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OFFICE OF THE CITY CLERK  
OAKLAND

2009 OCT 15 PM 3:13

# CITY OF OAKLAND

## AGENDA REPORT

TO: Office of the City Administrator  
ATTN: Dan Lindheim  
FROM: Community and Economic Development Agency  
DATE: October 27, 2009

RE: **Resolution Adopting The City of Oakland's Deficiency Plan To Mitigate Traffic Congestion For State Route (SR) 185 On International Boulevard Between 46<sup>th</sup> Avenue And 42<sup>nd</sup> Avenue**

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### SUMMARY

A resolution has been prepared approving the City of Oakland's Deficiency Plan for a segment of International Boulevard (State Route 185) between 42<sup>nd</sup> Avenue and 46<sup>th</sup> Avenue, presented in *Attachment A*.

The passage of Propositions 108 and 111 in 1990 increased the tax on gasoline to fund transportation improvements and mandated the creation of Congestion Management Programs (CMP) in all urban counties. In Alameda County, the Alameda County Congestion Management Agency (CMA) prepares the CMP and monitors deficient roadway segments on a regular basis. Local jurisdictions are required to prepare and adopt deficiency plans, which are proposed methods for relieving congestion.

A deficiency exists along International Boulevard (State Route 185) between 42<sup>nd</sup> and 46<sup>th</sup> Avenues because the peak commute travel speed is seven miles per hour (7 mph) resulting in an unacceptable Level of Service (LOS) "F", as monitored by the Alameda County Congestion Management Agency (ACCMA). Failure to adopt a deficiency plan could result in loss of \$7.2 million of gas tax revenues until an approved plan is adopted.

Two measures have been identified as part of the Deficiency Plan and are described in detail in the project description section of this report. The two measures are 1) Coordination of the signal timing along the deficient segment, and 2) Implementation of the 42<sup>nd</sup> Avenue / High Street Access Improvement Project.

### FISCAL IMPACT

Implementation of a new signal timing plan will require an estimated 15 hours of staff time, and is included in the Traffic Signal Operations capital improvement project, funded in the FY 2009-2011 policy budget.

The 42<sup>nd</sup> Avenue / High Street Access Improvement Project is currently funded up to the right-of-way acquisition phase. The construction phase will be fully funded by the Regional

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Transportation Program (RTP). Construction is anticipated to begin in 2014, upon substantial completion of Caltrans' High Street Overhead Seismic Retrofit project. The total project cost is estimated to be \$19,500,000.00, of which an estimated \$11,500,000.00 remains to be funded for construction.

If the Deficiency Plan is not adopted, the City could have \$7.2 million in annual gas tax revenue withheld until the deficiency is eliminated.

## **BACKGROUND**

In 1990 California voters passed Propositions 108 and 111 which increased the tax on gasoline to fund transportation improvements and mandated the creation of Congestion Management Programs (CMP) in all urban counties. The goal of these programs is to improve air quality and decrease vehicle congestion. This state mandate requires all local jurisdictions to remain in conformance with the CMP by meeting a certain minimum level of service standards during peak commute hours on CMP streets. This "Level of Service" (LOS) is a designation ranging from "A" to "F," with LOS "A" representing the best operation conditions (free flow and maximum safe speeds) and LOS "F" the worst (stop and go and possibly gridlock).

The Alameda County Congestion Management Agency (ACCMA) undertakes biennial monitoring of all CMP streets in Alameda County<sup>1</sup>. If the congested peak hour vehicle speeds fall to a LOS "F", the street is no longer in conformance with the CMP. The ACCMA informs the affected jurisdiction(s) that a deficiency plan must be prepared and adopted by its governing body.

State law requires the jurisdiction in which the deficiency occurs to take the lead in preparing the deficiency plan. However, other jurisdictions must participate and adopt the plan if they contribute ten percent or more to the traffic volumes found on the deficient segment. In this case, the City of Alameda has participated in formulating the plan. Caltrans has also participated because the deficient segment is on a State route. However, Caltrans is not subject to the loss of these gas tax funds.

The deficiency plan must include specific information including: Identification of the deficient segment, development of a list of appropriate improvements necessary to eliminate the deficiency, cost estimate of the improvements, determination of reliable funding sources, and preparation of a reasonable implementation schedule. The local agency must adopt this plan at a public hearing and forward the recommendation to the ACCMA. The ACCMA Board must review the plan and, if approved, the agency will be found to be in compliance with the CMP and gas tax revenues would not be withheld.

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<sup>1</sup> The CMP-network includes state highways and principal arterials that meet all minimum criteria (carry 30,000 vehicles per day; have four or more lanes; is a major cross-town connector; and connects at both ends to another CMP route or major activity center).

## KEY ISSUES AND IMPACTS

Oakland has prepared a Deficiency Plan in cooperation with the City of Alameda and Caltrans to alleviate congestion along the identified roadway segment. The plan includes two elements:

- 1) Coordinating signal timing along the deficient segment
- 2) Implementation of the 42<sup>nd</sup> Avenue / High Street Access Improvement Project.

The 42<sup>nd</sup>/High project is an active capital improvement project designed to improve access and circulation at the High Street/42<sup>nd</sup> Avenue interchange in the vicinity of the I-880 corridor and, when completed, will also improve the traffic flow along the deficient segment.

Failure to adopt the Deficiency Plan would result in a letter of nonconformance from ACCMA. Thereafter the City would have 90 days to come into conformance with the congestion management program. Should the City fail to come into conformance, ACCMA would refer the matter to the State Controller. The annual gas tax revenue of \$7.2 million would then be held in abeyance.

## PROJECT DESCRIPTION

A deficiency exists along International Boulevard (State Route 185 ), westbound, between 42<sup>nd</sup> Avenue and 46<sup>th</sup> Avenue because the peak commute hour travel speed is below 7 mph, resulting in an unacceptable LOS "F," as monitored by ACCMA. Staff prepared the deficiency plan detailed in *Attachment A* and summarized below:

1. **Short term measure:** Implementation of a new signal timing plan for the deficient segment to bring it to an acceptable Level of Service.
2. **Long term measure:** The 42<sup>nd</sup> Avenue / High Street Access Improvement Project would serve as a long term benefit to the transportation network in the area. It involves extending 42<sup>nd</sup> Avenue to improve circulation and access at the on and off-ramps, and to improve access to Alameda-bound traffic.

The City of Oakland is the project sponsor. The project is currently in the right of way phase and is scheduled for construction in 2014, pending completion of a Caltrans seismic retrofit project of the overpass in the same area.

## SUSTAINABLE OPPORTUNITIES

**Economic:** The deficiency management plan would alleviate congestion thus improving commuter travel times and reducing gas consumption.

**Environmental:** The deficiency management plan would improve air quality in the vicinity of the project by reducing congestion along a major arterial.

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**Social Equity:** The deficiency management plan will improve travel time for transit and it will benefit transit riders that include people of all ages.

#### **DISABILITY AND SENIOR CITIZEN ACCESS**

There are no direct disability or senior citizen access opportunities as a result of the proposed action.

#### **RECOMMENDATION(S) AND RATIONALE**

Staff recommends the adoption of the Deficiency Plan, presented as *Attachment A*. When enacted, the plan would alleviate congestion along the identified corridor, thus improving air quality for residents and reducing travel times for roadway users. The adoption of this plan would also assure that the City continues to receive its allocation of approximately \$7.2 million in annual gas tax revenue.

#### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council approve the resolution.

Respectfully submitted,



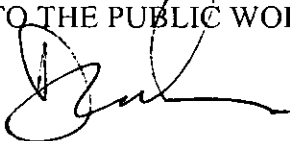
Walter S. Cohen, Director  
Community and Economic Development Agency

Reviewed by:  
Michael J. Neary, P.E.  
Deputy Director, Dept. of Engineering and Construction

Wladimir Wlassowsky, P.E.  
Manager, Transportation Services Division

Prepared by:  
Ade Oluwasogo, P.E.  
Supervising Transportation Engineer

APPROVED AND FORWARDED  
TO THE PUBLIC WORKS COMMITTEE:



Office of the City Administrator

Item: \_\_\_\_\_  
Public Works Committee  
October 27, 2009

SR-185 Deficiency Plan  
City of Oakland

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City of Oakland

### Introduction and Setting

In 1990, California voters passed Propositions 108 and 111 that mandated the creation of Congestion Management Programs (CMP's) in all urban counties. The goal of these programs is to improve air quality and decrease vehicle congestion. Congestion management agencies undertake a variety of programs to do this. This state mandate requires all local jurisdictions to remain in conformance with the CMP by meeting certain requirements. One of the requirements is the monitoring of traffic speeds during peak hours on CMP streets. In Alameda County a monitoring program of CMP roadways is undertaken biennially to ensure conformance with the state mandated requirements. If the afternoon peak hour vehicle speeds on any segment of a CMP roadway fall to a Level of Service F, the street is no longer in conformance with the CMP. The Level of Service (LOS) methodology quantifies the level of congestion along a network segment. These measurements range from LOS A representing the best operation conditions (free flow and no congestion) to LOS F representing the worst level of congestion (stop and go traffic). Should a roadway segment perform at LOS F during the monitoring process, after certain applicable statutory exemptions, a deficiency plan is required from the affected jurisdiction(s).

Based on the 2008 LOS Monitoring Study conducted in Spring 2008, Westbound International Boulevard (SR185) between 46<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue in the City of Oakland was identified as deficient by the Alameda County Congestion Management Agency in July of 2008. Therefore, a deficiency plan was required from the City of Oakland.

### Multi-Jurisdictional Participation

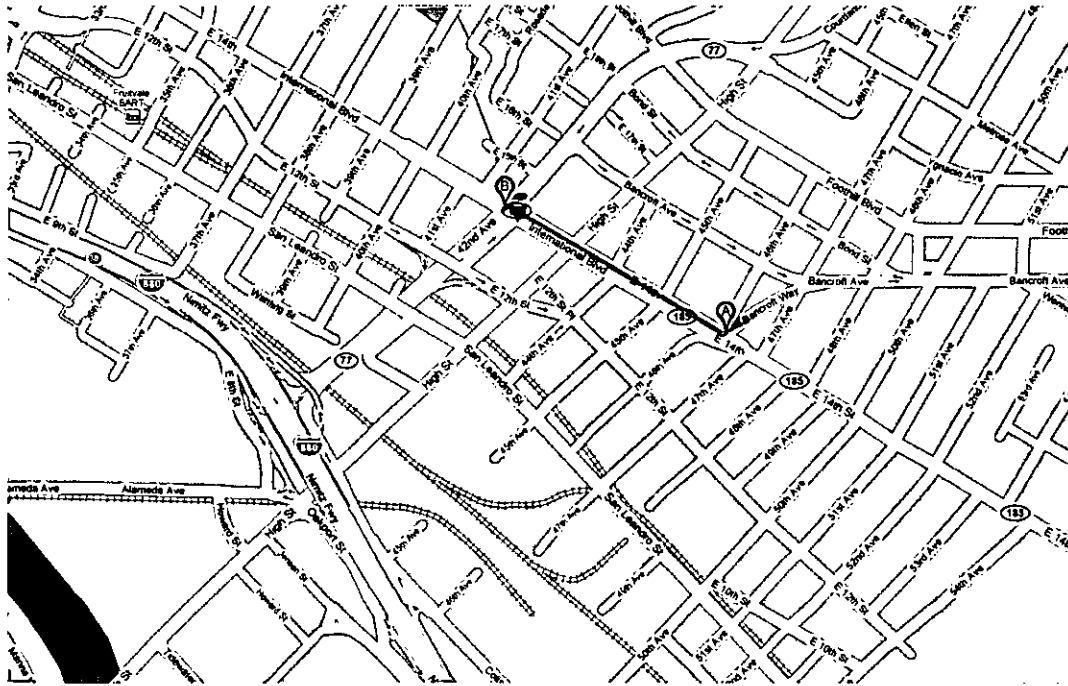
State law requires the jurisdiction in which the deficiency occurs to take the lead in preparing the deficiency plan. However, other jurisdictions must participate and adopt the plan if they contribute ten percent or more to the traffic volumes found on the deficient segment. In this case, the City of Alameda was identified as the Participating Agency for the deficiency plan. Caltrans, being the owner and operator of the SR 185, has also participated at the technical level during the formulation of the plan.

### Existing Setting

Westbound International Boulevard between 46<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue is a 5 lane arterial, 2 lanes in each direction with center left turn lanes. Figure 1 shows the location and the segment. The roadway segment is State Route 185 and is in the Caltrans right of way, with two signals-one at High Street and another at 42<sup>nd</sup> Street intersections- being operated directly by Caltrans. The arterial is parallel to the I-880 freeway and part of the Intelligent Transportation System corridor. International Boulevard is the primary east-west arterial in

East Oakland, carrying approximately 28,000 vehicles daily. The land use abutting the deficient segment is primarily retail and commercial.

**Figure 1: Location Map of Deficient Segment**



### **Deficiency Analysis**

#### **Deficiency identified by the CMA**

Westbound International blvd (SR 185) between 46<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue is classified in the Congestion Management Program (CMP) of the CMA as Arterial II. For Arterial II roadways, the Level of Service becomes "F" when the average speed falls below 10 mph. The CMA's 2008 LOS Monitoring Study conducted travel time runs in Spring 2008 during the afternoon peak period of 4 p.m. to 6 p.m. and found that this roadway segment was operating at an average speed of 7.5 mph.

City staff evaluated the deficient segment via several site visits, and field observation during the peak hour. Travel time runs were also conducted by the City on May 12, and 15<sup>th</sup> of 2009 following the same procedures identified for the data collection in the LOS Monitoring Study. A total of 9 runs were conducted. A comparison of the results of the City and CMA studies are presented below in Table 1.

Table 1: Comparison of CMA and City of Oakland Travel time Studies

Index	CMA	*City of Oakland
Average Speed	7.5	15.2
LOS	F	D
# of Runs	6	9

\*For the detailed run data please refer to the Appendix A.1

Although the travel time runs were conducted by the CMA and the City one year apart, they occurred during the same time of the year. An explanation for the improved level of service could be the effect of the economy on traffic volumes.

### Deficiency Analysis

During the City's site evaluation, traffic congestion, if any, occurring in the westbound direction was determined to be a function of signal timing. The signal at High Street is coordinated with the signal at 42<sup>nd</sup> Avenue for the eastbound direction since it has higher volumes than the westbound direction during the afternoon peak hour. Should a vehicle not make both greens along International Boulevard between High Street and 42<sup>nd</sup> Avenue there is a possibility of a resulting LOS of F for that particular vehicle. Therefore, an adjustment of timing would be necessary to mitigate the deficiency, if this segment is proved to be functioning at LOS F in a future travel time run.

### Actions and Implementation Plan

Based on the most recent floating car runs, westbound International Blvd (SR 185) between 46<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue is found to operate at an improved level of service. However, should it be re-identified as a deficient segment in the future, the following proposed action plan should be activated.

The following combination of short term and long term measures are anticipated to improve the level of service for the CMP segment, westbound International Blvd (SR 185) between 46<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue. All measures proposed for implementation shall be agreed upon by the Cities of Oakland and Alameda prior to implementation to ensure that additional impacts are not created.

1. Short term measure: Implement a new signal timing plan for the segment to bring it to an acceptable LOS.
2. Long Term measure: The High Street and 42<sup>nd</sup> Avenue Improvement Project would serve as a long term benefit to the transportation network in the area. It involves extending 42<sup>nd</sup> Avenue to improve circulation and access at the on and off-ramps, and improves access to Alameda bound traffic. The City of Oakland is the project sponsor. The project is currently in the right of way phase and is scheduled for construction in 2014, pending completion of a Caltrans seismic retrofit project of the overpass in the same area



### **Schedule Funding and Responsibility**

In spring 2010 the segment LOS will be monitored to resolve the discrepancy between travel time studies outlined in Table 1. Should the roadway segment be re-identified as LOS "F", the action plan summarized above will be implemented. The action plan is anticipated to improve the level of service along the network segment to an acceptable level (E or better). The cost associated with signal re-timing would be absorbed into the City of Oakland's regular signal operation and management budget. Action plan item 2 is currently fully funded.

## Appendix A.1

### City of Oakland's Floating Car Study Data

## Clock Times and Dates

	Run Number	1	2	3	4	5	6	7	8	9
	Date	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/14/2009	5/14/2009	5/14/2009
Checkpoint	Distance									
46th St	0.79	4:02:00 PM	4:12:21 PM	4:26:07 PM	4:36:00 PM	5:00:52 PM	5:05:50 PM	5:18:07 PM	5:22:21 PM	5:35:26 PM
High St	0.18	4:02:52 PM	4:13:17 PM	4:26:37 PM	4:36:31 PM	5:01:34 PM	5:06:47 PM	5:18:30 PM	5:23:07 PM	5:36:11 PM
42nd Ave/E 14th	0.08	4:03:14 PM	4:13:28 PM	4:26:50 PM	4:36:46 PM	5:01:55 PM	5:07:05 PM	5:18:41 PM	5:23:30 PM	5:36:50 PM

## Checkpoint Times

	Run Number	1	2	3	4	5	6	7	8	9	Average
	Date	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/14/2009	5/14/2009	5/14/2009	
Checkpoint	Distance										
High St	0.18	0:00:52	0:00:56	0:00:30	0:00:31	0:00:42	0:00:57	0:00:23	0:00:46	0:00:45	0:00:42
42nd Ave/E 14th	0.08	0:00:22	0:00:11	0:00:13	0:00:15	0:00:21	0:00:18	0:00:11	0:00:23	0:00:39	0:00:19

## Checkpoint Speeds

	Run Number	1	2	3	4	5	6	7	8	9	Average	Standard Deviation
	Date	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/12/2009	5/14/2009	5/14/2009	5/14/2009		
Checkpoint	Distance											
High St	0.18	12.5	11.6	21.6	20.9	15.4	11.4	28.2	14.1	14.4	16.7	5.7
42nd Ave/E 14th	0.08	13.1	26.2	22.2	19.2	13.7	16.0	26.2	12.5	7.4	17.4	6.5

## Segment Results

Checkpoint	Total Distance	Jurisdiction	Number of Runs	Average Elapsed Time	Average Speed	Arterial Class	Level of Service	Segment Number	Segment Distance	Segment Time
High St		Oak	9			2		12-b	0.18	0:00:42
42nd Ave/E 14th	0.26	Oak	9	0:01:02	15.18	2	D	12-b	0.26	0:01:02

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Approved as to Form and Legality

  
Oakland City Attorney's Office

## OAKLAND CITY COUNCIL

Resolution No. \_\_\_\_\_ C.M.S.

Introduced by Councilmember \_\_\_\_\_

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### RESOLUTION ADOPTING THE CITY OF OAKLAND'S DEFICIENCY PLAN TO MITIGATE TRAFFIC CONGESTION FOR STATE ROUTE (SR) 185 ON INTERNATIONAL BOULEVARD BETWEEN 46<sup>TH</sup> AVENUE AND 42<sup>ND</sup> AVENUE

**WHEREAS**, the State Legislature has determined that an integrated and coordinated traffic congestion management system is an important aspect of a healthy State economy and environment (Gov. Code §65088, et seq.); and

**WHEREAS**, the Alameda County Congestion Management Agency is the local agency responsible for determining when a Deficiency Plan must be prepared by jurisdictions within its boundaries; and

**WHEREAS**, a Deficiency plan is required when peak hour vehicle speeds fall to Level of Service rated "F" (stop and go, possibly gridlock) on any Congestion Management Program route; and

**WHEREAS**, State Route 185 on International Boulevard is within the City of Oakland and the Alameda County Congestion Management Program network area; and

**WHEREAS**, the Alameda County Congestion Management Agency has notified the City of Oakland that it must prepare a Deficiency Plan for State Route 185 on International Boulevard between 46<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue because traffic congestion on that route has reached a Level of Service rate "F"; and

**WHEREAS**, the City of Oakland, is required to prepare and implement a Deficiency Plan to mitigate traffic congestion; and

**WHEREAS**, the City is required to adopt and implement the Deficiency Plan under the Congestion Management Program; and

**WHEREAS**, the City of Oakland Transportation Services Division prepared a Deficiency Plan Traffic Study which evaluated traffic control, traffic flow, site characteristics and recommended improvements; now, therefore, be it

**RESOLVED:** That the Council of the City of Oakland approves the City of Oakland Deficiency Plan for State Route 185 on International Boulevard between 46nd Avenue and 42nd Avenue; and be it

**FURTHER RESOLVED:** That implementation of the Deficiency Plan will be monitored at least biennially, as required by state law.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES -           BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, AND  
                  PRESIDENT BRUNNER

NOES -

ABSENT -

ABSTENTION -

ATTEST:

\_\_\_\_\_  
LATONDA SIMMONS  
City Clerk and Clerk of the Council of  
the City of Oakland, California