Facilitating public events), PMP 2002 Pol. 1.1 (Crossing Safety), PMP 2008 Pol. 1.2 (Traffic Signals), PMP 2002 Pol. 2.1 (Route Networks), PMP 2002 Pol. 2.2 (Safe Routes to School), and PMP 2002 Policy 2.3 (Safe Routes to Transit).
12.	Update the street tree element of the City Tree Plan	Consistent with LUTE pol T6.2 (Improving streetscapes), OSCAR pol OS-12.1.1 (Adoption of street tree plan), OS 11 (Civic open spaces), OS 12 (Street Trees), PMP 2002 Pol. 3.1 (Streetscaping), and PMP 2002 Policy 3.2 (Land Use).
13.	Integrate art and playfulness into pedestrian infrastructure	OS 5.2 (Joint use of rights-of-way), OS 5.2.4 Traffic island and median enhancement, OS 11.3 (Public art requirements), LUTE N 9.4 (Facilitating public events), and PMP 2002 Pol. 3.1 (Streetscaping).
14.	Update the ADA Transition Plan and carry out its recommendations	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians), LUTE pol. T4.6 (Making transportation accessible for everyone), Consistent with complete streets policy (Resolution No. C.M.S. 84024), LUTE pol N9.3 (Maintaining a positive image), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. N12.5 (Reducing capital improvement disparities), PMP 2002 Pol. 1.1 (Crossing Safety), PMP 2008 Pol. 1.2 (Traffic Signals), PMP 2002 Pol. 1.3 (Sidewalk Safety), PMP 2002 Pol. 2.1 (Route Networks), PMP 2002 Pol. 2.2 (Safe Routes to School), PMP 2002 Policy 2.3 (Safe Routes to Transit), and PMP 2002 Pol. 4.1. (Education).
15.	Create a public space program	Consistent with OS-2.6 (Street Closures for Parks, Plazas, and Gardens), LUTE pol T3.5 (Including bikeways and pedestrian walks),

		LUTE pol T4.6 (Making transportation accessible for everyone), OS 2.5.1 (Use of City-owned sites), OS 5.2 (Joint use of rights-of-way), OS 5.2.4 (Traffic island and median enhancement, OS 7.5 (Lateral access and links to the flatlands), OS 11 (Civic open spaces), OS 11.3 (Public art requirements), OS 12 (Street Trees), LUTE N 9.4 (Facilitating public events), LUTE pol N10.2 (Maintaining public property), PMP 2002 Pol. 3.1 (Streetscaping), and PMP 2002 Pol. 3.2 (Land Use).
16.	Partner with public health advocacy groups to promote the health benefits of walking	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol T4.6 (Making transportation accessible for everyone), OS-2.2 (School Yard Enhancement), and PMP 2002 Pol. 4.1. (Education).
17.	Partner with the City's Façade Improvement Program to support a program to support low-income property owners in repairing sidewalks	Consistent with LUTE pol T.6.2 (Improving streetscapes), LUTE pol N9.3 (Maintaining a positive image), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. T4.6 (Making transportation accessible for everyone), OS 5.2.4 (Traffic island and median enhancement), LUTE pol N10.2 (Maintaining public property), PMP 2002 Pol. 1.3 (Sidewalk Safety), PMP 2002 Pol. 3.1 (Streetscaping), and PMP 2002 Pol. 3.2 (Land Use).
18.	Partner with violence prevention advocates, OPD, and other community groups to address the link between safety and walking	Consistent with LUTE pol T6.2 (Improving streetscapes), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. D5.1 (Encouraging twenty-four hour activity), Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol. T4.6 (Making transportation accessible for everyone), OS-2.2 (School Yard Enhancement), OS 5.2 (Joint use of rights-of-way), PMP 2002 Pol. 2.2 (Safe Routes to School), PMP 2002 Pol. 4.1. (Education), and PMP 2002 Pol. 4.2 (Enforcement).
19.	Develop a prioritization strategy for implementing the City's Safe Routes to Schools program	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. D5.1 (Encouraging twenty-four hour activity), consistent with complete streets policy (Resolution No. C.M.S. 84024), OS-2.2 (School Yard Enhancement), PMP 2002 Pol. 1.1 (Crossing Safety), and PMP 2008 Pol. 1.2 (Traffic Signals).
20.	Create a Safe Routes to Transit Program	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. D5.1 (Encouraging twenty-four hour activity), consistent with complete streets policy (Resolution No. C.M.S. 84024), OS 2.5.1 (Use of City-owned sites), OS 5.2 (Joint use of rights-of-way), OS 5.2.4 (Traffic island and median enhancement), PMP 2002 Pol. 2.1 (Route Networks), and PMP 2002 Policy 2.3 (Safe Routes to Transit).

21.	Support the development of a Citywide Pedestrian Wayfinding program	LUTE Pol N10.2 (Maintaining public property), LUTE pol I/C 3.2 (Enhancing business districts), LUTE D4.1 (Supporting development), and PMP 2002 Pol. 3.1 (Streetscaping).
22.	Identify missing sidewalk connections and prioritize for improvement	Consistent with LUTE pol T.6.2 (Improving streetscapes), LUTE pol N9.3 (Maintaining a positive image), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. T4.6 (Making transportation accessible for everyone), OS 5.2.4 Traffic island and median enhancement, PMP 2002 Pol. 1.3 (Sidewalk Safety), PMP 2002 Pol. 2.1 (Route Networks), and PMP 2002 Pol. 2.2 (Safe Routes to School).
23.	Improve pedestrian environment under and over freeways	Consistent with LUTE pol T.6.2 (Improving streetscapes), LUTE pol N9.3 (Maintaining a positive image), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. T4.6 (Making transportation accessible for everyone), OS 7.5.2 (Improvements to Broadway underpass), OS 7.5.4 (Improvements to 16 th and 66 th Avenue Overcrossings), OS 11.3 (Public art requirements), LUTE Pol N10.2 (Maintaining public property), PMP 2002 Pol. 1.3 (Sidewalk Safety), PMP 2002 Pol. 2.1 (Route Networks), and PMP 2002 Pol. 3.1 (Streetscaping).
24.	Increase travel options between transit and major job, education, and neighborhood centers	OS 5.2 (Joint use of rights-of-way), OS 5.2.4 (Traffic island and median enhancement), LUTE D4.1 (Supporting development), PMP 2002 Pol. 1.3 (Sidewalk Safety), PMP 2002 Pol. 2.1 (Route Networks), PMP 2002 Pol. 2.2 (Safe Routes to School), and PMP 2002 Policy 2.3 (Safe Routes to Transit).
25.	Use old and new media including social media and other web tools to connect with Oaklanders on pedestrian topics	LUTE N 9.4 (Facilitating public events) and PMP 2002 Pol. 4.1. (Education).
26.	Partner with neighborhood groups to perform walk audits	Consistent with LUTE pol T3.5 (Including bikeways and pedestrian walks), LUTE pol. 4.10 (Converting underused travel lanes), LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T.6.2 (Improving streetscapes), LUTE pol. D3.1 (Promoting pedestrians), LUTE pol. T4.6 (Making transportation accessible for everyone), LUTE pol. D5.1 (Encouraging twenty-four hour activity), consistent with complete streets policy (Resolution No. C.M.S. 84024), OS-2.2 (School Yard Enhancement), OS 2.5.1 (Use of City-owned sites), PMP 2002 Pol. 1.3 (Sidewalk Safety), and PMP 2002 Pol. 2.2 (Safe Routes to School).
27.	Expand neighborhood traffic calming programs Citywide	OS 5.2.4 Traffic island and median enhancement, OS 5.4 Maintenance of mid-block paths, LUTE Pol N10.2 (Maintaining public property), PMP 2002 Pol. 1.1 (Crossing Safety), PMP 2008 Pol. 1.2 (Traffic Signals), and PMP 2002 Pol. 4.2 (Enforcement).
28.	Support constituent-led initiatives to improve safety	Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol T6.2 (Improving streetscapes), LUTE pol. N11.4

		(alleviating public nuisances), LUTE pol. D5.1 (Encouraging twenty-four hour activity), OS 2.5.1 (Use of City-owned sites), OS 5.2.4 (Traffic island and median enhancement), PMP 2002 Pol. 2.2 (Safe Routes to School) and PMP 2002 Pol. 4.1. (Education).
29.	Develop a comprehensive campaign for safety education	Consistent with LUTE pol T6.2 (Improving streetscapes), LUTE pol. N11.4 (alleviating public nuisances), LUTE pol. D5.1 (Encouraging twenty-four hour activity), Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), LUTE pol. T4.6 (Making transportation accessible for everyone), OS-2.2 (School Yard Enhancement), PMP 2002 Pol. 2.2 (Safe Routes to School) and PMP 2002 Pol. 4.1. (Education).
30.	Update and maintain the City's sidewalk inventory dataset	OS 5.2.4 (Traffic island and median enhancement), OS 5.4 (Maintenance of mid-block paths), and PMP 2002 Pol. 1.3 (Sidewalk Safety).
31.	Evaluate and propose process improvements to the City's complaint-based traffic maintenance program	Consistent with LUTE Pol N10.2 (Maintaining public property), PMP 2002 Pol. 1.1 (Crossing Safety), and PMP 2002 Pol. 1.3 (Sidewalk Safety).
32.	Integrate before and after pedestrian safety evaluations into all transportation projects	Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan) and PMP 2002 Pol. 1.1 (Crossing Safety).
33.	Conduct routine pedestrian counts	Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan) and PMP 2002 Pol. 1.1 (Crossing Safety).
34.	Ensure staff are trained in national best practices for safe street design and management	PMP 2002 Pol. 2.2 (Safe Routes to School), PMP 2002 Policy 2.3 (Safe Routes to Transit), and PMP 2002 Pol. 4.1. (Education).
35.	Create a transportation safety data inventory and make it easily accessible to the public	Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan) and PMP 2002 Pol. 1.1 (Crossing Safety).
36.	Improve process for pedestrian safety improvement requests	Consistent with LUTE Pol N10.2 (Maintaining public property) and PMP 2002 Pol. 2.2 (Safe Routes to School),
37.	Work with the Department of Race & Equity to define equity for Oakland and develop quantitative equity metrics	Consistent with LUTE pol T4.6 (Making transportation accessible for everyone),), LUTE pol. N12.5 (Reducing capital improvement disparities), LUTE N.5.1 (environmental justice)
38.	Use data-driven approaches to prioritize and routinize pedestrian safety improvements	Consistent with LUTE pol T4.5 (Preparing a bicycle and pedestrian master plan), PMP 2002 Pol. 1.1 (Crossing Safety), PMP 2002 Pol. 2.1 (Route Networks), PMP 2002 Pol. 2.2 (Safe Routes to School) and PMP 2002 Policy 2.3 (Safe Routes to Transit).

Appendix 2: Project Element Types – Consistency with 2002 PMP

The Safety Treatments and Countermeasures listed below have been identified and examined in the same manner as the 2002 PMP, and by implication the 2002 Plan’s accompanying IS/MND. Thus, there would not be new significant impacts or a substantial increase in the severity of previously identified significant impacts with the 2017 Plan.

2017 Plan Appendix B: Treatments and Countermeasures		2002 PMP Chapter 5: Design Elements
1.	Add Exclusive Pedestrian Phasing	Pedestrian Signals
2.	Restrict Right Turn on Red	Traffic Signals
3.	Protected Right Turn Phase	Traffic Signals
4.	Modify Signal Timing	Traffic Signals
5.	Convert Permissive Phase to Protected or Protected/ Permissive Phasing	Traffic Signals
6.	Install Pedestrian Countdown Timers	Pedestrian Signals
7.	Implement Leading Pedestrian Interval (LPI)	Pedestrian Signals
8.	Implement Flashing Yellow Arrow	Flashers and Overhead Signs
9.	Install Raised Intersection/Pedestrian Crossing	Raised Crosswalk
10.	Install Raised Median/Refuge Islands	Refuge Islands
11.	Install In-Street “Yield for Pedestrians” Signs	Flashers and Overhead Signs
12.	Stripe Advance Yield Lines	Crosswalk Striping
13.	Restrict Parking at Intersection Approaches	Signage
14.	Provide Pedestrian Lighting	Lighting
15.	Reduce Corner Radii	Corner Radius
16.	Install a Pedestrian Signal	Pedestrian Signals
17.	Install a Pedestrian Hybrid Beacon	Pedestrian Signals
18.	Install Rectangular Rapid Flashing Beacon	Pedestrian Signals
19.	Install a Crossing Island (i.e., Pedestrian Refuge)	Refuge Islands
20.	Install Curb Extension	Bulb Outs
21.	Install a Raised Pedestrian Crossing	Refuge Islands
22.	Install a High Visibility Crosswalk Pavement Markings	Crosswalk Striping
23.	Implement a Road Diet (i.e., reduce the number of vehicle lanes)	Narrow Lanes, Slow Points, Restriping for Lane Reduction

Appendix 3: Mitigation Measures and Monitoring Program, 2002 PMP

The Table below shows the 2002 PMP Mitigation Measures adjacent to those of the 2017 Plan. The 2017 Plan column describes why the previous mitigation measures are no longer needed or how they are addressed by changes to CEQA thresholds and current City code updates.

2002 PMP Mitigation Measures	2017 Plan
Air Quality (IIIb, IIIc, and IIId)	
<p><i>Future pedestrian improvement projects may involve physical changes with air quality impacts. These projects would be subject to environmental review as separate projects. To ensure that the potential air quality impacts are less than significant, the following mitigation measure shall be implemented:</i></p>	<p><i>The 2017 Plan would not increase vehicle miles traveled, as provisions in the 2017 Plan would encourage walking instead of driving. Therefore the 2017 Plan would not result in increased particulate emissions. The 2017 Plan could result in construction of minor projects such as crosswalk striping, traffic signal modification, and installation of lighting. Any potential construction which may be affected by adoption of the 2017 Plan is neither more, nor less, likely to create a significant environmental impact due to the 2017 Plan.</i></p>
<ul style="list-style-type: none"> • Air quality analyses would be prepared, as appropriate, during the environmental review process for future projects in order to determine whether the projects would have the potential to create significant air quality impacts due to construction-generated dust or changes in traffic circulation. 	<ul style="list-style-type: none"> • All projects must comply with relevant federal, state, and local statutes and regulations. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the “Standard Specifications for Public Works Construction, 2009 Edition” (Green Book) and Oakland’s “Special Provisions” Section 7-8, Work Site Maintenance. Therefore, this 2002 PMP Air Quality mitigation measure is no longer necessary.
Noise (XIa, XIb, XIc, and XI d)	
<p><i>With implementation of the following mitigation measure, potential impacts on noise would be reduced to less than significant levels:</i></p>	<p><i>The 2017 Plan would not cause a significant impact related to noise. To the extent that the 2017 Plan includes actions promoting pedestrian safety and walkability may cause noise impacts, these actions are consistent with the City’s General Plan and are considered cleared by the Previous CEQA Documents. Any potential construction which may be affected by adoption of the 2017 Plan (such as the degree to which improvement of an existing intersection includes pedestrian safety improvements) is neither more, nor less, likely to have an impact to due to the 2017 Plan.</i></p>
<ul style="list-style-type: none"> • The operational and construction period ambient noise levels arising from pedestrian improvements will be analyzed, as appropriate, during the environmental 	<ul style="list-style-type: none"> • All projects must comply with relevant federal, state, and local statutes and regulations, including the City’s Noise Ordinances contained in the Planning and

<p>review process for future projects.</p>	<p>Municipal Codes. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction, 2009 Edition" (Green Book) and Oakland's "Special Provisions" Section 7-10, Public Convenience and Safety, as well as the previously mentioned City Noise Ordinances. Therefore, this 2002 PMP Air Quality mitigation measure is no longer necessary as it has been addressed as described above.</p>
<p>Transportation/Traffic (XVa, XVb, XVd, and XVf)</p>	
<p><i>The Pedestrian Master Plan identifies potential pedestrian improvements that, if implemented, may affect the volume to capacity ratio or level of service of city streets for motor vehicles. These potential improvements are bulb-outs, refuge islands, signal timing modifications, and street reconfigurations that reduce the number of motor vehicle travel lanes. To ensure that the potential impacts are less than significant, the following mitigation measures shall be implemented:</i></p>	<p><i>The 2017 Plan would not cause a significant impact related to Transportation/Traffic.</i></p> <p><i>Any potential construction which may occur as a result of adoption of the 2017 Plan (such as the degree to which improvement of an existing intersection includes pedestrian safety improvements) is neither more, nor less, likely to have an impact due to the 2017 Plan. All projects must comply with relevant federal, state, and local statutes and regulations. Further, any construction impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction", 2009 Edition Green Book, and Special Provisions Section 10, Public Convenience and Safety.</i></p>
<ul style="list-style-type: none"> Improvements needed for pedestrian safety and access shall be designed to the maximum extent feasible such that existing level of service of city streets for motor vehicles is not reduced. If such a reduction in level of service is unavoidable, traffic analyses will be conducted as part of the environmental review of that project to determine the impacts to motor vehicle circulation and appropriate mitigation measures imposed. 	<ul style="list-style-type: none"> Effective October 17, 2016, staff updated the City of Oakland's California Environmental Quality Act (CEQA) Thresholds of Significance Guidelines related to transportation impacts in order to implement the directive from Senate Bill 743 (Steinberg 2013) to modify local environmental review processes by removing automobile delay, as described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion as a significant impact on the environment pursuant to CEQA. The 2017 Plan would not increase vehicle miles traveled, as no provisions in the 2017 Plan encourage driving. The 2017 Plan is designed to help achieve the City's goal of reducing annual vehicle miles traveled by 20 percent from 2005 levels, which also reduces the generation of transportation-related air pollutants as described in 2010 Climate Action Plan. Therefore, this 2002 PMP Transportation mitigation measure is no longer applicable nor necessary.

<ul style="list-style-type: none"> Improvements needed for pedestrian safety and access shall be designed to the maximum extent feasible such that existing volume to capacity ratios of city streets for motor vehicles are not reduced. The Pedestrian Master Plan proposes traffic analyses of city streets with four or more motor vehicle lanes to identify those streets with excess motor vehicle capacity. These analyses will be part of the environmental review process for future pedestrian projects. The Plan suggests that the streets identified by these analyses are potential sites for lane reconfiguration projects such as a reduction of 6 to 4 motor vehicle lanes or 4 to 2 motor vehicle lanes plus the addition of center turn lanes and bicycle lanes. For those streets with excess motor vehicle capacity, potential projects will be evaluated based on the impact of the change to motor vehicle circulation and projections for future demand versus improved safety and access for pedestrians as well as improved livability for adjacent residents. 	<p>See above.</p>
<ul style="list-style-type: none"> As part of the environmental review of future pedestrian improvement projects, a construction-period traffic control plan shall be developed to address any potential impacts on traffic caused by lane closures or sidewalk closures necessitated by the construction activity. 	<ul style="list-style-type: none"> The City now has standard traffic engineering guidelines that already require a traffic control plan to control the flow and provide protection for bicyclists, and pedestrians during any land use or transportation construction project. Impacts specific to implementation of a project are already addressed by the City requirements that contractors implement best practices and standards outlined in the "Standard Specifications for Public Works Construction", 2009 Edition Green Book, and Special Provisions Section 10, Public Convenience and Safety. Therefore, this 2002 PMP Transportation-related mitigation measure is no longer necessary.
<p><i>Potential safety impacts of pedestrian improvement design features would be reduced to less than significant levels with implementation of the following mitigation measure:</i></p>	<p><i>The primary purpose of the 2017 Plan is to provide a safe pedestrian network.</i></p>
<ul style="list-style-type: none"> Impacts of future pedestrian improvement projects shall be subject to future environmental review, as appropriate, of their potential impacts on hazards due to design features. 	<ul style="list-style-type: none"> The policies, programs, and projects addressed in the 2017 Plan will substantially decrease hazards due to design features. Curb ramps, bulb outs, crosswalk striping, road diets, lighting, and other pedestrian focused facilities will improve safety, not diminish it. The City now has standard traffic engineering guidelines that require this type of analysis as part of project development. Therefore, this 2002 PMP Transportation-related mitigation measure is no longer necessary as it has been addressed as described above.
<p><i>Implementation of the following mitigation measure would reduce the potential negative impacts on motor vehicle parking to less than significant levels:</i></p>	<p><i>Negative impacts to vehicle parking are not considered environmental impacts.</i></p>
<ul style="list-style-type: none"> Improvements needed to ensure pedestrian safety and 	<p>The analysis of parking impacts is no longer required</p>

access shall be designed to the maximum extent feasible such that existing motor vehicle parking spaces are not removed. To the extent that such removal is unavoidable, a parking study shall be conducted as part of the future pedestrian project's environmental review to determine the project's negative impacts on parking and minimize those impacts.

under CEQA as a result of recent court decisions and amendments to CEQA statute. Adoption of the *2017 Plan* would not result in inadequate parking capacity, nor would it conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks). The *2017 Plan* actions that encourage infill and transit-oriented development patterns, implementation of the City's adopted Pedestrian and Bicycle Master Plans, reductions in the need for installed parking, and improvements in transit service delivery are consistent with General Plan policies covered under the Previous CEQA Documents. Therefore, this 2002 PMP Transportation-related mitigation measure is no longer applicable nor necessary.

Location:	Citywide.
Proposal:	Recommendation to the City Council to adopt <i>Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)</i> , as an amendment to the Land Use and Transportation Element of the Oakland General Plan. The Draft Plan updates the previously adopted 2002 Pedestrian Master Plan.
Applicant:	City of Oakland
Case File Number:	GP 17001
Planning Permits Required	General Plan Amendment
General Plan:	All General Plan Categories
Zoning:	All Zoning Categories
Environmental Determination:	A CEQA Analysis was prepared for the <i>Draft Plan</i> , which concluded that the <i>Draft Plan</i> qualifies for an addendum pursuant to CEQA Guidelines Sections 15162-15164 based on the previously adopted Mitigated Negative Declaration prepared for the <i>2002 Pedestrian Master Plan</i> ; and on a separate and independent basis, the <i>Draft Plan</i> is also exempt per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), CEQA Guidelines Section 15301 c, d, and e (Existing Facilities); Section 15302 (Replacement or Reconstruction); and Section 15304 a and f (Minor Land Alterations). The CEQA Analysis document may be reviewed online at http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf
Service Delivery District:	All
City Council District:	All
Status:	The Bicyclist and Pedestrian Advisory Commission recommended adoption of the <i>Draft Plan</i> on April 20, 2017.
Action to be Taken:	Conduct a public hearing, receive comments from the public, discuss and recommend adoption of the <i>Draft Plan</i> to City Council.
Finality of Decision:	N/A
For Further Information:	Contact Menaka Mohan at 510-238-6657 or mmohan@oaklandnet.com Project website: https://beta.oaklandca.gov/documents/pedestrian-master-plan-update

SUMMARY

The purpose of this Planning Commission hearing is to receive comments from the Planning Commission and the public on the *Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)*, which will constitute an amendment to the Land Use and Transportation Element (LUTE) of the General Plan, and the associated California Environmental Quality Act (CEQA) analysis, before considering the

following actions:

1. Recommend the City Council adopt the April 2017 CEQA Analysis;
2. Recommend the City Council adopt the *Draft Plan* as revised in **Attachment A**, as part of the LUTE; based in part, upon the General Plan Analysis and Adoption Findings in the Staff Report; and
3. Recommend the City Council authorize staff to make non-substantive, typographical and/or clerical edits.

The *Draft Plan* and CEQA Analysis were previously furnished separately to the Planning Commission, and are available to the public, through the City's website at

<https://beta.oaklandca.gov/documents/pedestrian-master-plan-update> and

<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf> respectively.

OVERVIEW

Background

Oakland Walks! The 2017 *Draft Pedestrian Master Plan Update (Draft Plan)* is an update to the City's previous Pedestrian Master Plan—California's first—written in 2002.¹ In the intervening decade-and-a-half, many changes to the practice of pedestrian planning have taken place, including:

- Improvements to the way that pedestrian facilities are designed; and
- Local success repurposing motor vehicle roadway space to space for walking (or biking and transit), such as the reconstruction of Lake Merritt Boulevard and three dozen other road diet projects (which reduce the number of motor vehicle travel lanes to gain more space for other purposes including a better walking environment and reduce speeds); and
- New standards for curb ramps and other facilities for people with disabilities.

With the passage of Measure BB in 2015, The Alameda County Transportation Commission requires that local jurisdictions update the Pedestrian Master Plan every five years to receive pass-through (non-competitive) as well as discretionary funding. An updated Pedestrian Master Plan is also needed to maintain eligibility for Caltrans' Active Transportation Program funds.

The *Draft Plan* helps implement the City of Oakland's General Plan policies included in the General Plan Land Use and Transportation Element (LUTE), as described in the "General Plan Analysis" section of this report. The *Draft Plan* also helps implement the Open Space, Conservation, and Recreation General Plan Element (1992), and other Citywide policies and Plans, including the City of Oakland's Oakland Energy and Climate Action Plan (2012), Complete Streets Policy (2013) and "Transit First Policy" (1996) (Resolution No.73036 C.M.S.), by acknowledging the benefits and value for the public health and welfare of reducing vehicle miles traveled and improving opportunities to walk, bicycle, and use public transit.

Aligning the Draft Plan with Oakland's Strategic Plan for Transportation

During the preparation of the *Draft Plan*, the City of Oakland's Strategic Plan for Transportation was

¹ Can be accessed here: <http://www2.oaklandnet.com/oakca1/groups/pwa/documents/report/oak025012.pdf>

released. To ensure consistency with the Strategic Plan, the *Draft Plan* goals were refined to align with the City’s core values for transportation, expressed in the Strategic Plan (see table below).

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	Vibrancy
Responsive Trustworthy Government	Responsiveness

Public Participation and Planning Process

The planning process for the *Draft Plan* began in May of 2015 with the convening of a Pedestrian Advisory Group (PAG) and a 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 understandable by the public and implementable by City staff. Below is a list of PAG/TAC Meetings that informed the content of the *Draft 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"> Reviewed 2017 Draft Plan

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 survey was also administered online and in person that assessed Oaklanders' priorities regarding the pedestrian environment. Nearly 600 people participated and provided comments input on what is needed to create a robust pedestrian environment in Oakland.

2017 Draft Plan Description and Organization

The *Draft Plan* is informed by a Vision, four Goals, five Outcomes, and 38 recommended actions described below:

Vision

Oakland will be a place where vibrant, safe and attractive streets give everyone the opportunity to walk to their destinations and to enjoy the convenience and health benefits of walking.

Goals

The *Draft Plan* is organized around four goals:

1. **Safety**: Make Oakland's Pedestrian environment safe and welcoming
2. **Equity**: Recognizing a historical pattern of disinvestment, focus investment and resources to create equitable, accessible walking conditions to meet the needs of Oakland's diverse communities
3. **Responsiveness**: Develop and provide tools to ensure that Oakland creates and maintains a vibrant pedestrian environment
4. **Vibrancy**: Ensure that Oakland's pedestrian environment is welcoming, well connected, supports the local economy, and sustains healthy communities.

Outcomes and Recommended Actions

Five outcomes guide the *Draft Plan* implementation. These five outcomes will be accomplished through 38 action items (Programs, Plans, Policies, and Projects) for the City to implement over the next five years. These actions were not only informed by the PAG/TAC, the BPAC, the MCPD and the DOT Strategic Plan, but also received internal review and input from the City's Planning & Building Department, the Department of Race and Equity, and the Public Works Agency.

Outcome 1: Increase pedestrian safety:

1. Implement improvements to High Injury Corridors
2. Adopt a Vision Zero Policy and communication strategy
3. Implement a pedestrian signal policy that prioritizes pedestrian safety
4. Implement a temporary traffic control protocol for new developments that impact the pedestrian environment
5. Establish 25 mph-zone program
6. Improve security for pedestrians through lighting

7. Work with the Department of Race and Equity and the Police Department to enforce traffic safety that does not further impact racial disparities or racial profiling
8. Work with advocates to change state laws related to speed limits and automated speed enforcement. Additionally, develop local policies augmenting the California Manual on Uniform Traffic Control Devices.
9. Implement the pedestrian safety toolkit
10. Maintain roadway features that reduce speeds and make pedestrian crossings safer

Outcome 2: Create streets and places that promote walking

11. Integrate pedestrian safety into street design guidelines when developed
12. Update the street tree element of the City Tree Plan
13. Integrate art and playfulness into pedestrian infrastructure
14. Update the ADA Transition Plan and carry out its recommendations
15. Create a public space program
16. Partner with public health advocacy groups to promote the health benefits of walking
17. Find resources for the City's Façade Improvement Program to support a program to support low-income property owners in repairing sidewalks
18. Partner with violence prevention advocates, OPD, and other community groups to address the link between safety and walking

Outcome 3: Improve walkability to key destinations

19. Develop a prioritization strategy for implementing the City's Safe Routes to Schools
20. Create a Safe Routes to Transit Program
21. Support the development of a Citywide Pedestrian Wayfinding program
22. Identify missing sidewalk connections and prioritize for improvement
23. Improve pedestrian environment under and over freeways
24. Increase travel options between transit and major job, education, neighborhood retail, and neighborhood centers

Outcome 4: Engage the Oakland community in creating vibrant pedestrian environments

25. Use old and new media including social media and other web tools to connect with Oaklanders on pedestrian topics
26. Partner with neighborhood groups to perform walk audits
27. Expand neighborhood traffic calming programs Citywide
28. Support constituent-led initiatives to improve safety
29. Develop a comprehensive campaign for safety education

Outcome 5: Improve metrics, evaluations, funding, and tools for creating pedestrian environments

30. Update and maintain the City's sidewalk inventory
31. Evaluate and implement process improvements to the City's complaint-based traffic maintenance program
32. Integrate before and after pedestrian safety evaluations into all transportation projects
33. Conduct routine pedestrian counts
34. Train staff in national best practices for safe street design and management

35. Create a transportation safety data inventory and make it easily accessible to the public
36. Improve process for pedestrian safety improvement requests
37. Work with the Department of Race & Equity to define equity for Oakland and develop quantitative equity metrics
38. Use data-driven approaches to prioritize and routinize pedestrian safety improvements

The *Draft Plan* is organized into six chapters (Policy Framework, Safety, Existing Conditions, Needs Analysis, Recommended Actions, and Prioritizing Pedestrian Improvements). Accompanying Appendices provide information on specific project details and include a suite of design “tools” that can be used to redesign pedestrian facilities and roadways for safety improvements.

- The **Policy Framework Chapter** provides the framework for policies and actions, derived from the *Draft Plan* 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 to identify the most dangerous streets and intersections for people walking. This chapter shows the results as the “High Injury Network”.
- The **Existing Conditions Chapter** evaluates walking conditions in nine geographic areas in Oakland, which were identified in previous Citywide planning efforts. Analyzing conditions in different areas in Oakland allows a comparison of the data regarding demographics, community characteristics (zero car households, for example), and injuries and fatalities, in addition to an understanding of the effects of different geographies on walking in Oakland.
- The **Needs Analysis Chapter** identifies the gap between where Oakland is now and where it needs to be to be a safe and walkable City for everyone. Policy, planning, and program needs were identified through technical analysis, the community engagement process, and an analysis of the City’s overall walkability. The Needs Analysis also identifies the need for the City to develop quantitative equity metrics to guide project development and capital improvement prioritization.
- 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.
- The **Prioritizing Pedestrian Improvements Chapter** recommends a methodology to identify areas of highest need for immediate investment. This methodology incorporates safety, equity, and access to destinations analyses. Because the City has limited resources, and implementing the improvements identified in this Plan has been estimated to cost more than 100 million dollars over five years, this *Draft Plan* proposes to first invest in the areas of the City most in need of improvements to the pedestrian environment, focusing investments on high injury corridors and intersections.

Review by the Bicycle and Pedestrian Advisory Commission (BPAC)

There were two public meetings held by the BPAC to discuss and review the Pedestrian Plan. The first was in March 2015. At this meeting, the City presented the initiation of the Pedestrian Master Plan Update in accordance with City goals and to maintain good standing for pass-through and 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 *Draft Plan* and progress to date. Staff noted that the *Draft 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 second BPAC meeting was held on April 20, 2017. Commissioner comments can be found in *Attachment A*. In addition, the Chair of the Commission wrote a letter of support for the Draft Plan which is incorporated in this report as *Attachment B*.

Review by the Mayor's Commission on Persons with Disabilities (MCPD)

The Draft Plan was also reviewed by the Mayor's Commission on Persons with Disabilities (MCPD). The primary recommendation was to include language on Universal Access, which has been incorporated into this report also in *Attachment A*.

GENERAL PLAN ANALYSIS AND ADOPTION FINDINGS

The updated Draft Plan will be adopted as an amendment to the LUTE, adopted in 1998 as part of the Oakland General Plan. Oakland's current Pedestrian Master Plan (PMP) was adopted as part of the LUTE in 2002. Appendix A of the Draft Plan lists related planning efforts by the City of Oakland, including the Open Space, Conservation, and Recreation Element (OSCAR) adopted in 1996 and other Plans adopted by the City Council. The project would implement LUTE Policy T4.5 which recommends the preparation, adoption, and implementation of a Bicycle and Pedestrian Master Plan.

As demonstrated below, and through-out this report, the Draft Plan is consistent with the existing general plan, meets and is consistent with the Alameda County Transportation Commission requirements, and will promote public health, safety and welfare. Specifically,

The *Draft Plan* is consistent with LUTE Transportation and Transit-Oriented Development objectives and policies to encourage use of alternative means of transportation by locating mixed use development, jobs, commercial activity, recreational uses, and social services near transit and designing streets to be attractive, safe, and pedestrian- and bicycle-friendly. Applicable *LUTE* Transportation-are listed below. Corresponding Recommended Actions in the *Draft Plan* are: 1-12, 14-23, 26, 28, 29, 32, 33, 35, and 37-38. These Actions in the *Draft Plan* encourage walking as a mode of transportation by creating a safe pedestrian environment and improving walkability to key destinations.

- **LUTE Policy T2.4**, Linking Transportation and Economic Development. Encourage transportation improvements that facilitates economic development
- **LUTE Policy T3.5**, Including Bikeways and Pedestrian Walks: The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realized streets, wherever possible.

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>

- **LUTE Policy T4.1, Incorporating Design Features for Alternative Travel:** The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking.
- **LUTE Policy T4.6, Making Transportation Accessible for Everyone.** Alternative modes of transportation should be accessible for all of Oakland's population. Including the elderly, disabled, and disadvantaged.
- **LUTE Policy T4.10, Converting Underused Travel Lanes:** Take advantage of existing transportation infrastructure and capacity that is underutilized. For example, where possible and desirable, convert underused travel lanes to bicycle or pedestrian paths or amenities.
- **LUTE Policy T6.2, Improving Streetscapes:** The City should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented and include lighting, directional signs, trees, benches, and other support facilities.

The Draft Plan is consistent with LUTE Neighborhoods objectives and policies to ensure sufficient housing quantity for current and future residents and an appropriate mix of housing affordability, unit sizes, and types; locate mixed use housing develop near transit and commercial corridors; provide adequate cultural, education, and other community facilities; inform community members about the potential environmental justice implications of encourage their active participation in the planning process; and ensure compatible development in terms of land use, density, scale, design and existing or desired character of surrounding development. Applicable LUTE Neighborhoods-related policies are listed below. Corresponding Recommended Actions in the Draft Plan are: 1, 3- 11, 13- 15, 17-18, 21- 23, 25, 29, 31, and 36-37. These Actions in the Draft Plan encourage walking as a mode of transportation near transit and schools, encourage the creation of new public space, and engage the Oakland community in creating vibrant pedestrian environment.

- **LUTE Policy N1.2, Placing Public Transit Stops.** The majority of commercial development should be accessible by public transit. Public transit stops should be places at strategic locations in Neighborhood Activity Centers and Transit-Oriented Districts to promote browsing and shopping by transit users.
- **LUTE Policy N9.3, Maintaining a Positive Image.** The City should strive to maintain a positive and safe public image.
- **LUTE Policy N9.4, Facilitating Public Events:** Public events, such as street fairs and parades contribute to vibrant neighborhood life the City should facilitate and support these events and work with area residents and businesses to manage their impacts.
- **LUTE Policy 10.2, Maintaining Public Property:** The installations of amenities and maintenance of all public-owned property in neighborhood commercial areas should be a high priority for the City.
- **LUTE N11.4, Alleviating Public Nuisances:** The City should strive to alleviate public nuisances and unsafe and illegal activities.
- **LUTE N12.5, Reducing Capital Improvement Disparities:** In its capital improvement and public service programs, the City should give special priority to reducing deficiencies in and disparities between, existing residential areas.

The Draft Plan is consistent with LUTE Industry and Commerce objectives and policies to enhance the downtown area as a hub for business by expanding and retaining Oakland's job base and economic strength and encouraging a variety of appropriately sited commercial uses including retail, offices, government, technology, and personal and professional services. Applicable LUTE Industry and Commerce-related policies include, but are not limited to, Policy I/C3.3. Corresponding Recommended Actions in the Draft Plan are: 21 and 24. These Actions in the Draft Plan encourage increased travel

options between transit and major job, education, neighborhood retail, and neighborhood centers and support the development of a Citywide pedestrian wayfinding program.

- **LUTE Policy I/C3.3**, Clustering Activity in “Nodes:” Retail uses should be focused in “nodes” of activity, characterized by geographic clusters of concentrated commercial activity, along corridors that can be accessed through many modes of transportation.

The Draft Plan is consistent with the Open Space Conservation and Recreation Element of the General Plan (OSCAR) to enhance the use of existing open spaces, parks, and recreational facilities; expand the amount of parks acreage and recreational facilities; protect the visual quality of Oakland’s visual resources; promote land use patterns and densities which improve regional air quality; expand existing transportation systems management to reduce congestion; require implementation of best practices during construction to minimize dust emissions; encourage the use of energy-efficient construction; protect habitat; control urban runoff; and minimize soil contamination hazards through appropriate storage and disposal of toxic substances. Applicable OSCAR policies are listed below. Corresponding Recommended Actions in the *Draft Plan* are: 1-2, 4-6, 8-13, 15-20, 22-24, and 26-30. These Actions in the *Draft Plan* increase pedestrian safety, support the development of public space and art in infrastructure, and improve the pedestrian environment near freeways.

- **OSCAR Policy OS-2.2**, Schoolyard Enhancement: Enhance the availability and usefulness of Oakland’s schoolyards and athletic fields as open space resources
- **OSCAR Policy OS-2.6**, Street Closures for Parks, Plazas, and Gardens: Where there is broad community and local support and where legally permissible, allow local street closures as a way of creating new parks, plazas, and garden sites in urban neighborhoods.
- **OSCAR Policy OS-2.5.1**, Use of City-Owned Sites-Evaluate City-owned property in the flatlands to determine which parcels meet the criteria listed in this policy. These parcels should be identified as possible sites for new or expanded City Parks.
- **OSCAR Policy OS-5.2**, Joint Use of Rights-of-Way: Promote the development of linear parks or trails within utility or transportation corridors, including transmission line rights-of-way, abandoned railroad rights of way, and areas under the elevated BART tracks.
- **OSCAR Policy OS-5.2.4**, Traffic Island and Median Enhancement: Inventory traffic island and medians under City jurisdiction and evaluate possible enhancement measures for these spaces.
- **OSCAR Policy OS-7.5**, Lateral Access and Links to the Flatlands: Improve lateral access along the Oakland shoreline and linkages between the shoreline and nearby neighborhoods by creating a “Bay Trail” along the length of the Oakland waterfront.
- **OSCAR Policy OS-7.5.2**, Improvements to Broadway Underpass: Consider sponsoring a design competition to enhance the I-880/Broadway underpass. Allocate downtown redevelopment funds towards improvement of the downtown waterfront connection.
- **OSCAR Policy OS-7.5.4**, Improvements to 16th and 66th Avenue overcrossings
- **OSCAR Policy OS-11**, Civic Open Spaces: To maintain and develop plazas, pocket parks, pedestrian walkways, and rooftop gardens in Oakland’s major activity centers and enhance the appearance of these and other public spaces with landscaping and art.
- **OSCAR Policy OS-11.3**, Public Art Requirements. Continue to require public art as a part of new public buildings or facilities. Consider expanding the requirement or creating voluntary incentives to private buildings with substantial public spaces.
- **OSCAR Policy OS-12**: Street Trees. To “green” Oakland’s residential neighborhoods and commercial areas with street trees.
- **OSCAR Policy OS-12.1.1**, Adoption of Street Tree Plan. Formally adopt a City of Oakland Street Tree Plan which addresses species selection for major streets and neighborhood and contains criteria for tree planting, maintenance, and removal.

The Alameda County Transportation Commission (ACTC) requires local jurisdictions to have an updated Local Pedestrian Master Plan and Local Bicycle Master Plan or a combined Local Pedestrian and Bicycle Plan to receive Measure B and Vehicle Registration Funds. Plans must be updated every five years. Additionally, each plan must include core elements to ensure that the plan is effective. Core elements from ACTC are described below with their corresponding elements in the *Draft Plan*, demonstrating the Draft Plan is consistent with and meets ACTC’s requirements.

Alameda County Transportation Commission Pedestrian Plan Core Elements	<i>Draft Plan</i>
Pedestrian safety	<u>Described in Recommended Actions Chapter, specifically Outcome 1: Increase pedestrian safety</u>
Pedestrian access, including accommodations for persons with disabilities	Described in Existing Conditions Chapter and <i>Outcome 2: Create Streets and Places that Promote Walking</i>
Streetscape design	<u>Described in Recommended Actions Chapter, specifically Outcome 2: Create Streets and Places that Promote Walking</u>
Traffic engineering practices	<u>Described in Recommended Actions Chapter, specifically Outcome 1: Increase pedestrian safety</u>
Public involvement	Described in Needs Analysis Chapter
Public health	Described in Existing Conditions Chapter
Enforcement, encouragement, and education	Described in <u>Recommended Actions Chapter</u>
Interagency coordination	Described in <u>Recommended Actions Chapter</u>
Implementation	Appendix B, Safety Strategy: Improvements/Countermeasures outline specific projects for implementation
Sustainability	<u>Described in Recommended Actions Chapter, specifically Outcome 3: Improve Walkability to Key Destinations</u>

KEY ISSUES

Key Findings

The 2017 Pedestrian Master Plan analyzed seven years (2008-2014) of crash data to determine Oakland’s High Injury Network-34 high injury corridors and 39 high injury intersections collectively known as the High Injury Network. Other key findings include:

- 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 severe 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.

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/TACs 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 socioeconomic disadvantages. These areas have often faced discriminatory practices on several fronts, including transportation-related investments. This equity analysis used the same factors developed by the Metropolitan Transportation Commission (MTC) to identify the Bay Area’s “Communities of Concern”, a set of standards that have been generally accepted as a proxy for underserved communities. 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 *Draft 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. See page 31 in the *Draft Plan for a map of Oakland’s Communities of Concern*.

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 *Draft 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, as it does not account for many factors that may influence walking trips such as topography, speed limits, sidewalk presence or width, trees, lighting, or pedestrian friendly design.

Proposed Changes to the Draft Plan since its release in April

Proposed changes to Plan are contained in *Attachment -A Proposed Changes to the Draft Plan released on April 6, 2017 for Public Review*. Most of the proposed changes correct data and provide clarifying sentences in the Existing Conditions Chapter. Staff proposed changes as it relates to Universal Access based on comments from the Mayor’s Commission on Persons with Disabilities (MCPD) and modified the vision to reflect comments heard at the BPAC and the PAG/TAC. Staff also proposed renaming the Walkability Analysis in “Prioritizing Pedestrian Improvements” to “Proximity to Destinations” based on the comments from BPAC and PAG/TAC.

ENVIRONMENTAL REVIEW

The CEQA Analysis prepared for the 2017 Draft Plan was provided to the Planning Commission separately, and is available to the public through the City’s website:
<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak063750.pdf>.

The CEQA Analysis prepared for the *Draft Plan* concluded that the *Draft Plan* qualifies for an addendum pursuant to CEQA Guidelines Sections 15162-15164 based on the previously adopted Mitigated Negative Declaration prepared for the *2002 Pedestrian Master Plan*; and on a separate and independent basis, the *Draft Plan* is also exempt per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), CEQA Guidelines Section 15301 c, d, and e (Existing Facilities); Section 15302 (Replacement or Reconstruction); and Section 15304 a and f (Minor Land Alterations).

RECOMMENDATIONS

Staff recommends that the Planning Commission take public testimony, close the public hearing, and:

1. Recommend the City Council adopt the April 2017 CEQA Analysis;
2. Recommend the City Council adopt the *Draft Plan* as revised in *Attachment A*, as part of the LUTE; based in part, upon the General Plan Analysis and Adoption Findings in the Staff Report; and
3. Recommend the City Council authorize staff to make non-substantive, typographical and/or clerical edits.

Prepared by:



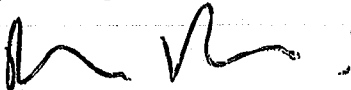
Menaka Mohan, Community Transportation
Planner
Department of Transportation

Reviewed by:



ED MANASSE, Strategic Planning Manager
Bureau of Planning

Approved for forwarding to the
City Planning Commission:



DARIN RANELLETTI, Interim Director
Planning and Building Department

ATTACHMENTS

- A. Proposed Changes to the April 6, 2017
Public Review of the Draft Plan
- B. Response to Comments on the April 6,
2017 Public Review of the Draft Plan
- C. Letter of Support from BPAC

Oakland City Planning Commission Attachment A-Proposed Changes to the April 6, 2017 Public Review of the Draft Plan

Case File No: GP 17001

May 17, 2017

Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Proposed Changes to Draft Plan released on April 6, 2017 for Public Review

Below is a summary of proposed changes to *Draft Plan*, released for public comment April 6, 2017. Explanations to the proposed changes can be found in *Attachment B-Response to Comments*.

Additions are shown in underlined text. Deletions are shown in ~~Strike through text~~

Italicized comments provide explanation for the change if needed.

Comment Number	Page Number	Section	Proposed Change
1	2, 5	Vision, Introduction	<u>The vision of the 2017 Pedestrian Master Plan Update is to make Oakland a walker's paradise. Oakland will be a place where vibrant, safe and attractive streets give everyone the opportunity to walk to their destinations and to enjoy the convenience and health benefits of walking. have a convenient and healthy walks to places that serve both every day needs and offer access to Oakland's multiple and amazing places, including parks, the waterfront, and cultural destinations.</u>
2	6	Introduction	The vision of this Pedestrian Plan is aspirational. City of Oakland staff will <u>work with affected communities to hear their ideas and meet their needs as much as possible</u> always strive towards achieving this vision when working to improve the pedestrian environment.
3	11	Introduction	This Plan outlines an action plan to invest in and improve safety in the High Injury Network and to implement the key policy and programmatic improvements that will make streets safer and more inviting for walking throughout the City. <u>The Plan intends to help make areas that have few services, or may need additional every day services, accessible to local communities. This will not only provide accessibility, but increase the vibrancy of destinations. A robust community engagement effort will be needed to make sure improvements are made to support this type of action wherever possible.</u>

Comment Number	Page Number	Section	Proposed Change
4	27	Existing Conditions	Universal walking access refers to streets that allow anyone to reach their destination on foot or with the help of a wheelchair or other mobility device. <u>Additionally, missing sidewalks, sidewalk gaps, poor sidewalk quality, inaccessible stops, and lack of signals are also an important component of universal walk access.</u> Curb ramps, pedestrian signal heads, and audible pedestrian traffic signals (APTS), help make this vision possible. Downtown Oakland has the highest concentration of corners equipped with curb ramps, but just 59% are ADA-compliant. In the North Oakland hills, 80% of curbs have no ramps at all, and only 12% of ramps meet ADA standards. The City's 2009 ADA Transition Plan, scheduled for an update in 2017, also includes a curb ramp inventory and a timeline for curb ramp improvements.
5	33	Existing Conditions	<u>Sidewalk Gaps</u> In 2006, the City surveyed all sidewalks in Oakland and documented sidewalk gaps and damage. Although dated, this data is still the most complete source of information about sidewalk conditions. <u>At this time, there is no data available in order to estimate the cost of expanding sidewalks where none currently exist.</u>
6	35-43	Existing Conditions	<i>Update the Demographics table to include the percentage of the population for the specific Area Plans. Numbers would be updated as follows:</i> East Oakland Hills (24%) Central East Oakland (13%) Coliseum/Airport (1%) Glenview/Redwood Heights (13%) Eastlake/Fruitvale (24%) North Oakland Hills (6%) North Oakland/Adams Point (21%) Downtown (4%) West Oakland (6%)
7	35-43	Existing Conditions	<i>Update numbers in Safety Table to round numbers for Average severe injuries/year and Ave injuries/year which are applicable in each Plan Area.</i> Avg. severe injuries/year 21.5 <u>22</u> Avg. injuries/year 266.5 <u>267</u>
8	35-43	Existing Conditions	<i>Add **to Plan Area tables with Safety Statistics: <u>***Some Plan Areas have a larger population than others. These figures measure average fatalities and injuries in a specific Plan Area against Citywide averages.</u></i>

Comment Number	Page Number	Section	Proposed Change
9	35	Existing Conditions	<p>East Oakland Hills includes the hilliest areas of Oakland's eastern edge, south of the North Oakland Hills and above MacArthur Boulevard. This area is primarily residential or open space and has less than half the citywide average of sidewalk density. Forty one percent <u>Thirty-one percent</u> of East Oakland Hills residents are African American, compared to a citywide average of 26%, while just 12% of residents live below the federal poverty line (21% of citywide residents are in this category). Besides the North Oakland Hills, there are fewer pedestrian collisions per 1,000 residents (1.2) and per mile (0.3) in the East Oakland Hills than anywhere else in Oakland. Point, Downtown and West Oakland. <u>This area has the most sidewalk and street miles in Oakland the same average percentage of injuries per street mile as the City.</u></p>
10	36	Existing Conditions	<p>Central East Oakland is located between the Eastlake/ Fruitvale district and the City of San Leandro, MacArthur Boulevard, and the Coliseum/Airport area. This area includes the Eastmont Mall and the commercial areas of Fairfax (on Foothill Boulevard) and Elmhurst. Commercial areas are also located along the wide, fast-moving International Boulevard. Industrial development is located near I-880; otherwise, Central East Oakland is primarily residential. Seventy-two percent of area residents are 93% non-white and 29% live below the federal poverty line. Nearly a quarter of Oakland's fatal pedestrian crashes and nearly one-third of crashes that resulted in serious injury were in this area.</p>

Comment Number	Page Number	Section	Proposed Change
11	37	Existing Conditions	Coliseum/Airport includes the Oakland Coliseum, Oakland Airport and Coliseum BART station. It is located between the City of San Leandro, the City of Alameda, the Central East Oakland area and the San Francisco Bay. Industrial development is the primary land use along I-880 and near the Oakland Airport and Oakland Coliseum. Only 33% of signals have pedestrian heads and none include countdown indicators—the lowest percentages in the City. Despite a low rate of overall collisions, there were two fatal pedestrian crashes in this area in 2008-2013. <u>This area had the third highest average rate of injuries after Downtown and West Oakland.</u>
12	38	Existing Conditions	Glenview/Redwood Heights is located below Highway 13, above MacArthur Boulevard/I-580, and south of Grand Avenue. The district comprises the hilly but walkable neighborhoods immediately east of Eastlake/Fruitvale. This area is home to the Dimond and Laurel commercial districts. Fifty percent of the residents are White. Lower traffic speeds and <u>on-street parking</u> <u>may</u> provide comfortable environments for walking.
13	39	Existing Conditions	Eastlake/Fruitvale is located between <u>the Brooklyn Basin Waterfront</u> and I-580, the south shore of Lake Merritt, and High Street. Commercial areas include Eastlake/International Boulevard, Lake Merritt Parkway, the Fruitvale BART station and International Boulevard/Foothill Boulevard. Sausal and Peralta Creeks create barriers to people walking in this area. This district is largely residential, with some industrial and commercial areas near I-880. The eastern edge of the district has industrial and marine uses. The Bay Trail runs along the Estuary, parallel to Embarcadero. The area has a higher than average proportion of Hispanic/Latino (34%) and Asian residents (30%).

Comment Number	Page Number	Section	Proposed Change
14	40	Existing Conditions	North Oakland Hills is the hilliest area in the north part of the City. It is primarily residential and, along the ridge, parkland. This area has the lowest proportion of minority residents (68% White/Non-Hispanic), poverty, and zero-vehicle households in Oakland. It has the lowest levels of sidewalk density, number of sidewalk miles, percentage of curb ramps, and the lowest number of pedestrian fatalities per year along with Glenview/Redwood Heights. rate of pedestrian collisions. This may be because there are few walkable destinations for pedestrians and steep hills to climb.
15	41	Existing Conditions	North Oakland/Adams Point lies south of Berkeley, east of Emeryville, north and west of Grand Avenue and west of Piedmont. It includes the MacArthur and Rockridge BART stations and the Rockridge, Temescal, Koreatown/Northgate (KONO), Grand Lake and Piedmont Avenue commercial districts. This area has nearly twice the average citywide sidewalk density. Nearly half of residents are White and just 14% live below the federal poverty line. A few North Oakland intersections and corridors—mostly on Telegraph Avenue—are among the City’s High Injury Network. Additionally, underpasses at Highway 24 and I-980 have limited lighting for pedestrians.
16	42	Existing Conditions	Downtown stretches from the Oakland Estuary harbor to Grand Avenue and from the south shore of Lake Merritt to I-980. At one square mile, this is the smallest of Oakland’s nine areas. It contains three BART stations (19th Street, 12th Street, and Lake Merritt), as well as high-activity centers of Downtown, Uptown, Chinatown, Old Oakland, and Jack London Square. Twenty-one percent of Downtown residents walk to work—more than five times the Citywide average. Forty-two percent of residents are Asian and Downtown has the lowest share of residents under 18 years old and the highest share of senior citizens. This area has the greatest average number of pedestrian injuries collisions per Plan Area-259 where the average s 66,1,000 residents or per streetmile.

Comment Number	Page Number	Section	Proposed Change
17	43	Existing Conditions	West Oakland is located between the Estuary to the south, the Bay to the west, I-80/Bay Bridge to the north and I-980 to the east. It is home to the West Oakland BART station and the Seventh Street commercial corridor. It is one of Oakland's oldest residential areas, amidst heavy industrial uses, including the Port of Oakland and the former Oakland Army Base. West Oakland includes seven intersections and one <u>two</u> corridor in the City's High Injury Network. Almost half of all residents are African American and 32% of households own zero motor vehicles. More residents in West Oakland walk more than 150 minutes per week than in any other area . <u>Plan Area. Sidewalks, however are in the poorest condition in the City and this Area has the second highest average injury rate, second only to Downtown.</u>
18	48	Needs Analysis	Creating a fully accessible city is not only a policy goal, it's a legal requirement. Oakland could update its ADA Transition Plan and identify, prioritize, and construct the projects needed to implement the Plan. <u>Additionally, focusing on other pedestrian facilities not identified in the ADA transition plan such as lighting, access to bus stops, benches, bus shelters and other resting places, and sidewalk condition serves people with disabilities as well as other vulnerable populations such as the elderly and children.</u>
19	50	Needs Analysis	How do you know where you're going in Oakland? Clear signage that directs both visitors, <u>vulnerable populations such as persons with disabilities</u> , and regulars to common destinations supports walking in Oakland and could be a program priority.
20	56	Recommended Actions	Outcome 2: Create Streets and Places that Promote Walking To achieve this objective, the City will integrate safety into the design of new streets incorporate art into pedestrian infrastructure, plant more street trees, repair sidewalks, install accessible curb ramps <u>and other features to improve the pedestrian environment for vulnerable populations</u> , and provide public open space in underutilized roadways. The City will also pursue citywide programs and partnerships with nonprofits and community groups to promote walking as well as with the private sector to <u>improve the pedestrian environment around the new developments.</u>
21	57	Recommended Actions	Outcome 3: Improve Walkability to Key Destinations To improve walkability to key destinations, the City will develop a prioritization strategy to best focus the benefits of the Safe Routes to School program, establish a similar program focused on first and last mile access to transit, support wayfinding efforts <u>that can be used by vulnerable populations</u> , and identify strategies for improving the walking environment in and near Caltrans-owned rights-of-way, such as underneath freeway overpasses, <u>on and off ramps, and streets where the surface grade is un-even due to railroad tracks.</u> Additionally, the City will use Walk Score® to improve walkability to key destinations <u>and to enhance areas where car-ownership and usage is lower than the Citywide average.</u>

Comment Number	Page Number	Section	Proposed Change
22	58	Recommended Actions	Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments To achieve this objective, the City will reinvigorate existing communication methods and establish new protocols for engaging about pedestrian projects and enabling community-determined pedestrian projects. <u>The City will also partner with groups that specialize in addressing specific vulnerable populations. For example, the Mayor’s Commission on Persons with Disabilities to understand to the experiences of persons with disabilities.</u>
23	61, 64	Prioritizing Pedestrian Improvements	<i>Rename Walkability analysis to <u>Proximity to Destinations.</u></i>
24	Appendix C, 1	Safety Toolbox	<ul style="list-style-type: none"> To apply this toolbox to corridors: Consider is the corridor over built from a vehicular capacity perspective? Could a road diet be implemented <u>that benefits pedestrians, bicyclists, and transit users simultaneously?</u>

Oakland City Planning Commission Attachment B Response to Comments on the April 6, 2017 Public Review of the Draft Plan

Case File No: GP 17001

May 17, 2017

[Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Response to Comments to Draft Plan released on April 6, 2017 for Public Review

Below are responses to comments received by the public, other agencies and commissions since the release of the *Draft Plan* on April 6, 2017. For a summary of proposed changes to the Draft Plan, see *Attachment A*.

OakDOT-Oakland Department of Transportation

PAG/TAC-Pedestrian Advisory Group/Technical Advisory Committee

BPAC- Bicyclist and Pedestrian Advisory Commission

MCPD-Mayor's Commission on Persons with Disabilities

Page Number	Section	Comment	Who	OakDOT Response	Action
2, 5	Vision, Introduction	Can the vision be updated to be larger and more compelling? As it stands, the document is practical, but not very visionary.	Chris Hwang	Staff will make the change on the Vision and the Introduction of the <i>Draft Plan</i> .	See proposed change described in Comment #1 in <i>Attachment A</i> .
5	Introduction	It would be helpful to compare rates of injuries in Oakland (and/or key specific neighborhoods thereof) to peer cities.	AC Transit	Note that on page 17, staff compares Oakland's pedestrian fatality rate to the national average: Oakland's pedestrian fatality rate of 1.70 deaths per 100,000 people is higher than the national average of 1.47, but lower than the California average of 1.74.2.	No change needed.
6	Introduction	The Plan refers to what City staff will do, but doesn't refer much in the text to the community's involvement.	Chris Hwang	Staff will incorporate this change in the Introduction. Note that <i>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</i> described five Recommended Actions to engage with the Oakland community to for pedestrian projects.	See proposed change described in Comment #2 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
10	Policy Framework	The photograph of Telegraph Avenue depicts what AC Transit considers to be a poor operating condition.	AC Transit	Staff will consider another photo before final publication of the <i>Draft Plan</i>]	No change needed.
11	Introduction	Can the plan address economic development/vibrancy?	BPAC	Staff will work to highlight the importance of vibrancy and economic development in the Introduction.	See proposed change described in Comment #3 in <i>Attachment A</i> .
27, 56	Existing Conditions	Somewhat misleading to present curb ramps as main component to universal access. Missing sidewalks, gaps/poor sidewalk quality, inaccessible transit stops, lack of resting places, in addition to signals as mentioned are equally important. Understand curb ramps are most identifiable component of transition plan, but should be clearer.	MCPD	Staff proposed text changes to Existing Conditions and <i>Outcome 2: Create Streets and Places that Promote Walking</i> [See proposed change described in Comment #4 and #20 in <i>Attachment A</i> .
33	Existing Conditions	\$100 million is a good start, but what would it take to expand sidewalks?	PAG/TAC	Staff will revise the description of sidewalk gaps in Existing Conditions that addresses this comment.	See proposed change described in Comment #5 in <i>Attachment A</i> .
29	Existing Conditions	Percent of population 64 and older and percent of population with a disability, there is some overlap, but dual benefit for aging population if accessible standards are met.	MCPD	Comment Noted.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
31	Existing Conditions	Redlined Layer: Consider changing from transparent red to red outline for clarity.	PAG/TAC	Staff will consider colors and readability before final publication of the <i>Draft Plan</i> .	No change needed.
31	Existing Conditions	Comment referring to Communities of Concern Map 3.2: Glad to see this factoring into the report - can be better reflected in recommendations, including co- benefit of accessibility improvements for seniors - see comments below.	MCPD	Comment Noted.	No change needed.
35-43	Existing Conditions	Update the Demographics table to include the percentage of the population.	OakDOT staff	Provides clarity.	See proposed change described in Comment #6 in <i>Attachment A</i> .
35-43	Existing Conditions	Update numbers in Safety Table to round numbers for Average severe injuries/year and Ave injuries/year.	OakDOT staff	Provides clarity.	See proposed change described in Comment #7 in <i>Attachment A</i> .
35-43	Existing Conditions	Add a sentence clarifying that Plan Area tables include statistics per 100k of a population so that Plan Areas can be compared against Citywide averages.	OakDOT staff	Provides clarity.	See proposed change described in Comment #8 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
35	Existing Conditions	Update statistics and add clarifying text to East Oakland Hills Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #9 in <i>Attachment A</i> .
35	Existing Conditions	If further work is done on the area maps, it would be helpful to note a small number of key destinations on each area map (e.g. major transit stops, high schools, major commercial districts).	AC Transit	Staff will work to update the online DOT Dashboard - http://oakbec.s3.amazonaws.com/MapLanding/maps/DOTDashboard.html .	No change needed.
36	Existing Conditions	Update statistics and add clarifying text to Central East Oakland Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #10 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
37	Existing Conditions	Update statistics and add clarifying text to Coliseum/Airport Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #11 in <i>Attachment A.</i>
38	Existing Conditions	Update statistics and add clarifying text to Glenview/Redwood Heights Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #12 in <i>Attachment A.</i>
39	Existing Conditions	Update statistics and add clarifying text to Glenview/Redwood Heights Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #13 in <i>Attachment A.</i>
40	Existing Conditions	Update statistics and add clarifying text to North Oakland Hills Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #14 in <i>Attachment A.</i>

Page Number	Section	Comment	Who	OakDOT Response	Action
41	Existing Conditions	Update statistics and add clarifying text to North Oakland/Adams Point Plan Area.	OakDOT staff	Reconcile with data in tables provided below text and provides clarity.	See proposed change described in Comment #15 in <i>Attachment A</i> .
42	Existing Conditions	Update statistics and add clarifying text to Downtown Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #16 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
43	Existing Conditions	Update statistics and add clarifying text to West Oakland Plan Area.	OakDOT staff	Reconciles with data in tables provided below text and provides clarity.	See proposed change described in Comment #17 in <i>Attachment A</i> .
46	Needs Analysis	Did this analysis have any data on crashes involving persons with disabilities? Hot spots that warrant a closer look? How can signal technology prevent such accidents, and or be sensitive to the unique circumstances for persons with disabilities.	MCPD	Data is derived from police reports which do not record a person's ability. Recommended Action #3 (<i>Implement a pedestrian signal policy that prioritizes pedestrian safety</i>) addresses this comment.	No change needed.
46	Needs Analysis	Technology improvements that can recognize a queuing pedestrian automatically would benefit Pedestrians with disabilities.	MCPD	Comment Noted.	No change needed.
48	Needs Analysis	Update the ADA Transition Plan: There is more to this than one sentence stating legal compliance. This report should articulate the co-benefits of making pedestrian facilities accessible that reach beyond PWD (i.e. the aging population).	MCPD	Staff will work to address this point in the Needs Analysis Chapter of the <i>Draft Plan</i> .	See proposed change described in Comment #18 in <i>Attachment A</i> .

Page Number	Section	Comment	Who	OakDOT Response	Action
49	Needs Analysis	Program needs for pedestrians should also include resting places and protection from the elements (benches, shelters etc.) for those who have to travel slowly - another co-benefit of serving pedestrians with disabilities and the aging population.	MCPD	Staff will work to address this point in the Needs Analysis Chapter of the <i>Draft Plan</i> . Additionally, staff will indicate the importance of resting places in the description of <i>Outcome 2: Create Streets and Places that Promote Walking</i> .	See proposed change described in Comment #18 and #20 in <i>Attachment A</i> .
49	Needs Analysis	Develop a program to support low-income property owners in repairing sidewalks- This is key to filling gaps	MCPD	Comment Noted.	No change needed.
50, 56	Needs Analysis	Programs should also address wayfinding for persons with disabilities (and look at emerging technologies).	MCPD	Staff will indicate the importance of wayfinding in the Needs Analysis Chapter and the description of <i>Outcome 2: Create Streets and Places that Promote Walking</i> .	See proposed change described in Comment #19 and #21 in <i>Attachment A</i> .
50	Needs Analysis	Assure inclusion of persons with disabilities into metric.	MCPD	Recommended Action# 59 directs staff to use data-driven approaches to prioritize and routinize pedestrian safety improvements; staff will explore using metrics associated persons with disabilities. Note that population with a disability is included in the Equity Analysis.	No change needed.
52	Recommended Actions	Not every action is informed by the Equity value (Temporary Traffic Control, for example).	BPAC	Comment Noted.	No change needed.
53	Recommended Actions	Think about breaking up capital costs by Planning Area.	PAG/TAC	Some of the capital costs overlay more than one Plan Area, because streets and sidewalks are linear, making cost assumptions difficult to separate.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
55-59	Recommended Actions	Some areas are not walkable but still need investments; consider how these areas will be prioritized.	PAG/TAC	There are several Recommended Actions that direct staff to address other pedestrian improvements, including Recommended Action #15 (<i>Create a public space program</i>), #24 (<i>Increase travel options between transit and major job, education, neighborhood retail, and neighborhood centers</i>), # 27 (<i>Expand neighborhood traffic calming programs Citywide</i>), and #36 (<i>Improve the process for pedestrian safety improvement requests</i>).	No change needed.
56	Recommended Actions	The Plan should address that many don't ride the bus because some bus stops are unsafe due to the presence of drug dealers, etc.	BPAC	Recommended Action #18 (<i>Partner with violence prevention advocates, OPD, and other community groups to address the link between safety and walking</i>) directs staff to link safety and walking.	No change needed.
57	Recommended Actions	Use the plan to enhance areas with an already low-carbon footprint where many people are not driving currently.	BPAC	Staff will address this in the narrative of <i>Outcome 3: Improve Walkability to Key Destinations</i> .	See proposed change described in Comment #21 Attachment A .
57	Recommended Actions	Freeway on/off ramps are a barrier to walkability and should be addressed. Also surface level crossings.	BPAC	Staff will further address this in the narrative of <i>Outcome 3: Improve Walkability to Key Destinations</i> .	See proposed change described in Comment #21 in Attachment A .
56	Recommended Actions	Developer-funded improvements are supported via processes already in place, such as Traffic Impact Fee funds—the Plan could make this more explicit.	BPAC	Staff will address this in the narrative of <i>Outcome 2 Outcome 2: Create Streets and Places that Promote Walking</i>	See proposed change described in Comment #20 in Attachment A .

Page Number	Section	Comment	Who	OakDOT Response	Action
57	Recommended Actions	Use buses per hour as a proxy to the City's most walkable areas.	PAG/TAC	Recommended Action number 20 directs staff to create a Safe Routes to Transit Program. Staff will consider buses per hour in the development of this program. The DOT Data Dashboard, a tool for decision-making, also includes buses per hour.	No change needed.
58	Recommended Actions	Consider reaching out to Youth Groups (i.e. Oakland United, Measure Y, etc.).	PAG/TAC	<i>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</i> directs staff to work with the community on community-led pedestrian projects and directs staff to work the Oakland community on pedestrian projects.	No change needed.
58	Recommended Actions	Partner with the MCPD or other groups to conduct audit(s) specific to experiences of persons with disabilities... likely to get a different and important perspective.	MCPD	Staff will describe partnering with more than just neighborhood groups in implementing in <i>Outcome 4: Engage the Oakland Community in Creating Vibrant Pedestrian Environments</i> .	See proposed change described in Comment #22 in <i>Attachment A</i> .
59	Recommended Actions	Pedestrian improvements should be integrated with paving projects.	BPAC	Recommended Action #1 (<i>Implement improvements to High Injury Corridors and Intersections</i>) assumes that projects will take advantage of, and become part of, synchronistic opportunities such as the paving program. Recommended Action #32 (<i>Integrate before-and after-pedestrian safety evaluations into all transportation projects</i>), this includes coordinating with the paving program.	No change needed.
59	Recommended Actions	Link health data to walkability, such as life expectancy, asthma, and diabetes.	PAG/TAC	Recommended Action #59 (<i>Use data-driven approaches to prioritize and routinize pedestrian safety improvements</i>); staff will explore using health data as directed by this Action.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
59	Recommended Actions	The data tells part of the story; consider how the DOT will focus investments in other areas such as West Oakland (# of projects vs. sidewalk gaps).	PAG/TAC	Recommended Action #22 directs staff to <i>(Identify missing sidewalk connections and prioritize for improvement)</i> .	No change needed.
59	Recommended Actions	Incorporate more pedestrian volumes into the Plan and consider building a consistent methodology for performing pedestrian counts.	PAG/TAC	Recommended Action #33 directs staff to <i>(Conduct routine pedestrian counts)</i> .	No change needed.
59	Recommended Actions	Consider adding crime data into safety portion.	PAG/TAC	Recommended Action #59 directs staff to <i>(Use data-driven approaches to prioritize and routinize pedestrian safety improvements)</i> ; staff will explore using crime data as directed by this Action.	No change needed.
59	Recommended Actions	Think about how Oakland will bring up its capacity (staff) to deliver these projects.	PAG/TAC	Staff will consider how to use current staff and add additional staff in a resource-constrained environment.	No change needed.
53, 59	Recommended Actions	Include responsiveness to removing public debris/other barriers for persons with disabilities Include responsiveness to barriers that emerge for persons with disabilities, such as illegal dumping (e.g. a couch blocking 1/4 of a sidewalk may render that path useless). This is typically unique to the location, condition and width of the sidewalk etc., so the City needs to 1) make the program well known, 2) be readily available, and 3) quick in responding.	MCPD	Recommend Action #29 <i>(Develop a comprehensive campaign for safety education)</i> -can be oriented to address illegal dumping.	No change needed.
59	Recommended Actions	Useful to identify persons with disability-specific data. (In response	MCPD	Staff will consider documenting this information if possible when conducting	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
		to Recommended Action # 33 <i>Conduct routine pedestrian counts</i>).		pedestrian counts	
60	Prioritizing Pedestrian Improvements	Contributing factors are analyzed in Chapter 6.	BPAC	Comment Noted	No change needed.
61	Prioritizing Pedestrian Improvements	Rename Walkability analysis to "Walk Access to Destinations" / "Access to Desirable Destinations/ Access to Destinations/Proximity to Destinations"- some term that more accurately describes Walk Score. ®	PAG/TAC	Staff will rename Walkability analysis to another term that more accurately describes Walk Score®	See proposed change described in Comment #23 in <i>Attachment A</i> .
-	Appendix B	Many of the corridors and intersections shown in Appendix B are served by AC Transit. These include the BRT corridor currently under construction, and segments of/locations along 7th/8th St., Broadway, Bancroft Ave. Foothill Blvd., Grand/West Grand Ave., Hegenberger Rd., High St., Macarthur Blvd., Martin Luther King Jr. Way, Piedmont Ave., San Pablo Ave., School St., Telegraph Ave., 14th St., 73rd Ave., and 98th Ave. We understand that these projects are in various stages of conceptualization, design, and funding. The City and AC Transit have already consulted on some projects.	AC Transit	Comment noted. Staff will consult with AC Transit on project development and implementation of <i>Draft Plan</i> recommendations as they relate to transit operations.	No change needed.
14	Appendix B	The funding plan is related to the City's Capital Improvement Project	BPAC	Comment Noted.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
		(CIP) Budget programmatically (specific projects aren't called out); prioritization factors include availability of funding—"bang for the buck."			
14	Appendix B	Specific projects are listed in the plan appendix.	BPAC	-	Not applicable.
-	Appendix A	Good that you've listed Major Corridors as a planning reference. I'd also suggest reference to other work that seeks to improve walkability—e.g. the International Boulevard Transit Oriented Development plan (IBTOD). Since it lists some fairly old documents, consider whether the Community Based Transportation Plans (CBTPs) would also add any useful information. AC Transit is undertaking a multimodal corridors design project intended to create transit-friendly designs for transit/bikeway corridors.	AC Transit	See OakDOT response in comment above.	No change needed.
	Appendix C Treatment Toolbox	Consider improvements that benefit pedestrians, bicyclists and transit users simultaneously (e.g. road diets).	BPAC	Staff will address a broader range of road diet goals in Appendix C, the Safety Toolbox.	See proposed change described in Comment #24 in Appendix A.
-	Overall	The Plan doesn't highlight enforcement due in part to equity concerns.	BPAC	Recommended Action #7- (<i>Work with the Department of Race and Equity and the Police Department to enforce traffic safety that does not further impact racial disparities or racial profiling</i>) directs staff to further explore how this can be done.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
-	Overall	Be aware that SWITRS data/reports from Oakland may get reflected, instead, in adjoining jurisdictions.	BPAC	Staff addresses the limitations of SWITRS data on page 21 of the <i>Draft Plan</i> .	No change needed.
-	Overall	Were High injury corridors adjusted for volumes?	BPAC	No. This kind of data capture and analysis may inform an overall transportation plan, but was not possible within this <i>Draft Plan</i> .	No change needed.
-	Overall	Routine upgrades deserve attention to detail.	BPAC	Recommended Action #11- (<i>Integrate pedestrian safety into street design guidelines when developed -will inform staff on improving the pedestrian environment</i>).	No change needed.
-	Overall	Enforcement is identified as the lowest tier solution. However, cars that block sidewalks are a problem. Education is needed to communicate this.	BPAC	Recommended Action #29 (<i>Develop a comprehensive campaign for safety education</i>).	No change needed.
-	Overall	The City has hired a new Vision Zero Coordinator, and an engagement process is forthcoming.	BPAC	Comment Noted.	No change needed.
-	Overall	Consider mapping the top 10 – 15 projects. Where do they fall and not fall?	PAG/TAC	Staff will consider adding the Plan Area Boundaries to the online DOT Dashboard.	No change needed.
-	Overall	Think about the colors on the maps, and consider overlaying the equity map with the High Injury Network, or the Walk Score® map with the High Injury Network.	PAG/TAC	Staff will consider colors and readability before final publication of the <i>Draft Plan</i> . The High Injury Network will be overlaid on both the Equity and Walk Score maps.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
-	Overall	<p>AC Transit is supportive of improving conditions for pedestrians in Oakland and throughout our district. The great bulk of bus passengers walk to their bus stops, and everybody is a pedestrian while they wait at bus stops. The last Oakland Pedestrian Plan cited walking to AC Transit as the single largest source of pedestrians in the city of Oakland (BART has a lot of pedestrian access too, but also has a lot of people who access it through driving, biking, or other modes). Assuming that projects do not unduly impede bus service, making pedestrian routes and bus stops safer, better lit, and more attractive can only benefit bus passengers. Transit is the natural complement to walking. We have a general question about the role of single mode plans in an era when planning is supposed to facilitate complete streets, and when the countywide agency (ACTC) is planning on a complete streets basis. This deserves a longer discussion and analysis. Although we feel this more acutely with other plans than with the Pedestrian Plan, we are concerned that this approach can privilege the modes which have plans over the ones that don't (generally transit). The document is</p>	AC Transit	<p>The OakDOT Strategic Plan directs the Department to develop a Complete Streets Corridor program that would plan, develop, and deliver complete streets projects. AC Transit and City of Oakland staff will consult with AC Transit staff related to the Pedestrian Master Plan Update project and policy implementation as the implementation of the Plan moves forward. In collaboration with the Department of Planning and Building, DOT staff review major development applications and identify opportunities to improve nearby transit stops through off-site improvements.</p>	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
		<p>attractive and generally readable. As Pedestrian Plan projects on transit corridors move forward, there needs to be an early and regular process for AC Transit to review proposed improvements and changes and their potential positive and negative impacts on AC Transit. Some items listed in the "Pedestrian Safety Solutions Toolkit", such as road diets and raised crosswalks, raise particular concerns for transit service. For other projects, the consultation and review process has not always occurred in a regular and timely fashion. We also note that the plan is silent about how the City may implement pedestrian improvements discussed in the Pedestrian Plan. We would like to see the pedestrian improvements to be integrated into a multimodal planning process and project package – rather than implemented as a single mode improvement. When major development projects at or adjacent to transit routes are considered, off-project improvement should be coordinated with bus stop and bus transit needs. We look forward to working with the City to enhance the pedestrian environment in Oakland.</p>			

Page Number	Section	Comment	Who	OakDOT Response	Action
-	Overall	Consider elevating equity in the Plan and invest in areas that have suffered from disinvestment.	PAG/TAC	The Plan is informed by four Goals: Safety, Equity, Vitality, and Responsiveness and each Recommended Action is evaluated by one of the four Goals. Additionally, OakDOT mapped "redlined" areas in the City, described on page 6 of the Plan, which demonstrates a history of disinvestment. Recommended Action #37 (<i>Work with the Department of Race & Equity to define equity for Oakland and develop quantitative equity metrics</i>) will help staff find ways to elevate equity through implementation of Plan policies and projects.	No change needed.

April 26, 2017

The Oakland Planning Commission
The Oakland Public Works Committee (PWC)
The Oakland Community and Economic Development Committee (CED)

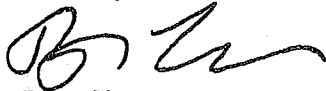
Dear Members of the Planning Commission, PWC, and CED:

The Oakland Bicyclist and Pedestrian Advisory Commission supports the proposed Pedestrian Master Plan (PMP) Update that was presented to the Commission on April 20, 2017. We believe that the proposed projects and framework will greatly strengthen the pedestrian environment of the City, in line with the vision set forth in the DOT strategic plan to make walking "safe and delightful".

Four BPAC Commissioners served on the pedestrian advisory group (PAG) for the PMP update and had the opportunity over the entire development of the plan to contribute and comment on the plan. Additionally, updates on the plan were presented multiple times at BPAC's public meetings where feedback was provided by commissioners and members of the public who attended.

The benefits of promoting walking are numerous and wide-ranging, from economic vitality to alleviating income disparities to promoting public health. We look forward to how Oakland will use its resources and talent in pursuit of this goal.

Sincerely,



Ryan Chan
Chair, Oakland BPAC

Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Proposed Changes to Draft Plan released on April 6, 2017 for Public Review, responding to comments received after publication of the Planning Commission Report (May 12, 2017) and to Planning Commission comments

Below is a summary of proposed changes to *Draft Plan*, released for public comment April 6, 2017. Additions are shown in underlined text. Deletions are shown in ~~strike-through text~~. *Italicized comments provide explanation for the change if needed.*

Comment Number	Page Number	Section	Proposed Change																																								
1	11	Policy Framework	Improvements to the way that pedestrian facilities are designed. Due to this input, new organizations such as the National Association of City Transportation Officials (NACTO) <u>have formed</u> .																																								
2	17	Safety	Four hundred fifty two individuals suffered visible injuries, while another 1,210 had a complaint of pain or injury. While 452 individuals suffered visible injuries, another 1,210 had a complaint of pain or injury.																																								
3	20	Safety	<p>Table 2.3</p> <table border="1"> <thead> <tr> <th>Street</th> <th>Start</th> <th>End</th> <th>Plan Area</th> </tr> </thead> <tbody> <tr> <td>Bancroft Avenue</td> <td>84th Avenue</td> <td>98th Avenue</td> <td><u>Central East Oakland</u></td> </tr> <tr> <td>Bancroft Avenue</td> <td>Church Street</td> <td>80th Avenue</td> <td><u>Central East Oakland</u></td> </tr> <tr> <td>Foothill Blvd.</td> <td>51st Avenue</td> <td>Seminary</td> <td><u>Central East Oakland</u></td> </tr> <tr> <td>Foothill Blvd.</td> <td>Mitchell</td> <td>40th Avenue</td> <td><u>Eastlake/Fruitvale</u></td> </tr> <tr> <td>Grand Avenue</td> <td>Valley</td> <td>El Embarcadero</td> <td><u>Downtown</u></td> </tr> <tr> <td>Grand Avenue</td> <td>Lake Park</td> <td>Oakland Avenue</td> <td><u>North Oakland</u></td> </tr> <tr> <td>International Blvd.</td> <td>16th Avenue</td> <td>28th Avenue</td> <td><u>Eastlake/Fruitvale</u></td> </tr> <tr> <td>MacArthur</td> <td>Foothill Blvd.</td> <td>82nd Avenue</td> <td><u>Central East Oakland</u></td> </tr> <tr> <td>Shattuck Avenue</td> <td>45th Street</td> <td>55th Street</td> <td><u>North Oakland/Adams Point</u></td> </tr> </tbody> </table>	Street	Start	End	Plan Area	Bancroft Avenue	84th Avenue	98th Avenue	<u>Central East Oakland</u>	Bancroft Avenue	Church Street	80th Avenue	<u>Central East Oakland</u>	Foothill Blvd.	51st Avenue	Seminary	<u>Central East Oakland</u>	Foothill Blvd.	Mitchell	40th Avenue	<u>Eastlake/Fruitvale</u>	Grand Avenue	Valley	El Embarcadero	<u>Downtown</u>	Grand Avenue	Lake Park	Oakland Avenue	<u>North Oakland</u>	International Blvd.	16th Avenue	28th Avenue	<u>Eastlake/Fruitvale</u>	MacArthur	Foothill Blvd.	82nd Avenue	<u>Central East Oakland</u>	Shattuck Avenue	45th Street	55th Street	<u>North Oakland/Adams Point</u>
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4	21	Safety	This data reflects that in Oakland, as in many American communities, people of color often live, and therefore walk, in particular areas of the City where walking conditions may <u>not</u> be safe.																																								

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5	48	Needs Analysis	<p>Oakland's streets and sidewalks are the source of many of the city's liability claims and lawsuits because they are cracked, uneven, or in need of updating*.</p> <table border="1"> <thead> <tr> <th>*Calendar Year</th> <th>Number of Trip and Fall Claim & Lawsuit Payouts</th> <th>Total Dollar Amount Paid</th> <th>Average payout</th> </tr> </thead> <tbody> <tr> <td>2008</td> <td>30</td> <td>\$240,480.00</td> <td>\$8,016</td> </tr> <tr> <td>2009</td> <td>37</td> <td>\$985,035.74</td> <td>\$26,622.59</td> </tr> <tr> <td>2010</td> <td>35</td> <td>\$542,851.75</td> <td>\$14,671.67</td> </tr> <tr> <td>2011</td> <td>30</td> <td>\$534,662.00</td> <td>\$17,822.07</td> </tr> <tr> <td>2012</td> <td>24</td> <td>\$1,183,142.16</td> <td>\$49,297.59</td> </tr> <tr> <td>2013</td> <td>19</td> <td>\$791,017.28</td> <td>\$41,632.49</td> </tr> <tr> <td>2014</td> <td>19</td> <td>\$477,620.65</td> <td>\$25,137.93</td> </tr> <tr> <td>Total</td> <td>194</td> <td>\$4,754,809.58</td> <td>\$24,509.33</td> </tr> </tbody> </table>	*Calendar Year	Number of Trip and Fall Claim & Lawsuit Payouts	Total Dollar Amount Paid	Average payout	2008	30	\$240,480.00	\$8,016	2009	37	\$985,035.74	\$26,622.59	2010	35	\$542,851.75	\$14,671.67	2011	30	\$534,662.00	\$17,822.07	2012	24	\$1,183,142.16	\$49,297.59	2013	19	\$791,017.28	\$41,632.49	2014	19	\$477,620.65	\$25,137.93	Total	194	\$4,754,809.58	\$24,509.33
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6	56	Recommended Actions	<p>Outcome 2: Create Streets and Places that Promote Walking <u>19. Find resources to do regular illegal dumping cleanup</u></p>																																				
7	9	Appendix A3	<p>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 and wayfinding plans (such as West Oakland Walks) to make walking in West Oakland safer and more secure from crime.</p>																																				
8	96	Appendix F	<table border="0"> <tr> <td style="background-color: #cccccc;">If you live in Oakland, what is your five digit ZIP code? (Skip the question if you don't know it or don't live in Oakland.)</td> <td style="background-color: #cccccc;">If you work in Oakland, what is the five digit ZIP code of your primary work location? (Skip the question if you don't know it or don't work in Oakland.)</td> </tr> </table>	If you live in Oakland, what is your five digit ZIP code? (Skip the question if you don't know it or don't live in Oakland.)	If you work in Oakland, what is the five digit ZIP code of your primary work location? (Skip the question if you don't know it or don't work in Oakland.)																																		
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			86	7/27/2015 4:18	94609	86	7/17/2015 0:34	94609
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			92	7/25/2015 22:02	94605		92	7/16/2015 23:10	94607
			93	7/25/2015 22:01	94605		93	7/16/2015 23:00	94606
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			97	7/25/2015 14:28	94605		97	7/16/2015 21:38	94612
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			462 7/7/2015 20:45 94612
			463 7/7/2015 20:30 94607
			464 7/7/2015 19:48 94610

Comment Number	Page Number	Section	Proposed Change
			465 7/7/2015 19:42 94611
			466 7/7/2015 19:25 94609
			467 7/7/2015 19:17 94607
			468 7/7/2015 18:39 94609
			469 7/7/2015 18:38 94606
			470 7/7/2015 18:23 94607
			471 7/7/2015 18:22 94606
			472 7/7/2015 18:09 94606
			473 7/7/2015 18:04 94612
			474 7/7/2015 18:02 94612
			475 7/7/2015 17:34 94609
			476 7/7/2015 15:42 94618
			477 7/7/2015 6:19 94618
			478 7/7/2015 5:10 94618
			479 7/7/2015 3:35 94618
			480 7/7/2015 3:22 94618
			481 7/7/2015 0:37 94618
			482 7/7/2015 0:10 94618
			483 7/6/2015 23:55 94618
			484 7/6/2015 23:23 94609
			485 7/6/2015 21:53 94609
			486 7/6/2015 21:53 94705
			487 7/6/2015 21:48 95609
			488 7/6/2015 21:39 94618
			489 7/6/2015 21:27 94618
			490 7/6/2015 21:20 94618
			491 7/6/2015 21:00 94618
			492 7/6/2015 17:43 94618
			493 7/6/2015 14:10 94609

Comment Number	Page Number	Section	Proposed Change
			494 7/5/2015 21:15 94606
			495 7/5/2015 16:10 94609
			496 7/5/2015 6:20 94609
			497 7/5/2015 0:07 94618
			498 7/3/2015 16:05 94609
			499 7/3/2015 15:12 94609
			500 7/3/2015 5:00 94610
			501 7/3/2015 4:17 94609
			502 7/3/2015 2:50 94612
			503 7/3/2015 2:11 94611
			504 7/2/2015 19:12 94610
			505 7/2/2015 18:56 94609
			506 7/2/2015 17:31 94612
			507 7/2/2015 17:17 94609
			508 7/2/2015 17:13 94611
			509 7/2/2015 17:09 94606
			510 7/2/2015 3:34 94612
			511 7/2/2015 3:34 94612
			512 7/1/2015 23:47 94611
			513 7/1/2015 20:51 94610
			514 7/1/2015 19:50 94609
			515 7/1/2015 19:34 94612
			516 7/1/2015 17:43 94609
			517 7/1/2015 16:43 94609
			518 7/1/2015 16:35 94608
			519 7/1/2015 16:16 94618
			520 7/1/2015 8:19 94609
			521 7/1/2015 7:16 94609
			522 7/1/2015 5:28 94611

Comment Number	Page Number	Section	Proposed Change
			523 7/1/2015 1:03 94611
			524 7/1/2015 0:25 94618
			525 7/1/2015 0:15 94609
			526 6/30/2015 23:57 94606
			527 6/30/2015 23:39 94609
			528 6/30/2015 23:34 94609
			529 6/30/2015 23:31 94618
			530 6/30/2015 23:29 94607
			531 6/30/2015 23:27 94609
			532 6/30/2015 23:26 94612
			533 6/29/2015 4:32 94618
			534 6/26/2015 0:22 94610

Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Response to Comments to Draft Plan released on April 6, 2017 for Public Review received after publication of the Planning Commission Report (May 12, 2017)

Below are responses to comments received by the public, other agencies and commissions since the release of the *Draft Plan* on April 6, 2017. For a summary of proposed changes to the Draft Plan, see **Attachment C1**.

OakDOT-Oakland Department of Transportation

Caltrans-California Department of Transportation

Page Number	Section	Comment	Who	OakDOT Response	Action
Overall	-	I strongly support a pedestrian master plan update, and think that any update should have as its first priority an emphasis on creating more pedestrian/bicycle only streets in Oakland, by closing off some key commercial streets to cars. This would make the city a more pleasant place to accomplish tasks on foot, foster neighborhoods as opposed to drive-through corridors, and reduce reliance on cars and greenhouse gas emissions. Furthermore, this would help Oakland keep up with many cities around the globe (Paris, London, Oslo, Berlin) that have recently closed major streets to cars and seen consequential quality of life	Eric Padraic Morrill	Comment noted.	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
		benefits for residents, as well as increased tourism. Pedestrian safety is most easily and pleasantly accomplished this way, rather than by changing crosswalk patterns.			
-	Overall	Incorporate more pictures of East and West Oakland.	Planning Commission	Staff will include more pictures of East and West Oakland if the <i>Draft Plan</i> is adopted by City Council.	Will update.
-	Overall	<p><i>The below summarizes a phone call on 5/22/17.</i></p> <ol style="list-style-type: none"> 1. Please include an action item on illegal dumping. In West Oakland, this is a problem, we often change our walking routes based on the presence of illegal dumping. 2. The High Injury Network does not show what we know are close calls in West Oakland. How do you prioritize intersections/corridors that do not show up on the map? 3. How are you prioritizing sidewalk gaps? 	Carey Knecht, West Oakland resident	<ol style="list-style-type: none"> 1. Please see Comment #6 in Attachment C1, which adds Recommended Action #19 (<i>Find resources to do regular illegal dumping cleanup</i>) to Outcome 2: <i>Create Streets and Places that Promote Walking</i>. 2. There are several Recommended Actions that direct staff to address other pedestrian improvements that are not identified in the High Injury Network. These include Recommended Action #15 (Create a public space program), #24 (Increase travel options between transit and major job, education, neighborhood retail, and neighborhood centers), # 27 	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
				(Expand neighborhood traffic calming programs Citywide), and #36 (Improve the process for pedestrian safety improvement requests). 3. Recommended Action #22 (<i>Identify missing sidewalk connections and prioritize for improvement</i>) addresses sidewalks gaps.	
3	What is a Pedestrian?	California Vehicle Code Section 467 (a): Please change "a foot" to "afoot."	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
4	Contents	Contents: Appendix F is mentioned twice	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
7	Executive Summary	Needed Investments and Funding Constraints: Can Measure KK and operating dollars be used to remove asphalt roadways from Oakland's streets? For instance, woonerfs may cost more initially but are less expensive to maintain. On page 54, Lifecycle Costing with different treatments is mentioned. Perhaps this is a good location to discuss Caltrans woonerfs as an alternative to asphalt roadways? https://en.wikipedia.org/wiki/Woonerf	Caltrans	Oakland's Infrastructure Bond (Measure KK) may be used for capital improvements only. Woonerfs may be considered in the implementation of Recommended Action #27 (<i>Expand neighborhood traffic calming programs Citywide</i>).	No change needed.

Page Number	Section	Comment	Who	OakDOT Response	Action
8	Executive Summary	Safety Analysis 36%: Please change "if" into "of"	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
11	Policy Framework	First bullet: Last sentence is incomplete.	Caltrans	Staff will address this comment in the Policy Framework Chapter if the City Council adopts the <i>Draft Plan</i> .	See proposed change described in Comment #1 in Attachment C1 .
12	Policy Framework	The top sentence reads better when "how" is removed.	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
17	Safety	Safety Trends: In the first paragraph, consider writing "While 452 individuals suffered visible injuries, another 1,210 had a complaint of pain or injury."	Caltrans	Staff will address this comment in the Safety Chapter if the City Council adopts the <i>Draft Plan</i> .	See proposed change described in Comment #2 in Attachment C1 .
20	Safety	Add Plan Area column in table 2.3.	Planning Commission	Staff will address this comment in the Safety Chapter if the City Council adopts the <i>Draft Plan</i> .	See proposed change described in Comment #3 in Attachment C1 .
21	Safety	Pedestrian Collisions by Race: The last paragraph is not a paragraph but part of the third paragraph.	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
21	Safety	Pedestrian Collisions by Race: In the last sentence of the last paragraph, please insert the word "not" in "may be safe."	Caltrans	Staff will address this comment in the Safety Chapter if the City Council adopts the <i>Draft Plan</i> .	See proposed change described in Comment #4 in Attachment C1 .

Page Number	Section	Comment	Who	OakDOT Response	Action
28	Existing Conditions	Pedestrians Count: Posey Tube is shown as a bike path while it is legally only open to pedestrians.	Caltrans	Posey Tube is legally open to bicyclists per posted signs that read "Narrow Sidewalk, Bicycles 5 MPH."	No change needed.
31	Existing Conditions	Communities of Concern: Would it be possible to also show data from areas directly across Oakland's border? City borders are a common obstacle for pedestrians traveling between cities. For example, connectivity information from the City of Piedmont would help make regional connections for people traveling to and through the Piedmont region and it would avoid connectivity gaps.	Caltrans	Staff will continue the practice of coordinating with neighboring jurisdictions when implementing projects near jurisdictional boundaries.	No change needed.
35	Existing Conditions	Table 3.5: The word Latinoos in the table has an "o" too much. This also occurs in Table 3.6.	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
35	Existing Conditions	East Oakland Hills: Last sentence declares: "Point, Downtown, and West Oakland" it does not provide meaning. Please remove or elaborate.	Caltrans	Comment is addressed in Attachment B1, in Comment #9.	No change needed.
39	Existing Conditions	Eastlake/Fruitvale: Last sentence contains "latinoos"	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.

Page Number	Section	Comment	Who	OakDOT Response	Action
43	Needs Analysis	Green Box: "Bleow" should be Below.	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
45	Needs Analysis	4.2 second heading: Change Adoption to Adopt (since that is the format used in the next subheadings).	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
45	Needs Analysis	4.2 Policy Needs: Better coordinated traffic signals may help reduce repeated acceleration and deceleration. A smooth traffic flow may reduce the occurrence of conflicts.	Caltrans	Comment noted and is address on page 46 of the <i>Draft Plan</i> and Recommended Action #3 (<i>Implement a pedestrian signal policy that prioritizes pedestrian safety</i>).	No change needed.
47	Needs Analysis	first paragraph: Remove articuLatinog from the last sentence.	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
47	Needs Analysis	enter paragraph: Add 'to' to the last sentence. " ... an exception to the prevailing speed ... "	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
49	Needs Analysis	Include cost to the city of pedestrian injury lawsuits and settlements from 2008-2014.	Planning Commission	Staff will include this information about trip and fall lawsuits if the <i>Draft Plan</i> is adopted by City Council.	See proposed change described in Comment #5 in Attachment C1 .

Page Number	Section	Comment	Who	OakDOT Response	Action
53	Recommended Actions	Outcome 5: Remove comma after improve.	Caltrans	Staff will make grammatical and spelling changes to the document if the City Council adopts the <i>Draft Plan</i> .	Will update.
56	Recommended Actions	Include regular illegal dumping cleanup as an action item to improve walkability.	Planning Commission	Staff will include a new action item under <i>Outcome 2: Create Streets and Places that Promote Walking</i> .	See proposed change in Comment # 6 Attachment C1.
61, 65	Prioritizing Pedestrian Improvements	Consider revising weight of walkability score and total score.	Planning Commission	Staff did r add more weight to the Equity and Safety score as compared to the Walkability Score and found the results to be substantially the same as the original, equal weighting	No Change, but bee proposed weights in Attachment C3 , which is provided for informational purposes.
9	Appendix A3	Would like to see inclusion of "West Oakland Walks" (WOW) included in the <i>Draft Plan</i> .	Philip Banta	Staff will reference the wayfinding plan "West Oakland Walks" in Appendix A3.	See proposed change in Comment # 7 Attachment C1.
96	Appendix F	Include Zip Code data of survey respondents in Appropriate Appendix.	Planning Commission	Staff will include zip code data in Appendix F if the <i>Draft Plan</i> is adopted by City Council.	See proposed change in Comment #8 Attachment C1.

May 22, 2017

Oakland Walks! Draft 2017 Pedestrian Master Plan Update (Draft Plan)- Proposed Changes to Prioritizing Pedestrian Improvements

On May 17, 2017 the City of Oakland Planning Commission requested staff to reconsider the prioritization of projects within the High Injury Network, and to weight Safety and Equity above Walkability in the methodology (see **Attachment C2**). In the tables below, staff have provided how the prioritization would change if the Safety and Equity metrics are weighted by a factor of 5 while keeping Walkability weighted with a factor of 1.

The tables illustrate staff findings that weighting Safety and Equity significantly greater than Walkability does **not** fundamentally change the prioritization. This is largely because Oakland's highest-injury streets and intersections are primarily located in its Communities of Concern (see Map 3.2 in *Draft Plan*) and within its more walkable neighborhoods (see Map 3.1 in *Draft Plan*). As such, no change in the weighting is recommended.

Table 1: High Injury Intersections

Original Tier	Street 1	Street 2	Safety Score	Equity Score	Walk Score®	Total Score	Tier With Weighted Equity and Safety Score
High	80th Ave	International Blvd	2.00	1.55	1.52	5.07	No change
High	E 16th St	Fruitvale Ave	1.43	1.62	1.86	4.90	No change
High	7th St	Harrison St	1.10	1.84	1.96	4.90	No change
High	83rd Ave	International Blvd	1.72	1.59	1.52	4.83	No change
High	High St	San Leandro St	1.30	1.71	1.8	4.81	No change
High	80th Ave	International Blvd	1.60	1.55	1.52	4.67	No change
High	29th St	Telegraph Ave	1.75	1.05	1.86	4.66	No change
High	9th St	Madison St	1.10	1.67	1.86	4.63	No change
High	8th St	Market St	1.30	1.46	1.84	4.60	No change
High	35th Ave	International Blvd	0.94	1.71	1.92	4.57	No change
High	34th St	San Pablo Ave	1.54	1.33	1.66	4.53	No change
High	98th Ave	Cherry St	1.68	1.50	1.34	4.52	No change
High	Brush St	W Grand Ave	1.50	1.18	1.82	4.50	No change
High	5th Ave	International Blvd	1.34	1.36	1.76	4.46	No change
High	27th St	Broadway	1.30	1.28	1.88	4.46	No change
High	E 19th St	Fruitvale Ave	1.10	1.62	1.72	4.44	No change

Original Tier	Street 1	Street 2	Safety Score	Equity Score	Walk Score ®	Total Score	Tier With Weighted Equity and Safety Score
High	14th St	Market St	1.14	1.46	1.82	4.42	No change
High	90th Ave	International Blvd	1.58	1.32	1.48	4.38	No change
High	34th St	Martin Luther King Jr Way	1.32	1.33	1.72	4.37	No change
High	24th St	Broadway	1.15	1.28	1.92	4.35	No change
High	73rd Ave	Bancroft Ave	1.34	1.33	1.64	4.31	No change
High	12th St	Brush St	1.03	1.46	1.82	4.31	No change
High	12th St	1980 Off	1.03	1.46	1.82	4.31	No change
High	San Pablo Ave	W Grand Ave	1.30	1.18	1.82	4.30	No change
High	33rd Ave	Foothill Blvd	1.34	1.23	1.72	4.29	No change
High	52nd Ave	International Blvd	1.68	1.03	1.58	4.29	No change
High	84th Ave	International Blvd	1.17	1.59	1.5	4.26	No change
High	73rd Ave	Garfield Ave	1.23	1.33	1.62	4.17	No change
High	Macarthur Blvd	Martin Luther King Jr Way	1.30	1.14	1.72	4.16	No change
High	E 27th St	Fruitvale Ave	1.01	1.49	1.64	4.14	No change
High	98th Ave	International Blvd	1.10	1.49	1.54	4.13	No change
High	21st Ave	International Blvd	1.32	1.08	1.72	4.12	Medium
Medium	76th Ave	Macarthur Blvd	1.30	1.26	1.42	3.98	High
Medium	Grand Ave	Harrison St	1.14	0.91	1.92	3.97	No change
Medium	37th St	Telegraph Ave	1.30	0.81	1.84	3.95	No change
Medium	48th St	Telegraph Ave	1.30	0.48	1.88	3.66	No change
Medium	51st St	Telegraph Ave	1.38	0.48	1.76	3.63	No change
Medium	Grand Ave	Staten Ave	1.10	0.55	1.78	3.43	No change
Medium	Coolidge Ave	School St	0.90	1.08	1.44	3.42	No change

The same analysis is presented below for High Injury Corridors.

Table 2: High Injury Corridors

Original Tier	Street Name	Start	End	Safety Score	Equity Score	Walk Score ®	Total Score	Tier With Weighted Equity and Safety Score
High	International Blvd	High St	Fruitvale Ave	1.58	1.71	1.85	5.15	No change
High	Broadway	9th St	19th St	1.61	1.52	1.99	5.12	No change
High	Foothill Blvd	Mitchell St	40th Ave	1.74	1.50	1.75	4.99	No change
High	International Blvd	High St	56th Ave	1.83	1.34	1.67	4.83	No change
High	8th St	Franklin St	Fallon St	1.40	1.48	1.91	4.79	No change
High	9th St	Franklin St	Fallon St	1.28	1.48	1.91	4.66	No change
High	International Blvd	16th Ave	28th Ave	1.61	1.26	1.73	4.59	No change
High	Telegraph Ave	William St	27th St	1.51	1.09	1.93	4.53	No change
High	Martin Luther King Jr Way	29th St	40th St	1.47	1.33	1.72	4.52	No change
High	14th St	Myrtle St	Oak St	1.29	1.32	1.91	4.51	No change
High	MacArthur Blvd	Foothill Blvd	82nd Ave	1.58	1.41	1.50	4.49	No change
High	International Blvd	73rd Ave	91st Ave	1.50	1.49	1.49	4.48	No change
High	Foothill Blvd	51st Ave	Seminary Ave	1.45	1.46	1.50	4.41	No change
High	International Blvd	1st Ave	12th Ave	1.29	1.39	1.73	4.41	No change
High	12th St	Jefferson St	Oak St	1.12	1.33	1.94	4.39	No change
High	Grand Ave	Valley St	El Embarcadero	1.59	0.94	1.85	4.38	No change
High	Fruitvale Ave	Alameda Ave	E 16th St	1.15	1.46	1.77	4.38	No change
High	15th St	21st Ave	26th Ave	1.07	1.55	1.74	4.35	No change
High	7th St	Washington St	7th St Bridge	1.21	1.33	1.81	4.35	No change
High	Bancroft Ave	Church St	80th Ave	1.39	1.41	1.52	4.32	No change
High	International Blvd	95th Ave	Durant Ave	1.41	1.32	1.57	4.30	No change
High	98th Ave	A St	MacArthur Blvd	1.43	1.36	1.40	4.19	No change
High	Bancroft Ave	Church St	Havenscourt Blvd	0.93	1.48	1.68	4.09	No change
High	Martin Luther King Jr Way	40th St	44th St	1.10	1.22	1.75	4.07	No change
High	High St	Lyon St	Kansas St	1.25	1.25	1.53	4.03	No change

Original Tier	Street Name	Start	End	Safety Score	Equity Score	Walk Score ®	Total Score	Tier With Weighted Equity and Safety Score
High	International Blvd	High St	Fruitvale Ave	1.58	1.71	1.85	5.15	No change
High	Broadway	9th St	19th St	1.61	1.52	1.99	5.12	No change
High	Foothill Blvd	Mitchell St	40th Ave	1.74	1.50	1.75	4.99	No change
High	International Blvd	High St	56th Ave	1.83	1.34	1.67	4.83	No change
High	8th St	Franklin St	Fallon St	1.40	1.48	1.91	4.79	No change
High	9th St	Franklin St	Fallon St	1.28	1.48	1.91	4.66	No change
High	International Blvd	16th Ave	28th Ave	1.61	1.26	1.73	4.59	No change
High	Telegraph Ave	William St	27th St	1.51	1.09	1.93	4.53	No change
High	Martin Luther King Jr Way	29th St	40th St	1.47	1.33	1.72	4.52	No change
High	94th Ave	Cherry St	Burr St	1.35	1.37	1.28	4.00	No change
Medium	Piedmont Ave	Warren Ave	Entrada Ave	0.69	1.31	1.98	3.97	No change
Medium	Telegraph Ave	William St	Broadway	1.29	0.79	1.87	3.95	No change
Medium	Telegraph Ave	30th St	51st St	1.32	0.78	1.84	3.94	No change
Medium	Bancroft Ave	84th Ave	98th Ave	1.27	1.36	1.25	3.88	No change
Medium	Shattuck Ave	45th St	55th St	1.07	0.80	1.82	3.69	No change
Medium	Grand Ave	Lake Park Ave	Oakland Ave	1.25	0.48	1.82	3.55	No change
Medium	Hegenberger Rd	Hegenberger Pl	Hegenberger Pl	1.19	1.18	0.96	3.33	No change
Medium	Telegraph Ave	51st St	SR 24	0.83	0.64	1.76	3.24	No change

FILED

Introduced by Council member _____
OFFICE OF THE CITY ATTORNEY
OAKLAND

2017 JUN -1 PM 4: 12

OAKLAND CITY COUNCIL

RESOLUTION NO. _____ C.M.S.

A RESOLUTION, AS RECOMMENDED BY THE CITY PLANNING COMMISSION, ADOPTING THE OAKLAND WALKS! 2017 PEDESTRIAN MASTER PLAN UPDATE, RELYING ON THE 2002 PEDESTRIAN MASTER PLAN MITIGATED NEGATIVE DECLARATION, AND OTHER DOCUMENTS, FINDING THAT NO ADDITIONAL ENVIRONMENTAL REVIEW IS NEEDED PURSUANT TO CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) GUIDELINES SECTIONS 15162-15164, 15183 AND OTHER CEQA EXEMPTIONS, AND ADOPTING RELATED CEQA FINDINGS

WHEREAS, on November 12, 2002 the City Council adopted, via Resolution No. 77514 C.M.S., a Pedestrian Master Plan, as part of the Land Use and Transportation Element of the City's general plan (LUTE); and

WHEREAS, with the passage of Measure BB in 2015, the Alameda County Transportation Commission requires that local jurisdictions update the Pedestrian Master Plan every five years to receive pass-through (non-competitive) as well as discretionary funds that assist the City in paying for the design and installation of the necessary improvements; and

WHEREAS, an updated Pedestrian Master Plan is also needed to maintain eligibility for Caltrans' Active Transportation Program funds that assist the City in paying for the design and installation of necessary improvements; and

WHEREAS, the Oakland Walks! 2017 Pedestrian Master Plan Update Public Review Draft – April 6, 2017 (Plan) is a General Plan Amendment to the LUTE, and that the Plan meets the requirements for a General Plan Amendment, including comprehensiveness, internal consistency, and a long-term perspective; and

WHEREAS, the Plan is consistent with the goals, values, and purpose of the Department of Transportation's (DOT) 2016 Strategic Transportation Plan; and

WHEREAS, the Plan recommends actions in a five-year capital improvement plan to reduce pedestrian injuries and fatalities in the "High Injury Network" of intersections and corridors in the City; and

WHEREAS, the Plan uses a methodology created for prioritizing capital improvements on the "High Injury Network" that relies upon data analyses measuring Safety, Equity, and Walkability; and

WHEREAS, updated policy, programmatic, and planning recommendations for longer-term actions are also a part of the Plan; and

WHEREAS, the public participation and planning process began in May of 2015 with the convening of a community-based Pedestrian Advisory Group and a staff-based Technical Advisory Committee; later, a survey was made available that received 588 responses; and subsequently, seven meetings were held with potentially directly affected populations that may not have responded to the survey; and

WHEREAS, the Bicycle and Pedestrian Advisory Commission (BPAC) held two public meetings (March and December 2015) that included discussion and direction on the emerging Plan, with a final meeting on April 20, 2017, which resulted in further recommendations to the Plan that have been incorporated into Attachment A in the May 17, 2017 Planning Commission report and a letter of support that was incorporated into the same report as Attachment B; and

WHEREAS, the Mayor's Commission on Persons with Disabilities (MCPD) has reviewed the Plan and submitted recommendations regarding Universal Access, which have been incorporated into Attachment A in the Planning Commission report; and

WHEREAS, on May 17, 2017, the City Planning Commission conducted a duly noticed public hearing on the Plan, took public testimony and recommended, in part, that the City Council adopt the Plan, with further recommendations that have been incorporated into Attachment C in the June 13, 2017 joint Public Works Committee and Community and Economic Development Committee Agenda Report, and the related California Environmental Quality Act (CEQA) actions/findings; and

WHEREAS, on June 13, 2017 the City of Oakland's Public Works Committee and the Community and Economic Development Committee conducted duly noticed public meetings and recommended, in part, approval of the Plan and the related CEQA actions/findings to the City Council; and

WHEREAS, a duly noticed public hearing was held by the City Council on June 20, 2017 to consider the Plan, now, therefore, be it

RESOLVED: that the City Council hereby adopts the Oakland Walks! 2017 Pedestrian Master Plan Update based, in part, upon the General Plan Analysis and Adoption Findings in the May 17, 2017 Planning Commission staff report (incorporated by reference into this Resolution as if fully set forth herein); and further finds and determines that the public safety, health, convenience, comfort, prosperity and general welfare will be furthered by the adoption of the Plan; and be it

FURTHER RESOLVED: the City Council, based upon its own independent review, consideration, and exercise of its independent judgment, hereby finds and determines, on the basis of substantial evidence in the entire record before the City, that none of the circumstances necessitating further CEQA review are present under CEQA Guidelines section 15162-15164, and separately and independently the Plan qualifies for various exemptions, for the reasons stated in the May 17, 2017 Planning Commission Report and Attachments (Planning Commission Report), and the June 13, 2017 joint Public Works Committee and Community and Economic Development Committee Agenda

Report and Attachments (City Council Report), hereby incorporated by reference as if fully set forth herein; and be it

FURTHER RESOLVED: that the City Council finds and determines that this action complies with CEQA, adopts the CEQA findings contained in the Planning Commission Report and City Council Report (hereby incorporated by reference as if fully set forth herein), and directs the Environmental Review Officer to cause to be filed a Notice of Determination and Notice of Exemption with the appropriate agencies; and be it

FURTHER RESOLVED, that the City Council hereby authorizes the City Administrator or designee to make non-substantive, technical conforming changes (essentially correction of typographical and clerical errors and minor clarifications) to the Plan prior to formal publication, without returning to the City Council or City Planning Commission; and be it

FURTHER RESOLVED, that nothing in this Resolution shall be interpreted or applied so as to create any requirement, power, or duty in conflict with any federal or state law; and be it

FURTHER RESOLVED, that the provisions of this Resolution and Plan are severable. If a court of competent jurisdiction determines that a word, phrase, clause, sentence, paragraph, subsection, section, Chapter or other provision is invalid, or that the application of any part of the provision to any person or circumstance is invalid, the remaining provisions of this Resolution and/or Plan that can be given effect without the invalid provision or application and the application of those provisions to other persons or circumstances are not affected by that decision. The City Council declares that the City Council would have adopted this Resolution and/or Plan irrespective of the invalidity of any particular portion of this Resolution and/or Plan; and be it

FURTHER RESOLVED, that the record before this Council relating to these actions include, without limitation, the following:

1. ~~The Oakland Walks! 2017 Pedestrian Master Plan Update, including all accompanying maps, papers and appendices;~~
2. All final staff reports, final decision letters and other final documentation and information produced by or on behalf of the City, including without limitation the CEQA Analysis and supporting technical studies and appendices, and all related/supporting final materials, and all final notices relating to the Oakland Plan and attendant hearings;
3. All oral and written evidence received by the BPAC, MCPD, City Planning Commission and City Council during the public hearings on the Plan; and all written evidence received by the relevant City Staff before and during the public hearings on the Plan;
4. All matters of common knowledge and all official enactments and acts of the City, such as: (a) the General Plan; (b) Oakland Municipal Code, including, without limitation, the Oakland real estate regulations and Oakland Fire Code; (c) Oakland Planning Code; (d) other applicable City policies and regulations; and

(e) all applicable state and federal laws, rules and regulations; and be it

FURTHER RESOLVED, that the custodians and locations of the documents or other materials which constitute the record of proceedings upon which the City Council's decision is based, are respectively: (a) Department of Transportation, 250 Frank H. Ogawa Plaza, Suite 4314, Oakland, California; (b) Planning and Building Department – Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 3315, Oakland, California; and (c) Office of the City Clerk, One Frank H. Ogawa Plaza, 1st Floor, Oakland California; and be it

FURTHER RESOLVED, that the recitals contained in this Resolution are true and correct and are an integral part of the City Council's decision.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

**AYES – BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY,
GUILLEN, KALB, KAPLAN, AND PRESIDENT REID**

NOES -

ABSENT -

ABSTENTION –

ATTEST:

**LaTonda Simmons
City Clerk and Clerk of the Council of the
City of Oakland, California**