



Chapter 3 Pedestrian Route Network

## A journey of one thousand miles begins with a single step.

Lao Tse, Chinese Philosopher

The Pedestrian Master Plan designates a Pedestrian Route Network that extends throughout Oakland. The network identifies common walking routes to schools, transit, neighborhood commercial districts, and other pedestrian destinations. These routes respond to community concerns regarding safe routes to these destinations and across major streets. It includes city routes, district routes, neighborhood routes, walkways, and trails.

The Pedestrian Route Network identifies those streets in greatest need of improvement and those areas where improvements will have the greatest

impact. Streets not included in the network may also need pedestrian improvements. The Pedestrian Route Network should not be used as an argument against pedestrian improvements on streets that are not designated as part of the Pedestrian Route Network. A survey of the Pedestrian Route Network is included as an appendix. For implementation, the proposed projects would require additional review by traffic engineering and under the California Environmental Quality Act (CEQA). Furthermore, engineering judgment is necessary to determine the specific locations and features of each project.



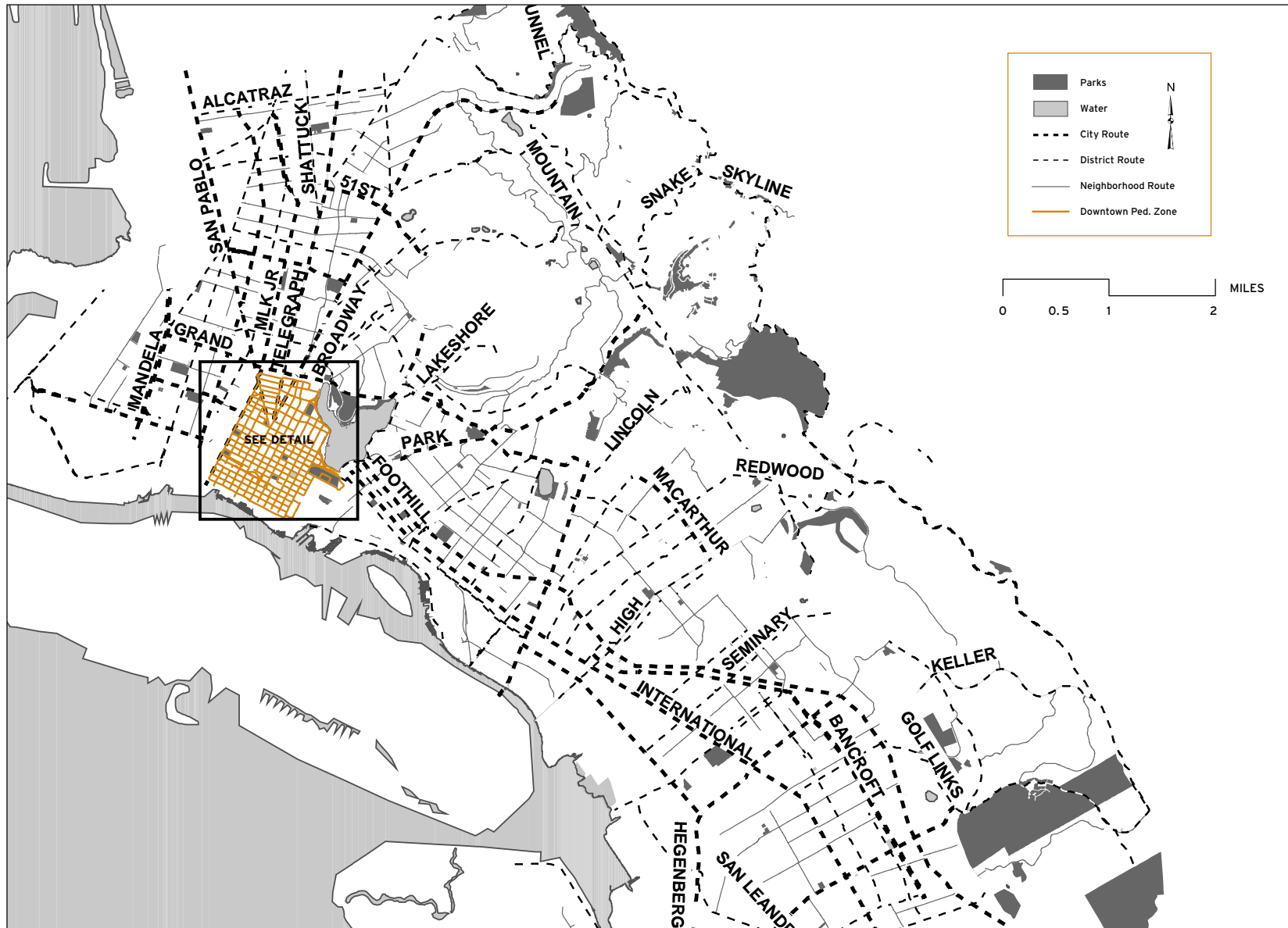
## Selection of Routes

---

The following criteria were used to identify a draft route network that was then refined through community and staff input. Routes were selected to:



- Connect schools, transit, senior centers, disability centers, libraries, parks, neighborhoods, and commercial districts.
- Include other areas of high pedestrian activity.
- Address areas with a history of pedestrian collisions.
- Provide routes through and between neighborhoods.
- Overcome barriers including freeways, railroad tracks, and topographies that separate neighborhoods.
- Complement existing and proposed bike paths, lanes, and routes.
- Facilitate connections to bus stops and routes.
- Reinforce transit-oriented development around BART stations.
- Highlight creeks, shorelines, ridgelines, and other natural features.



MAP 3 PEDESTRIAN ROUTE NETWORK

## Downtown Pedestrian District

---

The Pedestrian Master Plan designates the downtown area as a pedestrian district based on high levels of pedestrian activity, the number of pedestrian trip generators, and a pedestrian-friendly street grid. This designation signifies that every street in the pedestrian district is a pedestrian route, comparable to the routes identified throughout the rest of the City. In addition to this general designation, pedestrian routes are identified in the downtown to specify the most important streets for prioritizing pedestrian improvements. The selection of these routes reflects those streets with the highest pedestrian use, the best connectivity, and pedestrian improvements proposed by the concurrent planning processes listed below.

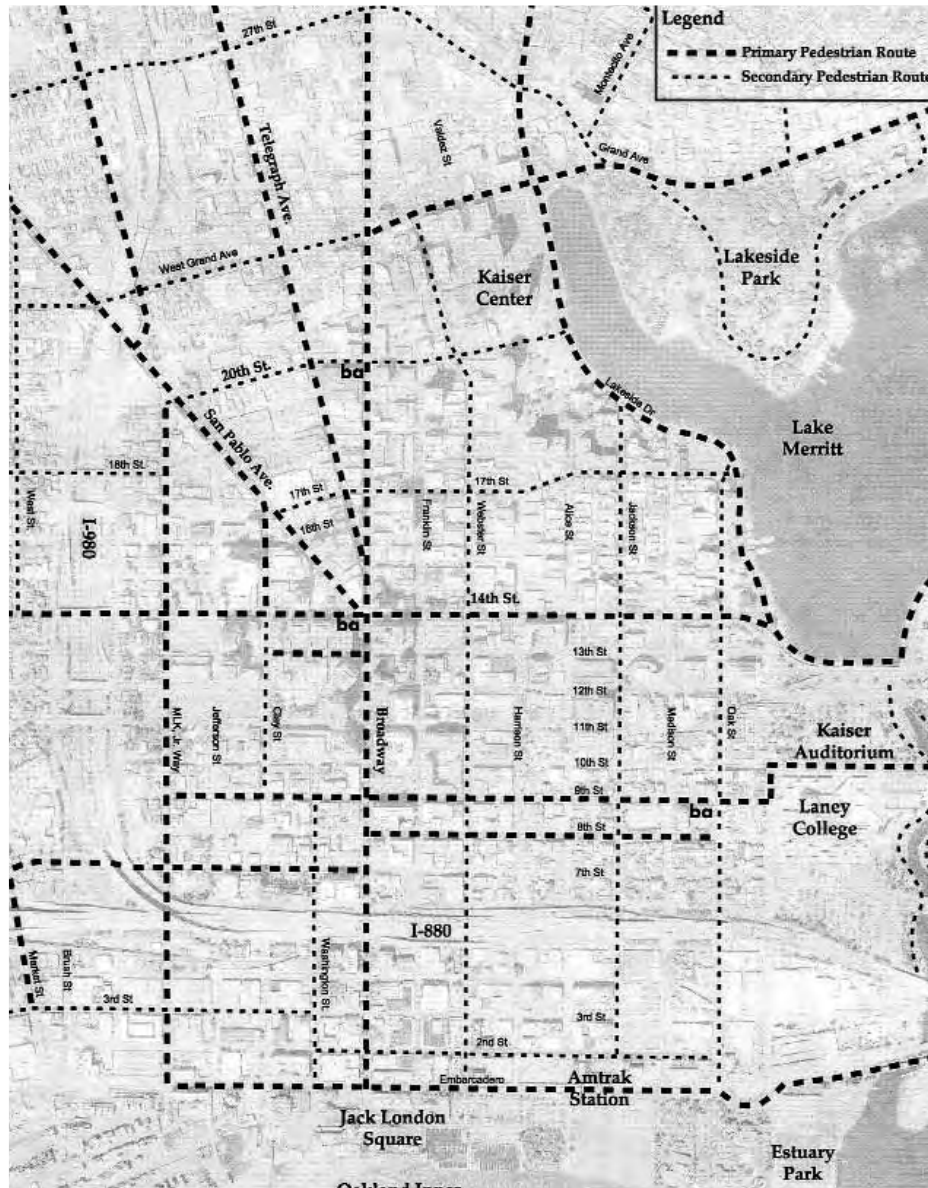
This Downtown Pedestrian District is bounded by and includes Brush Street, Grand Avenue, El Embarcadero, Lakeshore Avenue, Channel Park, and the Oakland Inner Harbor. It includes City Center, Chinatown, Uptown, Jack London Square, and Produce

Market areas and the Lakeside, Madison Square, and Lafayette Square neighborhoods. It also includes Lake Merritt. Its designation as a pedestrian district reflects the high density of commercial, residential, cultural, and recreational uses all within walking distance and well-served by transit. The designation also reinforces the Land Use and Transportation Element's promotion of a transit-oriented downtown.

Within the Downtown Pedestrian District, current pedestrian-related planning processes include the following:

- Chinatown Environmental Justice Planning Grant
- Downtown Streetscape Master Plan
- Downtown Parking and Circulation Master Plan
- Estuary Plan
- Lake Merritt Master Plan

The designation of the Downtown Pedestrian District indicates the City's commitment to the downtown as a safe and enjoyable place to walk. The following two chapters identify policies and design elements that should serve both as resources and benchmarks for ensuring that these and future planning processes in the downtown area promote pedestrian safety and access.



MAP 4 DOWNTOWN PEDESTRIAN DISTRICT

## Safe Routes to School

---

The Pedestrian Route Network connects every public school, park, recreational center, and library in the City of Oakland. The neighborhood routes of the network were selected from local streets both to serve these destinations and provide through routes for pedestrians. These destinations were given priority because of the large number of pedestrian trips that they generate and community concern over the safety of children walking to these destinations. This section explains how the Pedestrian Route Network can contribute to establishing a comprehensive and seamless “Safe Routes to School” program in the City.

The Pedestrian Master Plan recommends that the City develop designated “safe routes to school” by integrating existing school safety programs with targeted sidewalk and crossing improvements. The existing school safety programs include the following:

- Adult crossing guards
- Student safety patrols
- Parent volunteers
- Safe Walks to School program

The Pedestrian Master Plan recommends that these programs be coordinated to ensure that all schools have adequate traffic safety programs. Adult crossing guards and student safety patrols are already used at many schools. However, financial constraints limit adult crossing guards to those schools with the most severe safety concerns. Some schools that have requested adult crossing guards do not have them. While student safety patrols play an invaluable role, they are not used at some locations because of the traffic risk to the patrols themselves. At some schools, parent volunteers are organizing to fill gaps that are not covered by the adult crossing guards or the child safety patrols.

While the Safe Walks to School program is focused on criminal activity, it is another important resource for developing a seamless approach to safe routes to school in the City.

The Pedestrian Master Plan recommends that a citywide parent volunteer program be established to provide training, safety equipment, and coordination such that parents who are concerned with school safety can help contribute to solutions. This program should augment – not compete – with the existing programs of adult crossing guards and student safety patrols. Citywide coordination is necessary to ensure that these programs work together effectively.

To help develop safe routes to school, the Pedestrian Route Network identifies candidate streets at the citywide level for targeted crossing and sidewalk improvements. These routes should be refined and further specified based on local knowledge of traffic safety condi-

# Safe Routes to Transit

tions at each of the approximately 100 schools in the district.

For each individual school, these routes will help identify where physical improvements and safety programs will have the largest impact. At the citywide level, the pedestrian/vehicle collision data for pedestrians 17 years and under and within one-quarter mile of a school identifies which schools in the district are in most immediate need of safety improvements.

## Safe Routes to Transit

“Safe Routes to Transit” is a strategy for targeting street improvements where they are the most needed and will have the greatest impact. In the City of Oakland, AC Transit generates



at least 148,000 weekday pedestrian trips and BART generates at least 57,000 weekday pedestrian trips. Safe Routes to Transit helps operationalize the Land Use and Transportation Element’s designation of transit streets and its policy directive for promoting alternative modes of transportation. Targeted street improvements for these groups will improve pedestrian safety and access while promoting transportation alternatives in the City. Connecting homes to transit with non-motorized trips has the added benefit of reducing cold starts.

The Pedestrian Route Network identifies key routes that serve AC Transit bus lines and BART stations. These routes include the “transit streets” designated by the Land Use and Transportation Element:

### Regional Transit Streets

- San Pablo Avenue
- International Boulevard
- Telegraph Avenue
- Foothill Boulevard
- MacArthur Boulevard

### Local Transit Streets

- Hegenberger/73rd Avenue
- College Avenue
- Bancroft Avenue
- Park Boulevard
- 23rd Avenue
- 35th Avenue
- 40th Street

The Pedestrian Route Network also designates routes that radiate out from each BART station to adjoining neighborhoods and commercial districts. The identification of these routes by the Pedestrian Master Plan is a resource for station area planning processes to promote pedestrian safety and access. Pedestrian planning around BART stations is especially important given the emerging transit-oriented development at Fruitvale, MacArthur, West Oakland, and Coliseum stations. The 12th Street, 19th Street, Rockridge, and Lake Merritt stations already have high levels of pedestrian activity that warrant improved pedestrian infrastructure.



# Route Types

A street's physical form shapes how it is used and perceived. By identifying a pedestrian route network, establishing policies, and defining design elements, the Pedestrian Master Plan suggests improving existing streets by emphasizing their human scale. The proposed changes promote pedestrian safety and access while improving the appearance of streets.

City routes designate streets that are destinations in themselves – places to live, work, shop, socialize, and travel.

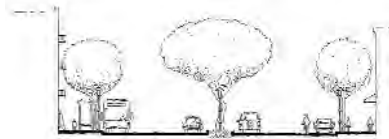


ILLUSTRATION 1 CITY ROUTE SECTION

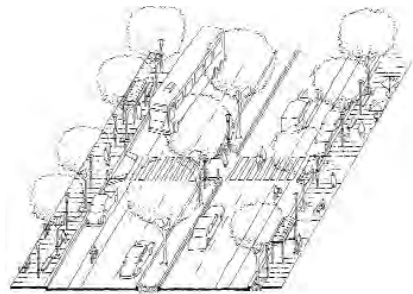


ILLUSTRATION 2 CITY ROUTE

They provide the most direct connections between walking and transit and connect multiple districts in the City.

District routes have a more local function as the location of schools, community centers, and smaller scale shopping. They are often located within a single district and help to define the character of that district.

Neighborhood routes are local streets that connect to schools, parks, recreational centers, and libraries.



ILLUSTRATION 3 DISTRICT ROUTE SECTION

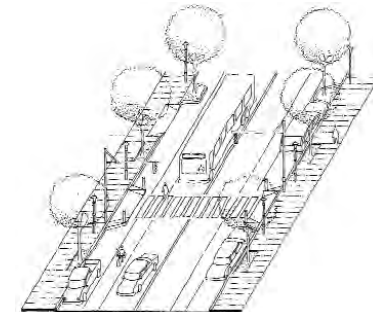


ILLUSTRATION 4 DISTRICT ROUTE

They are places for people to meet and they provide the basis for neighborhood life. They are used for walking to school, walking for exercise, and safe walking at night.

Walkways are off-street routes that provide shortcuts for pedestrians. They are most common in older neighborhoods with hilly terrain and long street blocks. Approximately 200 walkways exist in the City of Oakland with the highest concentrations located in the Upper Rockridge, Montclair, Trestle Glen, San



ILLUSTRATION 5 NEIGHBORHOOD ROUTE SECTION

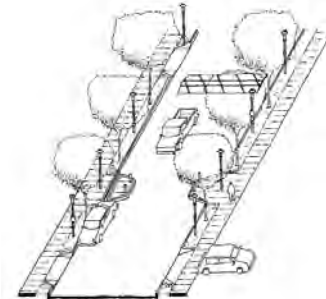


ILLUSTRATION 6 NEIGHBORHOOD ROUTE

Antonio, Fruitvale, and Eastmont neighborhoods and along Glen Echo Creek. Particularly in hilly areas where street access may be limited or indirect, walkways provide important alternate routes for emergency evacuation.

Most of the approximately 200 walkways are located on City controlled rights-of-way for underground sewers. At least 200 additional rights-of-way exist as potential sites for future walkway development.

As part of the planning process for this document, volunteers from the Citizens Pedestrian Advisory Committee sur-

veyed the existing walkways in the City. The resulting walkway maps and survey data are provided in Appendix B. Trails are off-street routes that often follow natural features like creeks, ridges, and shorelines. They are much longer than walkways, sometimes unpaved, and separated from streets.

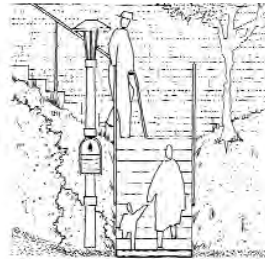


ILLUSTRATION 8 WALKWAY ROUTE SECTION

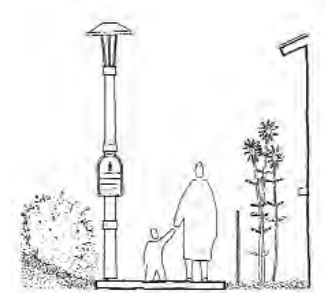


ILLUSTRATION 10 WALKWAY ROUTE SECTION

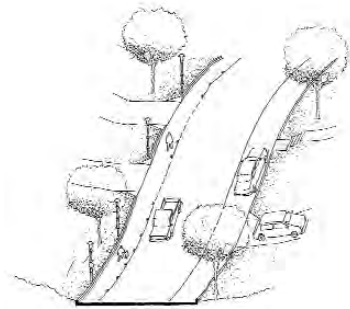


ILLUSTRATION 7 NEIGHBORHOOD HILL ROUTE

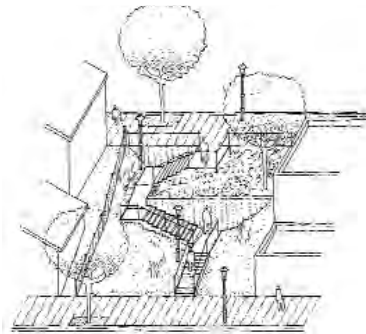


ILLUSTRATION 9 WALKWAY ROUTE

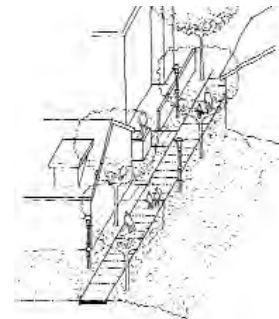


ILLUSTRATION 11 WALKWAY ROUTE