

**CITY OF OAKLAND**  
**AGENDA REPORT**

2007 FEB 15 PM 5:41

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Public Works Agency  
DATE: February 27, 2007

RE: **Resolution Authorizing Installation Of Class II Bicycle Lanes On Lakeshore Avenue By Reducing Travel Lanes From Four (4) Through Lanes To Two (2) Through Lanes And Adding A Continuous Center-Turn Lane Between Harvard/Winsor Roads And Mandana Boulevard**

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**SUMMARY**

A resolution has been prepared for the City Council that approves the design and construction of bicycle lanes on upper Lakeshore Avenue. This project will eliminate two of the four through traffic lanes. The resulting configuration leaves two (2) through traffic lanes, a continuous center-turn lane, and bike lanes. The project is located in Council District 2. (See Attachment A: Project Area Map, and Attachment B: Existing and Proposed Lane Configuration.)

Per Council policy, the Public Works Agency must seek City Council approval for bicycle projects that require the reduction of parking or travel lanes on a roadway.

A sewer project currently under construction provides the strategic opportunity to install these bicycle lanes as recommended in the City's Bicycle Master Plan. The sewer replacement project on Lakeshore is scheduled for completion before the end of March, weather permitting. At the completion of the sewer project, the entire roadway surface of Lakeshore between Harvard/Winsor Roads and Mandana Boulevard will be repaired, sealed with an asphalt coating called a "slurry," and restriped.

**FISCAL IMPACTS**

The cost for restriping and slurry sealing Lakeshore Avenue is included within the existing contract with Andes Construction, the company performing the sewer replacement work. Therefore, no additional funds are required to restripe the street with the proposed configuration. Project funds are available in Sewer Service Fund (3100), Sanitary Sewer Design Organization (92244), Sewers Account (57417), Relief Sanitary Sewer along Lakeshore Avenue between Mandana Boulevard and Wala Vista Avenue Project (C261010).

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## BACKGROUND

Local residents, including the North Lake Traffic Calming and Safety Committee, have lobbied the City in the recent past to reduce lanes of traffic on this section of Lakeshore Avenue to slow down, or “calm,” the traffic. Neighborhood residents have raised concerns about speeding and pedestrian safety when crossing the street at various community meetings. The City’s Transportation Services Division (TSD) has documented speeding on Lakeshore through speed surveys. Oakland Police Department (OPD) collision reports also confirm incidents of speeding, and individual residents frequently complain about speeding to both TSD and Police.

In evaluating the community’s request, staff noted that the lane reduction allowed ample room for adding bike lanes, as identified in the City’s Master Bicycle Plan. A lane reduction with bike lanes is a well-known traffic-calming measure, which has been applied successfully to other Oakland streets, including segments of Foothill Boulevard, High Street, Bancroft Avenue, and other City streets, as well as on streets in other cities throughout the country. Staff evaluated the traffic impact and determined that a lane reduction would not create traffic congestion on this street.

In October 2006, the Public Works Agency sent a flyer to over 1,100 local residents, seeking their input on the lane reduction with bike lanes. Of the 103 responses received, 71 supported both the lane reduction and bike lanes; 21 were opposed to both. Several respondents supported the lane reduction without the bike lanes, or were unclear or uncertain about the project, or asked for improvements like planted medians that are outside the scope of the project.

On January 10, 2007, Councilmember Pat Kernighan hosted a public meeting to discuss the proposed restriping proposal. A number of residents were concerned about traffic back up at Mandana. Staff responded to this concern by noting that all existing lanes approaching Mandana will be maintained, mitigating potential impact at this intersection.

Staff also responded to questions about future traffic impact, informing the residents that the evaluation of impacts extended to the year 2025. This evaluation took into account the continued presence of a grocery store at the former Albertson’s site.

At the end of the community meeting, an informal poll was taken. Of the attendees, 59% supported the project, and 41% opposed it; of those living on Lakeshore, slightly more than 50% supported the project (18 for, 16 against).

Subsequent to the community meeting, staff received additional emails and phone calls about the project. Of the total 120 responses either mailed or emailed to the City outside the meeting, 83 (69%) supported the project, and 32 (27%) opposed it.

One concern expressed since the meeting was that the project would obstruct the operations of the Waste Management trucks, as well as emergency vehicles. In response to this concern, the project does not reduce the curb-to-curb distance, so that the street width for vehicles to pull over is maintained. The California Vehicle Code (CVC) permits vehicles to cross over the bike lanes if

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necessary for safe operation. The CVC also expressly allows Waste Management trucks, utility and towing trucks to park temporarily in bike lanes to provide their services.

In addition to the number of residents in support of the project, the Oakland Bicycle Pedestrian Advisory Committee, the East Bay Bicycle Coalition and the Oakland Yellowjackets bicycling club have demonstrated ongoing support for bike lanes on Lakeshore, a route which is used frequently to introduce new recreational cyclists to on-street bike riding.

The Lakeshore Bikeway is designated a priority bikeway in the City of Oakland's Bicycle Master Plan. The section currently proposed for bike lanes is approximately 0.4 miles long.

## **KEY ISSUES AND IMPACTS**

Council policy requires advance approval of any bicycle lane projects that will eliminate through travel lanes or remove parking spaces. The Transportation Services Division evaluated the potential traffic impact of this proposal. The street has a low average daily traffic volume, has no stop-controlled intersections, and is residential in nature. There are no sites that generate high vehicular trip volumes at the project's north end. Additionally, the City contracted with Dowling Associates, a professional traffic engineering services firm, to study the project's impacts to motor vehicle Level of Service (LOS) at Mandana Boulevard, the only signalized intersection in the project area. Dowling found that the lane reduction would not result in significant traffic impacts under both current-and future-year scenarios. Their analysis showed that LOS would not significantly change, even in the year 2025, and factoring in area growth projections.

Based on TSD's evaluation, staff determined that removal of a through travel lane in each direction will not significantly impact traffic flow. 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.

AC Transit was given the opportunity to comment on the proposed lane reduction. Because their #13 bus line provides only limited services along Lakeshore Avenue, and is not a trunk line, AC Transit staff had no objection to the proposal.

Council approval of the resolution will allow Lakeshore Avenue from Harvard/Winsor to Mandana to be restriped with two travel lanes, a continuous center turn lane, and bike lanes. Because this project would be done in conjunction with the sewer project, it represents a cost-efficient use of limited City funds.

The City of Oakland's Bicycle Master Plan calls for bicycle lanes on the full length of Lakeshore Avenue, from the Piedmont City limits through the Lakeshore commercial shopping district and traversing the perimeter of Lake Merritt. Bicycle lanes on Lakeshore around the east side of Lake Merritt are included in the voter-approved Measure DD funded projects for the Lake area. In the section of Lakeshore through the commercial district, diagonal parking reduces the street right-of-way, making bike lanes infeasible. Future study of this area is needed to determine how to close this gap with an appropriate bike treatment.

## **PROJECT DESCRIPTION**

The project will stripe two travel lanes, a continuous center turn lane, and Class II bike lanes on Lakeshore Avenue between Harvard/Winsor Roads and Mandana Boulevard in conjunction with a current sewer replacement project. The project will reduce the number of travel lanes from four (4) through lanes and install bike lanes on both sides of the street. In the northbound direction, the bike lanes will begin mid-block, with a transition from through lanes to one beginning at Mandana.

## **SUSTAINABLE OPPORTUNITIES**

Economic: Bike lanes will encourage cycling to the Farmers Market and the Lakeshore shopping district, supporting the local economy. Cyclists reduce parking demand, making more parking spaces available for those who drive. The City has installed bike parking along Lakeshore as well as at the Farmers Market, attracting cyclists to these locations.

Environmental: The project stripes bike lanes in a residential neighborhood, encouraging cycling to the AC transbay and local bus stops on Lake Park, as well as to the downtown Oakland BART stations. Secure electronic lockers have been installed at the 12<sup>th</sup> Street BART Station entrance, providing an incentive to leave bikes all day. Improving bike access to transit encourages residents to bicycle to transit, reducing automobile cold starts, which are a major source of air pollution.

Social Equity: This project provides an opportunity to area residents who drive frequently to try transportation options that reduce vehicular traffic impacts on other Oakland neighborhoods. By encouraging cycling to transit, fewer cars will potentially pass through neighborhoods between Lakeshore and the Transbay Bridge, resulting in less noise and other vehicular impacts.

## **DISABILITY AND SENIOR CITIZEN ACCESS**

Because of its mild gradient, the Lakeshore restriping project will improve bicycling and pedestrian access for senior citizens to nearby shopping and for recreation. The bike lanes can also be used by seniors and persons with disabilities to access their cars from the street. 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 design and construction of bike lanes on Lakeshore Avenue, reducing traffic lanes from four (4) through lanes to two (2) through lanes and a continuous center turn lane from Harvard/Winsor Road to Mandana Boulevard.

**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

Prepared by:  
Kathryn Hughes, Bicycle/Pedestrian Consultant  
Transportation Services Division

APPROVED AND FORWARDED TO  
THE PUBLIC WORKS COMMITTEE:

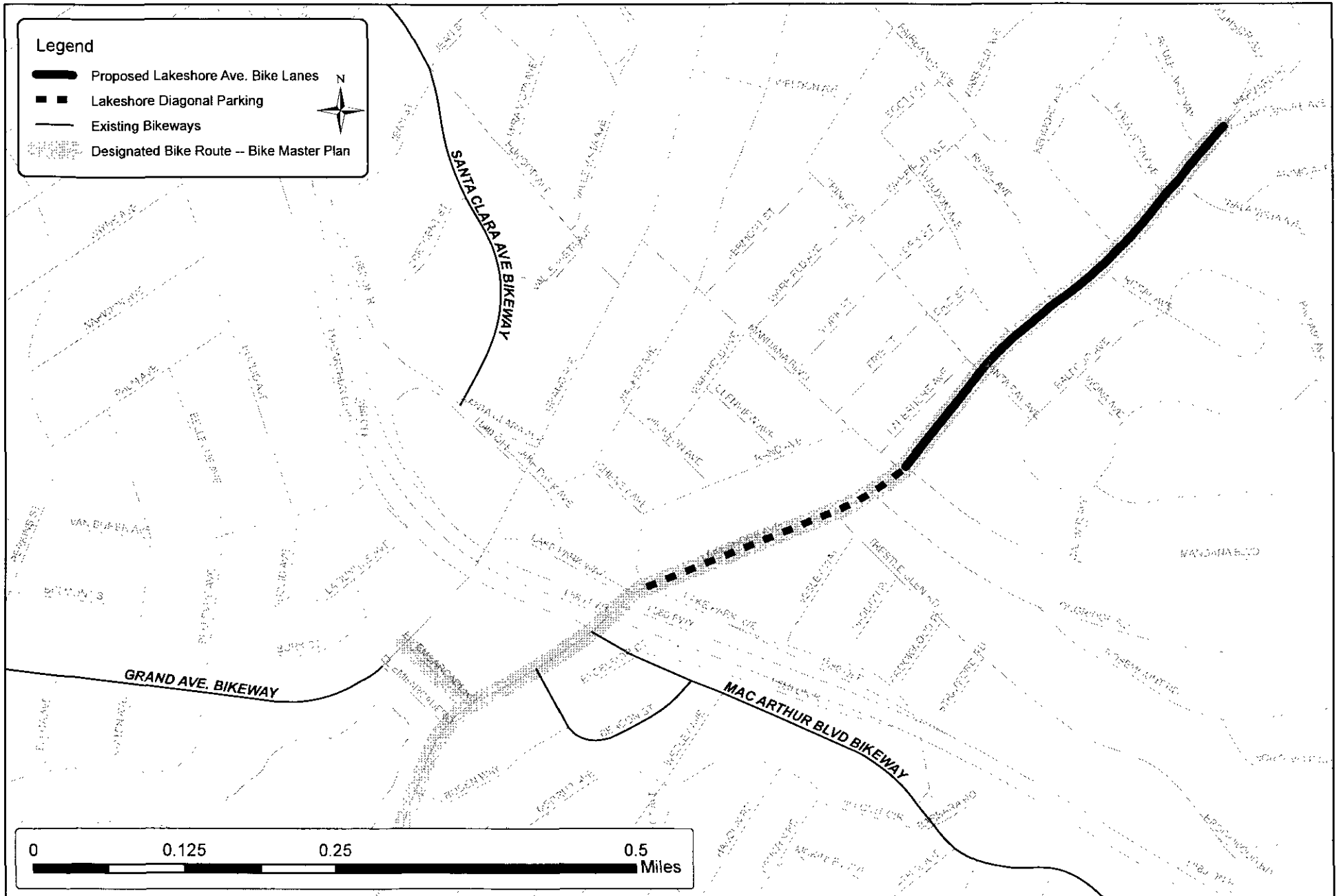


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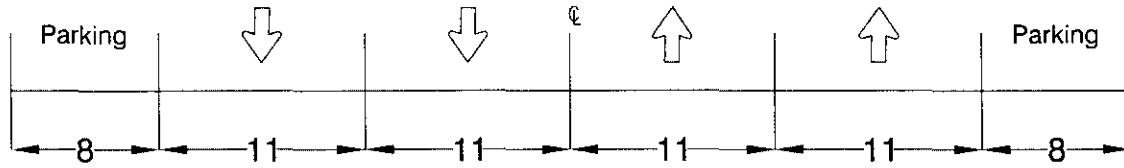
# Proposed Lakeshore Ave. Bike Lanes

Harvard/Winsor to Mandana Blvd.

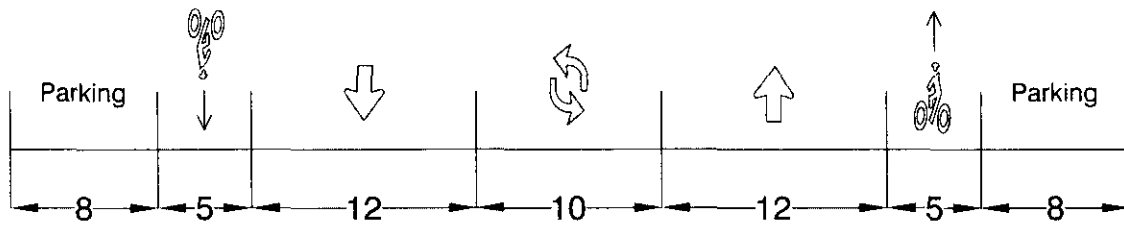


**ATTACHMENT B**  
**Existing and Proposed Lane Configuration, Lakeshore Ave. Bike Lanes**

*Existing*



*Proposed*



OFFICE OF THE CITY CLERK  
OAKLAND

**OAKLAND CITY COUNCIL**

*[Signature]*  
City Attorney

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RESOLUTION NO. \_\_\_\_\_ C.M.S.

Introduced by Councilmember \_\_\_\_\_

**RESOLUTION AUTHORIZING INSTALLATION OF CLASS II BICYCLE LANES ON LAKESHORE AVENUE BY REDUCING TRAVEL LANES FROM FOUR (4) THROUGH LANES TO TWO (2) THROUGH LANES AND ADDING A CONTINUOUS CENTER-TURN LANE BETWEEN HARVARD/WINSOR ROADS AND MANDANA BOULEVARD**

**WHEREAS**, installing bicycle lanes meets the goals of the City of Oakland'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 bike lanes on Lakeshore Avenue as part of the City's bikeway network; and

**WHEREAS**, a current sewer replacement project provides the opportunity to install bike lanes on the section of Lakeshore between Harvard/Winsor and Mandana Boulevard; and

**WHEREAS**, the installation of bicycle lanes on Lakeshore Avenue between Harvard/Winsor Roads and Mandana Boulevard will require the reduction of travel lanes from four (4) through lanes to two (2) through lanes and a center turn lane; 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**, Lakeshore Avenue 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 from Harvard/Winsor Roads to Prince 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 installation of a Class II bicycle lanes on Lakeshore Avenue between Harvard/Winsor Roads and Prince, by reducing the travel lanes from four (4) through lanes to two (2) through lanes and a center turn lane, with a transitional striping area from Prince Street to Mandana Boulevard.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 20\_\_

**PASSED 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