

CITY OF OAKLAND

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OFFICE OF THE CITY CLERK
OAKLAND

2018 NOV -1 PM 12:41

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Ryan Russo
Director, OakDOT

SUBJECT: Travel Lane Conversions

DATE: October 9, 2018

City Administrator Approval

Date:

11/1/18

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution To Authorize The Conversion Of Travel Lanes On Foothill Boulevard From 1st Avenue To 14th Avenue; Foothill Boulevard From 14th Avenue To 23rd Avenue; And E 15th Street From 1st Avenue To 14th Avenue.

EXECUTIVE SUMMARY

This resolution would authorize travel lane conversions with the intention to reduce speeding, improve pedestrian safety, provide continuous bike lanes, and provide the associated safety benefits and comfort improvements for all roadway users.

BACKGROUND / LEGISLATIVE HISTORY

Lane conversions help reduce vehicle speeding and allow space for other roadway users on Oakland streets. Lane conversions are a primary tool for improving uncontrolled crosswalks, reducing pedestrian exposure by reducing the number of travel lanes that a person must cross in order to cross the street. Lane conversions are also often performed to reallocate roadway space for continuous bikeways, which gives both people driving and biking comfortable space to travel on the street. Since 1995, the City has completed lane conversions on more than 30 different streets in Oakland. While the City's Traffic Engineer has the authority to improve roadway safety by implementing lane conversions and by implementing bikeways, City Council has directed staff to prepare reports for their approval when bicycle projects require the reduction of travel lanes on a roadway.

Lane conversions to incorporate bikeways fulfill many City policy directives. 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. 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. The Bicycle Master Plan identifies Foothill Boulevard from 1st Avenue to 14th Avenue; Foothill Boulevard from 14th Avenue to 23rd Avenue; and E 15th

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Public Works Committee
November 13, 2018

Street from 1st Avenue to 14th Avenue as proposed bikeways. Additionally, the Complete Streets Policy for the City of Oakland, adopted by City Council on February 5, 2013, calls for the incorporation of bicycle lanes in reconstruction and maintenance projects to create a connected network of facilities for bicyclists. Similarly, Action 1B.1 of the 2007 Bicycle Master Plan states, "Include bicycle safety and access improvements in roadway resurfacing, realignment, and reconstruction projects."

ANALYSIS AND POLICY ALTERNATIVES

Foothill, 14th Avenue to 23rd Avenue

Foothill Boulevard between 14th Avenue and 23rd Avenue is a vehicle high injury corridor, among the few streets in Oakland where the majority of severe and fatal injury crashes occur. A major cause of vehicle crashes in this corridor is speeding. There are schools, parks, businesses, residences, and churches located along this segment of Foothill Boulevard.

Implementation of a lane conversion and bike lanes in this segment of Foothill Boulevard is overdue. A lane conversion and bike lane project was identified as a priority street safety improvement in the 23rd Avenue Community Plan which was developed in 2003. Subsequent Safe Routes to School studies focusing on Garfield Elementary, located at Foothill Boulevard and 22nd Avenue, have also identified the need for lane conversion and the addition of bike lanes on Foothill. The City's Bicycle Plan (2007) also included Foothill Boulevard as a bike lane project.

This segment of Foothill Boulevard was prioritized for repaving through the 2014 Five Year Pavement Prioritization Plan. This summer, Department of Transportation (DOT) staff identified an opportunity to add this segment to an existing paving contract through a contract change order. In addition to repaving, the improvements for Foothill Boulevard between 14th Avenue and 23rd Avenue include reducing traffic lanes to one in each direction to better accommodate the low number of vehicles on the corridor at calmer, slower speeds; adding two new mid-block crossings to serve pedestrians crossing to San Antonio Park and to Garfield Elementary; adding bicycle lanes in each direction to create a safe place for people to bike; move bus stops to safer and more convenient locations; and adding a pedestrian leading interval at the intersection of Foothill Boulevard and 23rd Avenue. While each application of a lane conversion is different, in general most practitioners identify that lane conversions are typically acceptable on corridors that serve up to 20,000 to 25,000 vehicles per day. This section of Foothill Boulevard serves approximately 8,000 vehicles per day.

Staff performed additional outreach this summer, including a project mailer sent to addresses in the area identifying the lane conversion and bikeway addition concept. Additionally, staff have provided project information to key stakeholders in the corridor, including Garfield Elementary and St. Anthony's Catholic School. Reception to the project has been positive. Plans for the lane conversion are included as ***Attachment A***.

Foothill, 1st Avenue to 14th Avenue and E 15th Street, 1st Avenue to 14th Avenue

The E. 15th Street and Foothill Boulevard corridor is home to Franklin Elementary School and Recreation Center, one of the largest schools in the Oakland Unified School District, as well as a dense community of homes and churches. Portions of E. 15th Street are within the citywide pedestrian high injury corridors (the 2% of Oakland's streets with 36% of pedestrian injuries). Currently, some safety issues along these streets include low-visibility, fading crosswalks; no safe place to bike; two lanes of single-direction, high-speed traffic with poor visibility at intersections; and crashes most likely due to speeding, stop sign, and signal violations. This section of Foothill Boulevard serves approximately 4,000 vehicles per day.

The improvements proposed for Foothill and E 15th Street between 1st Avenue and 14th Avenue are to reduce traffic lanes to one in each direction to better accommodate the low number of vehicles on the corridor at calmer, slower speeds; add high visibility crosswalks to increase yielding to people walking; add bicycle lanes in each direction to create a safe place for people to bike; move bus stops to safer and more convenient locations; and expand school loading zones to accommodate families dropping off and picking up children. Staff have joined two Neighborhood Crime Prevention Council meetings and attended a meeting of Franklin Elementary School parents and staff to discuss the improvements. Reception to the project has been positive.

E 15th Street is prioritized for preventative maintenance treatments through the 2014 Five Year Pavement Prioritization Plan and will be resurfaced next summer. Staff plan to incorporate the lane conversion on Foothill Boulevard as a striping-only improvement. Plans for the lane conversion are included as ***Attachment B***.

FISCAL IMPACT

No direct fiscal impacts are associated with this action.

PUBLIC OUTREACH / INTEREST

Staff have presented the projects at multiple community meetings, neighborhood crime prevention council meetings, and school stakeholder meetings. Additionally, a mailer was sent to residents along Foothill Boulevard in summer 2018 identifying the project concept and requesting feedback. Reception to all projects has been positive. Staff will continue outreach efforts through project implementation.

COORDINATION

The Office of the City Attorney and Budget Bureau were consulted in the preparation of this report. Additionally, staff consulted with AC Transit's Planning & Operations Division.

SUSTAINABLE OPPORTUNITIES

Economic: Incorporating safety projects in routine pavement maintenance work is a cost-effective way to deliver safety improvements.

Environmental: Safe places to bike and walk can help reduce environmental impacts associated with transportation.

Social Equity: In Oakland, severe and fatal traffic crash victims are predominantly people of color, and road diets are a key tool to reduce severe and fatal injury crashes by reducing speeding.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That City Council Adopt A Resolution Authorizing The Conversion Of Travel Lanes On Foothill Boulevard From 1st Avenue To 14th Avenue; Foothill Boulevard From 14th Avenue To 23rd Avenue; And E 15th Street From 1st Avenue To 14th Avenue.

For questions regarding this report, please contact Sarah Fine, Acting Complete Streets Paving & Sidewalks Program Manager at (510) 238-6241.

Respectfully submitted,



RYAN RUSSO
Director
Oakland Department of Transportation

Reviewed by:
Wladimir Wlassowsky, P.E., Assistant Director
Oakland Department of Transportation

Mohamed Alaoui, P.E., Division Manager
Oakland Department of Transportation

Prepared by:
Sarah Fine, Acting Program Manager
Oakland Department of Transportation

Attachments (2):

A: Foothill Boulevard, 14th to 23rd Avenue Project Flyer

B: Foothill Boulevard, 1st to 14th Avenue and E 15th Street, 1st to 14th Avenue Project Flyer

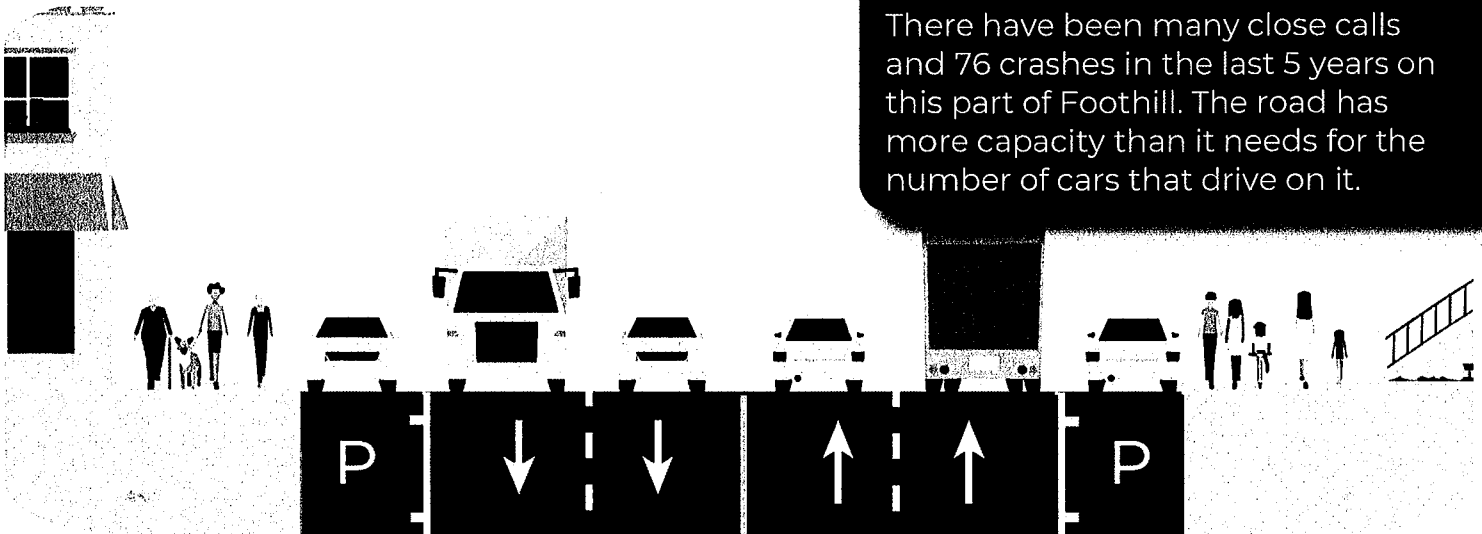
Foothill Boulevard Improvement Project

Fall 2018 or Spring 2019

The Oakland Department of Transportation (OakDOT) will be repaving Foothill Boulevard between 15th Avenue and 23rd Avenue.

Current condition

There have been many close calls and 76 crashes in the last 5 years on this part of Foothill. The road has more capacity than it needs for the number of cars that drive on it.

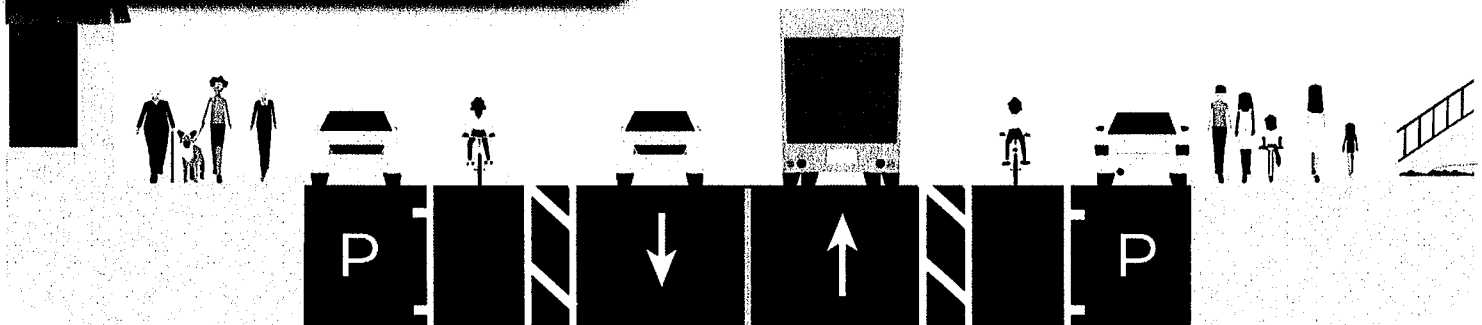


Proposed improvement

Buffered bikeways and fewer travel lanes will make it easier to cross the street, help reduce speeding, and help prevent traffic crashes.

A more consistent street

This street design will better match Foothill east and west of the project.



Questions?

Contact Sarah Fine (OakDOT) at sfine@oaklandca.gov or 510-238-6241



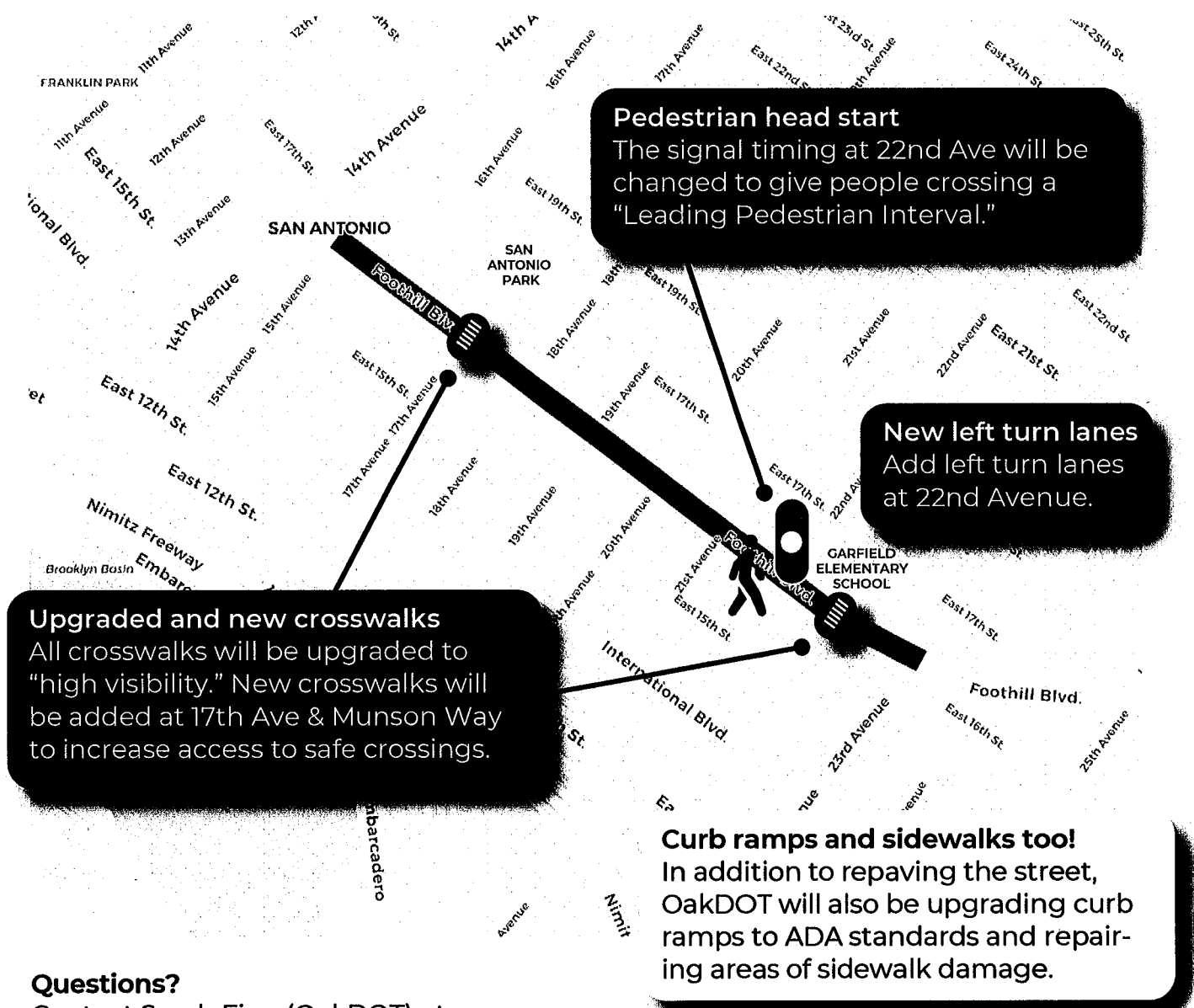
City of
Oakland

Department of Transportation
Complete Streets Paving & Sidewalks
250 Frank Ogawa Plaza, Suite 4344
Oakland, CA 94612

Foothill Boulevard Improvement Project

Fall 2018 or Spring 2019

The Oakland Department of Transportation (OakDOT) will be repaving Foothill Boulevard between 15th Avenue and 23rd Avenue.



Pedestrian head start
The signal timing at 22nd Ave will be changed to give people crossing a "Leading Pedestrian Interval."

New left turn lanes
Add left turn lanes at 22nd Avenue.

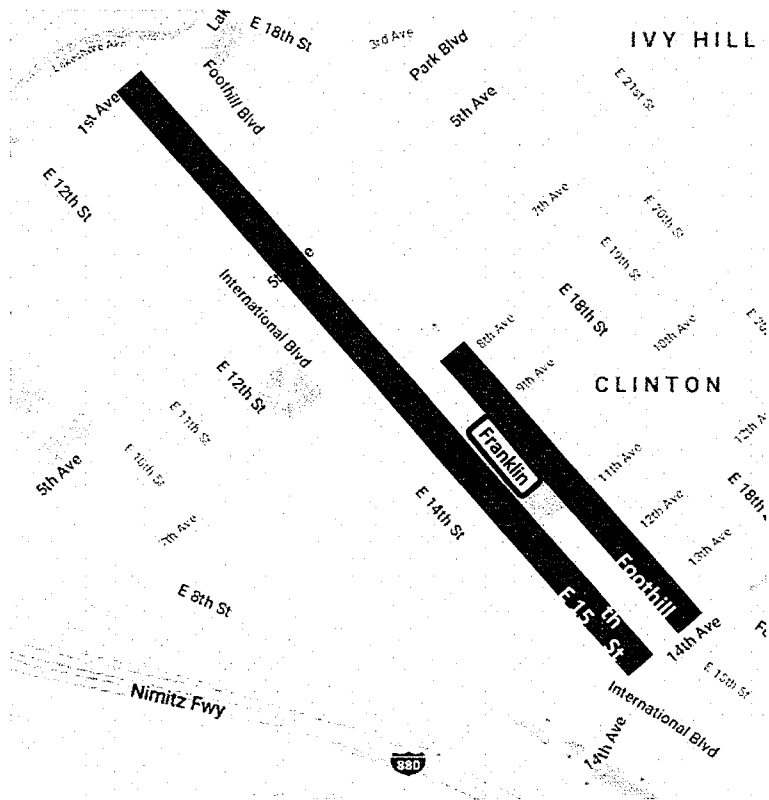
Upgraded and new crosswalks
All crosswalks will be upgraded to "high visibility." New crosswalks will be added at 17th Ave & Munson Way to increase access to safe crossings.

Curb ramps and sidewalks too!
In addition to repaving the street, OakDOT will also be upgrading curb ramps to ADA standards and repairing areas of sidewalk damage.

Questions?
Contact Sarah Fine (OakDOT) at sfine@oaklandca.gov or 510-238-6241

E15th: 1st-14th Ave & Foothill: 8th-14th Ave

Franklin Elementary School Safety Improvement Project



Crash History

Foothill: 8th to 14th Ave
E15th: 1st to 14th Ave
(2011-2017)



1 KSI



1 KSI



3 KSI

Traffic Analysis

- 9th Ave at E15th St: 65 ppl/hr walking on east leg, 137 ppl/hr walking on south leg
- 9th Ave at Foothill Blvd: 83 ppl/hr walking on west leg, 151 ppl/hr walking on north leg
- 11th Ave at E15th St: 73 ppl/hr walking on east leg, 43 ppl/hr walking on south leg
- 11th at Foothill Blvd: 30 ppl/hr walking on west leg

Full multi-modal counts & analyses available

Background

- Severe crash involving Franklin Elementary School student in Oct 2017
- School and Councilmember requested immediate improvements
- School Zone
- High speeds: 31% (E15th) - 58% (Foothill) of vehicles above the limit
- Existing yielding rates at 9th Ave at E15th St & 9th Ave at Foothill over 90%
- Some Franklin Elementary school project segments are on a Vision Zero High Injury Corridor with 5 KSI per mile

Location

- Medium/high density housing, churches, school, park
- AC Transit Line 40

Stakeholders

- Franklin Elementary School, District 2 Council Office, Greater San Antonio NCPC, Bella Vista NCPC, EBAYC, Franklin Recreation Center
- Meetings have been held with school leadership and EBAYC staff, and with the two 2 NCPCs
- Planning meetings with school community

Project Manager: Nicole
Ferrara, 1000966

District: 2
Area: Eastlake

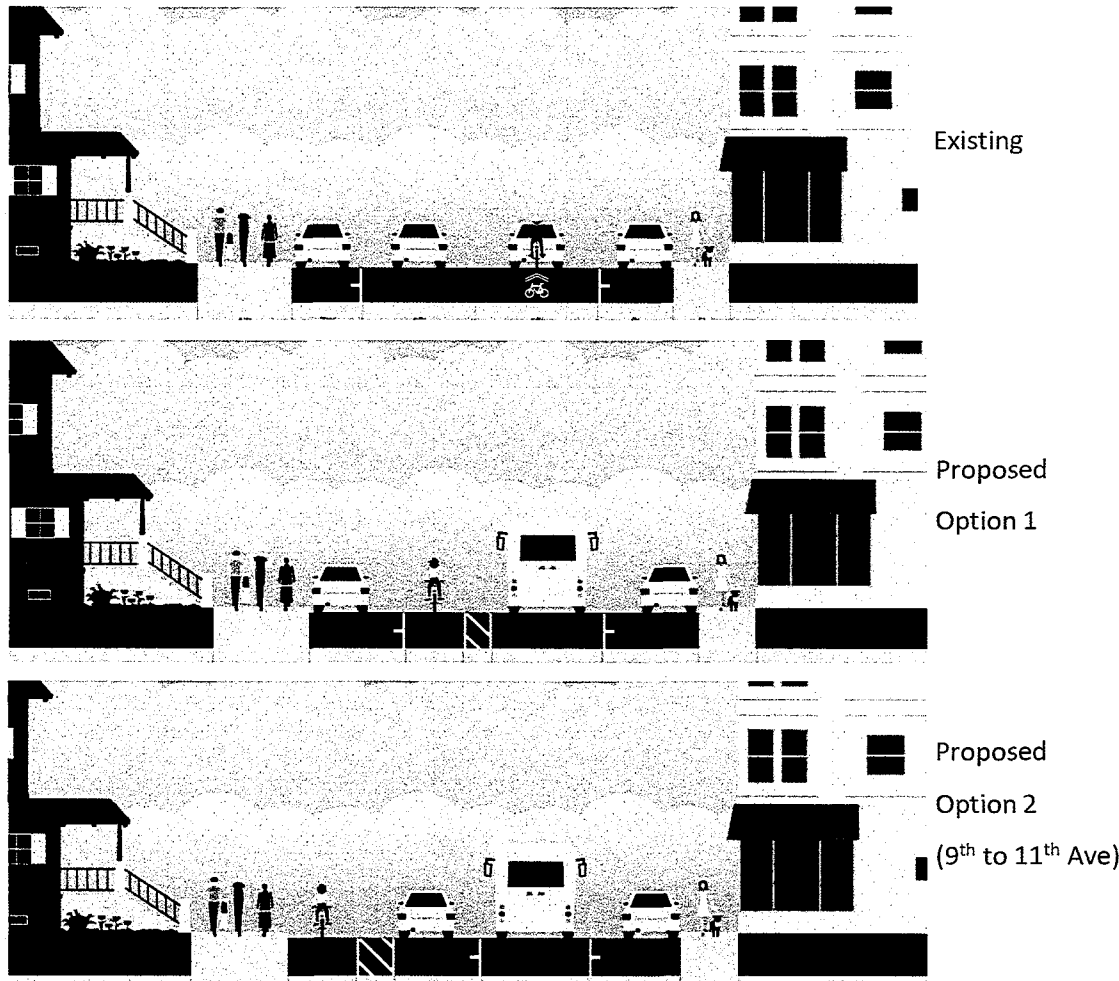


Department of
Transportation



VISION
ZERO

E15th: 1st-14th Ave & Foothill: 8th-14th Ave



Improvements

- Remove one through travel lane in each direction
- Add painted bulbouts at select locations, high visibility crosswalks at all intersections and upgrade necessary curb ramps
- Evaluate intersections for four-way stop signs
- Add bicycle lane on left to avoid conflicts with bus, potential parking protected bike lane along park/school
- Daylight intersections and update curbs to improve school loading and bus stop locations

Benefits

- Reduce speeding and risk of severe/fatal crashes
- Safer, shorter pedestrian crossings
- Safer, convenient cycling routes connecting residents to Lake Merritt, BART and downtown; provide an alternative to International Blvd
- Add 1.5 lane miles to the bicycle network

Implementation Highlights

- TBD

Project Manager: Nicole Ferrara, 1000966

District: 2
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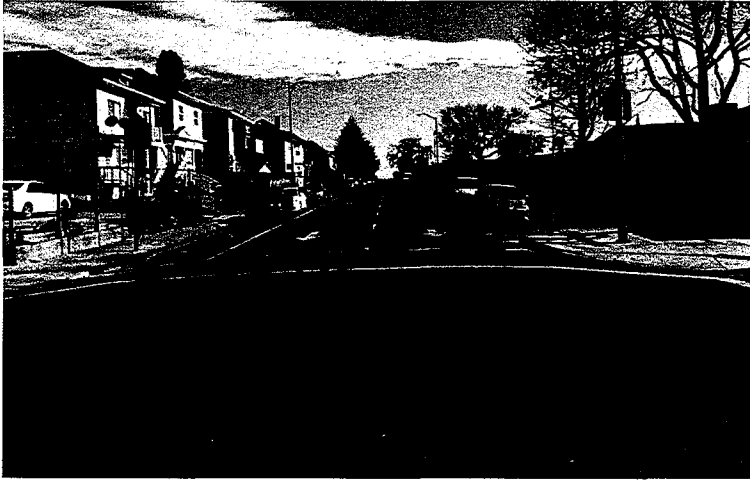


Department of Transportation



E15th St: 1st-14th Ave & Foothill Blvd: 8th-14th Ave

Existing Conditions: Foothill Blvd looking Southeast at 9th Ave



Proposed Configuration: Option 1



Proposed Configuration: Option 2 (9th-11th only)



Project Manager: Nicole Ferrara, 1000966

District: 2
Area: Eastlake

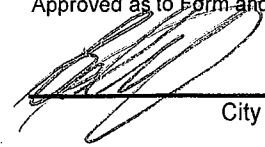


Department of Transportation



FILED
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OAKLAND

OAKLAND CITY COUNCIL



City Attorney

2018 NOV -1 PM 12:41 RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION: 1) AUTHORIZING THE REMOVAL OF TRAVEL LANES AND THE INSTALLATION OF CLASS II BICYCLE LANES ON FOOTHILL BOULEVARD FROM 1ST AVENUE TO 23RD AVENUE AND ON E 15TH STREET FROM 1ST AVENUE TO 14TH AVENUE; AND 2) ADOPTING CALIFORNIA ENVIRONMENTAL QUALITY ACT EXEMPTION FINDINGS

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 Foothill Boulevard from 1st Avenue to 14th Avenue; Foothill Boulevard from 14th Avenue to 23rd Avenue; and E 15th Street from 1st Avenue to 14th Avenue as proposed 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 bicycle lanes in reconstruction and maintenance projects to create a connected network of facilities for bicyclists; 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, Foothill Boulevard from 1st Avenue to 23rd Avenue and E 15th Street from 1st Avenue to 14th Avenue have been designed to include useful bikeway connections; and

WHEREAS, the installation of bicycle lanes on Foothill Boulevard and E 15th Street would reduce the number of travel lanes from four (4) through lanes to two travel lanes from 14th Avenue to 23rd Avenue and from two (2) one-way travel lanes to one travel lane from 1st Avenue to 14th Avenue, would include left-turn pockets to address traffic operations at key signalized intersections, and would also include enhancement of pedestrian crossings through high-visibility crosswalks (“Project”); and

WHEREAS, the Project is consistent with the City’s General Plan, Bicycle Master Plan, and Complete Streets Policy; and

WHEREAS, as required by Public Resources Code section 21080.20.5, the City, in part, has prepared an assessment of traffic and safety impacts of the Project, which concluded that the

Project will have negligible impacts on traffic operations and will not result in a decrease in safety for any travel mode; and

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

WHEREAS, after a duly noticed public meeting, on November 13, 2018, the Public Works Committee voted to recommend the proposal to the City Council; and

WHEREAS, on November 20, 2018, the City Council considered the proposed Project; and

WHEREAS, the proposed Project is exempt from the California Environmental Quality Act (“CEQA”) pursuant to Public Resources Code Section 21080.20.5 (restriping of streets for bicycle lanes), and on a separate and independent basis, the project is also exempt from CEQA pursuant to CEQA Guidelines Sections 15183 (Projects Consistent with a Community Plan, General Plan or Zoning), 15301(c) (Existing Facilities, Highways and Streets), 15304(h) (minor alterations to land), and/or 15061(b)(3) (No Significant Effect on the Environment); each of the aforementioned provides a separate and independent basis for CEQA compliance; now, therefore be it

FURTHER RESOLVED: That the City Council authorizes the installation of bicycle lanes on Foothill Boulevard and E 15th Street by reducing the number of travel lanes from four (4) through lanes to two travel lanes from 14th Avenue to 23rd Avenue and from two (2) one-way travel lanes to one travel lane from 1st Avenue to 14th Avenue; and be it

FURTHER RESOLVED: That this Resolution complies with CEQA and the City Administrator or designee shall file a Notice of Exemption with appropriate agencies.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, AND PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

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