

CITY OF OAKLAND

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AGENDA REPORT

2018 DEC -6 PM 5:08

TO: Sabrina B. Landreth
City Administrator

FROM: Ryan Russo
Director, DOT

SUBJECT: Supplemental Report: Telegraph
Avenue Lane Conversion

DATE: December 7, 2018

City Administrator Approval

Date:

12/6/18

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution To Approve The Conversion of Travel Lanes on Telegraph Avenue, 42nd Street to 52nd Street.

REASON FOR SUPPLEMENTAL

This Supplemental Report has been prepared at the request of the Public Works Committee to include more detailed discussion of the separated bikeway design proposed for Telegraph Avenue.

ANALYSIS AND POLICY ALTERNATIVES

Comparison of Buffered Bike Lane and Separated Bike Lane Design

Additional information was requested regarding the differences between a buffered bike lane (BBL) and a separated bike lane (SBL) design on Telegraph. The table below provides a comparative analysis specific to Telegraph Avenue in the Temescal.

Area	Area of Comparison	Buffered	Separated	Advantage
Pedestrian safety and comfort	Addresses "double threat" risk for pedestrians crossing multiple lanes of traffic	Yes, through lane conversion	Yes, through lane conversion	Even
	Reduction in length/time of pedestrian crosswalk exposure	Reduces exposure by 6' or 1 second	Reduces exposure by 24' or 7 seconds	SBL
	Provides new pedestrian refuges	18 new refuges	39 new refuges	SBL
	Improves pedestrian visibility by expanding red zone at driveways	20' upstream/downstream	20' upstream/downstream	Even

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Area	Area of Comparison	Buffered	Separated	Advantage
	Improves pedestrian visibility by expanding red zone at corners	30' upstream 20' downstream	40' upstream 30' downstream	SBL
Bicyclist safety and comfort	Preferred by project survey respondents (n=1,500)	23% all zip codes 29% 94609	76% all zip codes 71% 94609	SBL
	Potential for bike lane blockage	High	Low	SBL
	Vehicle right turn conflicts	Vehicles enter bike lane for right turns	Conflicts mitigated through sight distances and right turn speed bumps	Even
	Ease of left turn movements	Move to left-most lane	Requires two-stage turns	BBL
	Total bikeway + buffer width	9'	9'	Even
	% of survey respondents in citywide survey who said they would be very comfortable on the facility	30%	58%	SBL
	% of North Oakland survey respondents in citywide survey who said they would be very comfortable on the facility	32%	57%	SBL
Transit timeliness	Provides bus queue jump to reduce congestion-related delay	250' bus queue lane at 51 st St	250' bus queue lane at 51 st St	Even
	Includes bus stop enhancements to reduce boarding-related delay	3 boarding islands	3 boarding islands	Even
Business district vibrancy	Reclaim street space for public use plaza	Yes, at Shattuck & 45th	Yes, at Shattuck & 45th	Even
	Create seating and/or street mural opportunity	Yes, at Telegraph & 50th	Yes, at Telegraph & 50th	Even

Crash History in the Project Area and Safety Improvements

Staff's recommendation for Telegraph Avenue incorporates multiple safety elements. These safety improvements address Telegraph Avenue's status as one of Oakland's High Injury Corridors and the 12 fatal or injury crashes have occurred in the project area since 2012. A summary crash history map is provided as **Attachment A**.

First identified in the 2017 Pedestrian Plan Update, the High Injury Corridor designation refers to the subset of streets in Oakland where the majority of injury and fatal pedestrian collisions have

occurred. The 2017 analysis additionally identified a set of High Injury Intersections, a subset of intersections where the most injury and fatal pedestrian collisions occur citywide. Two intersections in the project area are High Injury Intersections: Telegraph & 51st Street and Telegraph & 48th Street. The 2017 High Injury Corridor & Intersections map is provided as **Attachment B**.

The recommendations for Telegraph Avenue incorporate multiple safety treatments identified in the Pedestrian Strategy and Safety Toolbox (2017 Pedestrian Plan Update Appendix C). These include:

- Implement a road diet
- Stripe high visibility crosswalks
- Install pedestrian refuge islands
- Stripe advance yield lines
- Reduce corner radii

Color Curb

Finally, staff have recommended implementing new color curb designation on Telegraph Avenue. Staff based these recommendations on feedback from the merchant survey and through direct engagement. The curb changes will support commercial loading, passenger pick-up and drop-off, and introduce new blue zones to provide priority parking for persons with disabilities.

Color Curb	Use / Regulation	Existing Spaces	Proposed Spaces	Change in Spaces
Metered	Pay by hour	91	121	+30
Unmetered	Free	121	49	-72
White	Passenger loading	0	4	+4
Yellow	Commercial loading	155 ft	320 ft	+165 ft
Green	Short-term (15 min) loading	2	5	+3
Blue	For persons with disabilities	3	9	+6

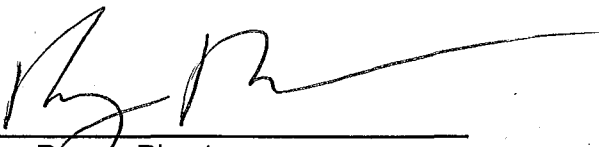
The locations of these proposed color curb changes are included in the plan area map in **Attachment C**. Additional modification to the proposed color curb changes is anticipated as staff continue engagement with Telegraph Avenue merchants.

ACTION REQUESTED OF THE CITY COUNCIL

**Adopt A Resolution To Approve The Conversion of Travel Lanes on Telegraph Avenue,
42nd Street to 52nd Street.**

For questions regarding this report, please contact Mohamed Alaoui, Principal Civil Engineer,
Great Streets Delivery Division at (510) 238-3469.

Respectfully submitted,



Ryan Russo, Director
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

Sarah Fine, Program Manager
Complete Streets Paving & Sidewalks

Prepared by:
Hank Phan, Transportation Planner
Great Streets Planning & Project Development

Attachments (3):

- A: Project Area Crash History*
- B: 2017 Pedestrian Plan Update High Injury Corridors*
- C: Proposed Color Curb Changes*

OAKLAND CITY COUNCIL

City Attorney

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 TELEGRAPH AVENUE FROM 42ND STREET TO 52ND STREET AND 2) ADOPTING CALIFORNIA ENVIRONMENTAL QUALITY ACT EXEMPTION FINDINGS

WHEREAS, the City of Oakland's Bicycle 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 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 Plan identifies Telegraph Avenue from 42nd Street to 52nd Street 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 Plan states, "Include bicycle safety and access improvements in roadway resurfacing, realignment, and reconstruction projects"; and

WHEREAS Telegraph Avenue from 42nd Street to 52nd Street have been designed to include useful bikeway connections; and

WHEREAS, the installation of bicycle lanes on Telegraph Avenue would reduce the number of travel lanes from four (4) through lanes to two travel lanes from 42nd Street to 52nd Street, 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 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

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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 December 4, 2018, the Public Works Committee voted to recommend the proposal to the City Council; and

WHEREAS, on December 11, 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 Telegraph Avenue by reducing the number of travel lanes from four (4) through lanes to two travel lanes from 42nd Street to 52nd Street and; 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