

**CITY OF OAKLAND
COUNCIL AGENDA REPORT**

OFFICE OF THE CITY CLERK
2006 JUN 29 PM 4:35

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Public Works Agency
DATE: July 11, 2006

RE: Resolution Approving the Bancroft Avenue Bikeway Phase III Project, From 66th to 82nd Avenues, And Reducing Travel Lanes Where Appropriate From Four (4) Through Lanes and Left-Turn Pockets to Two (2) Through Lanes and Left-Turn Pockets, At An Estimated Cost of One Hundred And Sixty Thousand Dollars (\$160,000.00)

SUMMARY

A resolution has been prepared for the City Council that approves the Bancroft Avenue Bikeway Phase III Project, from 66th and 82nd Avenues (Bancroft Bikeway, Phase III), and reducing traffic lanes from four (4) through lanes and left-turn pockets, to two (2) through lanes and left-turn pockets. The project is located in Council District 6. (See Attachment A: Project Area Map.) Bancroft Avenue is identified as a priority bikeway in the City's Bicycle Master Plan, as well as the Alameda County and Regional Bike Plans.

At the Council's request, Public Works Agency practice is to seek City Council approval for bicycle projects that require the reduction of parking or travel lanes on a roadway.

Bicycle lanes were installed on the rest of Bancroft Avenue between 2001 and 2004. Upon completion of Phase III, which will close the gap between 66th and 82nd Avenues, the new bikeway will provide a 4.8-mile cycling facility through East Oakland.

FISCAL IMPACTS

Design and construction of the Bancroft Bikeway, Phase III, is estimated to cost \$160,000.00. The project will be fully funded with Transportation Development Act, Article 3 Bicycle and Pedestrian grant funds (TDA Article 3). On May 17, 2005, City Council passed a resolution authorizing the City to apply for, accept and appropriate \$25,000.00 in FY 05/06 TDA Article 3 funds to design the project. Those funds are available within the Metropolitan Transportation Commission TDA Article 3 Fund (2162), Traffic Services Organization (30262), and Project (C289210).

Resolution #79900 C.M.S. approved by Council on May 16, 2006, authorized the City to apply for, accept and appropriate \$135,000.00 in FY 06/07 TDA Article 3 funds to construct the project. Once a grant agreement is signed with the MTC, those funds will be deposited to TDA Article 3 Fund (2162), Traffic Engineering Organization (92246), and a project (C289220), to be established. The Bancroft Avenue Bikeway Phase III project is contingent on receiving this grant, and will commence once funds have been awarded.

BACKGROUND

The Bancroft/Foothill Bikeway is designated a priority bikeway in the City of Oakland's Bicycle Master Plan. The Bancroft Avenue section, from 42nd to the San Leandro City limits, is

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approximately 4.8 miles long, extending along an old railroad alignment.

The Alameda County and Regional Bay Area Bicycle Plans also identify the section of Bancroft Avenue east of Camden Street, which encompasses the project area, as part of the regional Corridor 35 bikeway. When completed, Oakland's Bancroft bikeway will connect with adjoining projects under development through Alameda and Santa Clara Counties.

Bike lanes have been striped on the entire length of Bancroft Avenue, with the exception of the section between 66th and 82nd Avenues. On the sections that now have bike lanes, the street has been reconfigured from four (4) to two (2) through lanes, and left turn pockets. The roadway configuration on the section between 66th and 82nd will be consistent with the sections on either end.

To gauge support for this project, a mailer was sent to over 900 area residents and a press release was issued, in 2005. The response rate was extremely low. However, of the 25 residents who responded, the majority indicated support for the project. Only one resident stated opposition.

The Oakland Bicycle Pedestrian Advisory Committee has repeatedly ranked the Bancroft/Foothill Bikeway as one of its highest priorities. The East Bay Bicycle Coalition and the Oakland Yellowjackets bicycling club have demonstrated ongoing support for bike lanes on Bancroft Avenue, a route which is used frequently to introduce new recreational cyclists to on-street bike riding. The "Cycles of Change" after school program is also advocating for bike lanes on Bancroft Avenue to improve access to Arrojo Viejo Recreation Center for its youth bike riding activities. Based on the responses received to the community mailer, as well as ongoing support for bike lanes from the cycling community, the Public Works Agency sought grant funding to complete the Bancroft bike lanes.

KEY ISSUES AND IMPACTS

Council policy requires advance approval of bike lane projects that will eliminate through travel lanes. For most of the project length, the design requires that a traffic lane be eliminated in each direction to accommodate installation of Class II bicycle lanes. The configuration retains the left-turn pockets and drops the bike lanes where necessary to mitigate the impact of the through lane removal. The Transportation Services Division retained the services of Korve Engineering to identify any adverse impacts of the bike lane project. Based on Korve's analysis, it was determined that removal of a travel lane would not significantly impact motor vehicle traffic flow, except at the intersections of Havenscourt Boulevard and 73rd Avenue. At these intersections, the bike lanes will be dropped to maintain vehicular flow at peak hours.

The bike lanes will also be dropped along the entire two-block area flanking Havenscourt Boulevard from 66th to 67th Avenue, where diagonal parking has been installed on the north side of the street to service the commercial activities. This stretch of Bancroft Avenue currently has one lane of traffic westbound, and transitions from one (1) to two (2) lanes eastbound between 66th Avenue and Havenscourt Boulevard. The diagonal parking reduces the effective street width, making bike lanes infeasible.

The project has been determined to be categorically exempt pursuant to California Environmental Quality Act (CEQA) Section 15301, Class 1 (c), changes in the traffic and

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parking regulations where such changes do not result in more than a negligible increase in the use of the street. The CEQA determination is based on a Level of Service (LOS) analysis, which measures traffic flow quality, using grades from A to F. Acceptable grades range from A to D. LOS A indicates free flowing traffic, and LOS D indicates that traffic is beginning to move at significantly lower speeds.

Currently, the major intersections on Bancroft Avenue operate at level of Service A, with the exception of Havenscourt Boulevard and 73rd Avenue, which operate at Level of Service C in the a.m. and p.m. peak hours. These two intersections would operate at LOS E and F, respectively, in the p.m. peak hours by the year 2025, with travel lane elimination. Therefore, no travel lane elimination is proposed at these intersections.

The proposed lane reduction between 66th and 82nd Avenues will provide for a safer, more consistent street design by extending the lane reconfiguration already in place at both project boundaries. The resulting bike lane facility on Bancroft Avenue will extend approximately 4.8 miles from 42nd Street to the San Leandro border, making it the longest predominately Class II (signed and striped) bikeway in Oakland. To date, the City of San Leandro has constructed over 5 miles of bike lanes on Bancroft Avenue to Oakland's city limits; when Oakland's 66th to 82nd Avenue gap is closed, a continuous 12-mile bikeway will connect the two cities, forming the longest bicycling facility in the East Bay.

PROJECT DESCRIPTION

The Bancroft Bikeway, Phase III, will restripe Bancroft Avenue from 66th to 82nd Avenues to accommodate bike lanes. The project will reduce the number of travel lanes from four (4) through lanes to two (2) through lanes and left-turn pockets at intersections and at the mid-block entrance to the Eastmont Town Center between Church Street and 73rd Avenue. The project design mitigates impacts to motor vehicle traffic flow by dropping the bicycle lanes in both directions approaching the 73rd Avenue intersection. The bicycle lanes are also dropped in the section between 66th and 67th Avenues, which includes the Havenscourt Boulevard intersection, where diagonal parking has been installed.

The project will modify the existing traffic signal video camera at the intersection of 77th Avenue to ensure that cyclists are properly detected by the traffic signal. No automobile parking will be removed for this project. The striping and signage design will comply with Caltrans standards.

SUSTAINABLE OPPORTUNITIES

Economic: The project has the potential to save residents money now spent on gasoline by providing a viable, safe and convenient alternative to driving.

Environmental: The project provides bike lanes adjacent to the Eastmont Transit Center, a multimodal bus transfer facility. Improving bike access to bus stops encourages residents to bicycle to transit, thus reducing automobile cold starts, which are a major source of air pollution.

Social Equity: This project will provide greater accessibility and safety to persons who depend on non-motorized transportation and public transit to access jobs, recreational facilities and other services. The project will enable East Oakland residents to reach jobs, shopping, school, and recreational facilities in a safe, inexpensive, and healthy manner.

DISABILITY AND SENIOR CITIZEN ACCESS

The project improves bicycle access to senior centers located along this corridor. Reducing the number of travel lanes improves pedestrian safety by minimizing conflict points with motor vehicles.

RECOMMENDATION AND RATIONALE

Staff recommends that the City Council approve the Bancroft Avenue Bikeway Phase III project, from 66th to 82nd Avenues, including reducing the number of travel lanes from four (4) through lanes to two (2) through lanes and left-turn pockets at intersections. Council approval will allow the City to meet the expenditure deadlines for the grant funds appropriated for this project and will ensure the timely completion of the project.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve the resolution.

Respectfully submitted,




RAUL GODINEZ II, P.E.
Director, Public Works Agency

Reviewed by:
Michael J. Neary, P.E.
Assistant Director, Public Works Agency
Design & Construction Services Department

Prepared by:
Kathryn Hughes
Bicycle/Pedestrian Program Manager

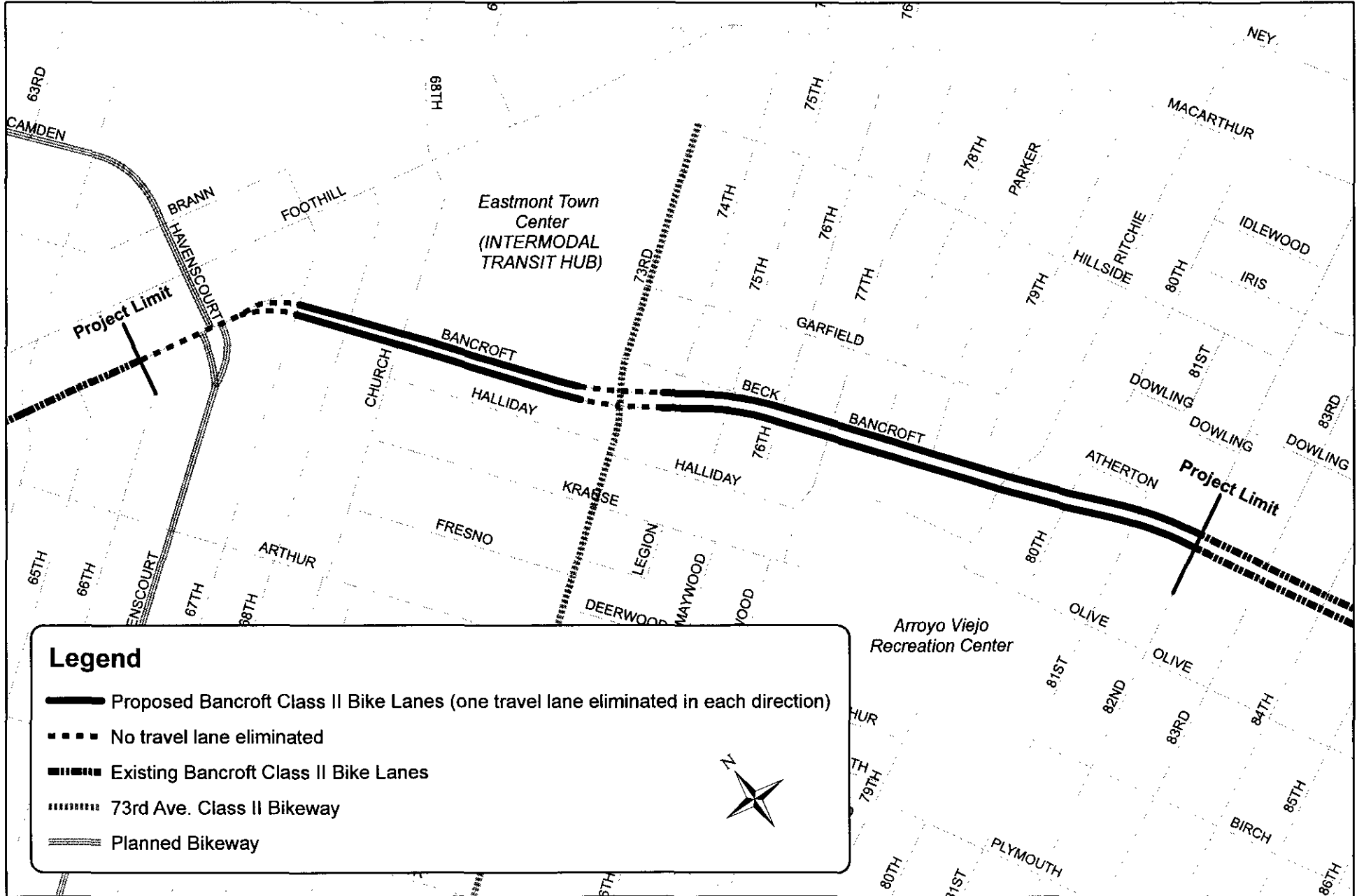
APPROVED AND FORWARDED TO
THE PUBLIC WORKS COMMITTEE:


OFFICE OF THE CITY ADMINISTRATOR

Project Area Map

Bancroft Avenue Bikeway, Phase III

66th Ave. - 82nd Ave. Gap Closure




Oakland City Attorney's Office

OFFICE OF THE CITY CLERK
OAKLAND

2006 JUN 29 PM 4: 35 OAKLAND CITY COUNCIL
RESOLUTION No. _____ C.M.S.

INTRODUCED BY COUNCILMEMBER _____

RESOLUTION APPROVING THE BANCROFT AVENUE BIKEWAY PHASE III PROJECT, FROM 66TH TO 82ND AVENUES, AND REDUCING TRAVEL LANES WHERE APPROPRIATE FROM FOUR (4) THROUGH LANES AND LEFT-TURN POCKETS TO TWO (2) THROUGH LANES AND LEFT-TURN POCKETS, AT AN ESTIMATED COST OF ONE HUNDRED AND SIXTY THOUSAND DOLLARS (\$160,000.00)

WHEREAS, the Bancroft Avenue Bikeway project meets the goals of the City's Bicycle Master Plan to provide safe and direct bicycles access to key areas and on key corridors in Oakland; and

WHEREAS, the Bicycle Master Plan recommends Class II (signed, striped) bicycle lane on Bancroft Avenue as part of the City's bikeway network; and

WHEREAS, the Bancroft Avenue Bikeway has been completed except for the section between 66th and 82nd Avenues, leaving a one-mile gap; and

WHEREAS, construction of the Bancroft Avenue Bikeway between 66th and 82nd Avenues will require the reduction of travel lanes from four (4) through lanes to two (2) through lanes and left-turn pockets, except at the intersections of 66th Avenue, Havenscourt Boulevard, 67th Avenue and 73rd Avenue, where the bike lanes will be dropped to ensure adequate vehicular level of service (LOS) and retain diagonal parking; and

WHEREAS, funds totaling \$25,000.00 is available within the Metropolitan Transportation Commission TDA Article 3 Fund (2162), Traffic Services Organization (30262), and Project (C289210); and

WHEREAS, the Bancroft Avenue Bikeway Phase III project is contingent on a grant award approved by Council on May 16, 2006 (Resolution #79900) which authorized the City to apply for, accept and appropriate \$135,000.00 in FY 06/07 TDA Article 3 funds to construct the project to be deposited to TDA Article 3 Fund (2162), Traffic Engineering Organization (92246), and Project (C289220), to be established; and

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

WHEREAS, the Bancroft Avenue project area from 66th to 82nd Avenues has been studied for feasibility and long-term transportation impacts of the bikeway, and the project is designed to have insignificant long-term impacts; and

WHEREAS, the project has been determined to be categorically exempt pursuant to California Environmental Quality Act (CEQA) Section 15301, Class 1 (c), changes in the traffic and parking regulations where such changes do not result in more than a negligible increase in the use of the street; now, therefore, be it

RESOLVED: That the City Council authorizes the Bancroft Avenue Bikeway Phase III project from 66th to 82nd Avenues by reducing the travel lanes from four (4) through lanes to two (2) through lanes with left-turn pockets except at the intersections of 66th Avenue, Havenscourt Boulevard, 67th Avenue and 73rd Avenue, where the bike lanes will be dropped.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 2006

PASSED BY THE FOLLOWING VOTE:

AYES – BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, AND
PRESIDENT DE LA FUENTE

NOES –

ABSENT –

ABSTENTION –

ATTEST: _____

LATONDA SIMMONS
City Clerk and Clerk of the Council
Of the City of Oakland, California