

# 7. Promoting Physical Activity

Building complete neighborhoods with open spaces, parks, urban forest, and safe sidewalks and bikeways can support a greener, healthier City, with more opportunities for residents to get out and play, socialize, experience nature, and exercise. Physical inactivity is one of the key contributors to chronic disease in California. In fact, people who are physically active tend to have a higher life expectancy and lower risk for heart disease, stroke, type 2 diabetes, some cancers, and other health-related illnesses.¹ In Oakland, areas with the greatest prevalence of obesity include DeFremery/Oak Center and Acorn in West Oakland as well as Havenscourt/Coliseum, Bancroft/Havenscourt, and Seminary in East Oakland, whereas tracts in the Oakland Hills consistently have lower incidences of obesity.

The built environment plays an integral role in determining how communities can access opportunities for physical activity by providing places and encouraging land uses that support active transportation and other forms of exercise. The built environment of impacted communities can be negatively impacted by a history of inequitable investments and discriminatory land use

practices. These practices have meant fewer opportunities for physical activity, such as fewer parks, recreation facilities, and safe pedestrian connectivity networks. This section describes some of the top barriers to physical activity and health and lays out a framework for addressing other considerations in the LUTE and Open Space, Conservation, and Recreation (OSCAR) Elements.



# 7.1 ISSUES AND DISPARITIES

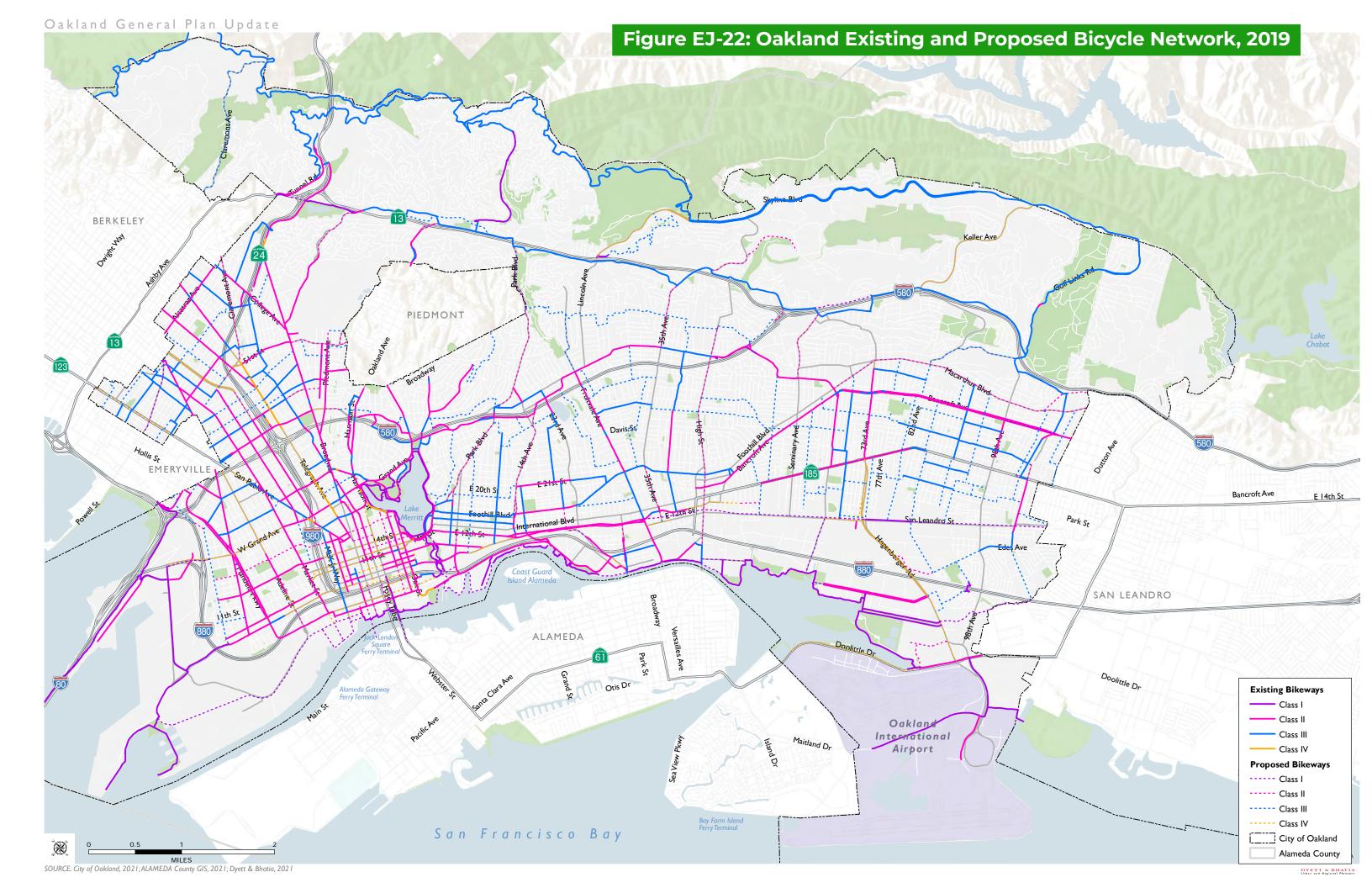
### **MOBILITY AND SAFETY**

Accessible land use patterns with amenities in close distance, robust transportation options, and access to safe pedestrian and bicycle networks are important components of community livability. In addition to serving as spaces where people can recreate, pedestrian and bicycle facilities can help encourage residents to maintain an active and healthy lifestyle.

#### **Bicycle Facilities**

"Let's Bike Oakland" (2019), an addendum to the LUTE that forms the City's Bicycle Plan, takes an equity-focused approach to bicycle planning. The plan establishes a vision that Oakland will be a bicycle-friendly city where bicycling provides affordable, safe, and healthy mobility for all Oaklanders. The plan highlights new projects and programs that will work to enhance existing communities and their mobility needs. Existing and planned bicycle infrastructure from Let's Bike Oakland is shown in **Figure EJ-22**. The plan acknowledges the lack of bicycle infrastructure in East Oakland despite a strong desire among residents for more opportunities to bike and proposes significant investments in low-stress

<sup>1</sup> Center for Disease Control and Prevention (CDC), Physical Inactivity, September 2022, https://www.cdc.gov/chronicdisease/resources/ publications/factsheets/physical-activity.htm, accessed September 8, 2022.



<sup>2</sup>bikeways, supportive infrastructure<sup>3</sup>, and programming in East Oakland neighborhoods. However, the plan acknowledges the potential adverse effects of transportation investments on housing costs, particularly in historically disinvested neighborhoods, in a speculative land market. Let's Bike Oakland recognizes the connection between public investments in transportation infrastructure and new development, and the threat this relationship can pose to housing affordability and stability in Oakland's Black and Brown neighborhoods. The plan highlights the need for bicycle infrastructure investments to be paired with policies and programs that keep people in place, foster neighborhood economic development, and protect labor rights.

#### **Transit Facilities**

Oakland's 2018 Equity Indicators identified that bus frequency is relatively equitable compared to other citywide issues assessed in the report. Nevertheless, there are still some disparities in frequency between racial groups. Specifically, residents in majority Black census tracts experience less than half the average number of buses per hour than residents in majority White tracts. In addition, data from the 2019 American Community Surveys (ACS) demonstrates that provision of services does not align with needs, as almost all racial groups have similar percentages (approximately 25 percent) of working residents who commute by transit, except for Hispanic/Latinx, Native American/Alaskan, and Other races (18 percent and lower). Oakland's existing transit infrastructure and bus route frequency as of 2017 is shown in **Figure EJ-23**.

AC Transit and OakDOT updated their Transit Action Strategy in 2020 which highlights actions to reduce transit costs for low-income transit users and identifies transit improvements

that would benefit vulnerable populations, such as addressing gaps in bus frequency. These actions also address infrastructure upgrades, such as repaving transit streets, upgrading bus stops, and installing pedestrian lighting.

#### Pedestrian Network

In 2021, the United States Environmental Protection Agency (EPA) released an update to its Smart Location Database (version 3.0), which includes an analysis of transportation accessibility according to factors like location and quality of employment. Census block groups in Oakland generally fall within the higher (more walkable) range. Areas where there is less walkability include census block groups along the northern edge of the city, in addition to the industrial area of West Oakland (west of I-880) and Oakland International Airport. According to "Oakland Walks,", an addendum to the LUTE that forms the City's Pedestrian Plan. sidewalks in East and West Oakland are more likely to be damaged and to be missing critical amenities such as curb ramps, and these neighborhoods are disproportionately burdened by traffic collisions resulting in fatalities and severe injuries. Figure EJ-24 shows sidewalk gaps as identified in the Oakland Walks Plan. The neighborhoods along International Boulevard and parts of West Oakland north of Adeline Street are less likely to have sufficient tree coverage, exposing people walking to an uncomfortable environment characterized by extreme heat and pollution.6

The traditional approach to transportation planning and design has prioritized expeditious vehicular mobility over safety, resulting in an over-engineered transportation network that poses dangers to people walking and biking, along with segregating neighborhoods. The Oakland Equity Indicators Report also found that pedestrian safety is one of the 12 indicators that received the lowest possible score and is a therefore a top issue for equity.

As mapped in **Figure EJ-25**, there were 12,333 crashes that occurred between 2016 and 2020 in Oakland, including 1,552 pedestrian (13 percent), 848 bicycle (7.0 percent), 969 motorcycle (7.9 percent), 406 truck (3.0 percent), and 8,559 car (6.0 percent)

crashes. About six percent of these accidents resulted in severe injury, and just over one percent resulted in death. The leading causes of these crashes are speeding (24 percent), improper turning (17 percent), violation of traffic signals/signs (16 percent), and violation of automobile right-of-way (14 percent).

According to the Citywide Crash Analysis of crashes from 2012-2016, 60 percent of severe and fatal crashes in Oakland occur on just 6 percent of the total street network. Further, reported crash data reveal that certain demographic groups and geographic areas experience a disproportionate share of crashes in Oakland. For example, Black Oaklanders are twice as likely to be killed or

7 University of California, Berkeley Safe Transportation Research and Education Center, Traffic Injury Mapping System, California Statewide Integrated Traffic Records System query for crashes in Oakland between January 1, 2016 and December 31, 2020, obtained March 3, 2022: https://tims.berkeley.edu/help/Query\_and\_Map.php



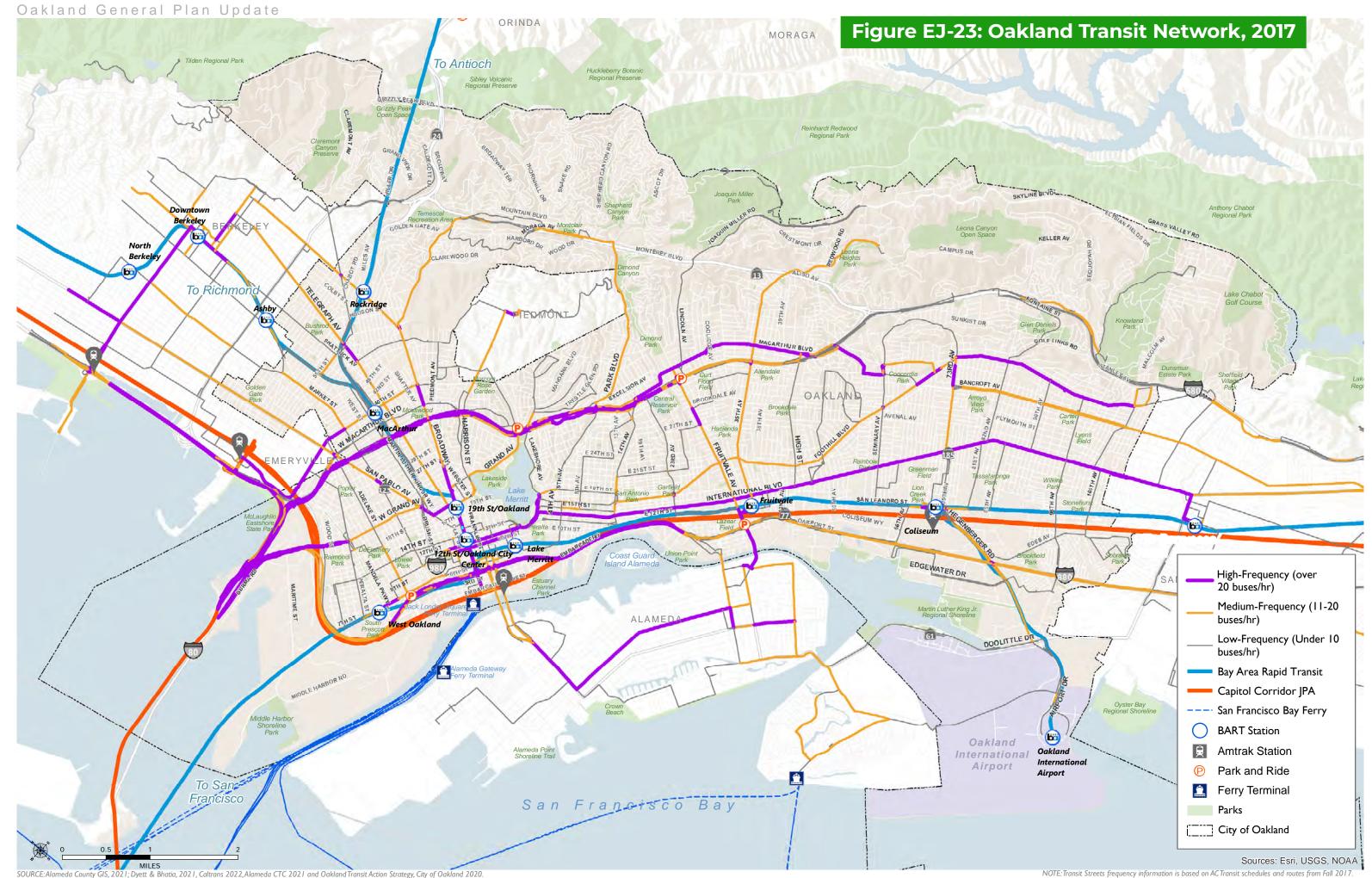
<sup>2</sup> Low-stress bikeways involve little traffic interaction based on the roadway's vehicle speeds and volumes. Examples include trails, separated or buffered bike lanes on high-speed and high-volume roadways, and neighborhood bike routes.

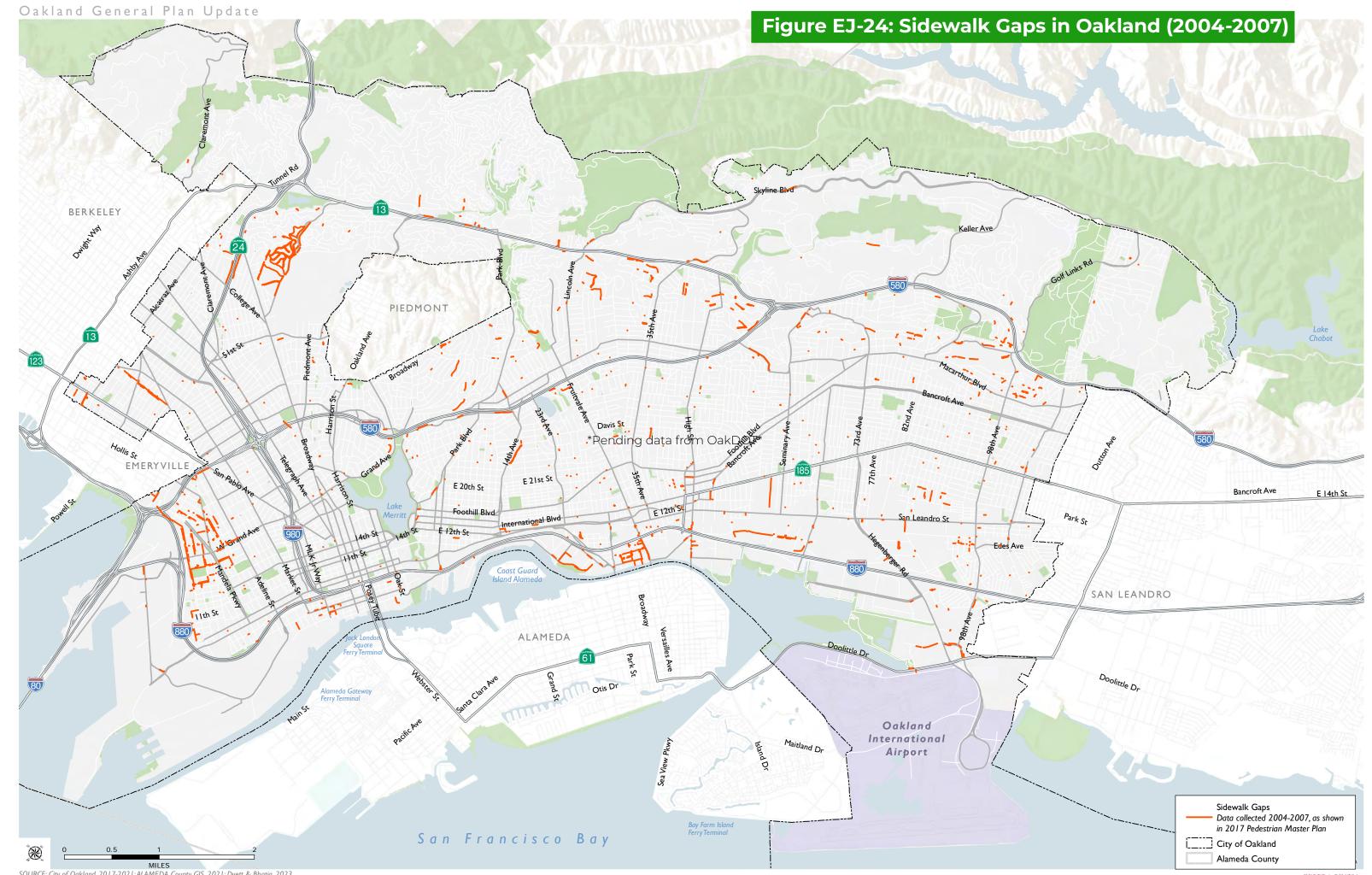
<sup>3</sup> Supportive infrastructure includes bicycle parking, wayfinding, and intersection treatments.

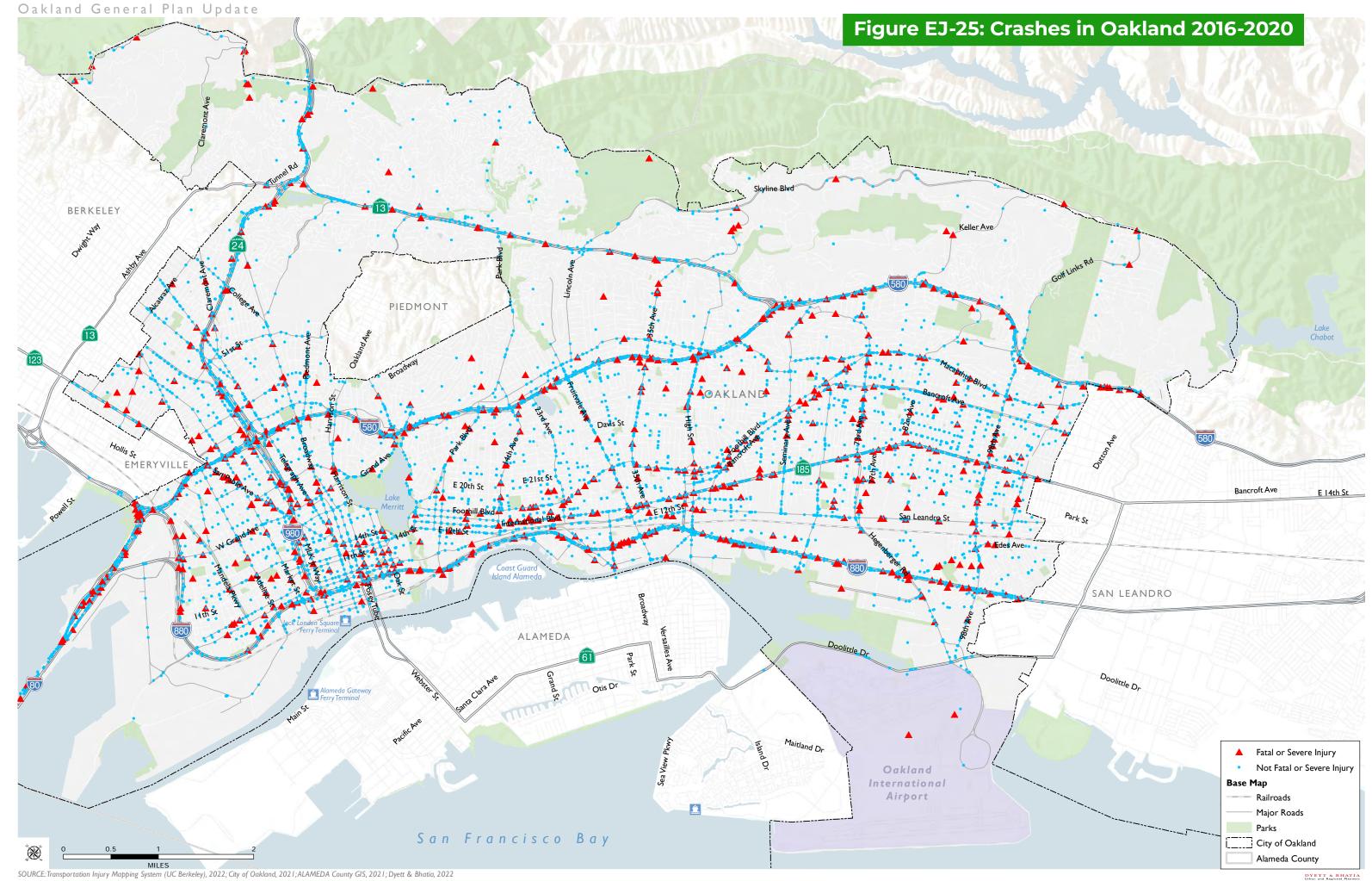
<sup>4</sup> U.S. Census Bureau, 2019 American Community Surveys 5-Year Estimates Table \$0802 [generated for Oakland city, California], https://data.census.gov/table?q=2019+oakland,ca+s0802&tid=AC\$\$T5Y2019.\$0802, accessed February 24, 2023.

<sup>5</sup> City of Oakland Department of Transportation, Oakland Walks! 2017 Pedestrian Plan Update, https://cao-94612.s3.amazonaws.com/documents/Ped-Plan-2017-rev-sep2018-compressed.pdf.

<sup>6</sup> Ibid.







severely injured in a crash compared to all other Oaklanders.<sup>8</sup> Based on data from the City's 2018 High Injury Network (HIN), which tracks the intersections and corridors with the greatest volume of crashes in the city, **Chart EJ-5** demonstrates how these crashes occur predominantly, and disproportionately, in majority Hispanic/Latinx tracts – more than double the proportion seen in tracts with other racial pluralities. In addition, both Black and Asian populations make up roughly 20 percent of the city's population and experience similar proportions of crashes (i.e., close to a one-to-one ratio), which is a significantly higher rate than for white populations.

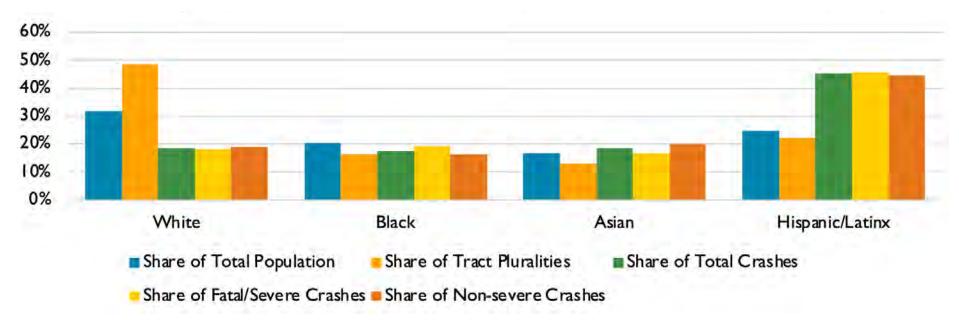
Poor lighting alongside secluded walking environments or minimal street activity can increase pedestrian vulnerability. In 2004, the Metropolitan Council awarded Oakland a \$2.2 million grant to transform four crosswalks with pedestrian-scale lighting and retimed signals, which resulted in a more friendly and visible pedestrian environment. However, there is a continued need for

investment in pedestrian safety and security. For example, the Oakland 2017 Pedestrian Plan encourages investigation into identifying targeted investments to bring all sidewalks up to minimum standards for pedestrian security using pedestrian-scale lighting or improved street lighting.

As part of the LUTE update, the City can work to ensure that new street design and redesign supports pedestrian safety by minimizing traffic volumes and/or speed, incorporating street trees, implementing leading pedestrian intervals (which give pedestrians the opportunity to enter the crosswalk 3-7 seconds before the vehicles are given the green signals), and adding pedestrian-scale lighting.

Issues and opportunities related to Oakland's roadway, bikeway, and pedestrian network will be further analyzed as part of the LUTE update. The City will focus on creating more accessible neighborhoods and identifying specific locations and strategies for improved street design and safety measures in EJ Communities and those most burdened by collisions.

# Chart EJ-5: High Injury Network Crashes by Census Tract Racial Majority, 2018



Note: Share of Total Population shows the percentage that each racial group represents of Oakland's total population (not by census tract). Share of Tract Pluralities shows the proportion of Oakland census tracts that each racial group has the greatest plurality in.

# **Building Resilience: Safe Oakland Streets**

Safe Oakland Streets (SOS) is a citywide initiative launched in 2021 to prevent serious and fatal traffic crashes and eliminate crash inequities on Oakland's streets by prioritizing safety over speed with a focus on historically underserved communities. The SOS approach recognizes that all severe and fatal traffic crashes are preventable. One way the City is implementing this approach is through "Safe Systems," through which roadways are designed to anticipate human error and protect those who are most vulnerable rather than the traditional traffic safety approach that often relies on perfecting individual human behavior.

SOS is working across departments and building partnerships with the community to implement the most effective and equitable strategies. Previous planning efforts have laid the foundation for SOS, including OakDOT's 2016 Strategic Transportation Plan, Oakland Walks, and Let's Bike Oakland, which prioritize taking an integrated safety and equitydriven approach. For instance, OakDOT's Geographic Equity Toolbox—which identifies Priority neighborhoods to leverage attention and funding to neighborhoods that may have been historically and currently overlooked by City services and planning processes—and information from the HIN helps the department set data-informed priorities for improvements and reduce the incidence of crashes. Additionally, OakDOT maintains a contracted "community-based organization on-call" to continue to support the values of equity and engagement. This contracting mechanism allows OakDOT to pay non-profit organizations for the valuable work they do in support of transportation justice, ranging from grassroots engagement to policy input and meeting facilitation. These include organizations such as Bike East Bay, Safe Passages, Urban Strategies Council, Walk Oakland Bike Oakland, East Bay Asian Local Development Corporation, Transform, Cycles of Change, Eastside Arts Alliance, Building Opportunities for Self Sufficiency.

Source: City of Oakland, "Safe Oakland Streets"

<sup>8</sup> City of Oakland, Citywide Crash Analysis, August 29, 2018, https://cao-94612.s3.amazonaws.com/documents/CityofOakland\_CrashAnalysis\_Infographic\_08.29.18.pdf.

# **Building Resilience: Interstate 980** Study - Vision 980

The Vision 980 study is a joint effort by Caltrans and the City of Oakland that will define transportation and land use strategies to reconnect Downtown Oakland and West Oakland communities along the I-980 corridor. The study will focus on community integration and environmental justice to establish a vision for I-980 that will guide the delivery of equitable outcomes for the City of Oakland, the Bay Area region, and the State of California. This currently ongoing effort will be accomplished by engaging study partners, stakeholders, and the public in developing and recommending a new collective vision for the corridor, such as:

- A broad range of multi-modal options, including bus and rail transit, active transportation, freight movement and emerging mobility and micro-mobility services.
- Land use options, including reallocating right-of-way to reconnect communities divided by the freeway.

The Vision 980 study will occur in two phases. The shared vision will be developed in the first phase, then the plan for accomplishing the shared vision will be developed in the second phase.



#### PARK ACCESS AND MAINTENANCE

Green spaces in parks and natural areas are valuable public assets that can greatly improve community livability, support healthy and active lifestyles, and provide ecological benefits. Overall, Oakland has excellent access to parks and open space, but there are also geographic disparities on the neighborhood level. As shown in Figure EJ-26, the Oakland Hills are almost entirely bordered by and include some regional parks (several of which are owned by the East Bay Park District rather than the City of Oakland). The hills also include large resource conservation areas and open spaces. The Oakland flatlands contain a much smaller total area of the City's parkland, with most parks being small neighborhood parks. Lake Merritt is the exception as it is surrounded by substantial community parkland; however, it is also surrounded by some of the densest neighborhoods in the city and a significant share of the population lives within close proximity, resulting in heavy use of these spaces.

Based on data from the Trust for Public Land, Oakland—which is the 45th most populous city—ranks 84th among the 100 most populous cities in the country. Residents in neighborhoods of color have access to 69 percent less park space per person compared to those in white neighborhoods. Specifically, white neighborhoods have access to 135 percent more park space per person relative to the city median, whereas Hispanic/Latinx neighborhoods have access to the least amount of park space, with 32 percent less than the city median.

In addition to provision of parkland, distribution of city investments can determine whether park quality is equitable. In 2020, the Oakland Parks and Recreation Foundation surveyed Oakland residents to better understand how to improve citywide park equity. This study found that park quality generally needs improvement, particularly for Black respondents; white respondents had the highest scoring perception of park quality.9 Furthermore, the study highlighted that maintenance and safety are primary factors in park use, anecdotally showing that some residents feel they "have to drive to find a park that feels safe, has

basic amenities, and functioning restroom and playground equipment," which was particularly true for residents of the East Oakland/South Hills area. In face of such issues, the City will need to balance park priorities between providing additional acreage and improving existing facilities to meet the needs of its residents.

As part of the OSCAR Element update and creation of a new Infrastructure and Facilities Element, the City can analyze major and minor CIP park projects and maintenance by funding and location as well as work orders connected to park facilities to better understand distribution of investments.

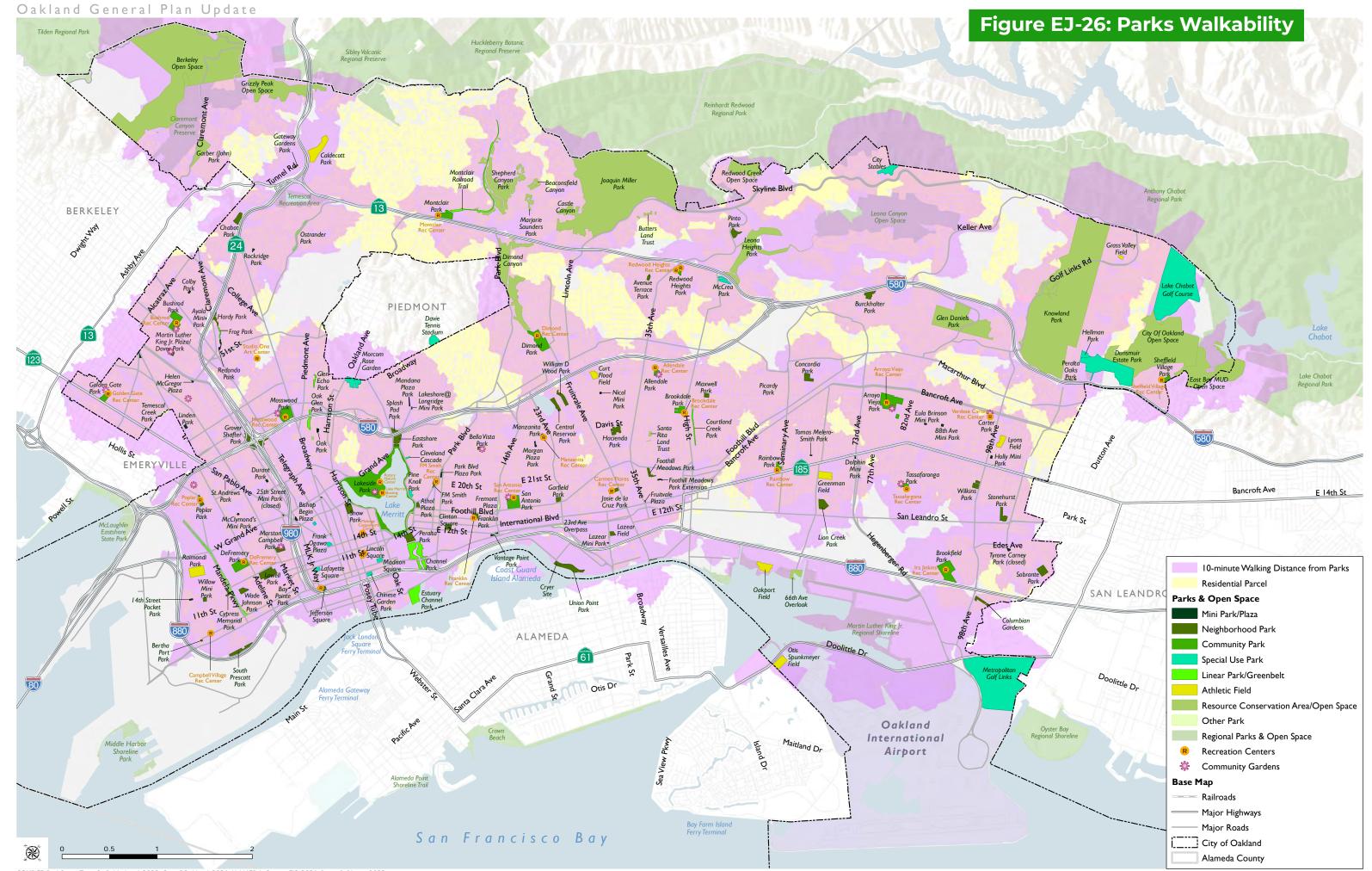
#### **URBAN FOREST AND URBAN GREENING**

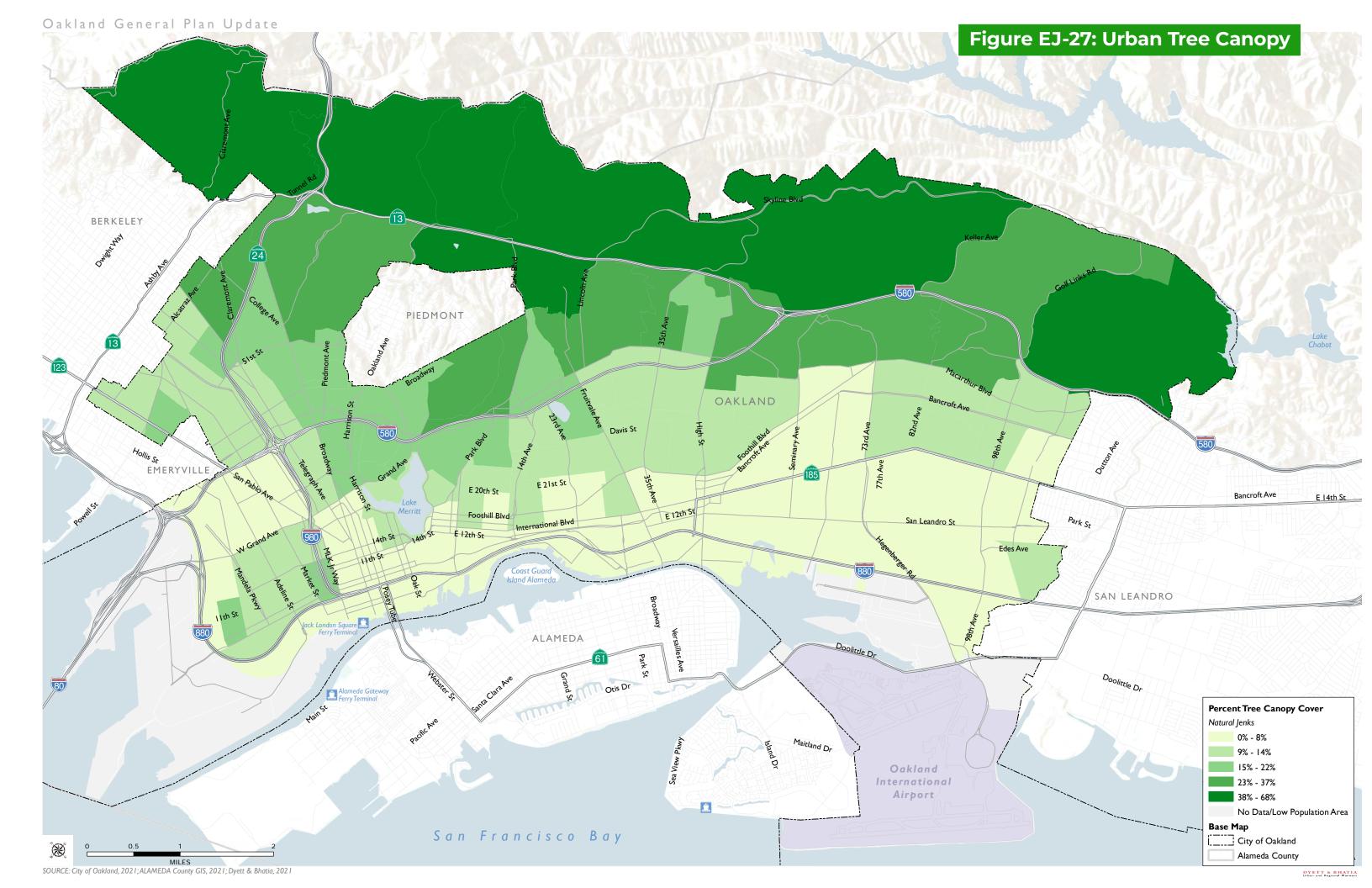
#### **Urban Forest**

Shaded trees and greenery play a major part in improving the urban environment. Urban trees balance the natural with the built environment and provide both shade and beauty. Trees play a key role in the climate as they absorb carbon dioxide and help manage stormwater runoff. They also help fight pollution by improving air quality, aid in cooling on hot days, and generally make it more pleasant to recreate outside.

In 2021, the City began the process of developing an Urban Forest Plan, an equity-focused guide on how the urban forest will be planned, managed, and protected over the next 50 years for the next generation of Oaklanders. Based on studies of community tree canopy, portions of West Oakland, North Oakland, East Oakland, and Deep East Oakland have the least amount of tree canopy coverage. The City's tree inventory, shown in Figure EJ-27, is also disproportionately distributed; while white residents make up only about a third of the City's population, they live in census tracts that contain more than half of the City's tree inventory. In comparison, Oakland's Asian population represents 17 percent of the total population, they live in census tracts where only nine percent of city trees are located. As part of development of the Urban Forest Plan, the City will include targeted planting efforts, tree maintenance, and investment strategies to increase and maintain tree canopy cover in these areas.

<sup>9</sup> Oakland Parks and Recreation Foundation, Parks and Equity: The Promise of Oakland's Parks, December 2020, https://www.oaklandparks.org/wpcontent/uploads/2021/01/OPRF-Parks-And-Equity-2021-01-12.pdf, accessed February 17, 2022.





## **Urban Greening and Climate Resilience**

Climate change is expected to cause more frequent and more severe extreme heat events, while sea level rise continues to accelerate. High energy demand can be expected from protecting households from extreme temperature fluctuations, which can create a cost burden for lower-income households. These climate-change related factors will impact some areas more than others and affect frontline communities more severely. Frontline communities are those who have been and will continue to be hit first and worst by the impacts of environmental injustice and the climate crisis. This disproportionate impact from climate change is a result of compounding vulnerabilities including racial discrimination, poverty, disability, housing insecurity, linguistic isolation, poor air quality, and other factors. These vulnerabilities often make these communities least able to adapt or recover from climate change impacts. For more information on climate resiliency, including sea level rise, emergency preparedness, and community resilience hubs, please see the Safety Element.

To identify areas that would be most affected by climate change-related factors, indicators that measure projected maximum temperatures during future heat health events, energy cost burdens, and flood hazards due to sea level rise were combined. As seen in **Figure EJ-28**, areas in southwest Oakland are the most cumulatively vulnerable to climate change effects, notably those closest to downtown and San Francisco Bay. Improving climate resiliency in these areas, such as by increasing urban forestry, can help lessen the burden on these frontline communities.

In many areas of Oakland, there are opportunities to create greener, more environmentally sustainable and livable communities by creating new parks, improving existing parks and green spaces, green walls, and planting trees. With the right design, these projects can filter stormwater, improve groundwater recharge, and improve water quality. Projects may also provide

additional benefits such as reducing urban heat island effects, improving air quality, increasing walkability and increasing neighborhood safety. Urban greening's co-benefits have been included in the 2019 Green Stormwater Infrastructure Plan, and several community plans, including the West Oakland Community Action Plan and East Oakland Neighborhoods Initiative, have identified urban greening projects as one of the top community priorities. The City can also prioritize projects in Priority Conservation Areas (PCAs), which qualify for funding from the Metropolitan Transportation Commission (MTC).



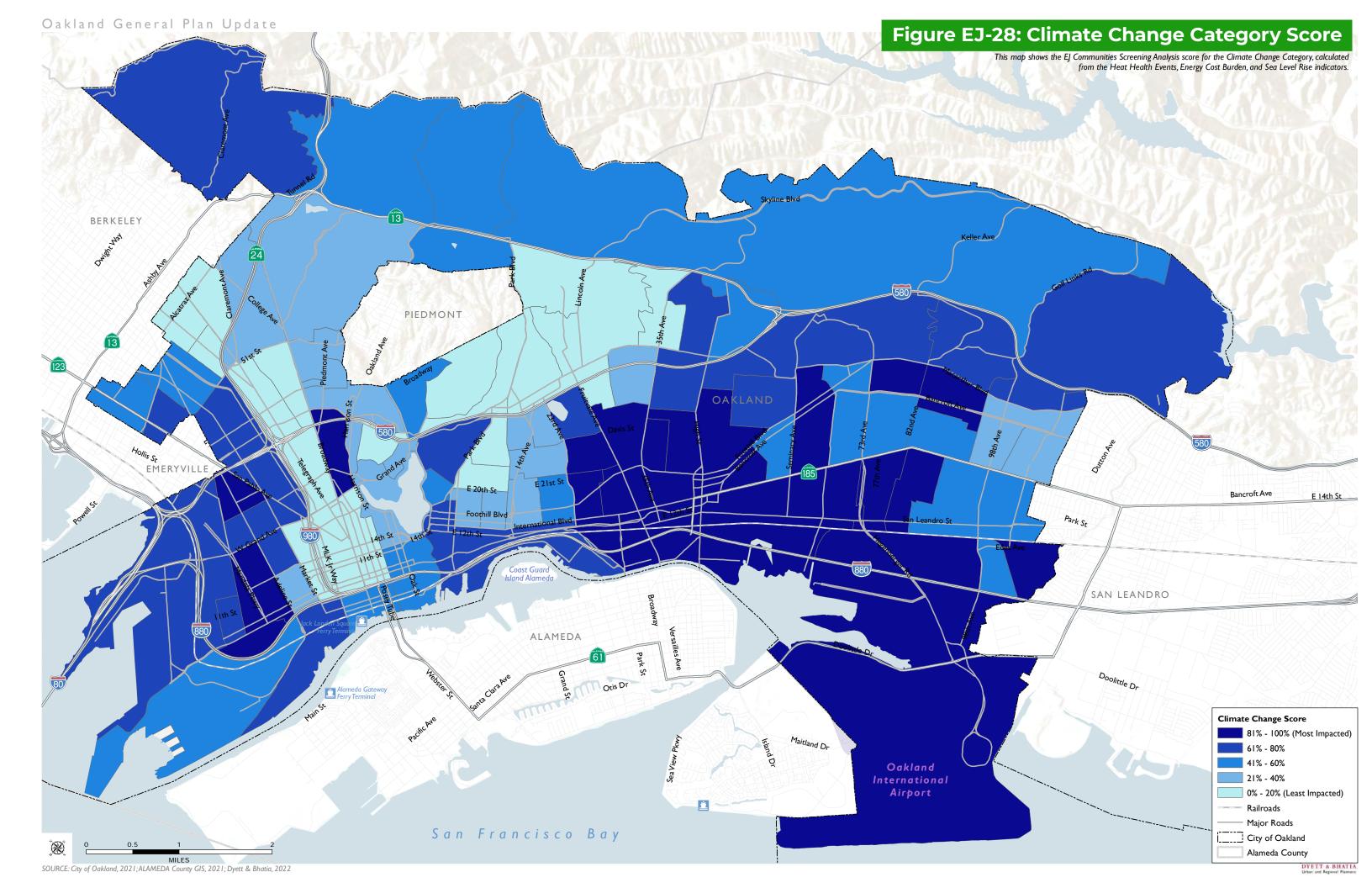
Table EJ-9: Top 10th Percentile Tracts by Indicator — Promoting Physical Activity

TRACT NAME (WITH SCORE)		
TREE CANOPY	PARK ACCESS	ROAD SAFETY <sup>1</sup>
Port Lower* (1.00)	Glen Highlands (1.00)	Chinatown (1.00)
Melrose (0.98)	Lincoln Highlands (0.99)	Fruitvale (0.99)
Acorn Industrial* (0.98)	Montclair North (0.98)	Adams Point East (0.98)
Brookfield Village/Hegenberger (0.96)	Adams Point North (0.97)	Downtown/Old Oakland (0.97)
Port Upper (0.96)	Millsmont (0.96)	Downtown (0.96)
Jingletown/Kennedy (0.95)	Oakland Estuary (0.96)	Jingletown/Kennedy (0.96)
Oakland Estuary (0.95)	Trestle Glen (0.95)	Acorn (0.95)
McClymonds (0.91)	Redwood Heights Central (0.94)	Fruitvale/Hawthorne (0.94)
Chinatown (0.91)	Adams Point West (0.93)	Chinatown/Laney (0.93)
Downtown (0.91)	Crocker Highland (0.92)	Fitchburg (0.92)
Uptown/Downtown (0.91)	Redwood Heights East (0.91)	Bunche/MLK Jr (0.91)
	Durant Manor (0.90)	

Note: Bolded and blue census tracts are EJ Communities.

1. Includes only 11 tracts in top decile due to ties. Next highest score for Tree Canopy is 0.87 and next highest for Road Safety is 0.89.

<sup>\*</sup> Indicates census tract with low population.



# 7.2 GOALS AND POLICIES

**GOAL EJ-7** 

CREATE ENVIRONMENTS THAT
SUPPORT PHYSICAL ACTIVITY,
RECREATION, AND HEALTHY
LIFESTYLES THROUGH SAFE,
COMFORTABLE AND ADACOMPLIANT WALKABLE, BIKEABLE
NEIGHBORHOODS, WITH ACCESS
TO TRANSIT, GREEN SPACE, TREES,
PATHS, AND PARKS.

## **Land Use Planning**

Additional policies will primarily be developed as part of the Phase 2 LUTE update.

- EJ-7.1 Complete Neighborhoods. Promote "complete neighborhoods"— where residents have safe and convenient access to goods and services on a daily or regular basis—that address unique neighborhood needs and support physical activity, including walking, bicycling, active transportation, recreation, and active play.
- **EJ-7.2** Accessible Neighborhoods. Encourage active modes of transportation and transit accessibility by supporting neighborhoods that provide access to a range of daily goods, services, and recreational resources within comfortable walking or biking distance. Encourage transit providers to prioritize, establish, and maintain routes to jobs, shopping, schools, parks and healthcare facilities that are convenient to EJ Communities.

#### Collisions

Additional policies will primarily be developed as part of the Phase 2 LUTE update.

- EJ-7.3 Street Design for Safe Speeds. Work to maximize the safety of the transportation network by designing/redesigning streets for lower driving speeds and enforcing speed limits as well as promoting safe driving behavior. Strategies could include implementing leading pedestrian intervals for crosswalks in residential neighborhoods and providing pedestrian scale lighting. Prioritize speed reduction efforts in EJ Communities with the highest concentrations of pedestrian and bicyclist crashes. Study enforcement patterns annually to avoid racial profiling.
- EJ-7.4 Safe Oakland Streets. Use a community engagement-rooted, data-driven and systematic approach to eliminate all traffic fatalities and severe injuries, while increasing safety, health, and equitable mobility for all.
- EJ-7.5 Bicyclist-and Pedestrian-Friendly Design. Prioritize designs that protect people biking and walking, such as improvements that increase visibility of bicyclists and pedestrians, traffic calming, and safer intersection crossings and turns. Improvements should also prioritize universal design so that improvements are usable by all people, to the greatest extent possible, without the need for adaptation or specialization.
- EJ-7.6 Collaborative Safety Solutions. Collaborate with educational institutions, senior living facilities, community organizations, and other stakeholders, particularly those who reside in EJ Communities, when developing and implementing programs and improvements that increase safety and encourage the use of active transportation modes. Identify and plan for improvements in collaboration with existing neighborhood residents and businesses to address concerns about gentrification and displacement.

**EJ-7.7 Equitable Paving.** Continue to plan and distribute paving program resources based on equity, road condition and safety metrics.

## Parks, Programming, and Access

Additional policies will primarily be developed as part of the Phase 2 OSCAR update.

- **EJ-7.8** Park Distribution. As part of park planning efforts, prioritize development of new parks in EJ Communities that are underserved, as identified in **Figure EJ-26**.
- EJ-7.9 Enhancing Access to Parks. Pursue strategies that increase community access to safe, high quality-open space, parks and recreational facilities, including increasing access to pedestrian and bicycle amenities around open space or recreational areas, expanding joint use agreements with schools and educational institutions; removing of physical barriers to access (ex: fences); and providing a choice of legible routes to and from park areas through the installation of new or improved multi-use shared paths, wayfinding, and signage.
- **EJ-7.10** Parks Programming. Create high-quality inclusive programming that encourages the use of the park facilities by a variety of users including older adults, youth, and people with disabilities throughout the day and evenings. Opportunities should be taken to incorporate local heritage and culture.
- **EJ-7.11** Partnerships. Coordinate partnerships with Caltrans and the Port to activate and increase access to parks and greenways with community programming and events.
- **EJ-7.12** Park Safety. Use Crime Prevention Through Environmental design (CPTED) and other best practices for landscaping, lighting, and other components when designing open space and recreational spaces.

- **EJ-7.13** Park Maintenance. When evaluating park projects and funds for maintenance—such as routine trash collection, cleaning of restroom facilities, provision of safety lighting, and other operational functions—include equity and presence in EJ Communities as a priority weighted factor.
- **EJ-7.14 Community Input.** Provide ongoing opportunities for public engagement and input into the parks and recreation planning process, including priorities for amenities, facilities, programming, and improvements.

### Greening and the Urban Forest

- EJ-7.15 Urban Forest. Implement the Urban Forest Plan, a comprehensive, area-wide urban canopy and vegetation plan that identifies locations where trees can be added and maintained, such as parks, streets, and rights-of-way. Develop a plan to maintain and protect existing trees that provide shade, reduce urban heat island impacts, and reduce exposure to air pollution emissions in communities most affected by air pollution. This includes partnering with local nonprofit groups, encouraging trees on private property, and working with the community on tree maintenance and (as needed) removal. Prioritize tree canopy in EJ Communities with the least amount of canopy, as shown in Figure EJ-27.
- **EJ-7.16 Urban Greening.** Promote collaboration with community-based organizations in identifying, funding, developing, and maintaining specific green infrastructure projects in EJ Communities.

