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OAKLAND

2012 JUN 28 PM 3:01

AGENDA REPORT

TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Vitaly B. Troyan, P.E.

SUBJECT: Amending O.M.C. Title 16 to
Incorporate Complete Streets

DATE: June 14, 2012

City Administrator
Approval

Date

6/28/12

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the City Council adopt the ordinance amending Title 16 of the Oakland Municipal Code to 1) adopt a Complete Streets Policy; 2) designate the Public Works Director or designee responsible for establishing, clarifying, and updating street design and construction standards consistent with the Complete Streets approach; and 3) require acceptance of future City streets for maintenance by Council Resolution to ensure that City construction and maintenance standards are met.

EXECUTIVE SUMMARY

Formally adopting a Complete Streets Policy is important in building streets that meet the needs of all users. The Metropolitan Transportation Commission and Alameda County Transportation Commission have held many public presentations on Complete Streets and are now mandating this policy as a condition for receiving future funding. The requirement that future streets be constructed according to City standards is important in saving the City money and assuring consistent standards. Under the proposed changes, City Council approval will be required before newly constructed streets are accepted into the City's street inventory. This will reduce the long-term costs for maintenance and any immediate need for repair or replacement. Our current street paving backlog is such that a typical street can only be paved every 85 years on average. Streets or other public-right-of-way improvements that do not meet minimum standards can be a hazard, and their presence needs to be minimized in every way possible.

OUTCOME

Formally adopting this policy will improve the likelihood that Oakland will obtain its share of regional transportation funding.

Item: _____
Public Works Committee
July 10, 2012

Adopting the ordinance amending Title 16 of the Oakland Municipal Code (OMC) will:

1. Formally establish a policy of Complete Streets in the design and construction of Oakland's streets and ensure that the policy will be incorporated in all applicable design guidelines and standards, providing safe access and use of the public right-of-way for pedestrians, bicyclists, transit riders and motorists;
2. Designate the Public Works Director, or designee, responsible to establish and update engineering and construction standards for City streets, to include provisions for Complete Streets;
3. Provide clarity of engineering and construction standards for the development community and staff;
4. Ensure that streets are properly constructed, in accordance with established standards, before being accepted into the City's inventory of public streets; and
5. Require that the City Council, by Resolution, accept future streets for maintenance upon recommendation of the Director of Public Works or Designee.

BACKGROUND/LEGISLATIVE HISTORY

In Oakland, public streets are those alleys, roadways, and streets in the public right-of-way or within easements providing bicycle, pedestrian, and vehicular access.

The Public Works Agency (PWA) is responsible for the operation and maintenance of most public infrastructure, including the public street system within the City of Oakland. PWA's Department of Engineering and Construction is responsible for designing and constructing improvements to the public street system and the technical engineering standards for those improvements. The Department of Planning, Building, and Historic Preservation oversees subdivision improvements and is currently responsible for reviewing and approving privately constructed extensions and improvements to the public street system when made as part of new development or renovation of existing development projects.

Following the State's lead, recent changes in our Master Funding Agreements with the Alameda County Transportation Commission, and for grant submittals with the Metropolitan Transportation Commission (including Caitrans, the Bay Area Air Quality Management District, and others) require that the City adopt a Complete Streets approach to receive future funding.

Complete Streets (sometimes known as livable streets) are roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users - pedestrians (including the elderly and persons with disabilities), bicyclists, motorists and public transportation users. Traditional street design standards often do not consider the needs of all travelers, and have tended to focus on moving vehicle traffic at the expense of creating a livable environment.

Oakland, through existing policy documents and practice, has long moved toward a policy of complete streets. Examples include the Land Use and Transportation Element (LUTE) of the General Plan, the Pedestrian Master Plan, the Bicycle Master Plan, and various streetscape projects that have been specifically designed to better balance the various users of the public right-of-way.

At present, the OMC regulates various aspects of the public street system in Title 16, Subdivisions. Some changes made over the years have introduced inconsistency in street design standards, and the standards do not address Complete Streets. The opportunity to incorporate a Complete Streets approach will provide a common framework for all decisions to be made on the development, implementation, and enforcement of uniform street design and construction standards. One set of engineering standards for street improvements will ensure consistency of construction and clarity to the design community.

ANALYSIS

The proposed changes will establish Complete Streets standards that balance all modes of travel, including walking bicycling, and driving. This will provide the baseline for establishing a complete and comprehensive set of design and construction standards for the entire (private and public) street system in Oakland.

Without the proposed ordinance, any street proposed by a development project may be approved and accepted administratively for maintenance without the review of the Public Works Agency, which is responsible for ongoing maintenance. A formal acceptance by the City Council will ensure all additions or changes to the public street system are constructed in accordance with the established standards. Sub-standard streets are very difficult and costly, if not impossible, to maintain and represent a significant long-term liability to the City.

PUBLIC OUTREACH/INTEREST

The concept of Complete Streets has been presented and discussed with the Commission on Aging, the Commission on Persons with Disabilities, and the Bicycle and Pedestrian Advisory Committee. All advisory bodies responded enthusiastically to the concept. Additionally, the Metropolitan Transportation Commission and Alameda County Transportation Commission have held many public presentations on Complete Streets and are now mandating this policy as a condition for receiving future funding. Further, as noted above, The Land Use and Transportation Element of the General Plan and the Pedestrian and Bicycle Master Plans include policies and elements fundamental to a Complete Streets policy.

COORDINATION

The proposed OMC changes have been coordinated with the Planning, Building, and Historic Preservation Department, who currently oversee subdivision improvements and are responsible for processing privately constructed extensions and improvements to the public street system as part of new development or remodel of existing development projects.

COST SUMMARY/IMPLICATIONS

The Metropolitan Transportation Commission and the Alameda County transportation Commission have both adopted policies requiring cities to adopt Complete Streets as guiding principles in new street construction and redesign. Future funding for transportation improvements will consider a city's policy in awarding transportation funding. Formally adopting this policy will improve the likelihood that Oakland will obtain its share of regional transportation funding.

There are substantial cost implications to accepting substandard streets into the City's inventory. Requiring that all streets be constructed to appropriate engineering standards will reduce future street maintenance costs at a level which cannot be estimated but may be significant.

SUSTAINABLE OPPORTUNITIES

Economic: Streets that are pedestrian-friendly, safe for bicyclists, and accessible by transit have been shown to improve economic development and create more livable cities. Moreover, establishing consistent guidelines will streamline private project development and review, and enforcing consistent design standards will safeguard life and property and thus reduce the City's exposure to liability.

Environmental: The standards are fully coordinated and aligned with Oakland's environmental programs and their goals. Establishment of Complete Streets will help to reduce pollution and greenhouse gases, offer multiple choices for mobility, and make our streets safer for everyone.

Social Equity: The standards will establish Complete Streets guidelines for the design and construction of the street system for all modes of travel, including bicycling, walking, and driving. Many residents of Oakland cannot afford or do not have access to automobiles; creating streets that can accommodate other methods of travel affords everyone a chance to reach their destinations safely.

For questions regarding this report, please contact Gus Amirzehni, Principal Civil Engineer 510-238-6601.

Respectfully submitted,



VITALY B. TROYAN, P.E.
Director, Public Works Agency

Reviewed by:
Michael Neary, P.E., Assistant Director,
PWA, Department of Engineering & Construction

Prepared by:
Gus Amirzehni, P.E., Principal Civil Engineer

Item: _____
Public Works Committee
July 10, 2012

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OAKLAND CITY COUNCIL
ORDINANCE No. _____ C.M.S.

ORDINANCE AMENDING TITLE 16 OF THE OAKLAND MUNICIPAL CODE 1) ADOPTING A COMPLETE STREETS POLICY; 2), DESIGNATING THE PUBLIC WORKS DIRECTOR OR DESIGNEE RESPONSIBLE FOR ESTABLISHING, CLARIFYING, AND UPDATING STREET DESIGN AND CONSTRUCTION STANDARDS CONSISTENT WITH THE COMPLETE STREETS APPROACH; AND 3), REQUIRING ACCEPTANCE OF FUTURE CITY STREETS FOR MAINTENANCE BY COUNCIL

WHEREAS, The Oakland Municipal Code does not currently fully regulate design standards for constructing or improving the public street system; and

WHEREAS, such design standards have, in the past, been established by the Public Works Agency's Department of Engineering and Construction (PWA-DEC); and

WHEREAS, during the past few years reorganizations have resulted in disjointing the authority within the City of Oakland to establish and enforce the design and construction standards for street improvements and responsibility of maintenance for the public street system; and

WHEREAS, it is in the interest of the City to establish responsibilities for development and implementation of Complete Street system design and construction standards and enforce them uniformly as part of the Oakland Municipal Code wherever the Oakland Municipal Code addresses street system design and construction standards; and

WHEREAS, Complete Streets (sometimes known as livable streets) are roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users: pedestrians (including the elderly and persons with disabilities), bicyclists, motorists and public transportation users; and

WHEREAS, Public Works Agency (PWA) is responsible for the planning, design, construction, and maintenance of the Public Street System; and

WHEREAS, PWA and its Director are best suited in light of their responsibilities to establish the street system design and construction standards and maintenance thereof; now, therefore

THE COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN AS FOLLOWS:

Section 1. Chapter 16 of Title 16 is amended to read as follows:

Chapter 16.16 - DESIGN STANDARDS

Sections:

16.16.001 – Definitions.

16.16.002 – Purpose.

16.16.003 – Responsibility.

16.16.004 – Acceptance by the City Council.

16.16.010 - Alignment of streets.

16.16.020 - Width of streets.

16.16.030 - Grade of streets.

16.16.040 - Intersection of streets.

16.16.050 - Alignment and visibility of streets.

16.16.060 - Minimum radii of curvature on centerline of streets.

16.16.070 - Tangents.

16.16.080 - Roadway widths.

16.16.090 - Private streets.

16.16.100 - Effect of street layout on adjoining property.

~~16.16.110 – Reserves at end of streets or boundaries of subdivision.~~

16.16.120 - Street names.

16.16.130 - Alleys.

16.16.140 - Width of blocks.

16.16.150 - Length of block.

16.16.160 - Pedestrian ways.

16.16.170 - Lots.

16.16.001 – Definitions.

As used in this chapter:

“Complete Street” is a transportation facility that is planned, designed, operated and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit vehicles, truckers, and motorists, appropriate to the function and context of the facility.

“Private street” means an alley, roadway, or street, not maintained by the city, used for vehicular, bicycle, or pedestrian access.

“Public street” means an alley, roadway, or street, maintained by the city, used for vehicular, bicycle, or pedestrian access.

“Street” means any alley, roadway, or street providing vehicular, bicycle, or pedestrian access.

“Street system” means either the entire Complete Streets network or a portion of that network of publicly and privately maintained alleys, roadways, and streets, under the jurisdiction of the city, used for vehicular, bicycle, or pedestrian access.

16.16.002 – Purpose.

The purpose of this chapter is to establish the City’s intent to implement Complete Streets concepts so as to uniformly regulate the design, construction, operation, and maintenance of the street network.

16.16.003 – Responsibility.

The Director of Public Works or his/her designee is responsible for developing, publishing

and enforcing Complete Street standards for the design and construction of the Street System consistent with the Oakland Municipal Code, and for updating the standards from time to time. Such standards shall apply to all streets regardless of whether they are private streets or public streets.

16.16.004 – Acceptance by the City Council.

No street system or portion thereof shall be accepted by the City as part of the public street system except by Resolution of the City Council upon recommendation of the Director of Public Works or his/her designee.

16.16.010 - Alignment of streets.

The alignment of all arterial streets and collector streets shall conform to those designated in the circulation element adopted by the City Council prior to the date of filing of the tentative map with the Advisory Agency. All proposed minor streets shall be in alignment with existing planned or platted streets with which they are to connect.

(Prior code § 7-4.15)

16.16.020 - Width of streets.

Street widths shall be reviewed in the context of the Complete Streets approach.

- A. Arterial streets shall be of the width indicated on the approved plans and not less than eighty (80) feet in width.
- B. Collector streets shall be not less than sixty (60) feet in width.
- C. Local streets shall be not less than fifty (50) feet in width.
- D. Blind streets shall be not over three-six hundred (300600) feet in length with turnaround at three hundred (300) feet and shall be not less than fifty (50) feet in width. All blind streets shall terminate in a circular end having a minimum diameter of eighty (80) feet with seventy (70) feet roadway diameter, unless the Advisory Agency approved a "T" or "Y" shaped space in lieu of required turning circle.

(Prior code § 7-4.16)

16.16.030 - Grade of streets.

The grades on arterial, collector and local streets and alleys shall be approved by the City Engineer ~~Director of Public Works of the city.~~ Concrete pavement with approved finish is required when the street grade exceeds fifteen percent (15%).

(Prior code § 7-4.17)

16.16.040 - Intersection of streets.

Street intersection shall be as nearly at right angles as practicable.

- A. At street or alley intersections, property line comers shall be rounded by an arc, the minimum radius of which shall be fifteen (15) and five (5) feet respectively. In business districts a chord may be substituted for such arc.
- B. Street curb intersections shall be rounded by radii of at least twenty-five (25) feet.
- C. The above minimum radii for property line and curbs shall be increased when the smallest angle of intersection is less than sixty (60) degrees.

(Prior code § 7-4.18)

16.16.050 - Alignment and visibility of streets.

Clear visibility, measured along the centerline, shall be provided for at least three hundred (300)

feet on arterial streets; two hundred (200) feet on collector streets and at least one hundred (100) feet on local streets.
(Prior code § 7-4.19)

16.16.060 - Minimum radii of curvature on centerline of streets.

- A. Arterial streets, five hundred (500) feet;
- B. Collector streets, three hundred (300) feet;
- C. Local streets, one hundred (100) feet.

(Prior code § 7-4.20)

16.16.070 - Tangents.

There shall be a tangent between all reversed curves of at least one hundred fifty (150) feet in length on all arterial streets and collector streets; and fifty (50) feet on all local streets.

(Prior code § 7-4.21)

16.16.080 - Roadway widths.

Roadway widths shall be reviewed in the context of the Complete Streets approach

- A. Minimum roadway widths on local streets shall be thirty (30) feet.
- B. Roadway widths for turning circles on blind streets shall have a diameter of not less than ~~sixty (60)~~seventy (70) feet.

(Prior code § 7-4.22)

16.16.090 - Private streets.

Private streets, alleys or ways shall not be platted or laid out except with the approval and consent of the Advisory Agency and the City Council, and then only on conditions which guarantee the construction of necessary local improvements and continued maintenance thereof.

(Prior code § 7-4.23)

16.16.100 - Effect of street layout on adjoining property.

Street layout shall be designed to provide for future access to and not impose undue hardship upon unsubdivided property adjoining the subdivision.

(Prior code § 7-4.24)

~~16.16.110 - Reserves at end of streets or boundaries of subdivision.~~

~~Reserve strips at the end of streets or at the boundaries of subdivision shall be deeded unconditionally to the city.~~

~~(Prior code § 7-4.25)~~

16.16.120 - Street names.

Proposed street names shall not duplicate or too closely approximate phonetically the name of any street in Oakland or other East Bay Cities, or adjacent portions of Alameda County. Where streets are continuations of existing streets the existing street names shall be used.

(Prior code § 7-4.26)

16.16.130 - Alleys.

Alleys shall be required in all business and industrial districts. Except where justified by topographic conditions, alleys will not be approved in residential districts except for downtown.

Minimum right-of-way width of alleys shall be twenty-six (2026) feet with twenty (20) foot

roadways.
(Prior code § 7-4.27)

16.16.140 - Width of blocks.
The width of blocks shall be sufficient to allow two tiers of lots of approximate depth.
(Prior code § 7-4.28)

16.16.150 - Length of block.
Blocks shall not exceed ~~one-thousand-(1,000)-~~ three hundred (300) feet in length and ~~dead-end blind streets three-six hundred (300600) feet with turnaround at three hundred (300) feet and with termination requirement as required in Section 16.16.020.D-~~
(Prior code § 7-4.29)

16.16.160 - Pedestrian ways.
Improved pedestrian ways not less than ten feet wide shall be provided near the center and entirely across any block over five hundred (500) feet in length.
(Prior code § 7-4.30)

16.16.170 - Lots.
Lot design shall be consistent with the provisions of Section 16.04.010, Purpose, and the following provisions:

- A. Every lot shall abut on a street.
- B. Double frontage lots shall not be platted.
- C. Reversed frontage of key lots shall be avoided in blocks exclusively residential.
- D. Lot lines shall be approximately at right angles to the street line on which the lot faces.
- E. Each lot shall have the minimum area prescribed by the zoning district within which it lies.
- F. Lots shall be equal or larger in measure than the prevalent size of existing lots in the surrounding area except:
 - 1. Where the area is still considered acreage;
 - 2. Where a deliberate change in the character of the area has been initiated by the adoption of a specific plan, a change in zone, a development control map, or a planned unit development.
- G. Lots shall be designed in a manner to preserve and enhance natural out-croppings of rock, specimen trees or group of trees, creeks or other amenities.

(Prior code § 7-4.31)

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF, and PRESIDENT REID

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

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

DATE OF ATTESTATION: _____