

CITY OF OAKLAND

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
AGENDA REPORT

TO: HENRY L. GARDNER
INTERIM CITY ADMINISTRATOR

FROM: Brooke A. Levin

SUBJECT: Telegraph Avenue Complete Streets
Plan

DATE: November 7, 2014

City Administrator
Approval 



Date:

11/12/14

COUNCIL DISTRICT: 1, 3

RECOMMENDATION

Staff recommends that the City Council adopt a resolution authorizing the removal of travel lanes and the installation of bicycle lanes on Telegraph Avenue from 19th Street to 41st Street, making associated traffic safety and operational improvements, and committing to future study of a continuous bikeway for the area from 41st Street to 57th Street.

OUTCOME

Adoption of this resolution will allow the City to implement bikeways, pedestrian, automobile, and transit supportive improvements on Telegraph Avenue from 19th Street to 41st Street by reconfiguring travel lanes. The project will result in an approximately 13% reduction in the total number of on-street parking spaces on Telegraph Avenue between 19th Street and 41st Street (up to approximately 40 spaces out of 300, or less than 1 space per block face on average). Project implementation will begin in conjunction with the paving of Telegraph Avenue from 16th Street to 27th Street, scheduled for spring of 2015. Committing to future study of a continuous bikeway between 41st Street and 57th Street will allow sufficient time for the Phase I improvements to inform the design for that section of Telegraph Avenue, recognizing that what works well south of 41st Street may not necessarily be the most appropriate design elsewhere in the corridor.

EXECUTIVE SUMMARY

Oakland received a grant from the Alameda County Transportation Commission in 2013 to study "complete street" improvements to the Telegraph Avenue corridor (20th Street to 57th Street) to make the street safer and more comfortable for all modes of travel. The resulting Telegraph

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Avenue Complete Street Plan used extensive community outreach as well as technical analysis to identify site-specific and corridor-wide improvements.

The Plan recommends phased implementation due to funding constraints and the need for further community outreach to achieve consensus in some parts of the corridor. The Phase 1 recommendations include the following near-term action items:

- Remove 1 travel lane on Telegraph Avenue in each direction between 19th Street and 41st Street to allow for the installation of bicycle and pedestrian safety improvements.
- Re-designate Telegraph Avenue from Broadway to 40th Street as a “Minor Arterial” (currently “Principal Arterial”) as part of the next scheduled street re-classification, to better reflect its character as a neighborhood-serving commercial street.
- Install parking-protected bicycle lanes (also known as “cycle tracks”) between 20th Street and 29th Street, using low-cost and interim materials (e.g., paint, striping, colored pavement, flex posts).
- Install buffered bicycle lanes between 29th Street and 41st Street, using low-cost and interim materials (e.g., paint, striping, colored pavement, flex posts).
- Install pedestrian improvements (e.g., median refuge islands, ladder crosswalks, curb extensions) using low-cost, interim materials.
- Reconfigure on-street parking, parking meters, and loading zones as needed to implement the proposed design, include potential designation of time-of-day loading zones. Up to approximately 13% of the on-street parking spaces (40 out of 300) will be removed.
- Relocate and consolidate bus stops to far-side locations at 24th Street, 27th Street, 30th Street, 34th Street, MacArthur Boulevard and 40th Street to improve efficiency of bus transit operations.
- Construct permanent transit boarding islands at transit stops at 24th Street, 27th Street, 30th Street, 34th Street, MacArthur Boulevard and 40th Street as funding is available. Boarding island design should be flexible to accommodate either protected bike lanes or buffered bike lanes.
- Prohibit on-street parking between 55th Street and Aileen Street under SR24 to connect existing Telegraph Avenue bicycle lanes to 55th Street and Shattuck Avenue bicycle routes.
- Evaluate the effectiveness of Phase 1 improvements to allow the City to seek funding for future capital improvements on Telegraph Avenue from 20th Street to 57th Street (e.g., curb relocations, stormwater management treatments).

- Seek funding for more focused design studies and community outreach on how best to reconfigure the street between 41st Street and 55th Street to become a complete street, including reconfiguration of the Telegraph Avenue/Shattuck Avenue intersection.

Attachment A summarizes the recommendations along the study corridor. *Attachment B* shows the existing configuration of Telegraph Avenue, while *Attachment C* illustrates a buffered bike lane (proposed from 29th Street to 41st Street) and *Attachment D* illustrates a parking-protected bike lane or cycle track (proposed from 20th Street to 29th Street).

The Oakland Bicycle and Pedestrian Advisory Commission unanimously adopted these recommendations at its October 16, 2014 meeting. Staff recommends a measured approach to these changes to allow for evaluation. Subsequent project phases will primarily focus on using the results of the Phase 1 evaluation to seek capital funding to implement permanent improvements (e.g., curb re-alignment, traffic signal upgrades) throughout the entirety of the study corridor (20th Street to 57th Street).

BACKGROUND/LEGISLATIVE HISTORY

Telegraph Avenue serves an important transportation function for all modes, and includes several neighborhood commercial districts. The Land Use and Transportation Element of the Oakland General Plan (LUTE) states the importance of Telegraph Avenue within Oakland:

- Telegraph Avenue is a designated “Key Corridor” envisioned for pedestrian-focused commercial activity, and connects two Transit-Oriented Districts (19th Street BART and MacArthur BART) as well as several Neighborhood Activity Centers (e.g., Temescal, Pill Hill).
- The Oakland Pedestrian Master Plan, part of the LUTE, identifies Telegraph Avenue as a “City Route”, the highest designation in the Plan. The Pedestrian Master Plan was adopted in 2002.
- The Oakland Bicycle Master Plan, part of the LUTE, includes Telegraph Avenue within the Proposed Bikeway Network as a designated primary bikeway and priority project. The plan was originally adopted in 1999, comprehensively updated in 2007, and reaffirmed by City Council in 2012.

The project will improve pedestrian access, add bicycle facilities, and enhance the quality of the existing commercial districts, and is thus consistent with the General Plan designations and policy.

The project would also implement the City’s Complete Streets policy direction as codified in the Oakland Municipal Code Chapter 12.02 (Complete Streets Design Standards) and elaborated in City Council Resolution 84204 C.M.S (Complete Streets Policy for the City of Oakland):

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The City of Oakland will plan, design, construct, operate, and maintain appropriate facilities for pedestrians, bicyclists, transit users of all abilities, children, the elderly, and people with disabilities as a routine component of new construction, reconstruction, retrofit, and maintenance projects...

Complete Streets infrastructure sufficient to enable reasonably safe travel along and across the right of way for each category of users will be incorporated into all planning, funding, design, approval, and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration, or repair of streets...

The City of Oakland will incorporate Complete Streets infrastructure into existing streets to improve the safety and convenience of all users, with the particular goal of creating a connected network of facilities accommodating each category of users...

The City's Bicycle Master Plan Policy 3C requires City Council approval of projects that remove travel lanes for the installation of bikeways. The proposed project will reduce the number of through travel lanes on Telegraph Avenue in each direction from two to one from 19th Street to 41st Street. The center left-turn lane will be retained, and right-turn lanes will be added at select locations.

ANALYSIS

Purpose and Need

In its current state, Telegraph Avenue has safety challenges for all users. Issues include speeding, a lack of space for bicyclists, inadequately-sized bus stops, difficult pedestrian crossings, and associated public safety concerns. Bicyclist volumes have tripled in the past 15 years to over 1,200 daily cyclists and the resurgence of new businesses in both Temescal and Koreatown-Northgate (KONO) has resulted in more pedestrians walking along and across Telegraph Avenue. At the same time, traffic volumes have declined by over 15 percent in the past decade. Excess vehicle capacity is known to contribute to speeding on the corridor. AC Transit serves Telegraph Avenue 24-hours a day through the 1, 1R and 800 (All-Nighter) lines. Buses arrive every 5-7 minutes in each direction during peak periods.

The Telegraph Avenue Complete Street Plan recommendations reflect the increasingly multimodal character of the street with the goals to: improve the safety and accessibility of all modes; make the street more comfortable and enjoyable for walking, bicycling and transit users; and balance the needs and convenience of all users. The project considers not only through-travel but also access to the businesses, residences, restaurants, and gathering spaces that make Telegraph Avenue a great destination.

Description of Recommended Project

The project addresses existing operational and safety challenges through treatments that improve clarity and increase separation between various types of roadway users. Table 1 summarizes each

proposed project element, and describes how it directly addresses one or more existing issues. Note that several of the proposed elements are necessary to offset the impact of the lane reduction on bus transit delay and maintain adequate bus operations on the corridor.

Table 1. Telegraph Avenue Phase 1 Project Elements (19th Street - 41st Street)

Project Element	Description	Operational and Safety Impacts
Reduce through travel lanes	Reduce through travel lanes from two lanes to one lane per direction	<ul style="list-style-type: none"> • Improve pedestrian crossing safety • Motor vehicle speeding encouraged by excess roadway capacity • Motor vehicle weaving encouraged by excess roadway capacity • Potential to increase transit delay
Dedicated bicycle facilities	Provide continuous bicycle facilities (i.e., buffered bike lanes or protected lane)	<ul style="list-style-type: none"> • Eliminate existing shared-lane • Encourage cyclists to ride outside “door zone”
Right-turn lanes	Add right-turn lanes at high-volume intersections	<ul style="list-style-type: none"> • Improve traffic flow and reduce bus transit delay • Reduce “right-hook” collisions between turning vehicles and cyclists
Provide frequent crosswalks	Provide consistent and frequent crosswalk spacing (300-400 feet)	<ul style="list-style-type: none"> • Encourage pedestrians to cross at marked crosswalks • Reduce pedestrian out-of-direction travel
Pedestrian crossing enhancements	Add crossing islands and/or bulbouts where feasible	<ul style="list-style-type: none"> • Reduce pedestrian crossing distance • Increase visibility of pedestrians
Relocated bus stops	Relocate bus stops to match pedestrian crossing locations	<ul style="list-style-type: none"> • Provide safe crossing opportunities at all bus stops • Reduce bus transit delay with optimized stop locations
Bus boarding islands	Install transit boarding islands, with separate bicycle facilities	<ul style="list-style-type: none"> • Eliminate bus-bike “weaving” at bus stops • Reduce bus transit delay • Allow articulated buses to easily enter/exit stops compared to curbside stops

Phase 1 Implementation

Phase 1 implementation will primarily use low-cost materials to realize short-term operational and safety benefits. These materials may include roadway striping, colored and/or textured pavement treatments, and/or “flex-post” delineators. No curb realignment or permanent construction will occur as part of Phase 1 to allow maximum flexibility for future improvements of Telegraph Avenue in the future as funding becomes available and as Public Works measures the success of these changes.

In addition to the interim construction methods described above, permanent transit boarding islands should be constructed at the earliest opportunity. There is no acceptable interim design solution for boarding islands due to the need for wheelchair loading/unloading. However, boarding islands are an important component of improving corridor safety for both transit and bicyclists. No funding has been identified as available for the construction of boarding islands.

Phase 1 Evaluation

Phase 1 will be evaluated for two related purposes. First, the operations of the parking protected bike lane and buffered bike lane will be evaluated in order to recommend permanent design changes on Telegraph Avenue from 19th Street to 41st Street. Second, Phase 1 will inform the discussion of feasible and desirable design options for the section of Telegraph Avenue from 41st Street to 55th Street, while recognizing that what works well south of 41st Street may not necessarily be the most appropriate design elsewhere in the corridor. Evaluation will include observations of operations and safety for all modes (e.g., pedestrian, bicycle, public transit and automobile), as well as input from the community (e.g., surveys, meetings with neighborhood associations and business groups).

Future permanent improvements following evaluation and identification of funding could include pedestrian bulb-outs, raised crossing islands, raised bike lanes, and/or stormwater management infrastructure.

Assessment of Recommended Phase 1 Project

Traffic Analysis

Motor vehicle, pedestrian and bicycle volumes were collected at key intersections in the corridor in October 2013, and supplemented with previously reported data. It is City of Oakland policy that Telegraph Avenue should perform at Level of Service (LOS) E or better. LOS measures motorist delay and designates the level of service of a facility with a letter, A to F, with A representing the most free flowing operating conditions; LOS A is not necessarily the ideal condition as it can indicate that an intersection is overbuilt and higher speeds often result. It also focuses on individual intersections rather than the corridor as a whole.

Peak hour LOS at signalized intersection were evaluated using the 2010 Highway Capacity Manual (HCM) methodology. Under existing conditions, motorists currently experience low to moderate delay throughout the corridor. All signalized intersections perform at LOS C or better during the AM and PM peak hour, with the exceptions of Telegraph Avenue and 51st Street, and Telegraph Avenue and 52nd Street, which operate at LOS D in the PM peak hour.

LOS was also analyzed to reflect the proposed lane reduction between 19th Street and 41st Street. All signalized intersections continue to operate at LOS C or better with the proposed project, suggesting that Telegraph Avenue would operate well below capacity with proposed changes.

Note that LOS only measures how well a facility operates from the standpoint of automobile drivers, and does not generally reflect the perspective of bicyclists, pedestrians, and/or transit riders. As such, a decrease in LOS is often appropriate in order to achieve other goals, including improved roadway safety.

On-Street Parking

The proposed project for the removal of travel lanes and the installation of bicycle lanes on Telegraph Avenue from 19th Street to 41st Street retains on-street parking on both sides of Telegraph Avenue for the entire corridor as part of the typical cross-section. However, some net loss in the total number of parking spaces directly on Telegraph Avenue is expected for three primary reasons:

- Removal adjacent to intersections and high-volume driveways to preserve sight lines between bicyclists and turning motorists.
- Addition of right-turn lanes at key intersections (expected to include Grand Avenue, 27th Street, MacArthur Boulevard and 40th Street).
- Relocating and extending bus stops to allow safe and efficient transit operations (many current bus stops are too short to effectively accommodate articulated buses).

With few exceptions, the parking spaces that would be removed are metered spaces. In total, City staff conservatively estimates up to 40 total parking spaces could be removed from 19th Street to 41st Street, or just under 1 space per block face. Opportunities to relocate parking meters to side streets or unused curb space along Telegraph (e.g., closed driveways) will be closely explored as part of project implementation, and will likely reduce the actual loss of metered and unmetered parking spaces.

No substantial business impacts from the parking reduction are expected for two reasons as existing parking on Telegraph Avenue between 19th Street and 41st Street is not fully utilized. A recent survey on parking utilization during the weekend p.m. peak period showed a corridor average parking utilization of 48 percent (i.e., 52 percent of metered spaces were unoccupied), with little variation along the corridor as shown in Table 2.

Table 2. Summary of Parking Utilization (Weekday, 4:30 p.m.)

Location	Metered Spaces	Occupied Spaces	Meter Utilization
20 th Street - 27 th Street	86	41	47.7%
27 th Street - 34 th Street	84	42	50.0%
34 th Street - 40 th Street	59	27	45.8%
<i>Total</i>	<i>229</i>	<i>110</i>	<i>48.0%</i>

Similarly, an analysis of parking meter revenue data from August and September 2014 show that the average meter on the corridor is occupied by a paying customer fewer than 2.5 hours per day,

with no individual block averaging more than 5 hours per day.¹ Thus, sufficient parking is expected to remain for existing customers even with the reduction, and revenue impacts to the City would be minimal. In addition, the proposed changes are evenly distributed along the corridor so that no single area will be overly burdened.

Finally, the recommendations include removal of on-street parking under SR24 from 55th Street to Aileen Street to connect the existing bicycle lanes north of Aileen Street to the 55th Street and Shattuck Avenue bicycle routes. The existing parking under SR24 is unmetered and not heavily used. Field observations show that the supply of parking on 56th Street between Telegraph Avenue and Carberry Avenue is sufficient to accommodate the displaced demand within the immediate vicinity.

On-Street Loading and Deliveries

Many delivery trucks along Telegraph Avenue currently double-park in the travel lane, while several of the existing loading zones are under-used. As part of implementation, staff will work closely with local businesses to identify appropriate locations for loading zones, including the potential use of time-of-day loading zones to allow deliveries early in the day but provide parking later in the day and on weekends when demand is higher.

Ensuring that deliveries on Telegraph Avenue can occur without double-parking is particularly important if the street is reduced to only one through lane. If double-parking continues to occur after implementation of the parking protected bike lane, it will block the sole remaining travel lane with potentially significant affects on transit and traffic operations.

Pedestrian Safety

The proposed project will provide substantial pedestrian safety benefits in several ways. Most importantly, the reduction of travel lanes from 2 to 1 in each direction will eliminate what is known as the “multiple threat crash risk”. This risk occurs when a motorist in the outside lane stops for a crossing pedestrian and – in the process – visually screens the pedestrian from the view of motorists in the left lane (and vice versa). This situation is a contributing factor to many pedestrian/vehicle crashes at uncontrolled intersections.

Specific crossing improvements will accompany the lane reduction. The average distance between marked crosswalks will be reduced from over 400 feet to approximately 300 feet, and long gaps between crosswalks will be eliminated. Also, high-visibility ladder style crosswalks, refuge islands, and curb bulbouts (using low-cost interim materials) will be implemented as appropriate.

¹ Analysis dates reflect installation of new “smart-meters” in summer of 2014

Transit Operations

The project recommendations incorporate several transit operating improvements intended to offset potential delays from the lane reduction. Stop relocation from near-side (i.e., before a traffic signal) to far-side (i.e., after a traffic signal) will benefit bus operations by removing buses from conflicts with right-turning traffic and by allowing better use of existing transit signal priority equipment (i.e., technology to improve traffic signal timing for buses).

The recommendations also include provision of transit boarding islands at far-side stops. The islands would eliminate the current situation where buses accessing the curb must weave with through-cyclists, by allowing cyclists to pass between the island and the sidewalk. The islands would provide sufficient space for buses to exit the travel way when picking up passengers so that buses would not block traffic while dwelling at transit stops.

In addition, the pedestrian safety benefits of the project will improve the safety of both BART and AC Transit passengers before and after their transit trips.

BART has submitted a comment letter strongly supporting the proposed improvements for their benefits to transit access. AC Transit staff to date have expressed that the proposed lane reduction could negatively impact bus operations unless accompanied by a bus-only lane, although AC Transit does support the proposed bus stop relocations.

Bicycle Facilities

Telegraph Avenue is one of the busiest bicycle routes in Oakland due to the direct and flat connection it provides to many destinations. The proposed project will implement a combination of buffered bike lanes and parking-protected bike lanes (i.e., bike lane located between parked cars and the curb) to improve cyclist safety and comfort. Parking-protected bike lanes (also known as "cycle tracks" and depicted in *Attachment D*) are proposed from approximately 20th Street to 29th Street to occur in conjunction with the scheduled re-paving of 16th Street to 27th Street. Buffered bike lanes are proposed from approximately 29th Street to 41st Street through striping changes. These facilities will allow cyclists to ride safely away from car doors, and will no longer require cyclists to share a lane with through vehicles.

The parking-protected bike lanes will be Oakland's first such facility, serving as a demonstration project for the installation of more protected bike lanes on other streets and on other segments of Telegraph Avenue. Parking-protected bike lanes have been successfully implemented in many cities, including San Francisco; Seattle; Long Beach; Austin, Texas; and Missoula, Montana.

Phase 2 Options

Telegraph Avenue north of 41st Street is more constrained due to higher traffic volumes (particularly at 51st Street and Claremont Avenue) and much higher demand for on-street parking, yet the desire for safer bicycle facilities and pedestrian safety improvements remains. Given these unique constraints, staff recommends additional focused technical study and close

work with the community to identify, based on lessons learned from Phase I and additional input, on how a continuous bikeway could be designed and developed so the entire corridor could ultimately become a fully complete street. Staff will seek funding with the goal of conducting this study in Temescal in parallel with the Phase 1 implementation.

Table 3 summarizes several potential options for accommodating continuous bicycle facilities in Temescal that should be studied in further detail. Each of these options could be implemented in all or a portion of the 41st Street to 55th Street segments, as appropriate.

Table 3. Summary of Potential Temescal Design Options

Design Option	Summary	Operational and Safety Impacts
Remove travel lane in both directions	Eliminate one travel lane in either direction, consistent with recommendations for 19 th Street to 41 st Street	<ul style="list-style-type: none"> • May increase congestion, particularly near 51st Street and Claremont Avenue • May negatively impact transit travel times
Remove travel lane in one direction	Eliminate one travel lane in one direction only (likely southbound) to maintain capacity in most congested direction.	<ul style="list-style-type: none"> • Unknown impacts to traffic operations • May result in geometrically difficult transitions
Remove parking	Eliminate on-street parking on one or both sides of Telegraph Avenue	<ul style="list-style-type: none"> • May negatively impact nearby businesses unless replacement parking can be identified nearby
Remove center turn lane	Eliminate the center-turn lane at some or all intersections (similar to Telegraph Avenue between 57 th Street and 66 th Street)	<ul style="list-style-type: none"> • Reduces opportunities for pedestrian crossing islands • May require left-turn restrictions
Combined bus/bike lane	Eliminate one travel lane in either direction, and create a shared lane for the exclusive use of buses and bicyclists.	<ul style="list-style-type: none"> • Enforcement may be challenging • Requires buses and bicyclists to share lane

In addition to identifying a design for continuous bikeways, the intersection of Telegraph Avenue/Shattuck Avenue/45th Street requires further analysis. The general recommendation to close Shattuck Avenue between 45th Street and 46th Street to increase safety and legibility for all users has strong support. However, several detailed questions remain:

- How would the resulting space be used? Is this an appropriate location for a pedestrian plaza? What elements would a plaza include, and who would maintain them? What are the potential re-use/re-development opportunities of the former Kasper's hot dog building?

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- How would we best to accommodate motor vehicle movements between Shattuck Avenue and Telegraph Avenue?
- How can bicycle movements from northbound Telegraph Avenue onto northbound Shattuck Avenue be safely accommodated?

PUBLIC OUTREACH/INTEREST

The Telegraph Avenue Complete Streets Plan used an extensive outreach process including surveys, stakeholder interviews, and public meetings to create a design that addresses the identified problems and balances all community needs. Staff sought input at three key points within the project development process: concept development; evaluation of alternatives; and draft recommendations. In addition, materials were distributed via the project webpage (www.oaklandnet.com/TelegraphAvenue) and an email distribution list with over 800 recipients. Staff also participated in over 40 stakeholder meetings with local advocates, neighborhood associations, business districts, transit operators, and others as part of project development.

Staff used an online survey and interviews with key constituents (e.g., business groups, advocacy organizations) to inform the development of design alternatives that addressed community needs and concerns. The survey was completed by over 1,100 participants, the majority of whom were residents along corridor. Results of the survey and stakeholder interviews revealed strong support for bicycle and pedestrian improvements on Telegraph Avenue, even among current drivers.

The Oakland Public Works, Transportation Planning and Funding Division held public open houses in April and May of 2014 to solicit input on several design alternatives for the corridor. These design alternatives identified options to improve bicycle and pedestrian safety, including potential removal of travel lanes, reduction of on-street parking and other changes to the street. The open houses were advertised through fliers, direct mailings and other means, and were attended by over 200 people (with an additional 45 people providing comments via an online form). Over 90 percent of attendees supported removal of travel lanes between 19th Street and 41st Street, and a majority of respondents expressed interest in parking-protected bike lanes.

Based on earlier public feedback as well as technical considerations, staff developed a detailed set of DRAFT Recommendations for Telegraph Avenue, which were presented at public hearings in September 2014. The public hearings were advertised through fliers, direct mailings and other means, and were attended by over 150 people (with an additional 110 providing comments via an online form). The response to the DRAFT Recommendations fell into three primary categories:

Support for removal of travel lanes between 19th Street and 41st Street - Over 90 percent support from meeting attendees and respondents to the online comment form (see Table 4). The mail-back form to a flier mailed to addresses within 400 feet of the corridor showed 64 percent support for the removal of travel lanes.

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Table 4. Support for Removal of Travel Lane (19th Street - 41st Street)

Source	Support	Do NOT Support	Total
Open Houses	212	6	218
Mail-back Form	37	21	59

Interest in demonstrating parking-protected bike lanes on Telegraph Avenue - Over 50 percent of respondents (118 out of 218) urged the City to revise the recommendations to include a demonstration of parking-protected bike lanes on Telegraph Avenue, with fewer than 10 percent opposed to parking-protected bike lanes (16 out of 218). The remainder expressed desire for bicycle facilities generally but no preference on the specific type of facility.

No consensus for design recommendations between 41st Street and 55th Street - Respondents preferred continuous bicycle facilities rather than “shared-lane markings”, but were split between those favoring removal of travel lanes (with potential transit travel time impacts) and those favoring on-street parking removal (with potential business impacts), as shown in Table 5. The Phase 1 Recommendations reflect each of these feedback components by recommending a near-term focus on the area south of 41st Street, with the results of the Phase implementation used to evaluate future recommendations between 41st Street and 55th Street.

Table 5. Design Preferences for 41st Street to 55th Street*

Shared-Lane Markings	Bike lanes, remove travel lane	Bike lanes, remove on-street parking	Total
22	32	38	92

*Most respondents did not indicate a specific design preference

Informational reports were also provided to the Oakland Access Compliance and Advisory Committee and Bicycle and Pedestrian Advisory Committee (two informational reports each). Project recommendations were unanimously adopted by the Bicycle and Pedestrian Advisory Commission at their October 2014 meeting, and form the basis for the Phase 1 Recommendations included in this report.

COORDINATION

The Public Works Department is responsible for planning, designing, funding, implementing, and maintaining street capital projects. Within Public Works, the Bureau of Engineering and Construction has led project development to date, and has coordinated with the Bureau of Infrastructure and Operations and Bureau of Facilities and Environment as needed. The Finance Department was consulted regarding potential parking meter relocation and removal. The

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Planning and Building Department was consulted for the filing of the environmental documents described under “CEQA” below. In addition, the Office of the City Attorney and the City’s Controller’s Bureau reviewed this report and resolution.

COST SUMMARY/IMPLICATIONS

The Telegraph Avenue Phase 1 Recommendations will be constructed in conjunction with the paving of Telegraph Avenue as part of a citywide paving project that is funded by the Alameda County Vehicle Registration Fee (2215); Streets and Structures Organization (92242); Street Construction Account (57411); Project No. (C458810).

FISCAL/POLICY ALIGNMENT

The Telegraph Avenue recommendations for bicycle facilities align with the policies of the Bicycle Master Plan, which identifies Telegraph Avenue bike lanes (Class II) as a priority project. Bicycle Master Plan Policy 1B calls for the implementation of bikeway projects in conjunction with paving projects. This coordination is an efficient use of public funds and an effective means for implementing proposed bikeways. By coordinating the reconfiguration of travel lanes with roadway resurfacing, the Telegraph Avenue Phase 1 Recommendations implement this policy direction.

As discussed above, the project has the potential to remove up to 40 parking meters, which could reduce parking meter revenue. The average parking meter on Telegraph Avenue within the project corridor generates approximately \$1,200 annually, with revenues varying widely block by block from approximately \$300 to \$3,000 per meter.² Were 100 percent of revenue from removed meters lost, the net impact could be up to \$50,000 annually. However, given the relatively low occupancy along the corridor as described above, actual revenue loss is anticipated to be considerably lower as the majority of motorists will have the option to park in a nearby metered space.

SUSTAINABLE OPPORTUNITIES

Economic: Bicycle and pedestrian safety improvement promote non-motorized transportation, which are the most cost-effective forms of transportation. In addition, pedestrian and bicycle trips tend to be local and thus are more likely to contribute to local economic activity.

Environmental: Walking and bicycling are the most energy efficient form of transportation and create no emissions. The development of safer and more comfortable pedestrian and bicycle facilities in Oakland is a key strategy in the City’s efforts to reduce greenhouse gas emissions. Well-designed bicycle and pedestrian infrastructure promotes safe physical activity and good health.

² Based on analysis of August and September 2014 data following installation of new “smart-meter” heads

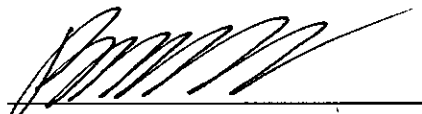
Social Equity: Walking and bicycling are inexpensive and broadly accessible forms of transportation. Pedestrian and bicycle facilities provide added freedom and independence for youth and parents (who are otherwise shuttling their children) as well as for some people who cannot drive and those who have chosen not to drive.

CEQA

These actions are exempt from CEQA pursuant to Public Resources Code Section 21080.20.5 (restriping of streets and highways for bicycle lanes in an urbanized area that is consistent with a bicycle transportation plan) and CEQA Guidelines Sections 15183 (projects consistent with general plan and zoning), 15301 (existing facilities), 15304 (minor alterations), and 15061(b) (3) (no significant effect on the environment).

For questions regarding this report, please contact Jamie Parks, Complete Street Program Manager at 510.238.6613.

Respectfully submitted,



Brooke A. Levin
Director, Oakland Public Works

Reviewed by:
Michael J. Neary, P.E., Assistant Director
Bureau of Engineering and Construction

Iris Starr, AICP, Division Manager
Transportation Planning and Funding Division

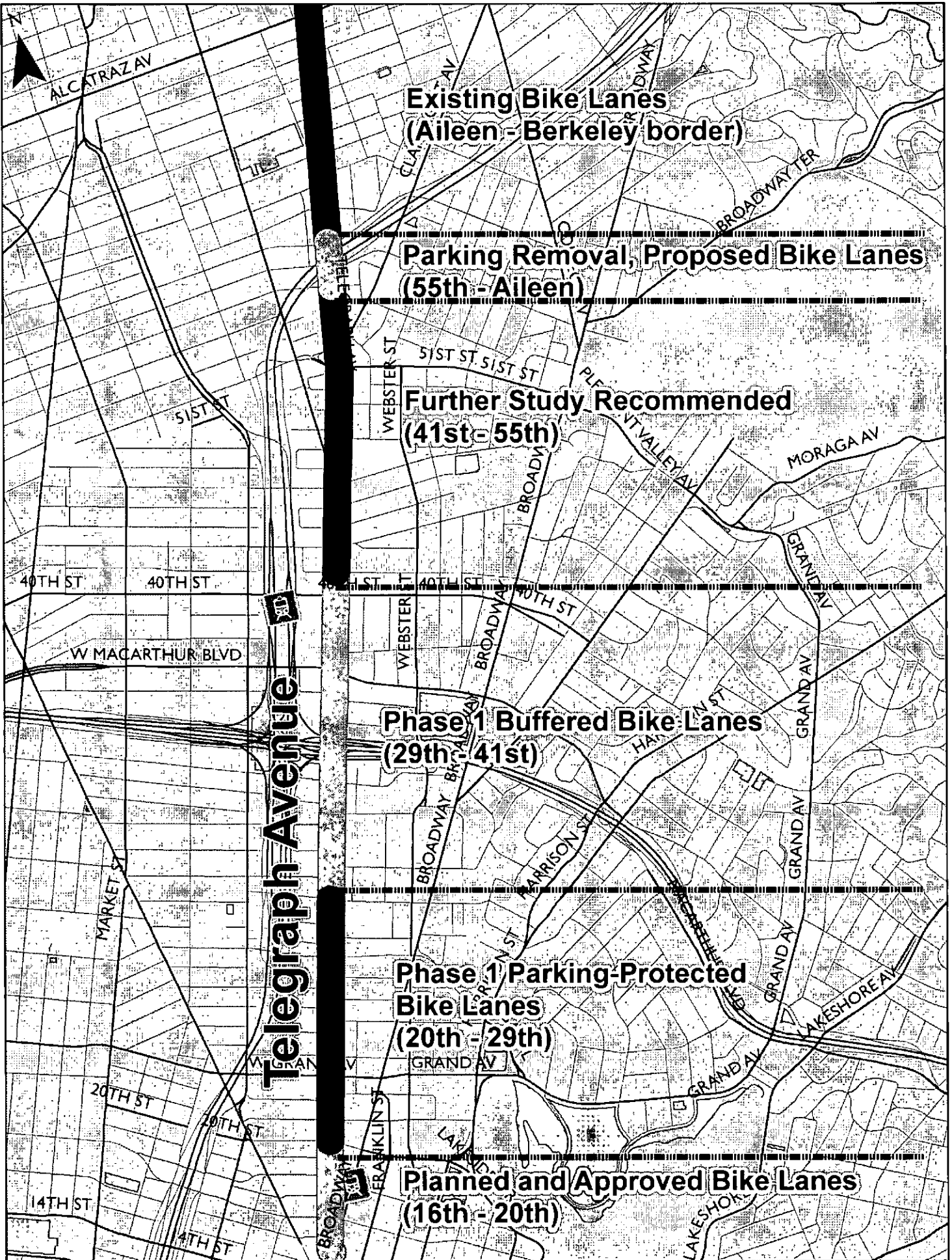
Prepared by:
Jamie Parks, Complete Streets Program Manager
Transportation Planning and Funding Division

Attachments:

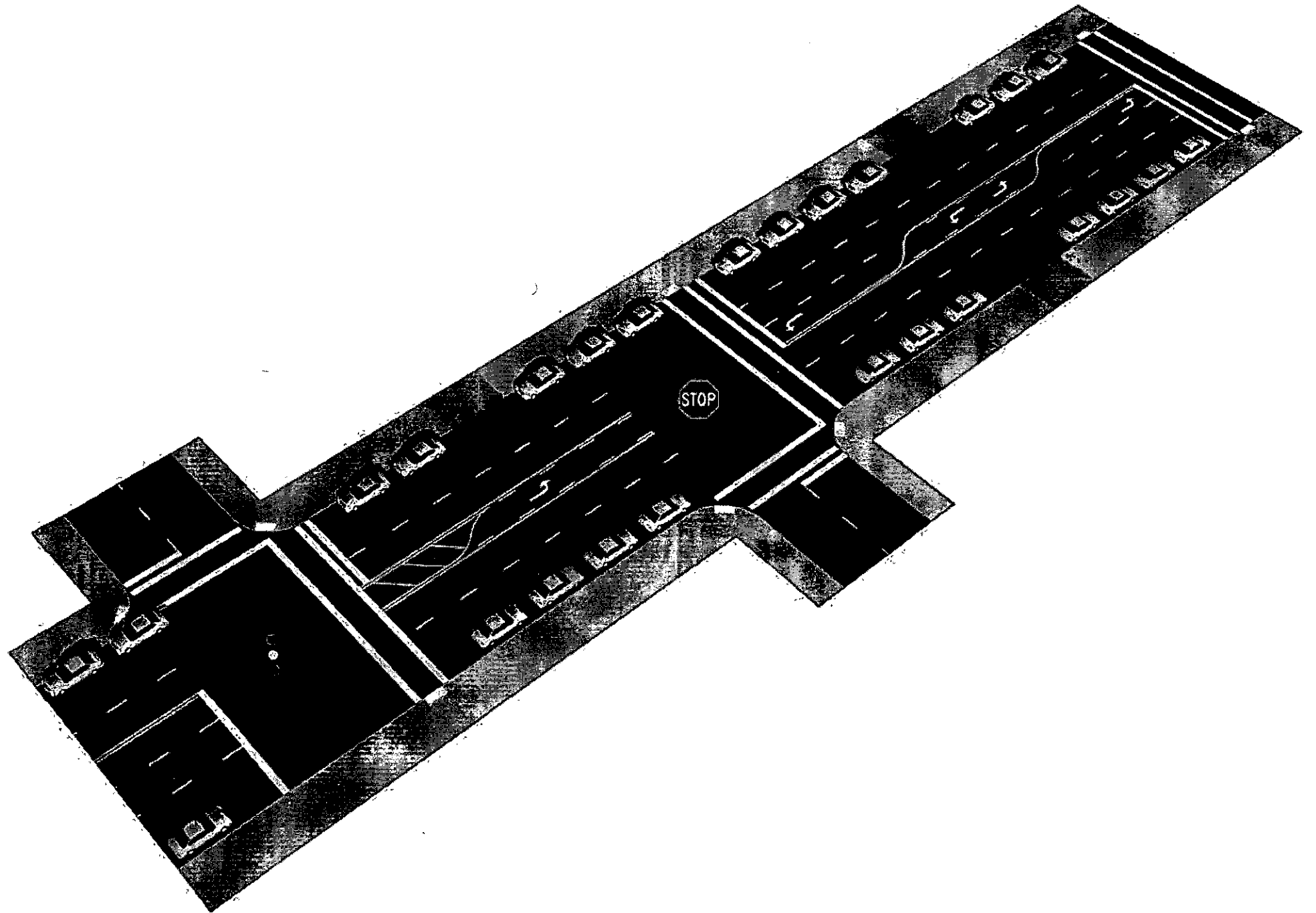
- A. Existing and Proposed Bicycle Facilities
- B. Illustrative depiction of existing Telegraph Avenue conditions
- C. Illustrative depiction of Telegraph Avenue buffered bike lanes
- D. Illustrative depiction of Telegraph Avenue parking-protected bike lanes

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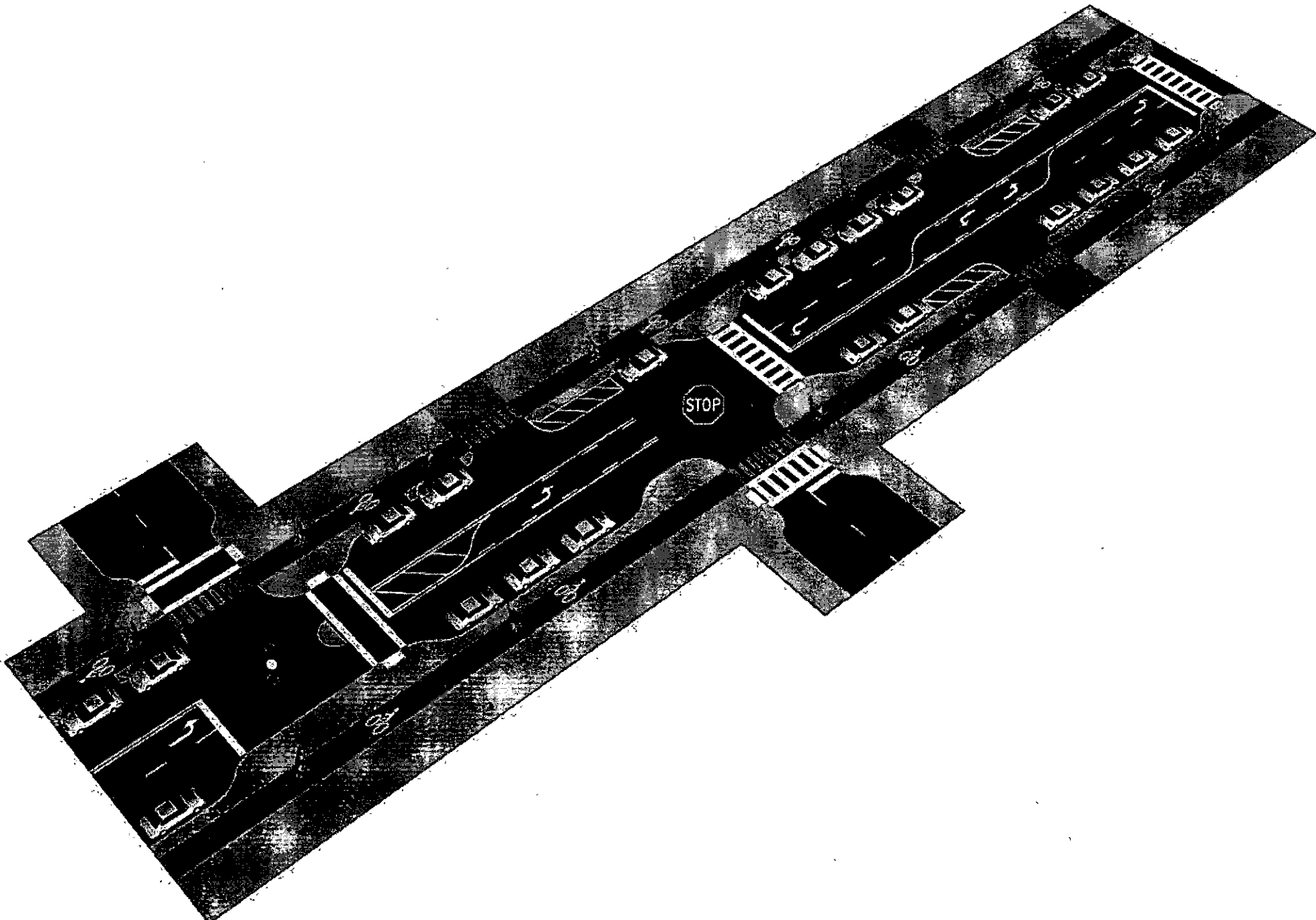
Attachment A: Summary of Existing and Proposed Bicycle Facilities



Attachment B. Telegraph Avenue Existing Conditions (Illustrative)

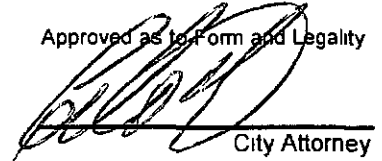


Attachment D. Telegraph Avenue Parking-Protected Bike Lane (Illustrative)



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Approved as to Form and Legality



City Attorney

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OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION AUTHORIZING THE REMOVAL OF TRAVEL LANES AND THE INSTALLATION OF BICYCLE LANES ON TELEGRAPH AVENUE FROM 19TH STREET TO 41ST STREET, MAKING ASSOCIATED TRAFFIC SAFETY AND OPERATIONAL IMPROVEMENTS, AND COMMITTING TO FUTURE STUDY OF A CONTINUOUS BIKEWAY FOR THE AREA FROM 41ST STREET TO 57TH STREET

WHEREAS, the City of Oakland's Bicycle Master Plan was adopted by City Council on December 7, 2007 as part of the Land Use and Transportation Element of the City's General Plan and reaffirmed by City Council on December 4, 2012; and

WHEREAS, the City of Oakland's Bicycle Master Plan calls for the implementation of a citywide network of bikeways to connect downtown, transit stations, commercial districts, neighborhoods, and the waterfront; and

WHEREAS, the Bicycle Master Plan identifies Telegraph Avenue from 19th Street to 57th Street as a bikeway; and

WHEREAS, the Complete Streets Policy for the City of Oakland was adopted by City Council on February 5, 2013 and the Policy calls for the incorporation of pedestrian, bicycle, and transit improvements in addition to those for automobiles, in street reconstruction and maintenance projects; and

WHEREAS, Action 1B.1 of the Bicycle Master Plan states, "Include bicycle safety and access improvements in roadway resurfacing, realignment, and reconstruction projects"; and

WHEREAS, Telegraph Avenue from 16th Street to 27th Street will be resurfaced and has been designed to include useful bikeway connections and pedestrian safety improvements; and

WHEREAS, the installation of bicycle lanes on Telegraph Avenue will necessarily require the reduction in the number of travel lanes from four (4) through lanes to two (2) through lanes from 19th Street to 41st Street; and

WHEREAS, installation of bicycle lanes, transit, and pedestrian safety improvements on Telegraph Avenue is consistent with the City's General Plan, Bicycle Master Plan, and Complete Streets Policy; and

WHEREAS, City Council has directed staff to prepare reports for their approval specifically when bicycle projects require the reduction of travel lanes on a roadway; and

WHEREAS, in accordance with Government Code section 6061, on August 28, 2014, the City published notice of public hearings on September 11, 2014 and September 13, 2014, to consider the proposed restriping of travel lanes to remove a travel lane and install bike lanes on Telegraph Avenue (19th Street to 41st Street); that notice was published in the Oakland Tribune, a newspaper of general circulation in the area affected by the proposed projects; and

WHEREAS, as required by Public Resources Code section 21080.20.5, on September 11, 2014 and September 13, 2014, the City held duly noticed public hearings to hear and respond to public comments on the projects; the hearings were held at Beebe Memorial Cathedral (3900 Telegraph) and Gogi Time Banquet Room (2600 Telegraph Avenue), which are in close proximity to areas affected by the projects; and

WHEREAS, after a duly noticed public meeting on December 2, 2014, the Public Works Committee voted to recommend the proposal to the City Council; and

WHEREAS, on December 9, 2014, the City Council considered the proposed restriping of travel lanes to remove travel lanes and install bicycle lanes on Telegraph Avenue; and

WHEREAS, the City has prepared an assessment of traffic and safety impacts of the project, which includes measures in the projects to mitigate potential vehicular traffic impacts and bicycle and pedestrian safety impacts, and concludes that the projects will have negligible impacts on traffic operations and will not result in a decrease in safety for any travel mode; and

WHEREAS, each as a separate and independent basis, these actions are exempt from CEQA pursuant to Public Resources Code Section 21080.20.5 (restriping of streets and highways for bicycle lanes in an urbanized area that is consistent with a bicycle transportation plan) and CEQA Guidelines Sections 15183 (projects consistent with general plan and zoning), 15301 (existing facilities), 15304 (minor alterations), and 15061(b)(3) (no significant effect on the environment); now, therefore be it

RESOLVED: That the City Council authorizes the installation of bicycle lanes on Telegraph Avenue by reducing the number of travel lanes from four (4) through lanes to two (2) through lanes from 19th Street to 41st Street; and be it

FURTHER RESOLVED: That the City Administrator authorizes installation of parking-protected bicycle lanes (also known as "cycle tracks") between 20th Street and 29th Street (exact limits to be determined on the basis of design considerations); and be it

FURTHER RESOLVED: That the City Administrator authorizes installation of buffered bicycle lanes between 29th Street and 41st Street (exact limits to be determined on the basis of design considerations); and be it

FURTHER RESOLVED: That the City Administrator authorizes re-designation of Telegraph Avenue from Broadway to 40th Street as a “Minor Arterial” (currently “Principal Arterial”) as part of the next scheduled street re-classification effort, to reflect its character as a neighborhood-serving commercial street; and be it

FURTHER RESOLVED: That the City Administrator authorizes installation of pedestrian improvements (e.g., median refuge islands, ladder crosswalks, curb extensions) in conjunction with bicycle facilities on Telegraph Avenue; and be it

FURTHER RESOLVED: That the City Administrator authorizes reconfiguration on-street parking, parking meters, and loading zones as needed to implement design, include potential designation of time-of-day loading zones; and be it

FURTHER RESOLVED: That the City Administrator authorizes to relocate and consolidate bus stops to far-side locations at 24th Street, 27th Street, 30th Street, 34th Street, MacArthur Boulevard and 40th Street to improve efficiency of bus transit operations; and be it

FURTHER RESOLVED: That the City Administrator authorizes construction of permanent transit boarding islands at transit stops at 24th Street, 27th Street, 30th Street, 34th Street, MacArthur Boulevard and 40th Street as funding is available; and be it

FURTHER RESOLVED: That the City Administrator authorizes to prohibit on-street parking between 55th Street and Aileen Street under SR24 on one or both sides to connect existing Telegraph Avenue bicycle lanes to 55th Street and Shattuck Avenue bicycle routes; and be it

FURTHER RESOLVED: That the City Administrator authorizes to evaluate the effectiveness of Phase 1 improvements to allow the City to seek funding for future capital improvements on Telegraph Avenue from 20th Street to 57th Street; and be it

FURTHER RESOLVED: That the City Administrator authorizes a commitment to future study of a continuous bikeway for the area from 41st Street to 57th Street, including the reconfiguration of the Telegraph Avenue/Shattuck Avenue intersection, and also to seek funding to support technical design assistance and a focused community outreach program on this matter; and be it

FURTHER RESOLVED: That the City Administrator or designee shall file a Notice of Determination/Notice of Exemption with the clerk of the County of Alameda and the Office of Planning and Research.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, GALLO, GIBSON MCELHANEY, KALB, KAPLAN, REID, SCHAAF and PRESIDENT KERNIGHAN

NOES -

ABSENT -

ABSTENTION -

ATTEST _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California