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OAKLAND

2019 JUN 13 PM 2:39

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Ryan Russo  
Director, Department of  
Transportation

**SUBJECT:** Repairing Telegraph In Temescal

**DATE:** May 20, 2019

City Administrator Approval

Date:

6/12/19

## RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report On The Final Design Of Telegraph Avenue In The Temescal Neighborhood From 42<sup>nd</sup> To 52<sup>nd</sup> Street After Final Consultation With Stakeholders And Merchants.**

## EXECUTIVE SUMMARY

In December 2018 the City Council approved lane changes on Telegraph Avenue between 42<sup>nd</sup> and 52<sup>nd</sup> Street by Resolution No. 87484 C.M.S. City Council also directed staff to return to Public Works Committee with the Final Designs after consulting with stakeholders and merchants who raised concerns. This report provides an update on outreach conducted and preconstruction plans.

## BACKGROUND / LEGISLATIVE HISTORY

Telegraph Avenue between 42<sup>nd</sup> and 52<sup>nd</sup> Streets 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 (19<sup>th</sup> Street BART and MacArthur BART) as well as several Neighborhood Activity Centers (e.g., Temescal, Pill Hill).
- "Oakland Walks!", the City's Pedestrian Plan, part of the LUTE, identifies Telegraph Avenue as a High Injury Corridor, just 2% of city streets where 36% of pedestrian injuries and fatalities concentrate, despite being located in a "walkers paradise," with excellent access to goods and services within walking distance using the WalkScore® index. "Oakland Walks!" was adopted in 2017.

Item: \_\_\_\_\_  
Public Works Committee  
June 25, 2019

- The Oakland Bicycle 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.

In 2013, the City of Oakland received a grant from the Alameda County Transportation Commission to study "complete street" improvements to the Telegraph Avenue corridor (20<sup>th</sup> Street to 57<sup>th</sup> Street) to make the street safer and more comfortable for all modes of travel.

In January 2014 staff began the Telegraph Avenue Complete Streets Plan (2014 Plan), and in December 2014 City Council adopted the plan which included the approval of a lane conversion on all segments of Telegraph Avenue between Downtown Oakland to 41st Street. The 2014 Plan established a vision of a continuous bikeway on Telegraph Avenue throughout Oakland but required additional outreach north of 41st Street. Resolution No. 85323 C.M.S., 2014 states:

*Further Resolved: The City Council intends to create a dedicated, continuous bikeway for the area from 41<sup>st</sup> Street to 57<sup>th</sup> Street and reconfigure the Telegraph Avenue/Shattuck Avenue intersection, and directs staff to study, perform environmental review and conduct extensive community outreach on how best to implement the bikeway and reconfiguration to become a complete street, and to seek all potential funding sources to support technical design assistance and a focused community outreach program on this matter and return to City Council to consider the recommendation for this area.*

In spring 2018, staff initiated a transportation study and extensive community outreach to identify a preferred bikeway design on Telegraph Avenue in the Temescal neighborhood. Outreach strategies are described in depth in the "Public Outreach / Interest" section below.

In December 2018, staff sought authorization for the road diet between 42<sup>nd</sup> Street and 52<sup>nd</sup> Street. In Resolution No. 87484 C.M.S., 2018, City Council adopted the road diet and overall design of the project. City Council also directed staff to return to Public Works Committee with an informational report with the Final Designs after continuing to consult with stakeholders and merchants who raised concerns. Staff and City Council discussed at length that the cross-section of the project had to be defined at the December 2018 hearing for inclusion into the 2019 Paving Program, and that curb management would be the focus of follow-up conversations and planning efforts. This report includes an update on the preconstruction plans, including curb management engagement and outcomes.

## **ANALYSIS AND POLICY ALTERNATIVES**

Following City Council approval in December 2018, Council directed OakDOT staff to continue working with stakeholders and merchants along the project corridor. The focus of these meetings included general project updates, discussions of the designs, and most importantly, seeking input from merchants to ensure that curb designations were meeting their operational and economic business needs. During the 2018 public hearings, merchants shared concerns about reduced parking in front of their businesses, lack of available commercial loading, and challenges with passenger loading potentially blocking travel lanes. Rather than requiring that

Item: \_\_\_\_\_  
Public Works Committee  
June 25, 2019

businesses go through the potentially burdensome process of requesting curb changes after the project is implemented, OakDOT is making curb adjustments as a key component of the Repairing Telegraph project.

Staff worked with the Telegraph Temescal Business Improvement District (BID) to hold two meetings with merchants to discuss curb management and hear concerns. Staff invited the Telegraph Merchants Association, and the Telegraph Temescal BID also ensured that all affected merchants received notice of the meetings. Following those conversations, the Telegraph Temescal BID and staff worked to contact all affected merchants individually and develop proposed curbside uses.

The initial draft curb designation, proposed based on feedback from business surveys, was a progressive proposal that significantly increased metered parking and commercial loading since those were the two most requested curb uses. Staff then coordinated with stakeholders to further refine and negotiate different spaces on the corridor. Staff ensured all commercial loading, passenger loading, and short-term parking would exceed existing conditions and be placed in the most effective locations to best serve businesses and prevent double parking on the corridor. This involved negotiations between individual merchants to develop the preferred curb designations. For instance:

- When vetting the initial proposed location of metered spaces in consultation with merchants, it was determined that some of the added spaces weren't desired by businesses, so the overall number was reduced from the initial proposal, but still represents an increase as compared to baseline conditions. For instance, a number of meters proposed on 51<sup>st</sup> Street were removed because they're used by employees.
- Some standard metered spaces were converted to additional green (short term parking) metered spaces to allow for better turnover for businesses with shorter transactions.
- Commercial loading: we were able to consolidate spaces to accommodate more businesses with overlapping needs, while still maintaining space for customer/public parking. For instance, some merchants preferred metered and green zones instead of commercial loading zones.
- The number of standard metered parking spaces decreased between the draft and final proposed curb designation due to further coordination and customization with businesses, however, standard metered parking still increased overall by 9 spaces compared to baseline conditions.
- Staff also worked with business owners to locate new American's Disability Act (ADA) blue parking spaces and/or relocate existing ADA spaces to meet City's standard of 4% ADA spaces, and to facilitate access to the curb.

**Attachment A: Telegraph in Temescal: Curb Concepts and Street Designs** demonstrates the final location of each curb use and designs. The summarized curb designation for Temescal (42<sup>nd</sup> St – 52<sup>nd</sup> St) are as follows:

<b>Color Curb</b>	<b>Use / Regulation</b>	<b>Existing Spaces</b>	<b>Draft Proposed Spaces - 2018</b>	<b>Final Proposed Spaces - 2019</b>
Metered	Pay by hour	91	121	100
White	Passenger loading	0	4	4
Yellow	Commercial loading	155 ft	320 ft	280 ft
Green	Short-term (12 min) loading	2	5	7
Blue	For persons with disabilities	3	9	8

**FISCAL IMPACT**

No direct fiscal impacts are associated with this report, as it is informational only.

**PUBLIC OUTREACH / INTEREST**

Through outreach, surveys, and stakeholder meetings, staff have connected with over 1,500 people and spent more than 40 hours in community engagement efforts since spring 2018. Methods of community engagement included in-person and online surveys, community meetings, stakeholder meetings, presentations to neighborhood associations, mobile workshops, and communication through digital platforms including the City website, OakDOT Twitter, and e-mail to subscribers. Additionally, a notice of public hearing was filed with the Oakland Tribune for the August, 21 open house event.

In coordination with the Temescal Business Improvement District, staff also conducted door-to-door business survey reaching 71 percent of merchants along the corridor and received information from 52 percent of merchants on their operations, customer activities, and their most important need on Telegraph Avenue.

Broader community engagement followed a phased outreach and surveying approach. Phase 1 presented data on current traffic safety issues on Telegraph Avenue and asked residents and visitors to prioritize safety improvements along the corridor. This survey received 875 responses. Bicycle safety, walking safety, and unsafe vehicle speeds were the 3 top concerns respectively. Approximately 81 percent of respondents said they would like to see bicycle safety improvements and 77 percent of respondents supported pedestrian safety improvements.

During Phase 2 outreach, staff presented two street design concepts and requested feedback on the two concepts. This in-person and online survey received 1,498 responses. The wide majority—76 percent—supported the parking-protected bike lane concept. Of respondents who supported the parking protected bike lane, 71 percent identified as residents of the Temescal neighborhood. Of the 1500 survey responses, 56 total respondents opposed all concepts.

Phase 3 outreach was conducted after City Council adopted the overall design of the road diet project with additional direction to staff to discuss outstanding concerns in December 2018. Staff engaged merchants in final rounds of outreach to listen to concerns via two meetings and email communications resulting in curb management modifications.

Some of the highlights of community engagement include:

- Temescal Street Fair, June 10, 2018. Staff managed a standalone booth during the street fair, administering in-person questionnaires and providing information on repaving, street safety concepts, and other project information.
- 40<sup>th</sup> Street Block Party, July 14, 2018. Staff managed a standalone booth during the street fair, administering in-person questionnaires and providing information on repaving, street safety concepts, and other project information.
- Community meeting, August 21, 2018. Co-hosted by Councilmember Dan Kalb, staff presented the two proposed concepts and facilitated community discussion on the alternatives. Approximately 100 people attended the meeting.
- 3 mobile workshops July-August, 2018.
- Staff administered merchant surveys to the businesses in the project area to understand the needs of the local merchants.
- Temescal Business Improvement District, Staff, Board of Directors, and Design Committee on April 26, 2018; July 11, August 22, September 26, 2018. Staff attended multiple meetings with the Temescal Business Improvement District staff, Board of Directors, and Design Committee, to discuss the project concepts.
- Temescal Business Improvement District assisted staff in convening two additional meetings in late 2018/early 2019 to hear additional concerns following the adoption of the overall concept and discuss the best use of curb space.

### **COORDINATION**

The Office of the City Attorney and Budget Bureau were consulted in the preparation of this report. Staff coordinated with AC Transit's Planning & Operations Division to ensure the improvements benefit AC Transit operations. Staff also coordinated with Councilmember Dan Kalb to co-host an open house event.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Vibrant pedestrian and bicycle friendly streets are good for business. Evaluations of similar projects find that people on foot and bicycle shop more frequently and spend more money overall at local businesses after investments in pedestrian and bicycle safety are made.

**Environmental:** Safe places to walk and bicycle can help reduce environmental impacts associated with transportation by helping shift the mode split from single occupancy vehicles to walking, bicycling and transit.

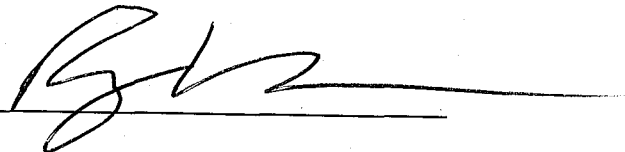
**Social Equity:** Enhanced safety along protected bikeways are a key tool to reduce severe and fatal injury crashes by reducing speeding, and in Oakland, severe and fatal traffic crash victims are predominantly people of color, and people of color are more likely to live in zero-car households and thus more dependent on walking, bicycling and transit to get around.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Receive This Informational Report From The City Of Oakland Department Of Transportation On The Final Design Of Telegraph Avenue In The Temescal Neighborhood From 42<sup>nd</sup> Street To 52<sup>nd</sup> Street After Final Consultation With Stakeholders And Merchants.

For questions regarding this report, please contact Nicole Ferrara, Policy & Intergovernmental Affairs Advisor, 510-238-4720.

Respectfully submitted,



RYAN RUSSO  
Director, Oakland Department of Transportation

Reviewed by:

Wladimir Wlassowsky, Assistant Director  
Oakland Department of Transportation

Mohamed Alaoui, P.E.,  
Supervising Civil Engineer  
Great Streets Division  
Department of Transportation

Prepared by:

Nicole Ferrara  
Policy & Intergovernmental Affairs Advisor

*Attachments (1):*

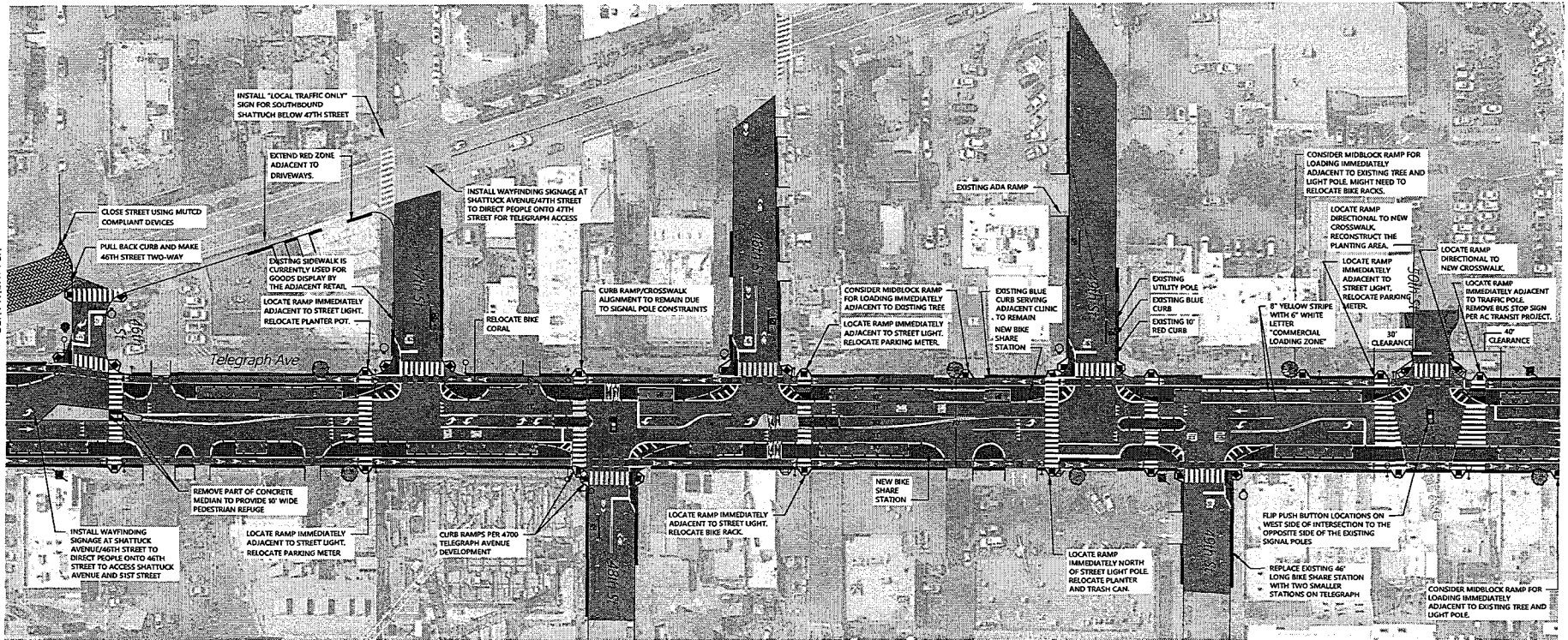
*A: Telegraph Ave in Temescal Draft Curb Concept Plan*

Item: \_\_\_\_\_  
Public Works Committee  
June 25, 2019

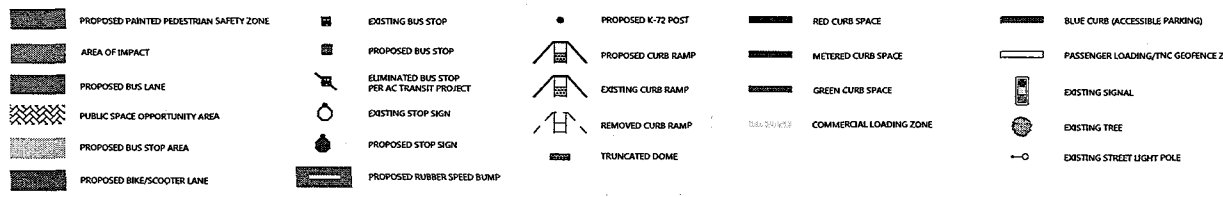




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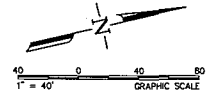



**LEGEND:**



**PROJECT NOTES:**

- 1 EXISTING AND PROPOSED CURB RAMPS IDENTIFIED IN THE CONCEPT PLANS WERE VISUALLY ASSESSED AND NOT FOR CONSTRUCTION. ADDITIONAL ENGINEERING AND ANALYSIS REQUIRED.
- 2 PROPOSED ADA PARKING SPACES WERE VISUALLY ASSESSED. ADDITIONAL ENGINEERING AND ANALYSIS REQUIRED.
- 3 SURFACE UTILITIES INVENTORY IS REQUIRED IN ORDER TO INSTALL, RELOCATE, AND REMOVE PARKING METERS ON THE CORRIDOR.
- 4 ALL CURB RAMPS SHOULD BE DIRECTIONAL. ADDITIONAL ENGINEERING AND ANALYSIS REQUIRED.
- 5 SCOOTER STENCIL SHOWN WITH BIKE LANE SYMBOL FOR INFORMATION ONLY. CITY TO DETERMINE APPLICABILITY AND DIRECT FINAL DESIGN ENGINEER.

**CITY OF OAKLAND**  
 BUREAU OF ENGINEERING AND CONSTRUCTION  
 250 FRANK H. OGAWA PLAZA, SUITE 4204 • OAKLAND, CA 94612  
 (510) 238-3487 • FAX (510) 238-7415

TELEGRAPH AVENUE  
 IN TEMESCAL  
 CITY OF OAKLAND

PRELIMINARY  
 NOT FOR  
 CONSTRUCTION

**FEHR & PEERS**  
 220 Broadway  
 Suite 420  
 Oakland, CA 94607  
 (510) 631-2200

NO.	BY	DATE	REFERENCE

CHECKED BY: PC/MA  
 DESIGNED BY: RM/CN  
 DRAWN BY: LC/CW

**DRAFT CONCEPT PLANS  
 ADDITIONAL ENGINEERING  
 AND ANALYSIS REQUIRED  
 NOT FOR CONSTRUCTION**

SCALE: AS SHOWN	SHEET NO. 
DATE: JULY 13, 2018	

250 Frank H. Ogawa Plaza, Suite 4204, Oakland, CA 94612  
 (510) 238-3487 • FAX (510) 238-7415  
 PROJECT NO. 15-0000-00-1  
 SHEET NO. 1 OF 1  
 DATE: JULY 13, 2018  
 DRAWN BY: LC/CW  
 CHECKED BY: RM/CN  
 DESIGNED BY: PC/MA  
 PROJECT: TELEGRAPH AVENUE IN TEMESCAL  
 SHEET: 1 OF 1



