Transportation Policy in Oakland:
As It Is and as It Should Be

UCTC – SafeTREC Seminar/Webinar

Jamie Parks
City of Oakland
November 1, 2013

Overview

- Policy and geographic framework
- What's happening?
  - *Comprehensive crash analysis*
  - *CEQA reform*
  - *Creative designs*
- What next?
  - *Street design guidance*
  - *Data collection and management*
  - *Performance measurement*
  - *Sustainable funding?*
- Research needs

What Are Complete Streets?

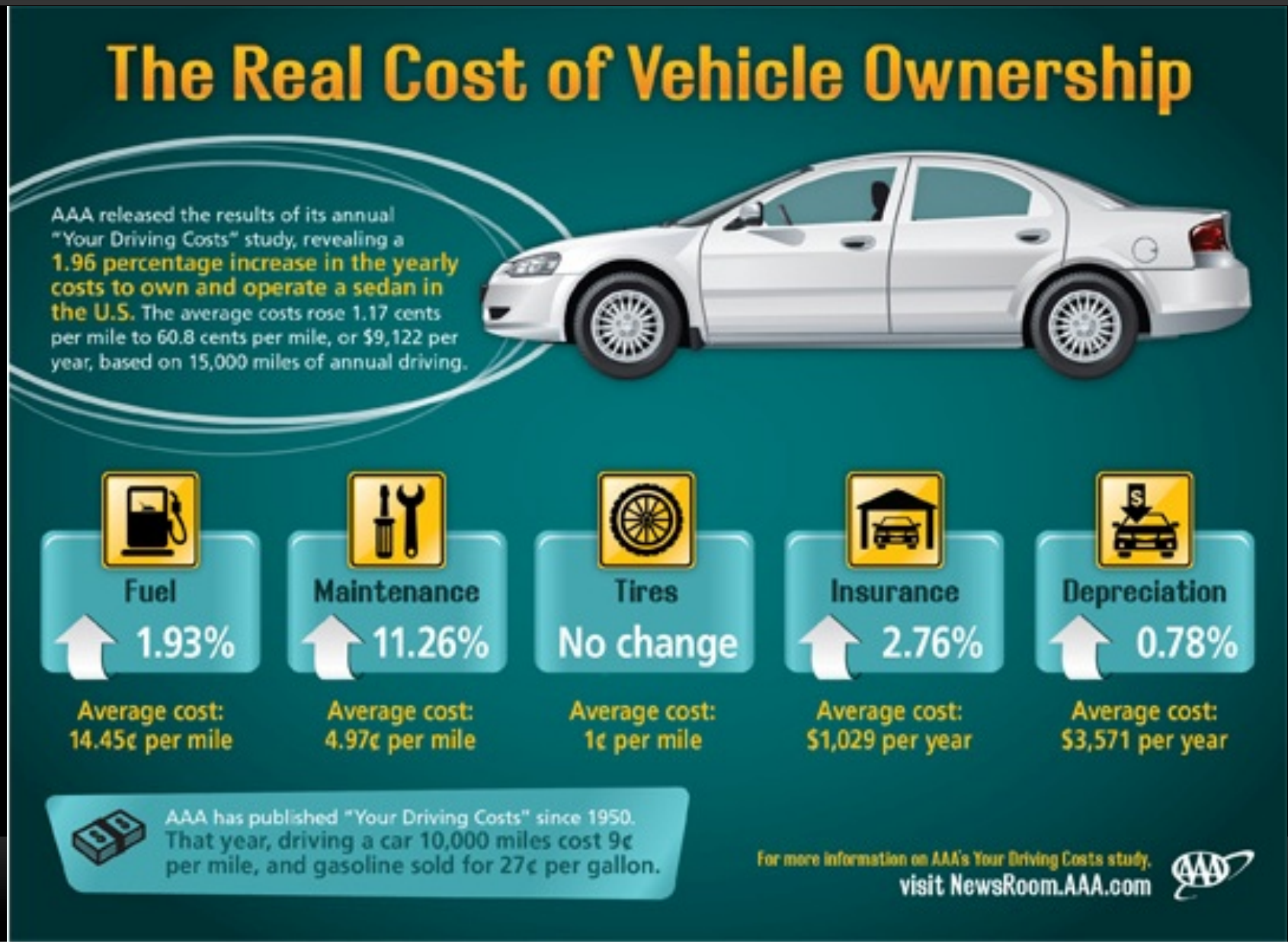
- **Complete Streets** - Ensure that **ALL** users are **safely, comfortably, and adequately** accommodated along roads
  - *Look beyond traffic…*
  - *Recognize streets as public places*

Complete Streets are More than Sidewalks

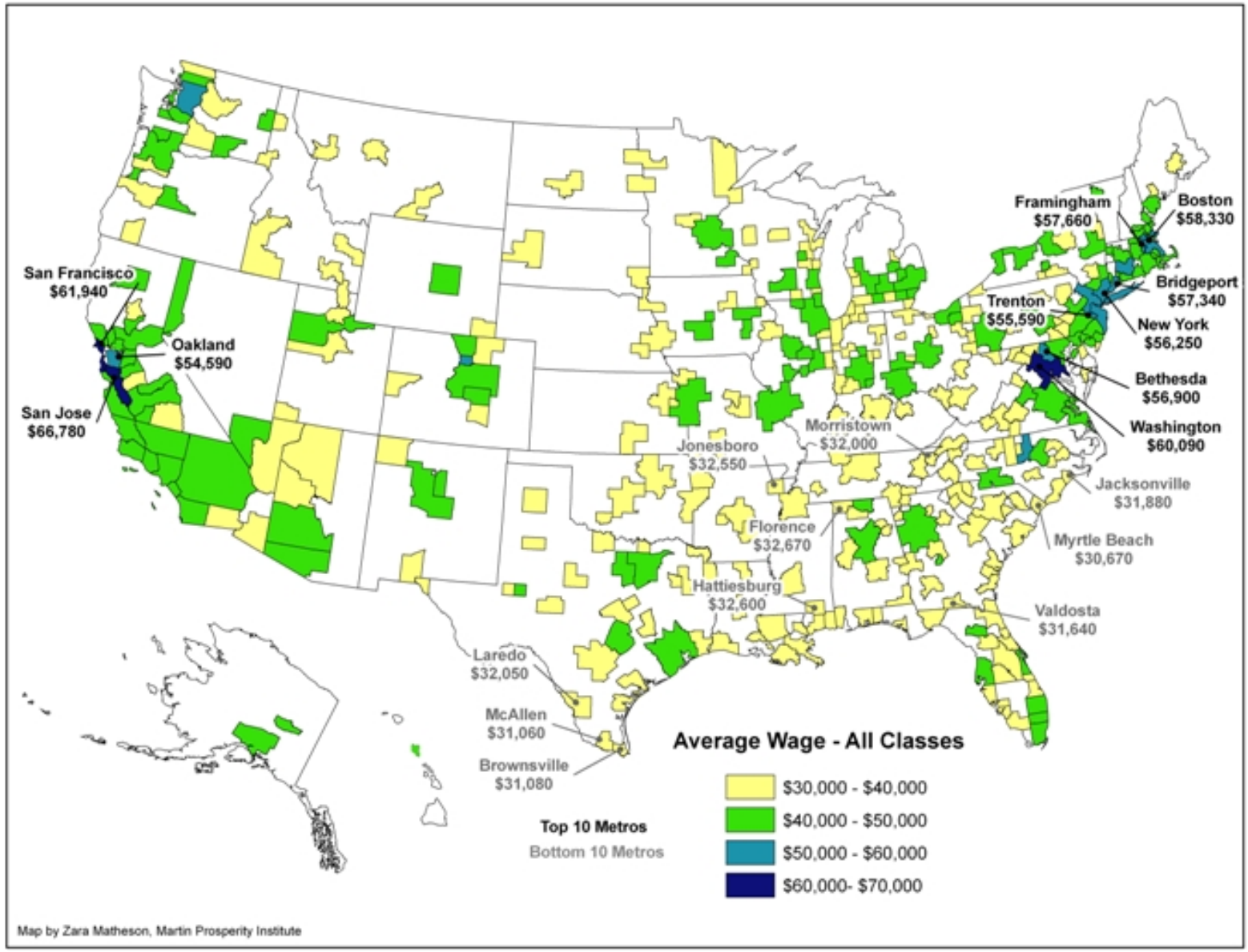
Complete Streets are More than Sidewalks

Why Complete Streets? – Public Health

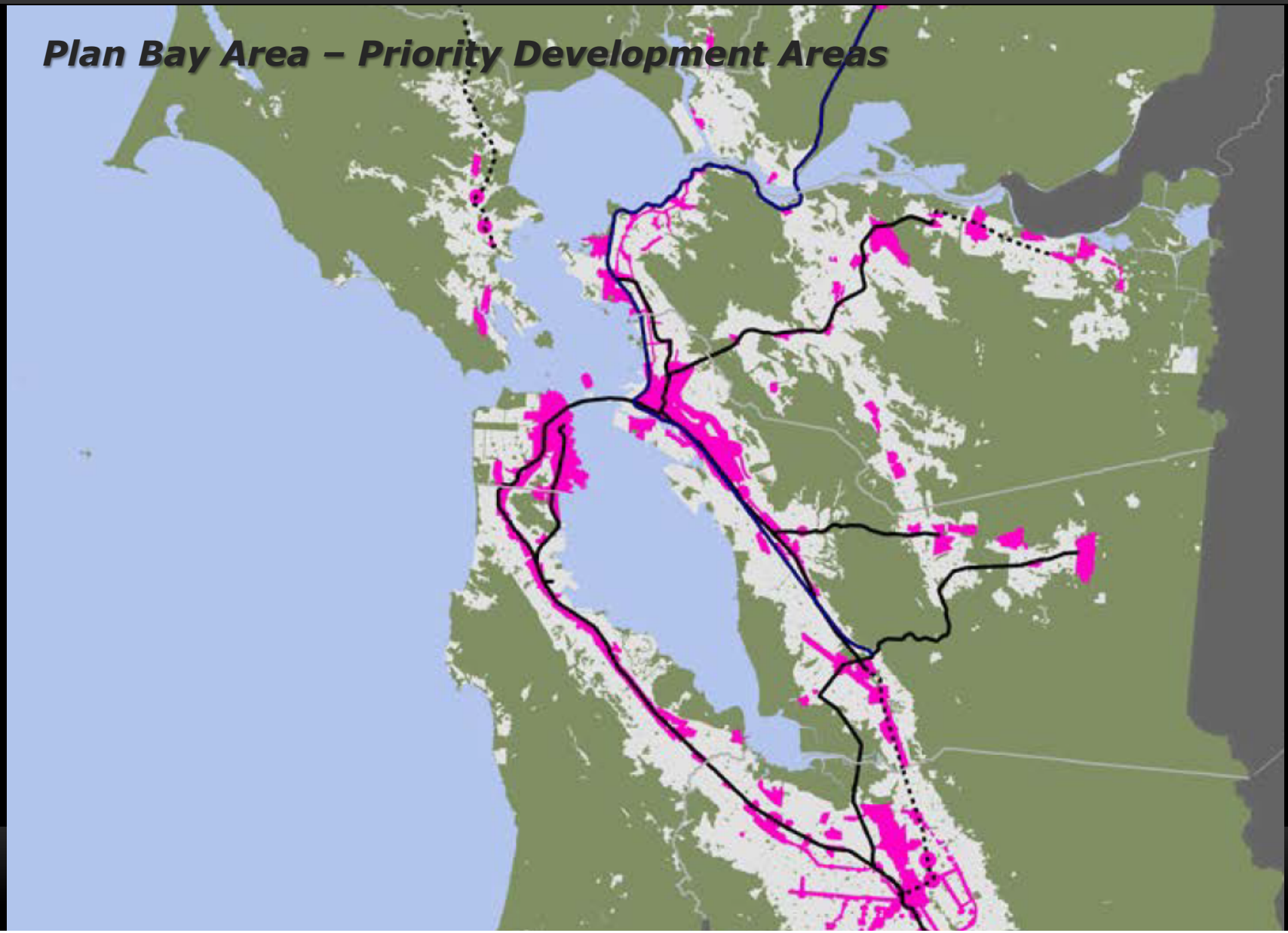
Why Complete Streets? – Equity



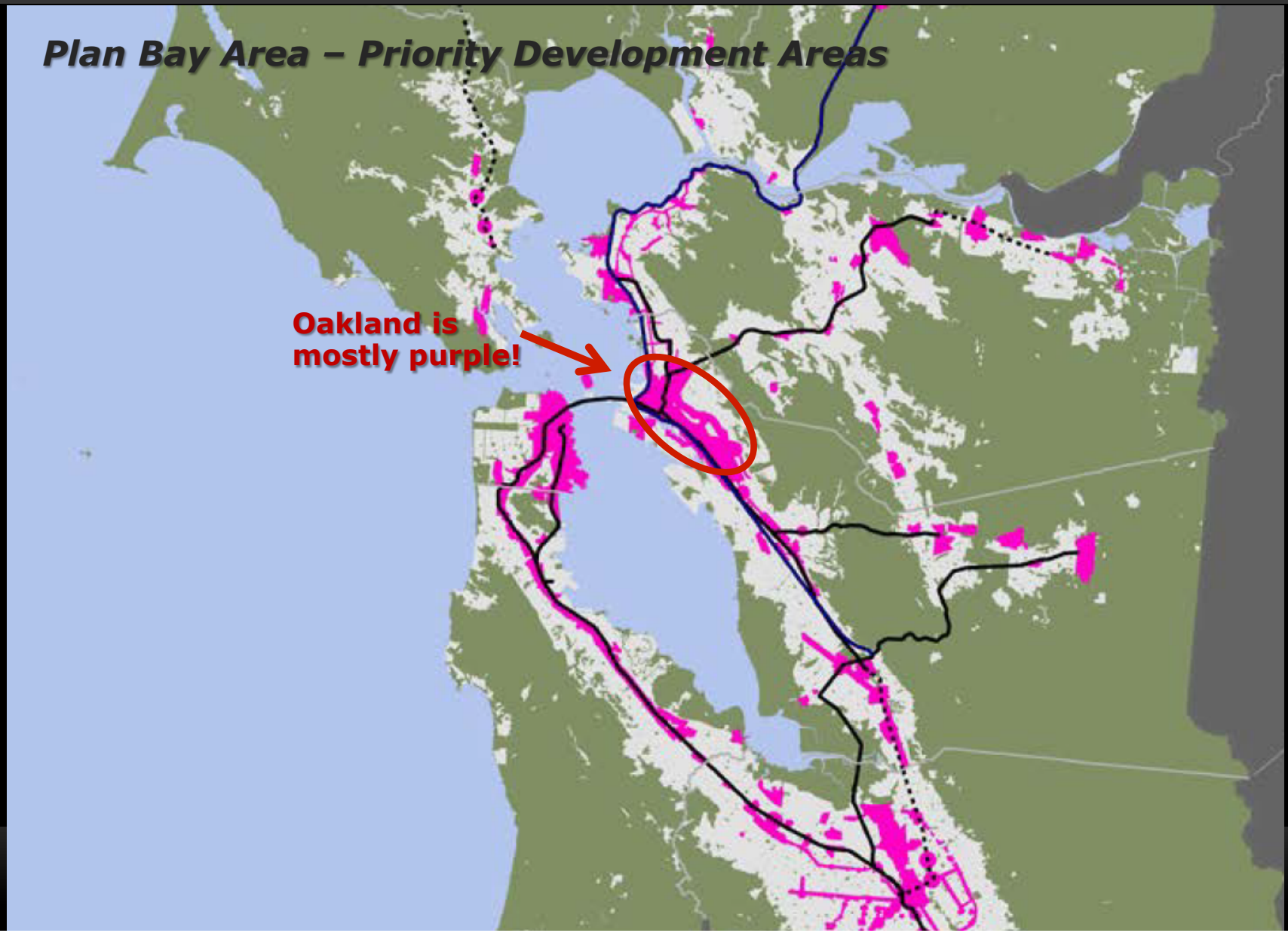
Why Complete Streets? – Economic Health



Why Complete Streets? – Growth



Why Complete Streets? – Growth



Oakland Complete Streets Policy

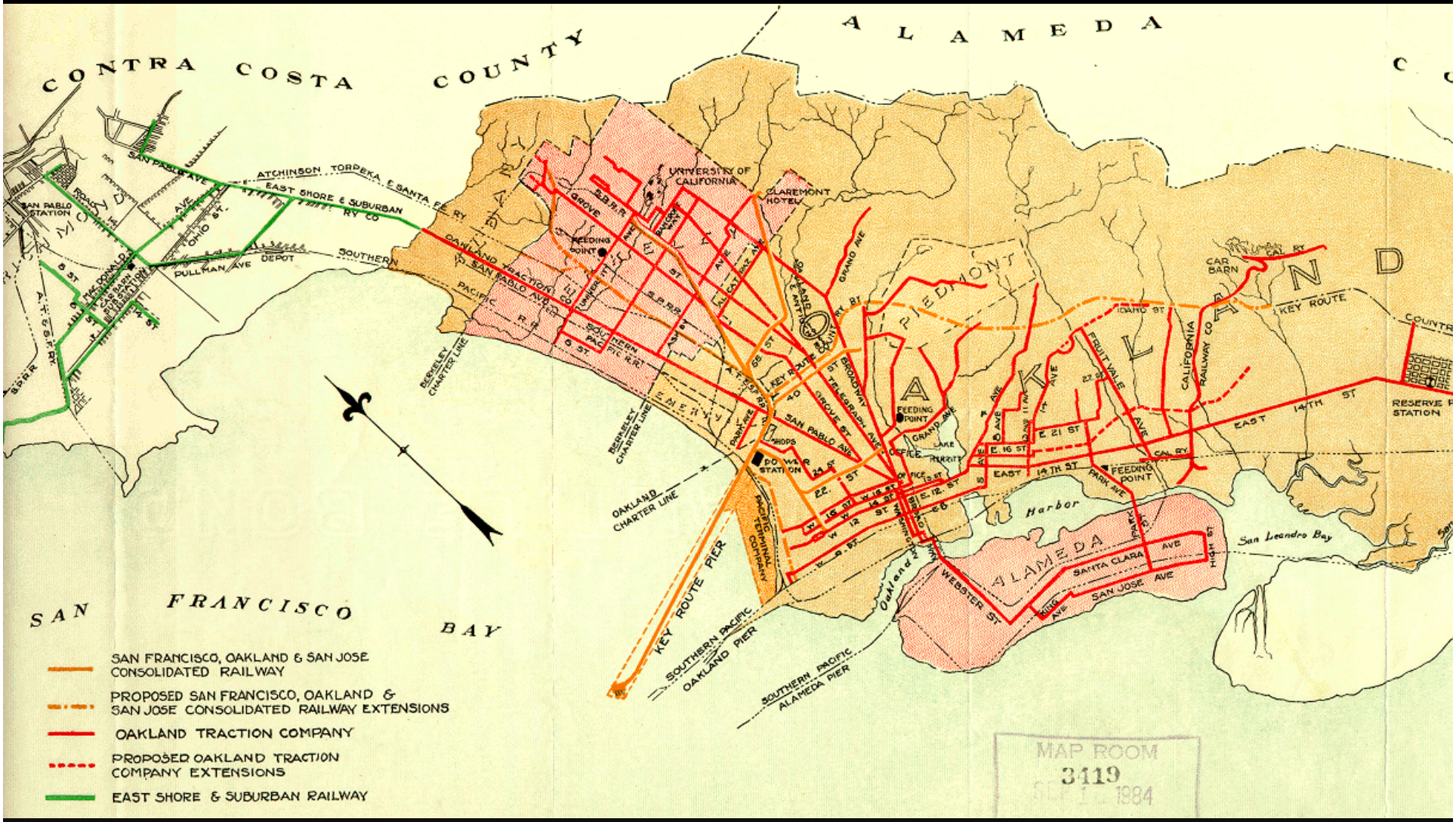
- Resolution and Ordinance adopted January 2013

  Establish the City's intent to … serve all users and modes. The City … will use Complete Streets to provide safe comfortable, and convenient travel along and across streets…through a comprehensive, integrated transportation network that serves all categories of users.

- Is this policy achievable?

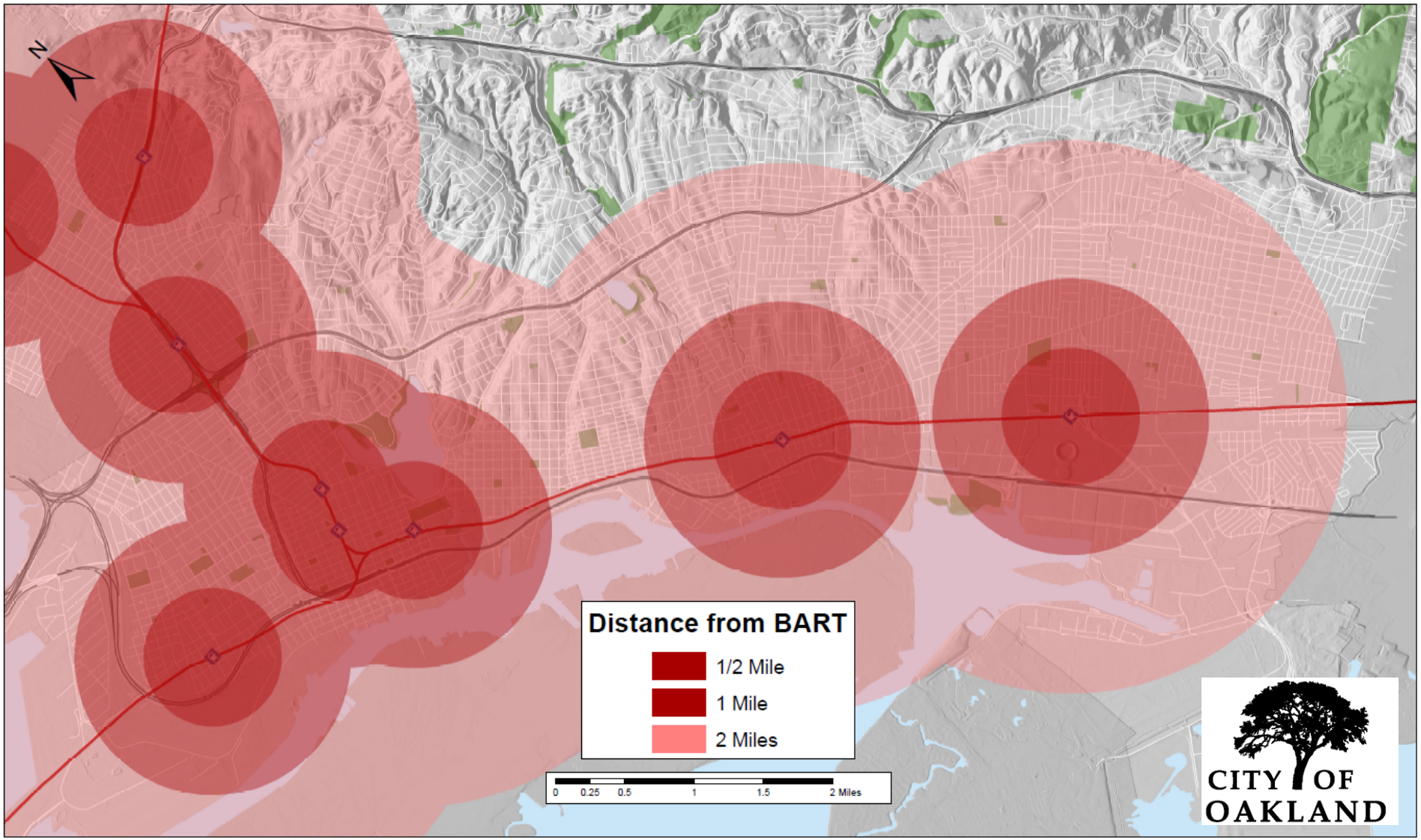
Starting from a Good Base - Streetcars

Starting from a Good Base - Streetcars

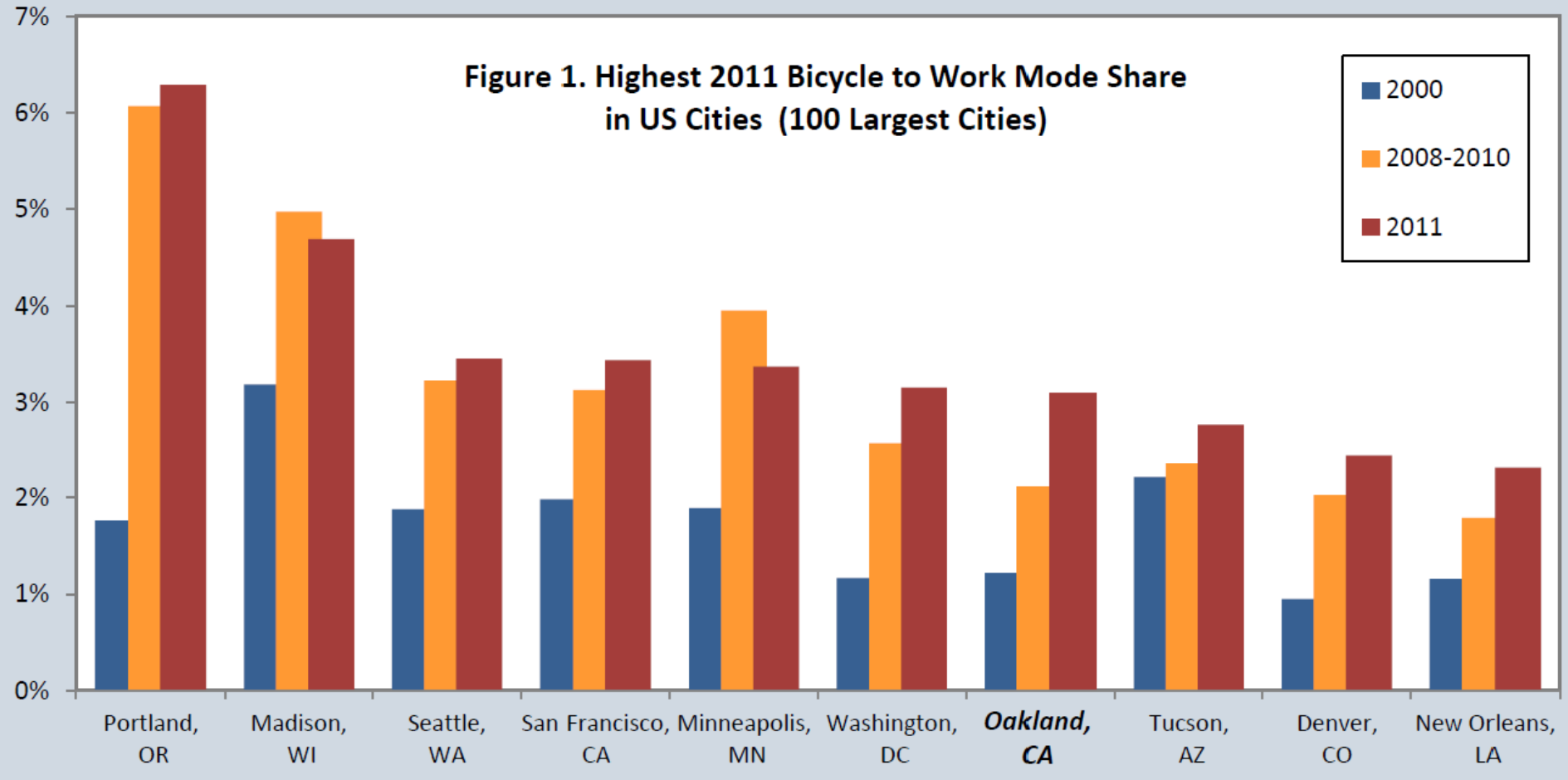


Starting from a Good Base - BART

Oakland BART Station Access Rings



Starting from a Good Base - Culture



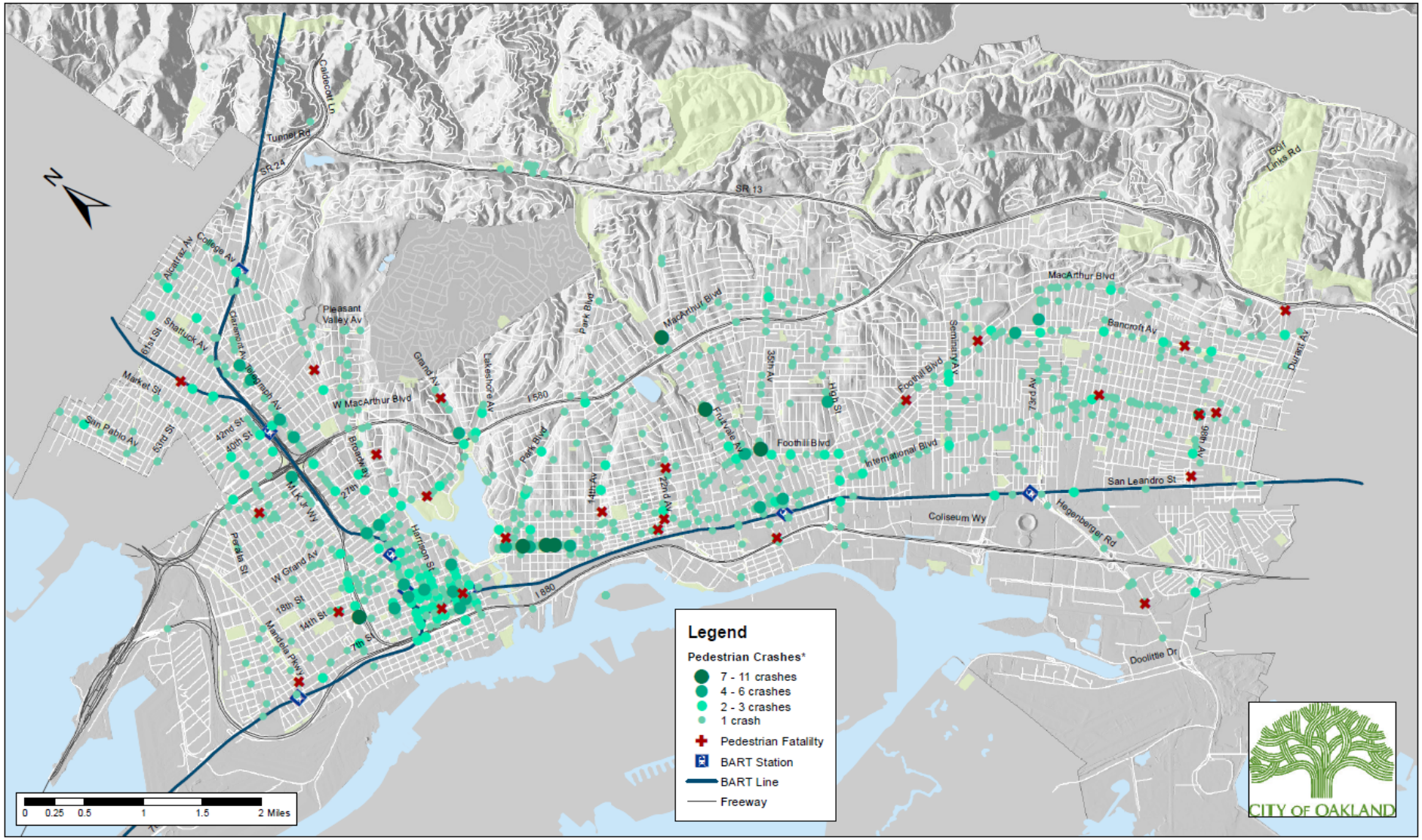
Source: U. S. Census 2000, Table SF3; 2008-10 and 2011 American Community Survey estimates; summarized by City of Oakland staff

On-going Efforts - Safety

- Comprehensive citywide analysis
  - *GIS analysis of Transportation Injury Management System (TIMS) data*
  - *Corridor and point-based*
- Proactively identify safety issues
  - *Programmatic approach vs. spot locations*
  - *Prepare for grant opportunities*
- No exposure data!

Crash Hotspots - Pedestrians

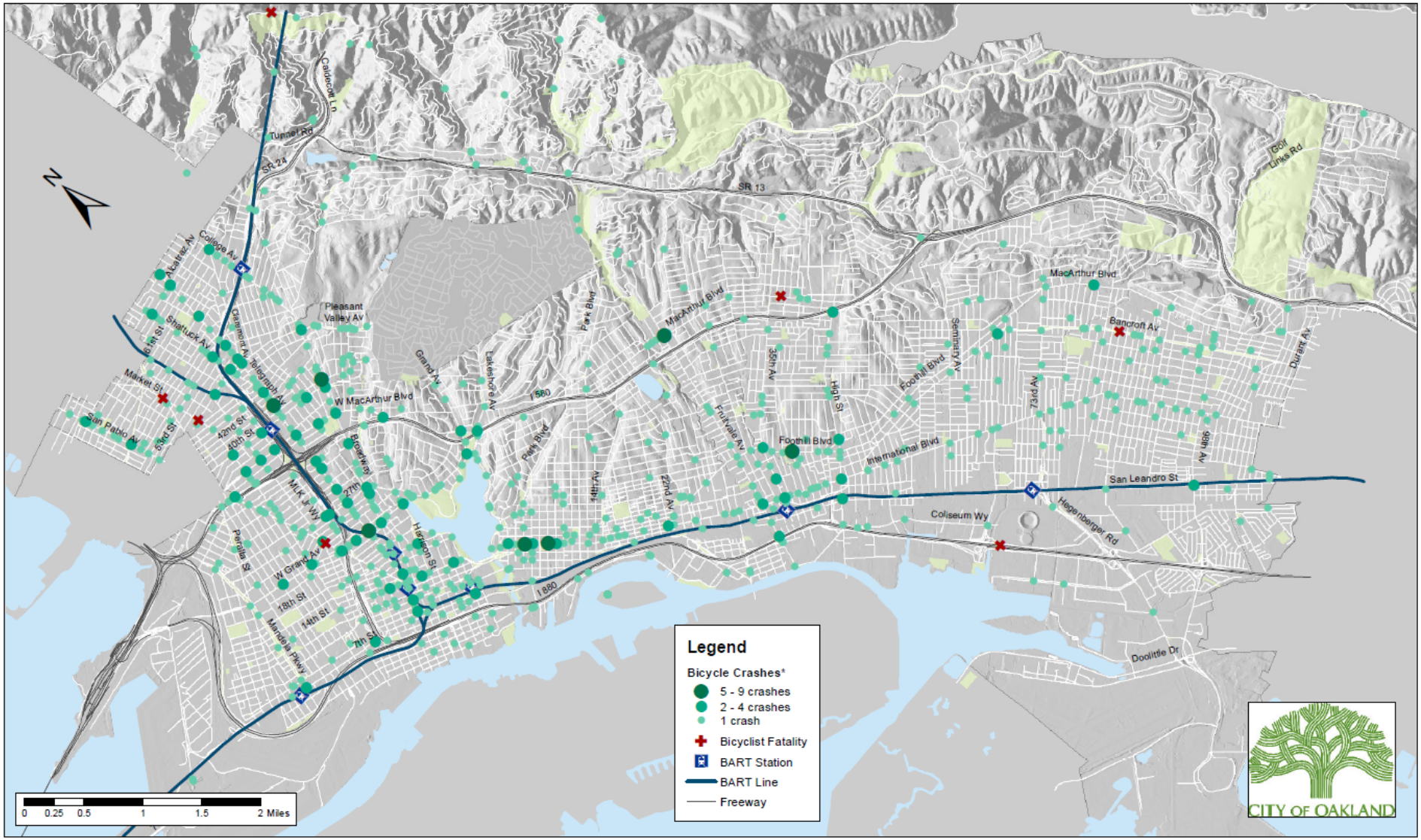
Oakland Pedestrian Crashes (2007-2011)



Analysis based on 2007-2011 crash data retrieved from the Transportation Injury Mapping System (TIMS) on May 21, 2013

Crash Hotspots - Bicycles

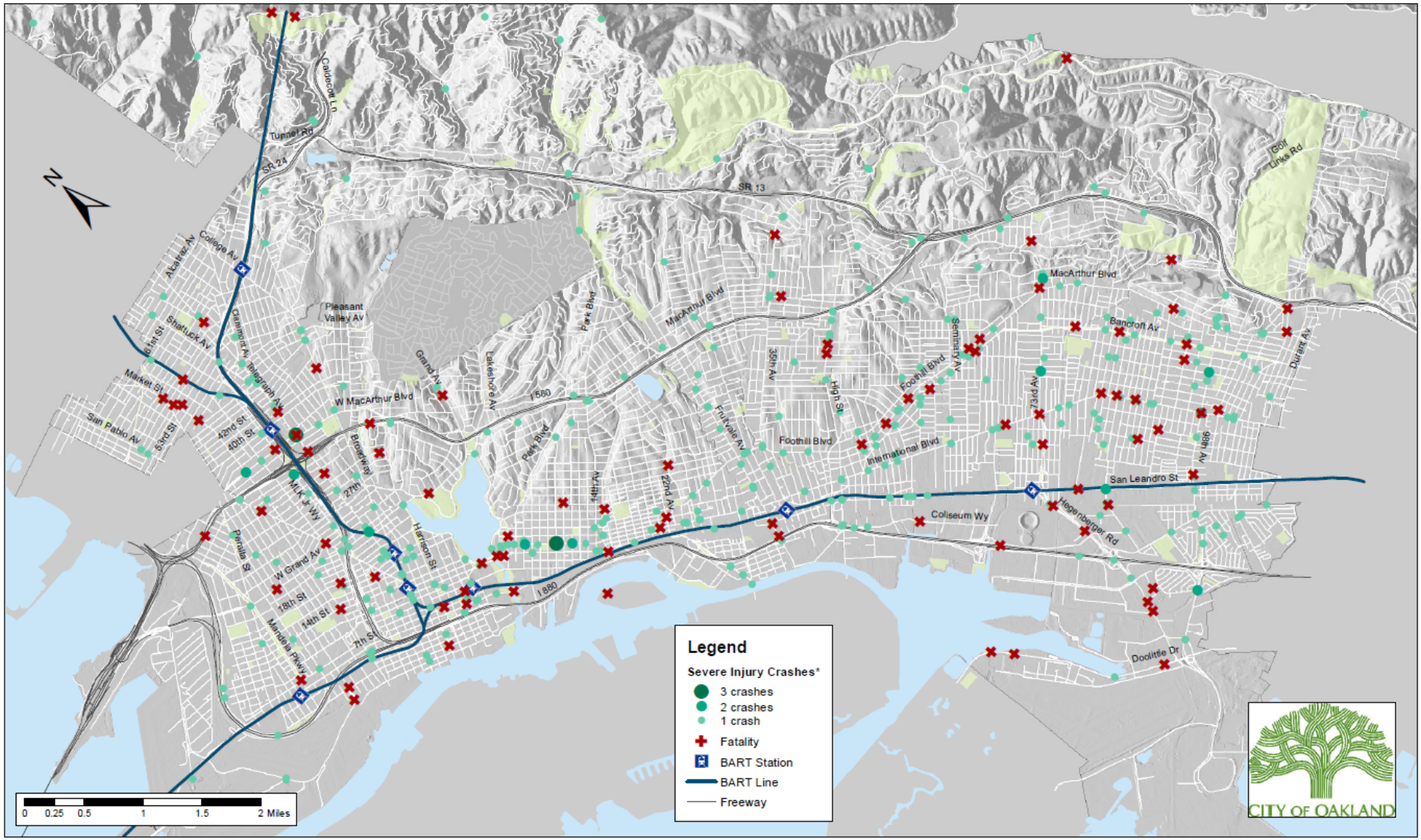
Oakland Bicycle Crashes (2007-2011)



Analysis based on 2007-2011 crash data retrieved from the Transportation Injury Mapping System (TIMS) on May 21, 2013

Crash Hotspots – All Modes

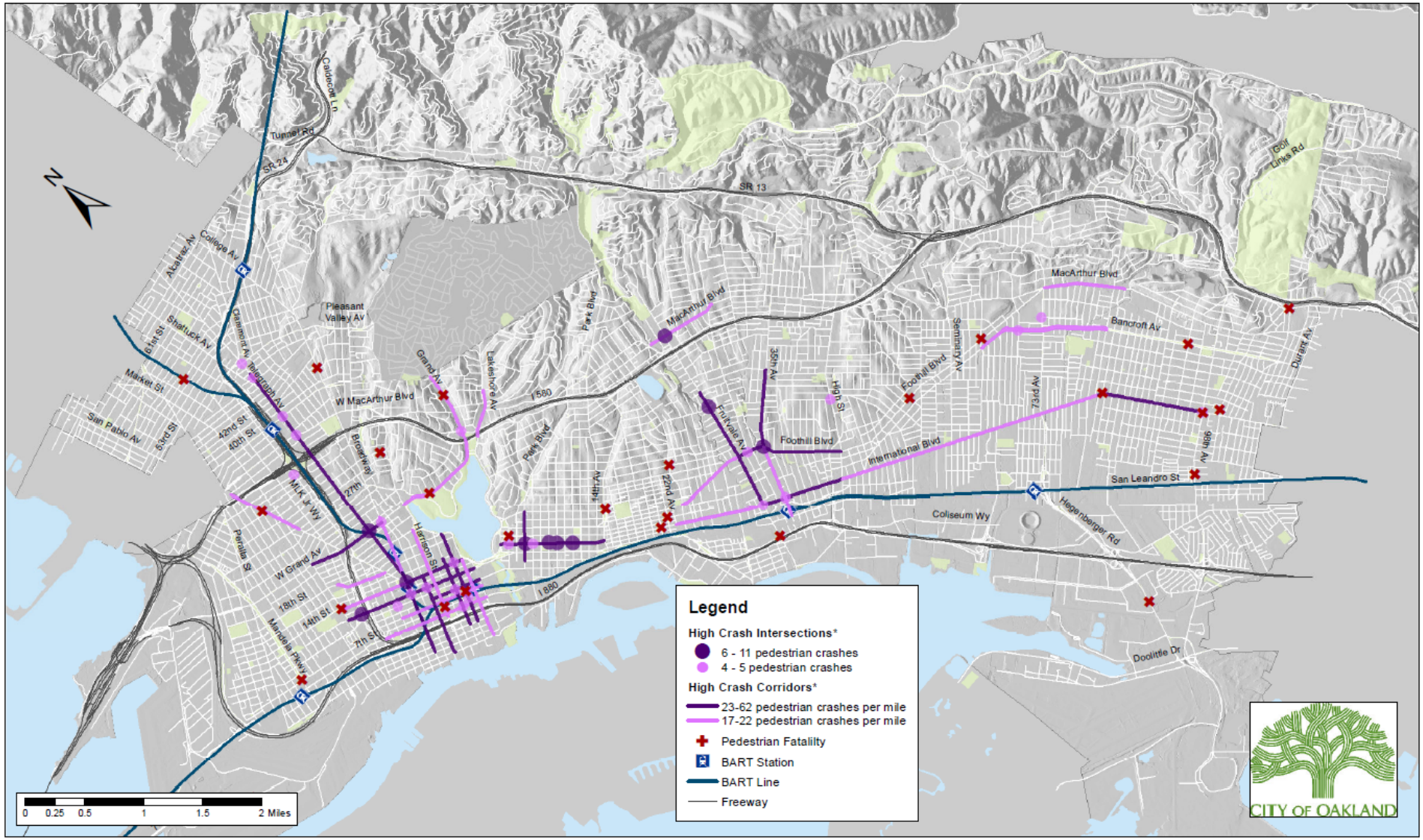
Oakland Severe Injury and Fatal Crashes (2007-2011)



Analysis based on 2007-2011 crash data retrieved from the Transportation Injury Mapping System (TIMS) on May 21, 2013

High Crash Intersections and Corridors - Pedestrians

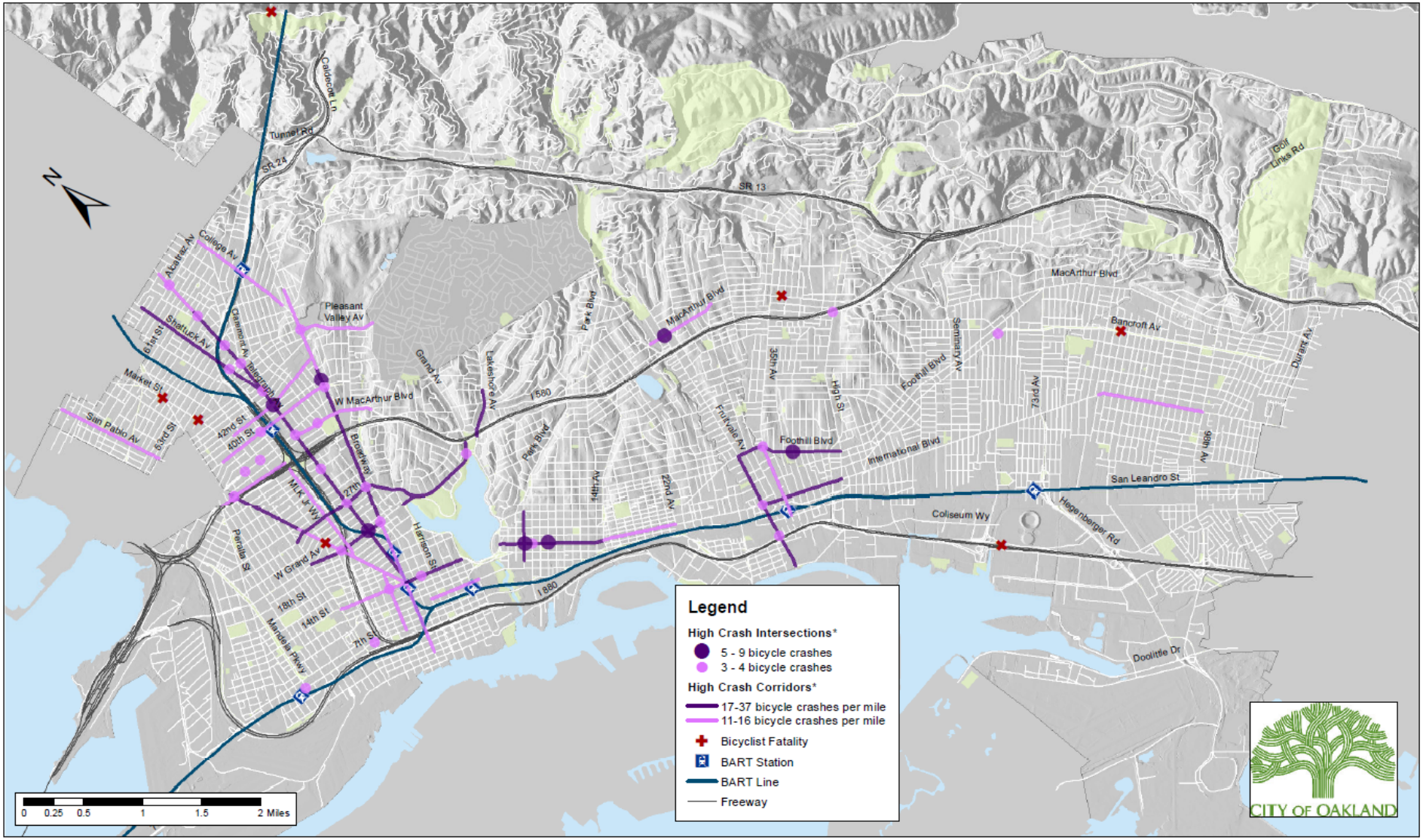
Oakland Pedestrian Safety Priority Intersections and Corridors



Analysis based on 2007-2011 crash data retrieved from the Transportation Injury Mapping System (TIMS) on May 21, 2013

High Crash Intersections and Corridors – Bicycles

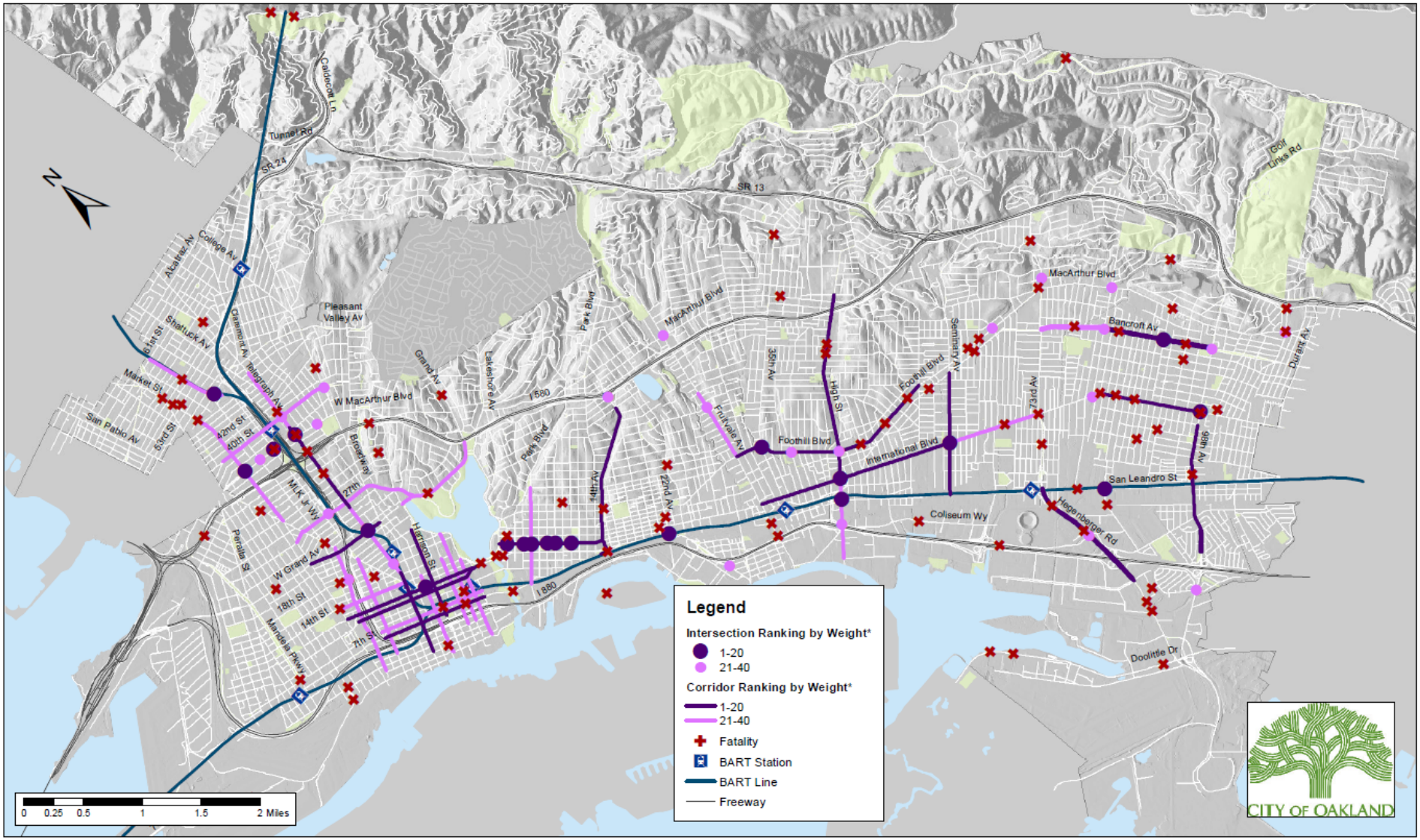
Oakland Bicycle Safety Priority Intersections and Corridors



*Analysis based on 2007-2011 crash data retrieved from the Transportation Injury Mapping System (TIMS) on May 21, 2013

High Crash Intersections and Corridors – All Modes

Oakland Safety Priority Intersections and Corridors - Weighted by Crash Severity



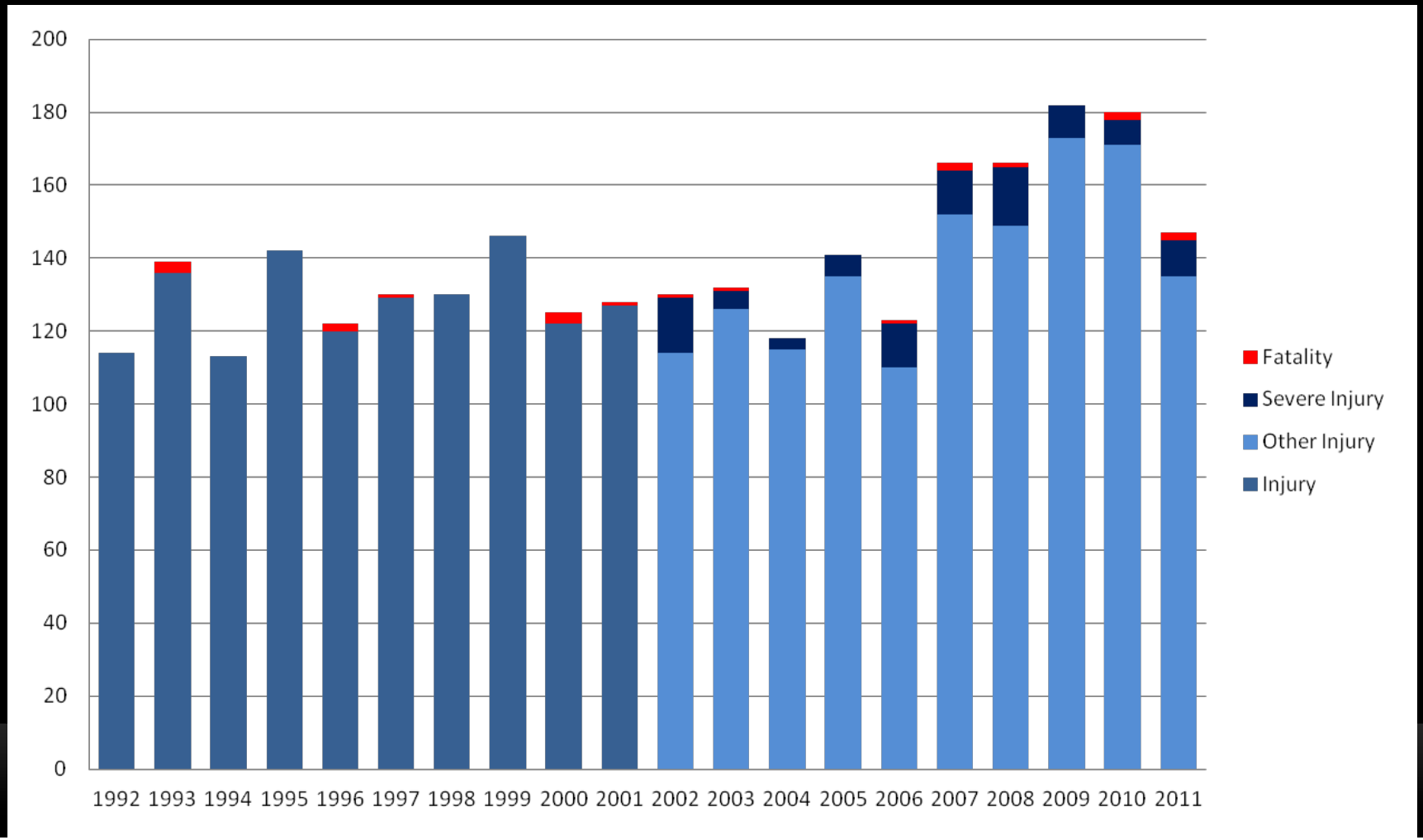
*Analysis based on 2007-2011 crash data retrieved from the Transportation Injury Mapping System (TIMS) on May 21, 2013
Weights for crash severity: Fatal = 9; Injury (Severe) = 6; Injury (Other Visible) = 3; Injury (Complaint of Pain) = 2

Safety is Complementary

Street	Start	End	Ped	Bike	All
10th St	Webster St	Fallon St	X	X	X
12th St	Market St	Fallon St	X		X
14th St	Broadway	Lakeside Dr	X	X	X
14th St	Market St	Broadway	X	X	X
17th St	18th St	San Pablo Av	X		X
35th Ave	Foothill Ave	San Leandro St	X	X	
4th Av	E 18th St	E 11th St	X	X	X
7th St	EB 11th	Fallon St	X		X
Bancroft Av	64th St	82nd Av	X		X
Broadway	23rd St	Telegraph Ave	X	X	
Broadway	Telegraph Av	2nd St	X	X	X
Clay St	San Pablo Av	7th St		X	X
Foothill Blvd	Fruitvale Av	High St	X	X	X
Fruitvale Av	Foothill Blvd	International Blvd	X	X	X
Fruitvale Ave	Bona St	Foothill Blvd	X		X
Grand Ave	Harrison St	MacArthur Blvd	X	X	
Harrison St	20th St	6th St	X		X
International Blvd	14th Av	23rd Ave		X	X
International Blvd	1st Av	14th Av	X	X	X
International Blvd	73rd Av	82nd Av	X		X
International Blvd	82nd Av	98th Av	X	X	X
International Blvd	Fruitvale Av	High St	X	X	X
International Blvd	High St	Seminary Av	X		X
Jackson St	15th St	4th St	X		X
Lakeshore Av	Prince St	MacArthur Blvd	X	X	
MacArthur Blvd	73rd Av	84th Av	X		X
MacArthur Blvd	Canaon Av	Hopkins Pl	X	X	
Madison St	19th St	4th St	X		X
Oak St	14th St	Embarcadero	X		X
San Pablo Av	37th St	28th St	X	X	
Telegraph Av	Broadway	49th	X	X	X
W Grand Av	Market St	Broadway	X	X	X
Webster St	14th St	Embarcadero	X		X

Crash Analysis – Exposure Data

- Trend analysis
  - *Bike mode share 1.1% in 1990 to 3.1% in 2011*



Crash Analysis – Exposure Data

- Comparative analysis
  - *Compare facilities and design treatments*

Segment	Crashes per 1,000,000 cyclists	Bikeway type
Colby St Woolsey St to Forest St	1.72	Bike Boulevard
Genoa St Adeline St to West St	1.85	Bike Boulevard
Shafter Ave Claremont Ave to 48th St	0.99	Bike Boulevard
Webster St 48th St to W MacArthur Blvd	4.74	Bike Boulevard
Telegraph Ave Alcatraz Ave to Aileen St	14.48	Bike Lane
Telegraph Ave Aileen St to 40th St	49.89	Arterial Shared Lane

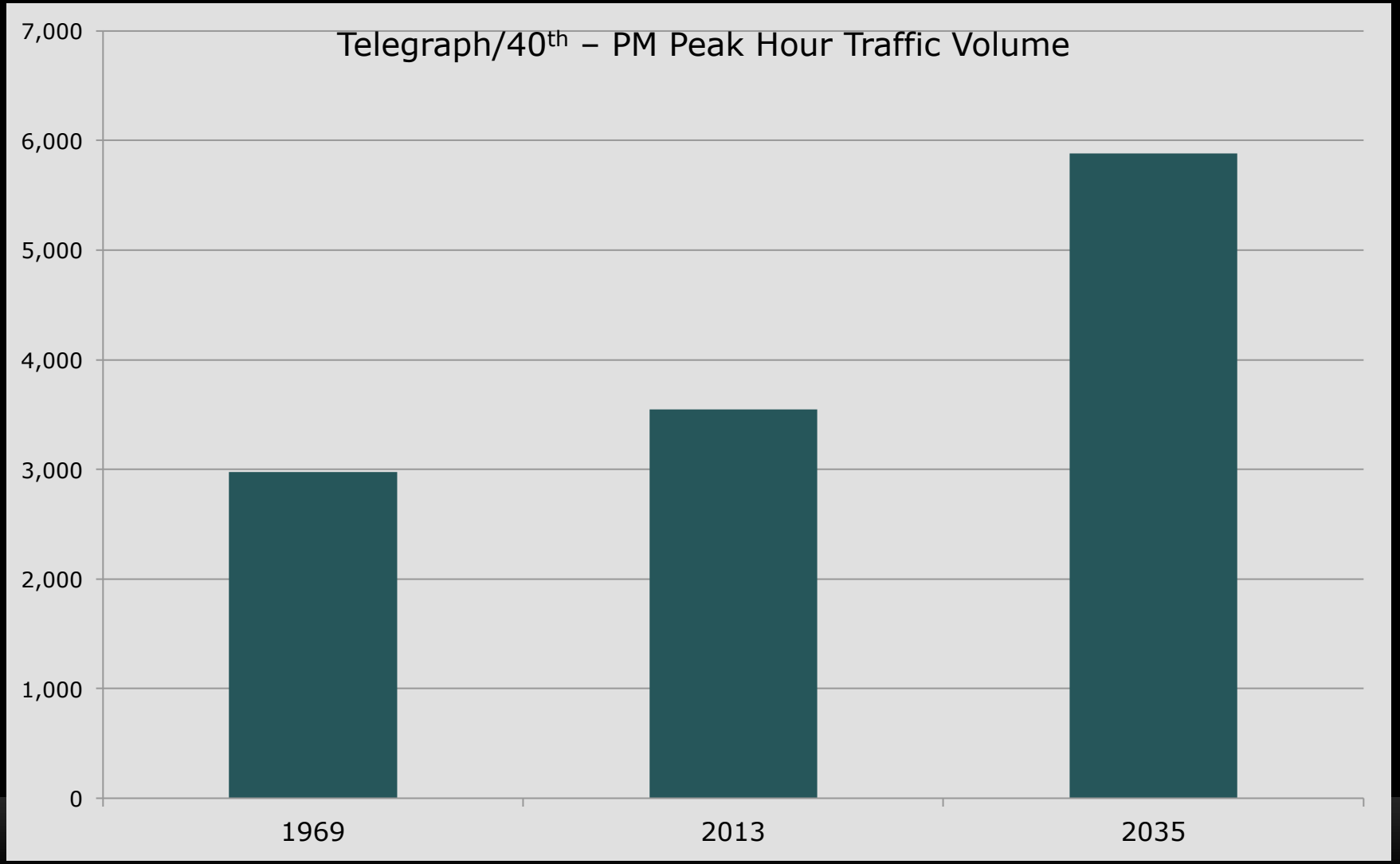
CEQA Reform for Transportation Analysis

- Oakland exemplifies CEQA's problems:

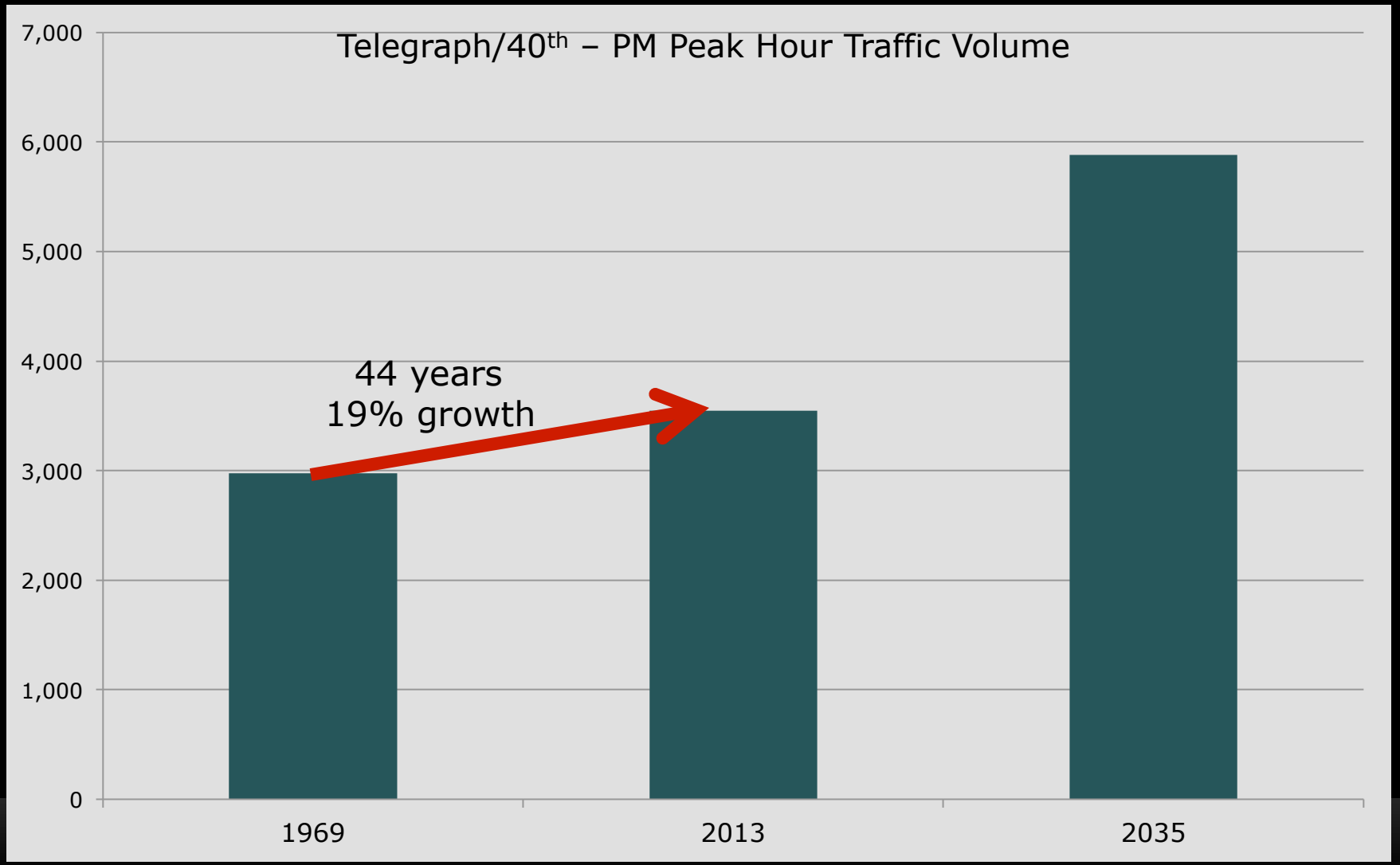
  LOS Thresholds + Cumulative Impacts + Demand Models = A BIG MESS

- What does this affect?
  - *Infill development*
  - *Bikeway projects*
  - *Any project that reduces roadway capacity*

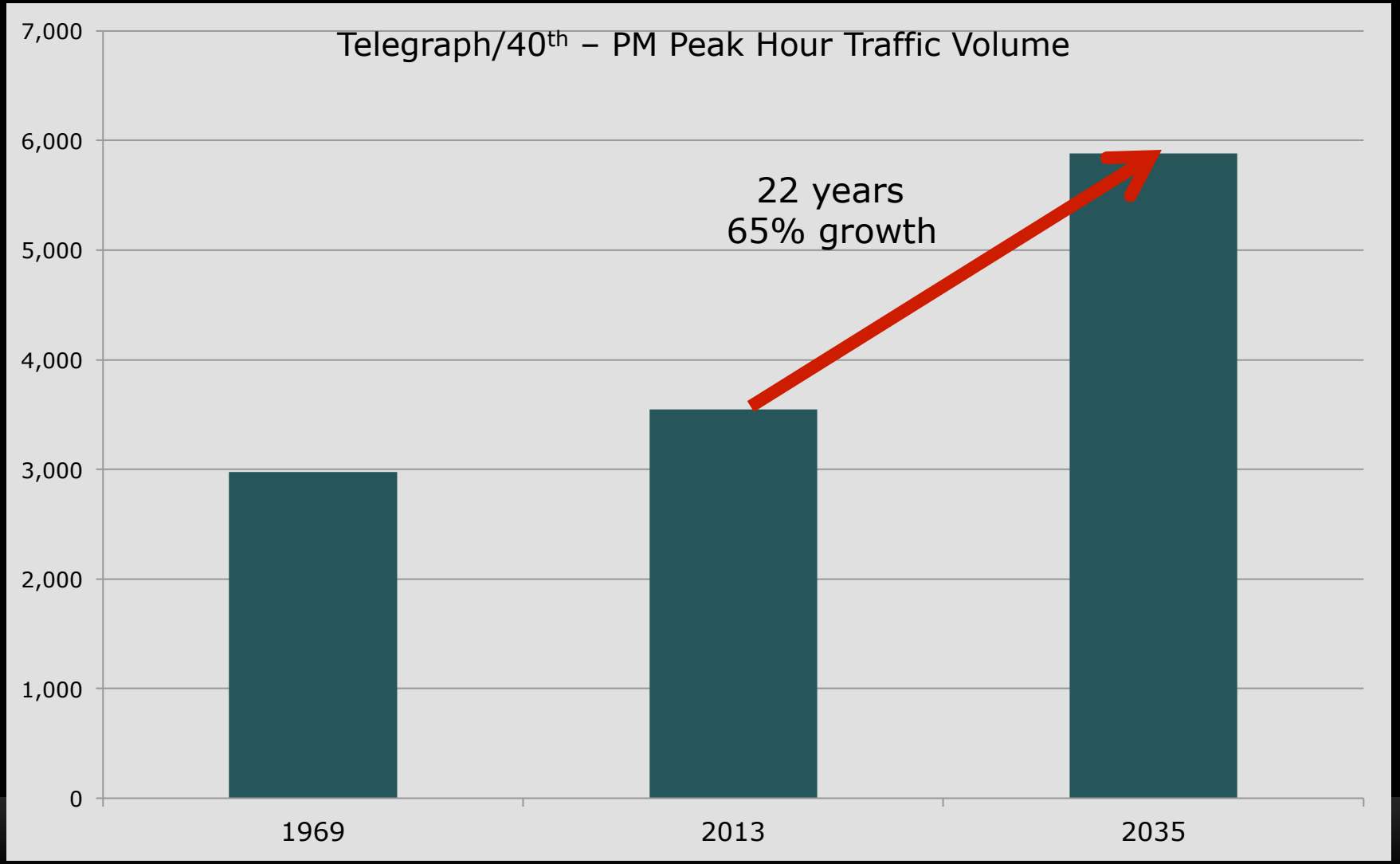
Planning for Dystopia



Planning for Dystopia



Planning for Dystopia



VMT per Capita is Declining

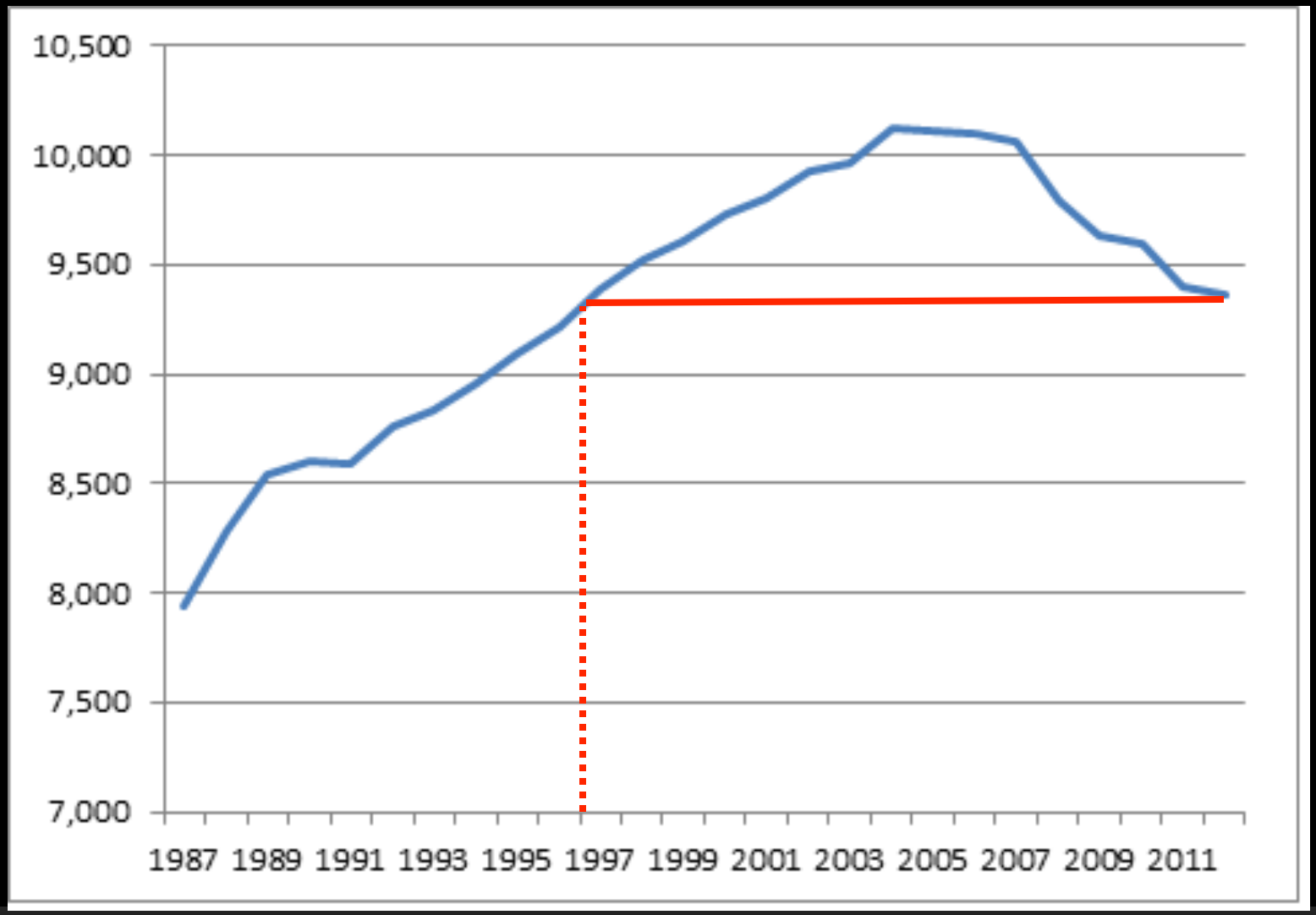


Chart by State Smart Transportation Institute

First Step: Administrative Changes

- Revise Traffic Impact Study Guidelines
  - *Eliminate peak-hour factor (i.e., no more 15-minute analysis)*
  - *Revise study intersection selection criteria*
  - *Default trip reductions for infill (based on BATS survey data)*
- Revise CEQA Thresholds
  - *LOS E vs. LOS D*
  - *Incorporate non-auto thresholds*

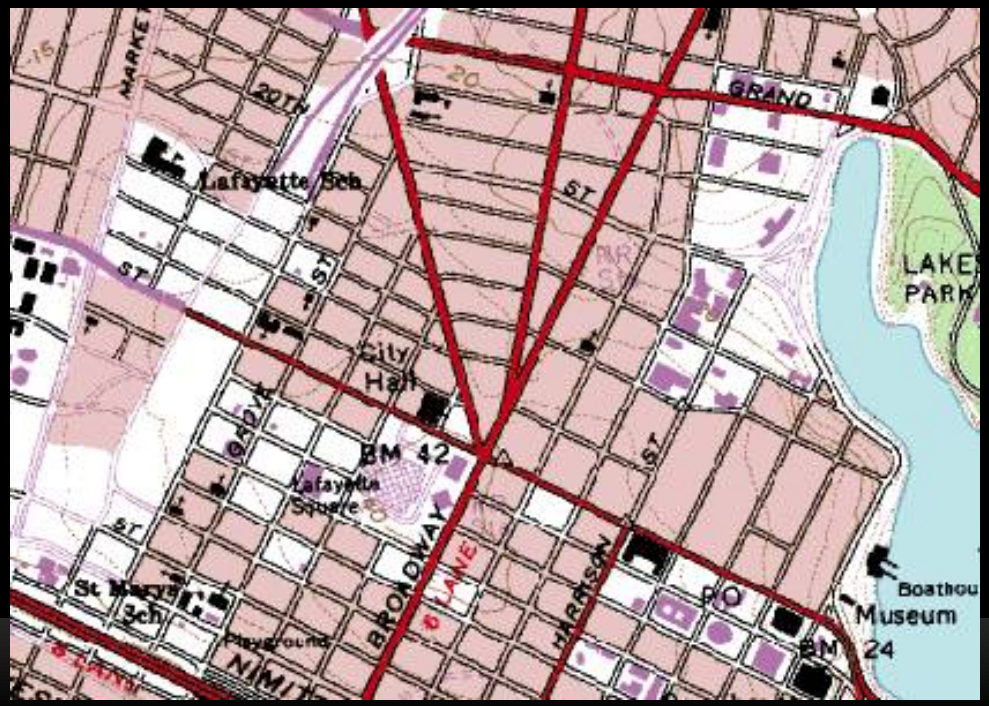
Results: Substantial reduction in "impacts" from infill development

Next Steps: Wholesale Changes

- Revise Cumulative Impact Methodology
  - *Replace regional model with appropriate tool for site-level analysis*
- Replace LOS with alternative threshold
  - *Following results of SB743 CEQA reform bill closely*
- Apply CEQA exemption for bikeways (AB2245)

Latham Square – Iconic Intersection

- Intersection of prominent corridors
- Historic architecture
  - *Cathedral Building*
  - *Rotunda Building*
- Gateway to Uptown

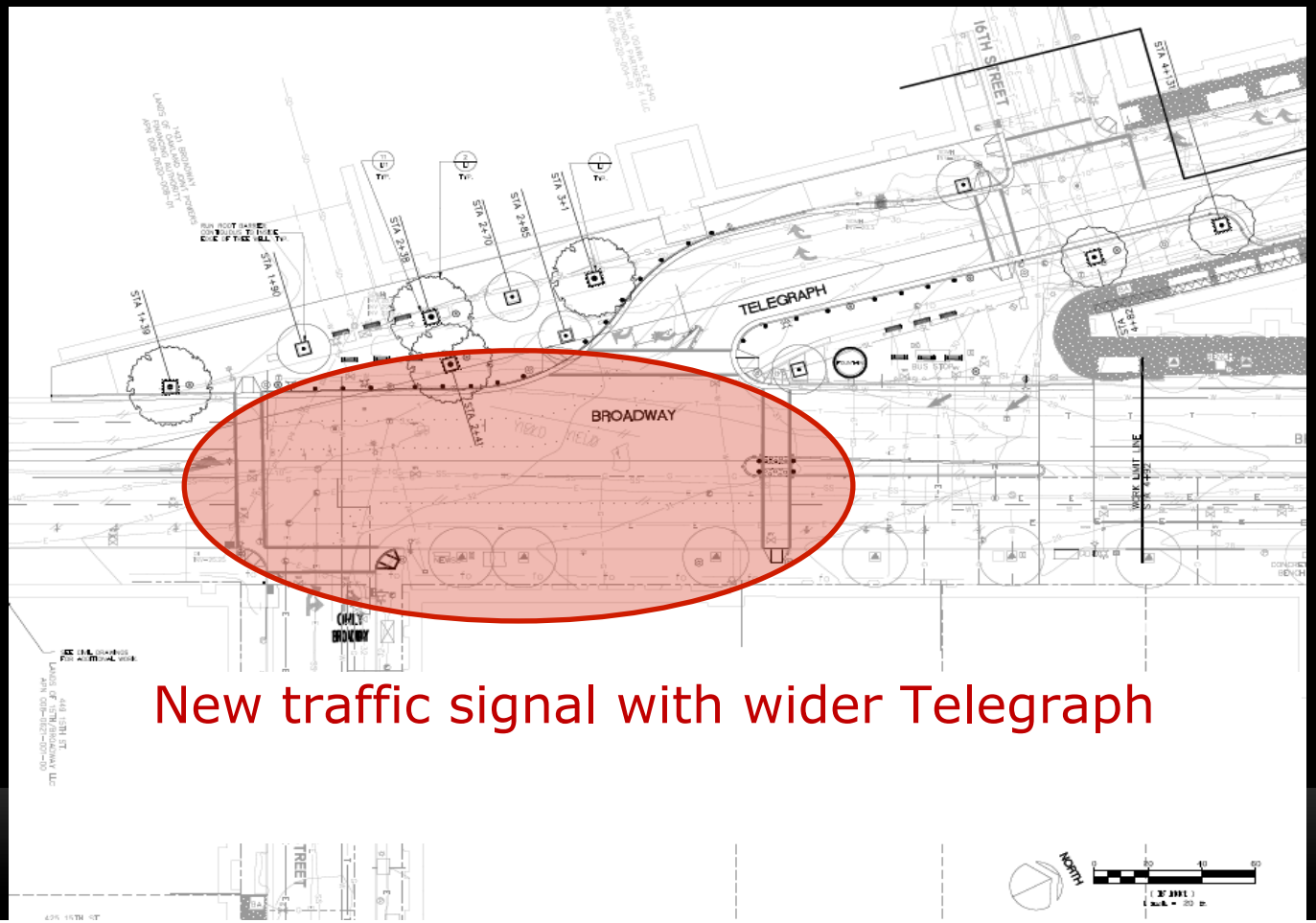


Latham Square – Confusing Intersection

- Complex turning movements
- Poor pedestrian connectivity
- Usable pedestrian space limited

Latham Square Project Development

- Project design began in 2004
  - *Continued through 2012*
  - *Many compromises along the way*



New traffic signal with wider Telegraph

Latham Square – Re-Imagined

New Process, Re-used Materials

Lifeless to Lively

Bikeway Innovation – Green Shared Lanes

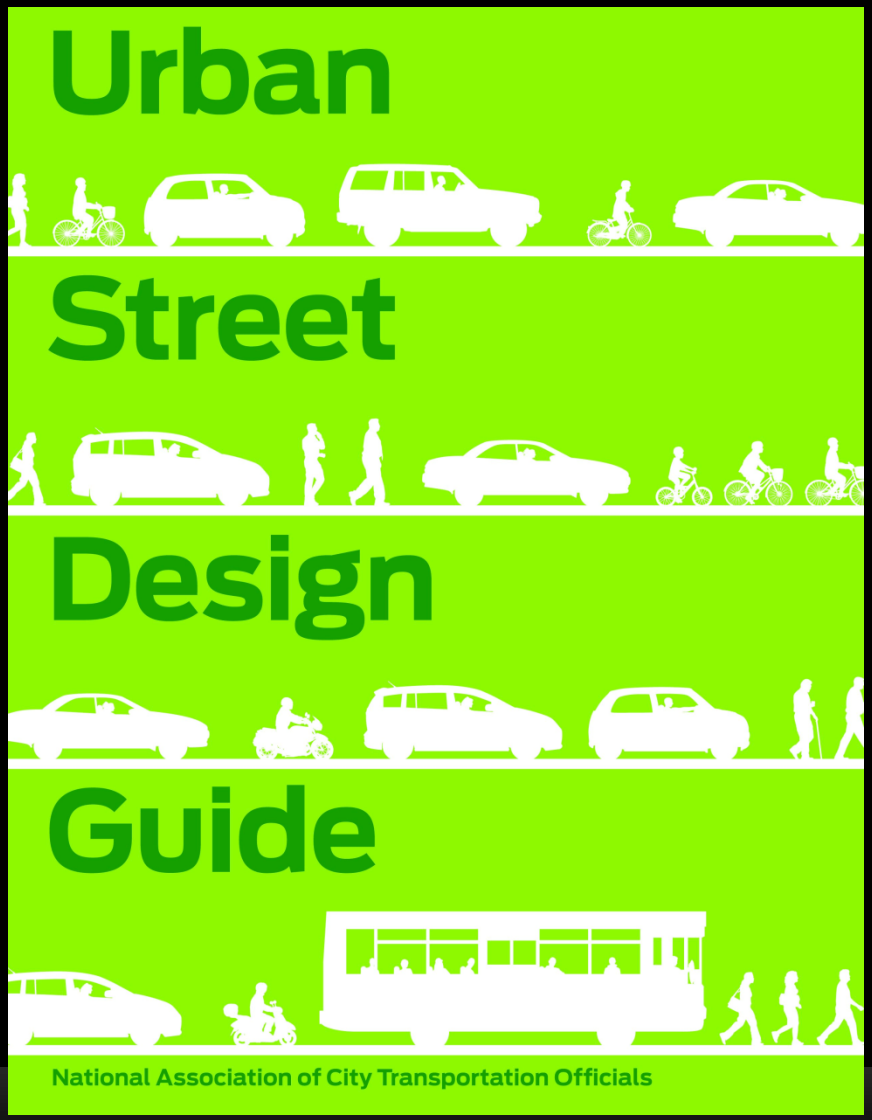
- 40th St. experiment
  - *Comprehensive evaluation as part of project*

Bikeway Innovation – Complex Intersection Design

- Broadway/Keith cycle track and bicycle signal

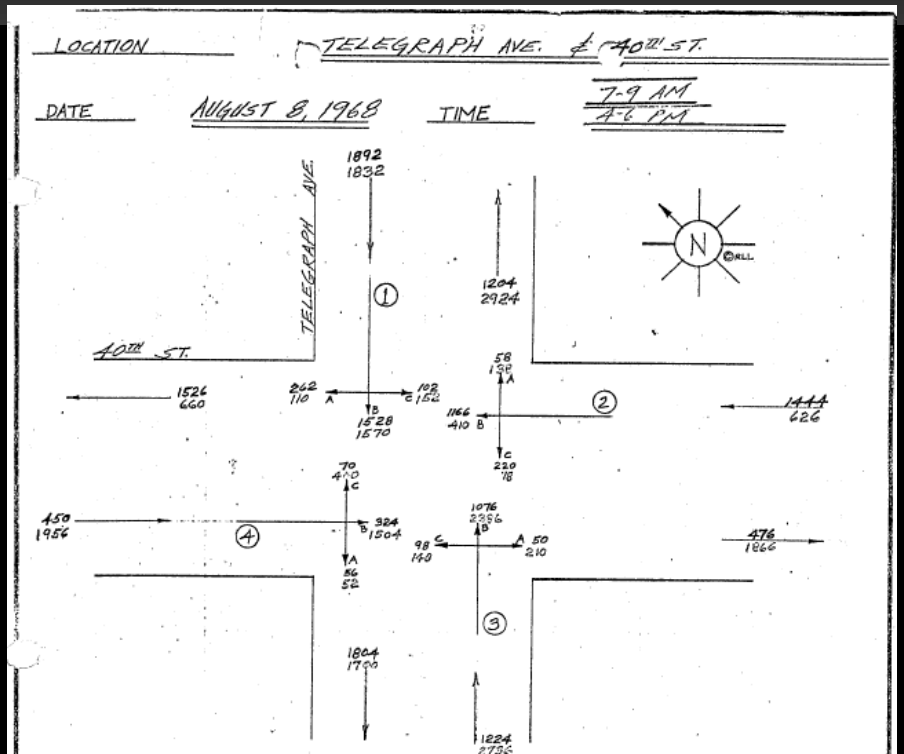
Moving Forward – Design Guidance

- Build on existing (urban) guidance
- Tailor to Oakland's unique needs
- Provide training and guidance to staff



Moving Forward – Data Collection and Management

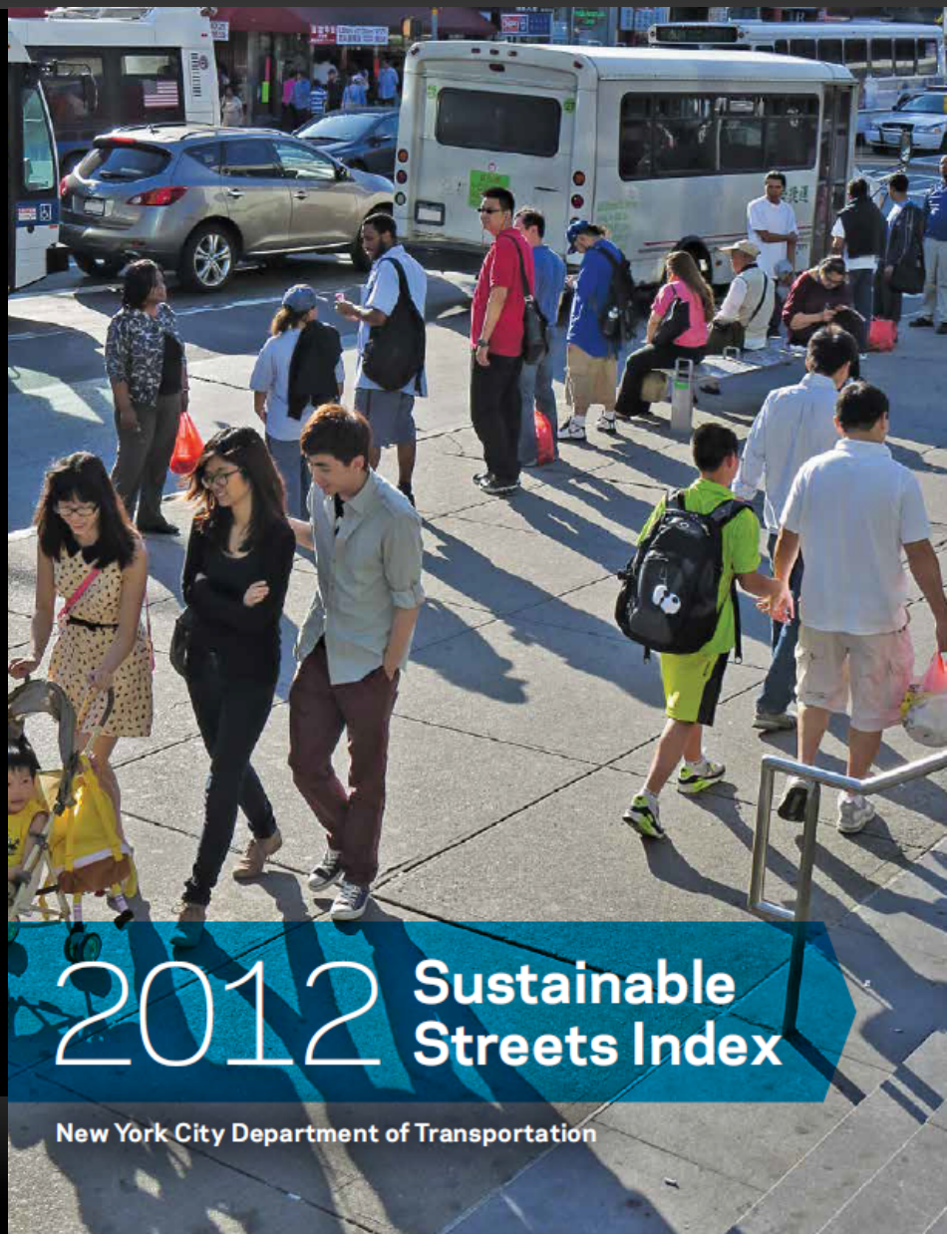
- Traffic count database
  - *Map-based interface*
  - *Publicly available*
  - *Forward-looking*



TIME	1			2			3			4		
	A	B	C	A	B	C	A	B	C	A	B	C
7:00-7:30 AM	64	306	10	4	360	56	6	204	32	14	86	12
7:30-8 AM	74	410	28	20	376	66	16	322	32	10	80	10
8-8:30 AM	74	464	38	18	254	58	12	300	22	18	92	20
8:30-9 AM	50	348	26	16	176	40	16	250	12	14	66	28
7-9 AM	262	1528	102	58	1166	220	50	1076	98	56	324	70
4-4:30 PM	22	470	40	44	122	16	52	490	26	14	346	92
4:30-5 PM	28	404	28	26	116	20	70	638	56	18	464	112
5-5:30 PM	38	380	40	44	90	28	62	690	26	8	410	108
5:30-6 PM	22	316	44	24	82	14	26	568	32	12	284	88
4-6 PM	110	1570	152	138	410	78	210	2386	140	52	1504	400

Moving Forward – Performance Measurement

- Set goals
- Measure progress
- Establish accountability



Moving Forward – Sustainable Funding

- Change requires $$
- Federal funding? – *NOT LIKELY*
- General fund? – *GOOD LUCK!*
- Increasingly reliant on Measure B (Alameda County ½ sales tax)
  - *Funds 85% of transportation planning staff*
  - *Reauthorization on 2014 ballot*

Research Needs – Travel Behavior

- 15 years since last household travel survey
- Bicycling has tripled since last survey
  - *Who?*
  - *Why?*
  - *Where?*
- BART ridership soaring while AC Transit declines
  - *Why?*
- Non-commute travel
  - *Majority of trips*
  - *Minority of data*
- Demographic shifts or economics?

Research Needs – Preferences and Attitudes

- How do people want to travel?
- What would/could cause travel behavior changes?
- What type of streets do people want?
  - *Preliminary research suggests even drivers prefer separated bike facilities*

Research Needs – Safety

- Bicycle and pedestrian facility types
  - *Crash modification factors*
  - *Improved design guidance*

Research Needs – Retail Economics

- Effect of on-street parking
- Customer demographics and spending patterns
- Effect of streetscape and pedestrian realm enhancements

Questions?

Thank you!

Jamie Parks
Complete Streets Program Manager
City of Oakland
(510) 238-6613
jparks@oaklandnet.com