

DATE: October 12, 2021
TO: City Council
FROM: Director of Public Works
SUBJECT: Patrick Avenue Safety Project: Adopt a Resolution Approving Proposed Changes to the Patrick Ave Safety Improvement Project

RECOMMENDATION

That the Council adopts a resolution (Attachment II) approving changes to the Patrick Avenue Safety Improvement Project by implementing a Buffered Bike Lane design in response to neighborhood concerns, as recommended by the Council Infrastructure Committee.

SUMMARY

The Patrick Avenue Safety Improvement Project (Project), located along Patrick Avenue between Tennyson Road and Schafer Road, was approved by Council on October 6, 2020,¹ as part of the City's annual Pavement Management project, based on complete street improvements identified in the Bicycle and Pedestrian Master Plan (BPMP). The purpose of the project was to improve the safety of Patrick Avenue due to the high concentration of schools in the neighborhood, requests for additional crosswalks and traffic calming due to speeding, and implementation of the City's complete street goals and policies. The first phase of the Project was implemented in October 2020 and consisted of the addition of separated bike lanes next to the curb, the upgrade of ten crosswalks, on-street parking moved further into the street along the bike lane, and a reduction of lanes from four lanes to three, among other changes.

Since implementation of the first phase, there have been significant community concerns expressed regarding the improvements. As a result, City staff paused any further improvements and sought additional community feedback before proceeding with any further changes to Patrick Avenue. In response to the extensive feedback received, staff recommends changes to the street design, which were presented and shared with the community at the July 19th community meeting. This design is also known as the Buffered Bike Lane option. The recommended changes proposed in the Buffered Bike Lane option

¹ <https://hayward.legistar.com/LegislationDetail.aspx?ID=4656511&GUID=4D8DACAF-9E2C-4EFF-9036-AF924D119EEF&Options=&Search=>

were generally well-received by the community at the July 19th meeting, although some members preferred returning the street back to way it was originally, and Bike East Bay preferring to complete the project and maintain the separated bikeway along the curb.

As a result, on July 28, 2021, staff recommended the Buffered Bike Lanes design as outlined above to the Council Infrastructure Committee (CIC) since it best balances the needs and desires of the community with the important safety, traffic calming, and complete street goals that were approved by Council last year. The CIC recommended approval of the staff proposal; however, they recommended that a third-party consultant provide a peer review of the Buffered Bike Lane design as proposed to the community on July 19, 2021, and the two-way cycle track on the east side of Patrick Avenue as proposed by Bike East Bay. Consultants Kimley-Horn and Associates (Kimley-Horn) provided a peer review of the options after reviewing both options and meeting with key community stakeholders on September 3, 2021 (Attachment IV).

Based on staff's own analysis, neighborhood concerns, and the consultant memorandum, staff continues to recommend changes to the Patrick Avenue Safety Improvement Project by implementing the Buffered Bike Lane design.

BACKGROUND

Prior to the first phase of improvements in October 2020, Patrick Avenue was a four-lane roadway with no bicycle facilities. Patrick Avenue serves residential, religious institutions, several public schools, two private schools, the Weekes Community Center Park, and the Weekes Branch Public Library, as depicted below.

Following Council's approval on October 6, 2021, staff implemented the first phase of the Patrick Avenue safety improvements, which includes, but is not limited to:

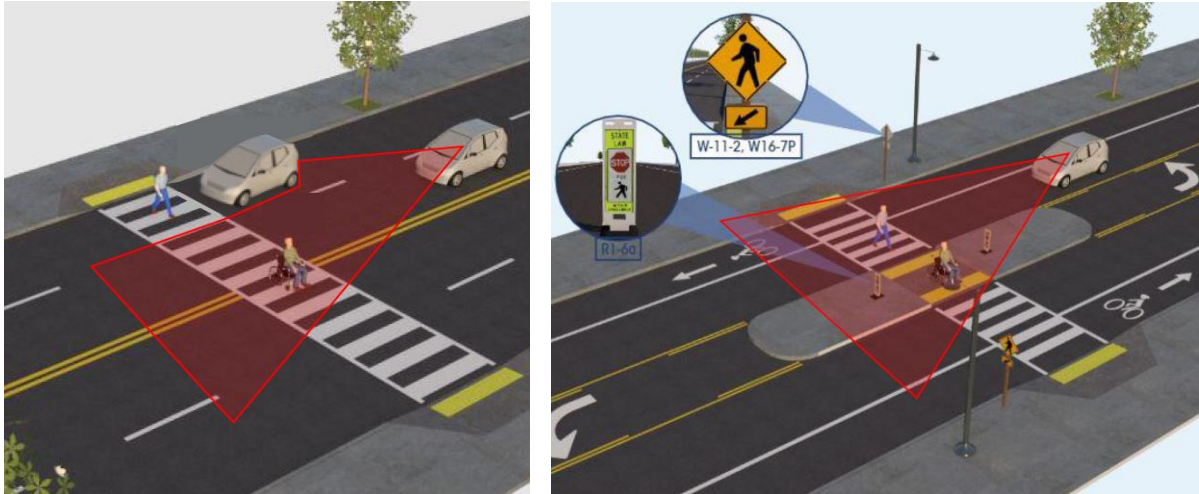
- Installation of curb-side Class IV Separated Bike Lanes, including a painted buffer separating the bike lane from the vehicular parking lane
- Reduction from a four-lane roadway to a three-lane roadway (also known as a road diet) to lower speeds, shorten pedestrian crossings, and improve pedestrian visibility in crosswalks



Pictured left: The map of schools off Patrick Avenue served as one of the main factors in selecting the Patrick Avenue corridor for complete streets and safety improvements.

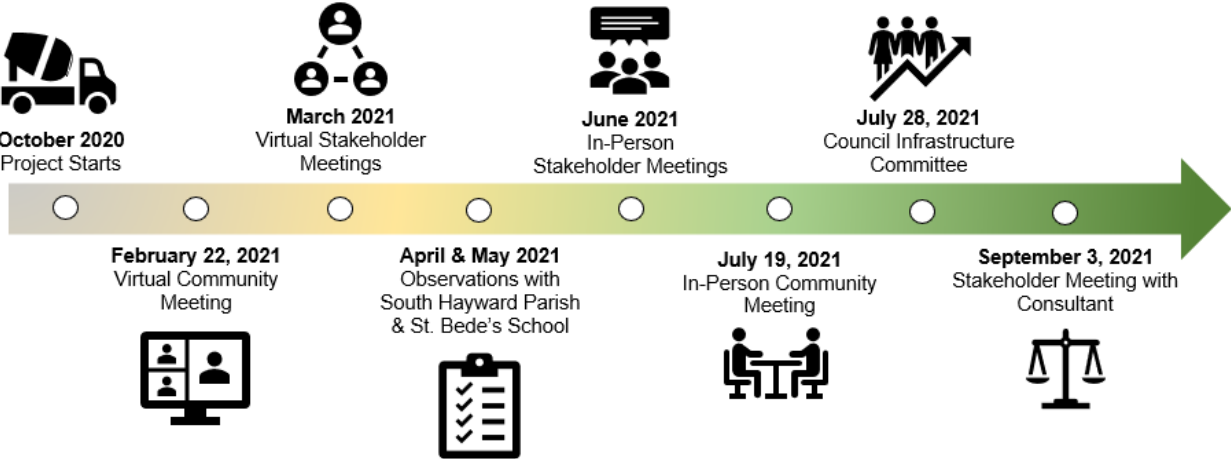
A typical road diet converts an existing four-lane, undivided roadway to two through lanes and one center, two-way left turn lane. The safety benefits of implementing a road diet include, but are not limited to:

- Allows left-turning drivers to exit the traffic stream while waiting for a gap to complete their turn;
- Frees up space that can be relocated to other uses for a complete street, such as bicycle lanes;
- Improves local access since motorists making left turns from the side streets will only need to scan for a break in traffic in two lanes as opposed to four lanes;
- Reduces vehicular travel speeds. The already implemented Patrick Avenue improvements have already resulted in up to a five mile per hour (5 MPH) reduction in speed since implementation of the road diet;
- Reduces the occurrence and severity of collisions. Road diets have been proven to reduce collisions on average by 19% in urban areas and 47% in suburban areas. The collision rate on Patrick Avenue resulted in a 42% reduction of collisions since implementation; and
- Improves pedestrian visibility because when vehicles closest to the curb stops and yields for a pedestrian crossing the street, they inadvertently obstruct visibility for the vehicle traveling further from the curb (refer to next image).



While initial notices about the proposed changes were sent to local residents, community members expressed significant concerns with the initial improvements once the changes were implemented, such as: back-up and merge confusion after the left turn from Tennyson; confusion with the perception that parking is “in the middle of the street”; site visibility from driveways and side streets; drop-off issues at St Bede’s School and Church; pedestrian visibility at the crosswalk closest to St. Bede’s school; and double parked trucks in and around Yeyo’s Market, among other issues.

As a result, staff paused any further improvements and sought additional community feedback before proceeding with any further changes to Patrick Avenue. Staff hosted a series of virtual and on-site meetings with the community and local stakeholders over the past several months as summarized in the following schedule:



DISCUSSION

Following extensive discussions with the community and much deliberation, staff have developed a recommended solution that is intended to address many of the concerns of community members, while still accomplishing many project goals, which are to calm traffic, add bike lanes, and maximize safety for all who live, work, or travel on Patrick Avenue.

I. Summary of Community Feedback

Feedback received for this project is included in Attachment V and is summarized below:

- Left turns from Tennyson Road causing a backup because of the lane assignments upstream
- The left turn lane on Tennyson that leads to the through lane on Patrick Ave was highly preferred over the left turn lane leading to the left turn lane from Patrick Ave to Rieger Ave
- Discomfort parking in the middle of the street instead of along the curb
- Difficulty seeing oncoming traffic when turning from side streets and exiting driveways
- South Hayward Parish Food Drive queues along Patrick Ave for one block between Roosevelt Ave and Gomer St
- Confusion with St. Bede's student and parishioner drop-off areas and discomfort of dropping off in the parking area located in the middle of the street
- Pedestrian visibility at uncontrolled crosswalks needs improvement
- Trucks are double parking or parking in the residential neighborhoods near Yeyo's Market
- The left turn from Gading Rd onto Patrick Ave was too tight and difficult to maneuver without crossing the double yellow lines
- Congestion is highly anticipated by most of the Community
- Several members of the community requested for the pre-existing condition configuration of four lanes, parking along, the curb and no bike lanes
- Some members requested to keep and enhance the protected bike lane along the curb

II. Recommended Design Changes in Response to Community Feedback

Staff proposes several changes to address these comments as part of the staff recommended Buffered Bike Lane design. The major change that will address much of the feedback received is returning parking back along the curb and providing bike lanes that are buffered on both sides. Returning the parking back along the curb will address the following:

- Difficulties seeing oncoming traffic when turning from side streets and exiting driveways

- The discomfort of parking in the middle of the street instead of along the curb
- Student and parishioner drop-off and pick-up operations
- Trucks double parking near Yeyo’s Market
- The tight left turn from Gading Road
- Motorists parking their vehicles incorrectly along the curb in the bike lane
- Vehicles parking halfway into the buffer to be further away from the travel lane

Replacing the parking back along the curb reflects a more traditional complete street design with the bicycle lanes set between parking and the vehicular lane as shown in the following cross-section and rendering.



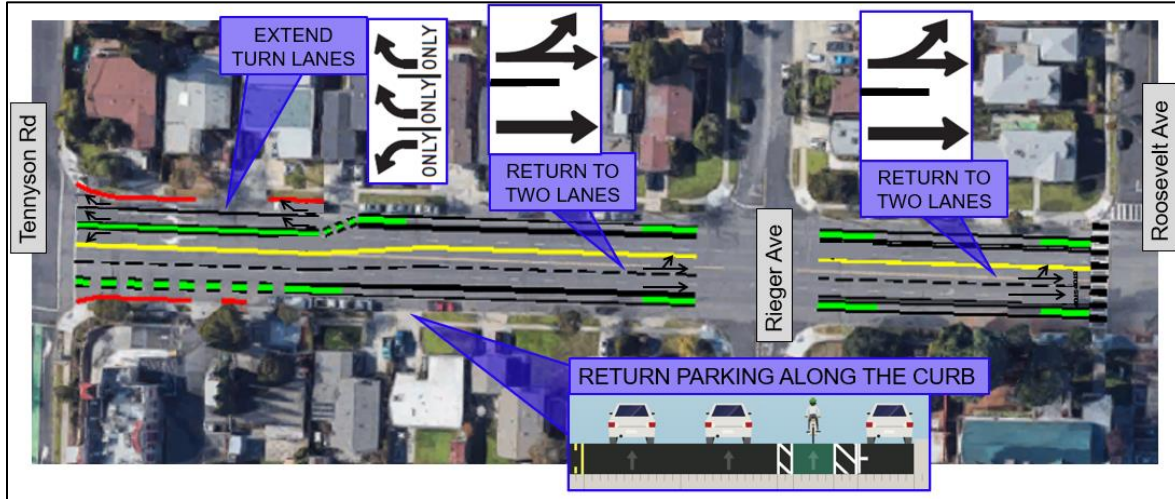
To best address feedback received by the community, the Patrick Avenue project area was split into three segments: (1) Tennyson Road to Gomer Street, (2) Gomer Street to the mid-block crosswalk, and (3) the mid-block crosswalk to Schafer Road. The following provides a detailed summary of the proposed changes by each of the three segments:

A. Segment #1 – From Tennyson Road to Gomer Street

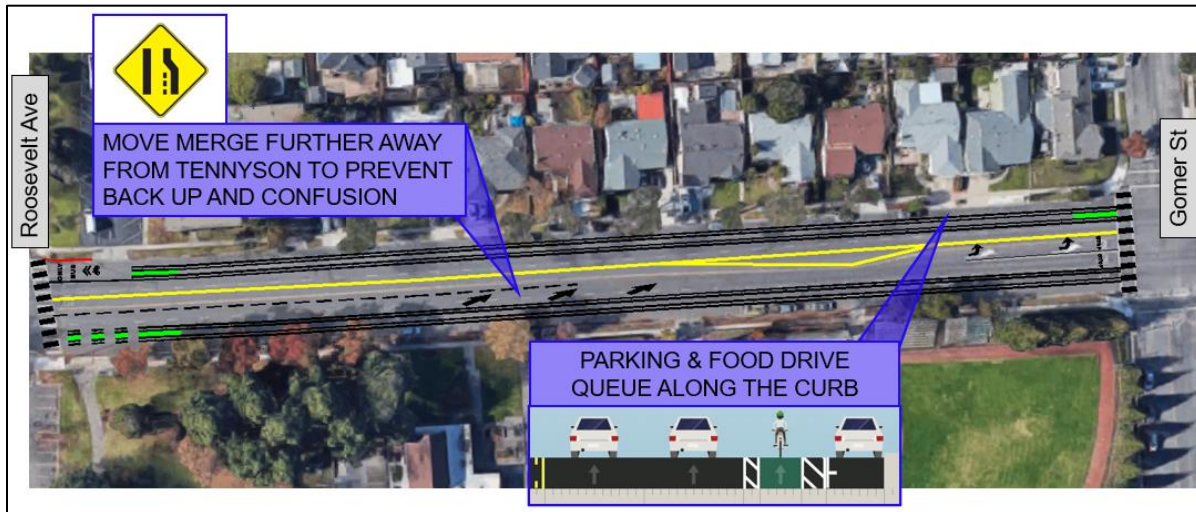
The major changes on the first segment of the project between Tennyson Road and Gomer Street are summarized below and shown in the next two images.

- It is proposed to return the two through lanes on Patrick for the first two blocks from Tennyson Road to Roosevelt Ave to resolve the Tennyson left turn backups, the need to change lanes, and motorists unlawfully driving straight through the left turn only lane at Rieger.

- The turn lanes at the Tennyson intersections are short which were existing conditions carried onto this project. Staff proposes extending the turn lanes by an addition 100 feet which provides an increase in intersection capacity by 18 vehicles.



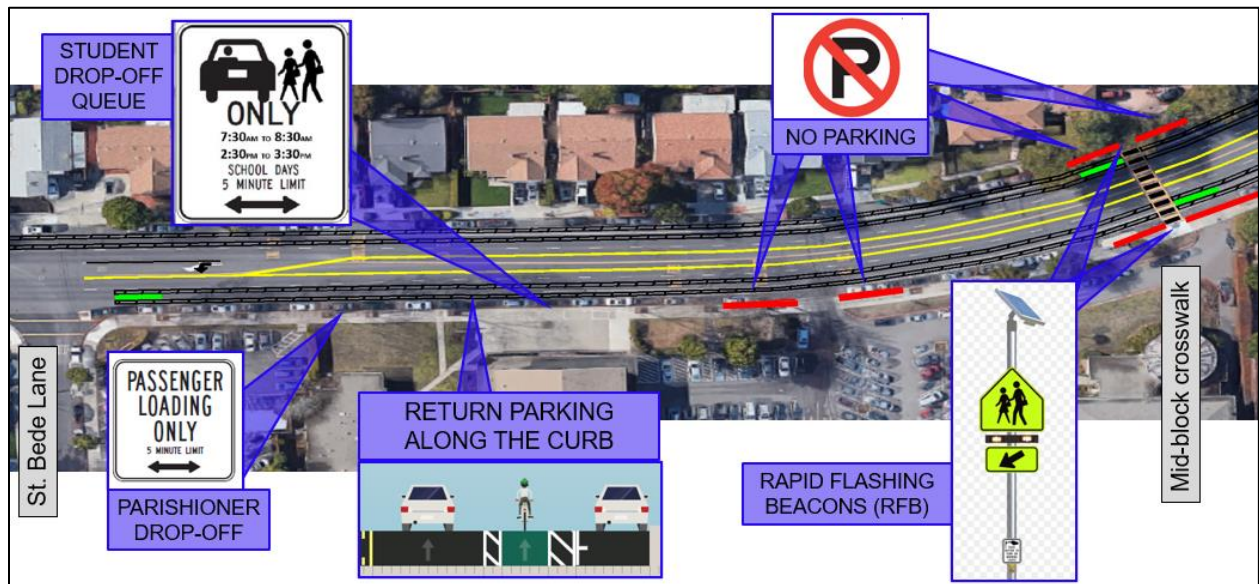
- The unofficial merge that occurred on the first block is relocated to the third block of the project between Roosevelt Ave and Gomer St which is much longer in length to accommodate a merge more comfortably for motorists.



B. Segment #2 – From Gomer Street to mid-block crosswalk

The next segment of the project between Gomer St and the mid-block crosswalk just north of St. Bede’s Parochial School contains all the corridor’s three uncontrolled crosswalks located at Westwood Street, St. Bede’s Lane, and the mid-block crosswalk. The proposed improvements in this segment, shown in the next image, are:

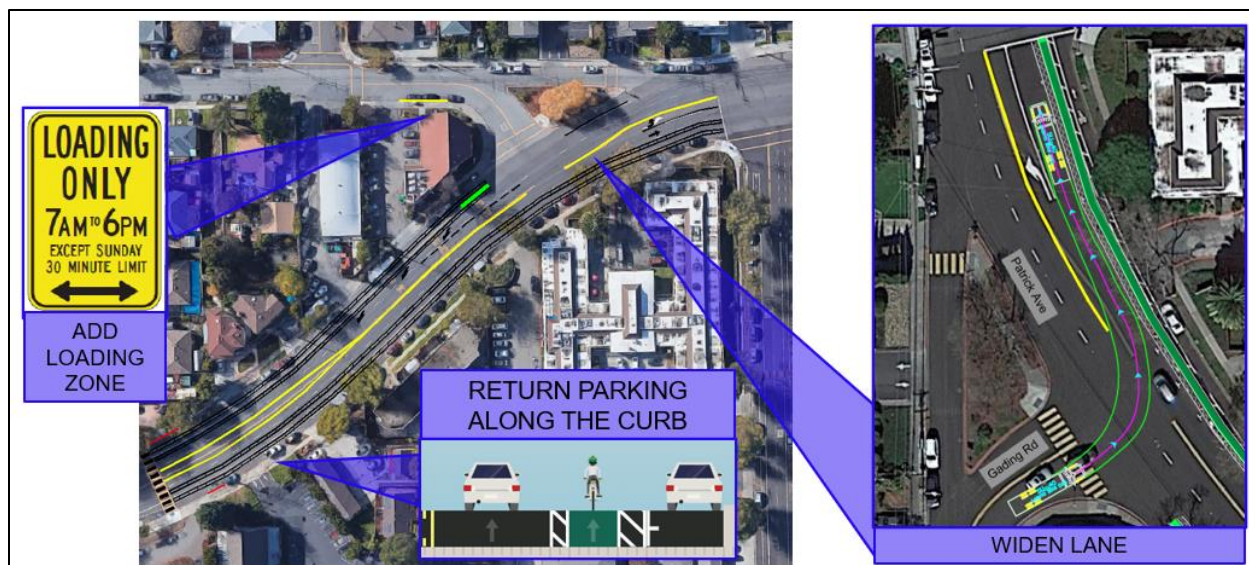
- Dedicating a passenger loading zone for parishioner drop-off in front of St. Bede's Church to address the discomfort of loading in the current parking area in the middle of the street
- Dedicating an area during drop-off and pick-up times only for vehicles to queue to the administration office to drop off students
- Returning parking along the curb and installing red curb near the driveways and crosswalks to improve visibility at crosswalks and driveways
- Installing pedestrian rapid flashing beacons at both ends of all three uncontrolled crosswalks to alert motorists from a further distance of the presence of pedestrians present



C. Segment #3 – From mid-block crosswalk to Schafer Road

The last segment of the project is between the mid-block crosswalk just north of St. Bede's Parochial School and the end of the corridor at Schafer Road as shown in the next image. The proposed improvements here are:

- Installing a dedicated truck loading zone for the market and local businesses
 - This change will address the truck double parking and trucks parking in the residential areas
- Widening the receiving lane for those making a left turn from Gading Road
 - This change combined with returning parking back along the curb will facilitate left turns from Gading



Council Infrastructure Committee Review

On July 28, 2021, staff recommended the Buffered Bike Lane design as outlined above to the Council Infrastructure Committee (CIC) since it best balances the needs and desires of the community with the important safety, traffic calming, and complete street goals that were approved by Council last year. The CIC recommended approval of the staff proposal; however, they recommended that a third-party consultant provide a peer review of the Buffered Bike Lane design as proposed to the Community on July 19, 2021, and the two-way cycle track on the east side of Patrick Avenue recently proposed by Bike East Bay. Per CIC direction, consultants, Kimley-Horn and Associates, provided a peer review of the options after reviewing both designs and meeting with key community stakeholders on September 3, 2021 (Attachment IV). It is their opinion that “the City’s buffered bike lane configuration is consistent with the City’s desire to improve bicycle safety and connectivity and provide traffic calming along the Patrick Avenue corridor and best addresses resident concerns and comments regarding the current roadway configuration.” Additionally, they state, “While we recognize that the Bike East Bay proposal provides a bicycle facility that on the whole would likely increase comfort for through cyclists, we would not recommend the solution due to challenges at key pinch points that would increase conflict risks for all roadway users.”

As a result, staff recommends progressing with the Buffered Bike Lane design because it best balances the needs and desires of the community, as well as the much-needed traffic calming, safety, and complete street goals that were approved by Council last year.

ECONOMIC IMPACT

Active transportation options like bicycling and walking foster economic health by creating dynamic, connected communities with a high quality of life that helps support small business development, decreases transportation and healthcare cost, and increases

property values, employment, and tourism. Providing alternate modes of travel reduces single lane occupancy vehicles, reduces congestion and costs related to automobile-oriented infrastructure maintenance and construction. The overall transportation system will be more efficient; thus, reducing travel time. Moreover, the City will become a more pedestrian- and bicycle-friendly community, thus creating positive economic and health benefits and reduction of greenhouse gas emissions.

FISCAL IMPACT

The first phase of the project was completed in conjunction with the Pavement Improvement Project with no additional fiscal impact to the City. Once the final design is approved by the Council, a cost estimate will be prepared, funding will be determined, and a contract brought to Council for final approval.

STRATEGIC ROADMAP

This agenda item supports the Strategic Priority of Improve Infrastructure. Specifically, this item relates to the implementation of the following project(s):

- Project 8, Part 8b. Implement the Bicycle and Pedestrian Master Plan; Add 10 lane miles of bike lanes per year.
- Project 8, Part 8c. Implement the Bicycle and Pedestrian Master Plan; Assess Safe Routes to School
- Project 8, Part 8d. Implement the Bicycle and Pedestrian Master Plan; Implement Safe Routes to School

SUSTAINABILITY FEATURES

The action taken for this agenda report will result in supporting mobility goals established as part of the City's 2040 General Plan, providing for a balanced multi-modal system of transportation facilities and services in Hayward.

The plan will be a comprehensive effort that will guide, prioritize, and implement a network of quality bicycle and pedestrian facilities to improve mobility, connectivity, public health, physical activity, and recreational opportunities. By applying best practices, the plan will increase transportation options, reduce environmental impacts of the transportation system, and enhance the overall quality of life for residents. The goal of the project is to develop convenient transportation alternatives to motor vehicles for residents, visitors, shoppers, and commuters. The resulting reduction in single occupancy vehicles will reduce vehicle miles traveled and greenhouse gases.

PUBLIC CONTACT

Transportation Division staff received assistance from the Community and Media Relations Division for the advertisement of the February 22, 2021, Patrick Avenue Community Meeting. Similar public outreach efforts were conducted in January and February 2021 to publicize the Community Meeting as was done prior to Council Approval in October 2020. Postcards publicizing the community meeting were mailed to addresses in the vicinity of the Project. Additionally, the Community Meeting was advertised through various social media forums – Instagram, Facebook, Twitter, and NextDoor.

On February 22, 2021, staff held a Community Meeting to gather feedback from the public on the Project. Following the meeting, staff prepared a Frequently Asked Question document as well as a Questions & Answers spreadsheet to respond to all the questions and concerns the public had on this project.

In addition to numerous stakeholder meetings, the City hosted a Community Meeting on July 19, 2021 at Weekes Park Community Center to discuss the proposed Buffered Bike Lane option and address the concerns of the public. Postcards publicizing the community meeting were mailed to addresses in the vicinity of the Project and the meeting was advertised through various social media forums – Instagram, Facebook, Twitter, and NextDoor.

NEXT STEPS

If Council approves these changes at this meeting, staff will bring a contract to Council for final approval in November and will begin implementing the changes shortly thereafter.

Prepared by: Charmine Solla, Senior Transportation Engineer
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Recommended by: Alex Ameri, Director of Public Works

Approved by:



Kelly McAdoo, City Manager